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ACRONYMS

ACRONYM

CD: DRRCBI

CD: IICS

CD: LPM

CFP

CST

CUT

DCoG

DAFF

DEA

Dir: EWCMS

Dir: FS

Dir: IIM

Dir: DMM&E

Dir: DRMETA&R

Dir: PDRF

DIRCO

DMA

DMAA

DMC

DMIS

DoH DRDLR

DRR

DSD

dti

DWS

FBSA

GCIS

HNPW

ICDM

ICT

IDDR

IEC

INSARAG

ISG

DEFINITION

Chief Directorate: Disaster Risk Reduction, Capacity Building and Intervention

Chief Directorate: Intelligence, Information and Communication Systems

Chief Directorate: Legislation and Policy Management

Country Focal Point

Comparative Study Tour

Central University of Technology

Department of Cooperative Governance

Department of Agriculture, Forestry and Fisheries

Department of Environmental Affairs

Directorate: Early Warning and Capability Management Systems

Directorate: Fire Services

Directorate: Intelligence and Information Management

Directorate: Disaster Management Monitoring and Evaluation

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

Directorate: Policy Development and Regulatory Frameworks

Department of International Relations and Cooperation

Disaster Management Act No 57 of 2002

Disaster Management Amendment Act, 2015 (Act No 16 of 2015)

Disaster Management Centre

Disaster Management Information System

Department of Health

Department of Rural Development and Land Reform

Disaster Risk Reduction

Department of Social Development

Department of Trade and Industry

Department of Water and Sanitation

Fire Brigade Services Act, 99 of 1987

Government Communication and Information System

Humanitarian Network Partnership Week

Intergovernmental Committee on Disaster Management

Information and Communications Technology

International Day for Disaster Reduction

INSARAG External Classification

International Search and Rescue Group

INSARAG Steering Group

ACRONYM	DEFINITION
IT	Information Technology
IUDF	Integrated Urban Development Framework
MDMC	Municipal Disaster Management Centre
M&E	Monitoring and Evaluation
MISA	Municipal Infrastructure Services Agency
MoU	Memorandum of Understanding
NCC	National Consumer Commission
NCOP	National Council of Provinces
NDMAF	National Disaster Management Advisory Forum
NDMC	National Disaster Management Centre
NDMF	National Disaster Management Framework of 2005
NGO	Non-Governmental Organisation
NRCS	National Regulator for Compulsory Specifications
NJDCC	National Joint Drought Coordination Committee
NUSARF	National Urban Search and Rescue Framework
PDMC	Provincial Disaster Management Centre
RSR	Railway Safety Regulator
SADC	Southern African Development Community
SALGA	South African Local Government Association
SANDF	South African National Defence Force
SANS	South African National Standard
SAPS	South African Police Service
SASSA	South African Social Security Agency
SAWS	South African Weather Service
SFDRR	Sendai Framework for Disaster Risk Reduction 2015 – 2030
SPI	Standard Precipitation Index
TUT	Tshwane University of Technology
UKZN	University of KwaZulu-Natal
UNDAC	United Nations Disaster Assessment and Coordination
UNHCR	United Nations High Commission on Refugees
UNISDR	United Nations International Strategy for Disaster Reduction
USAR	Urban Search and Rescue



FOREWORD BY THE MINISTER



MR DAVID VAN ROOYEN, MP Minister of Cooperative Governance and Traditional Affairs

The report
reflects on the
progress made
by the NDMC
in promoting
an integrated
and coordianted
system of
disaster
management
with special
emphasis on
prevention and
mitigation.

The Department of Cooperative Governance (DCoG) herewith presents the 2015/16 annual report of the National Disaster Management Centre (NDMC) in compliance with Section 24 (1) of the Disaster Management Act, 2002 (Act No 57 of 2002) – DMA.

The report provides an overview of the activities undertaken by the NDMC for the period under review. It also reflects on the progress made by the NDMC in promoting an integrated and coordinated system of disaster management with special emphasis on prevention and mitigation, by national, provincial and municipal organs of state, statutory functionaries, other role players involved in disaster management and communities.

Government remains committed to realising the disaster policy set out in the White Paper on Disaster Management. Given this, and responding to calls from various stakeholders to amend the DMA the Disaster Management Amendment Bill was introduced in Parliament in March 2015. Following extensive deliberations by the National Assembly and the National Council of Provinces (NCOP), the Amendment Bill was passed by Parliament and, on 15 December 2015, was signed into law by the President, becoming the Disaster Management Amendment Act, 2015 (Act No 16 of 2015) - DMAA. Apart from deepening the disaster management policy and regulatory framework, it is expected that the amendments to the legislation will make the DMA simpler to implement, avoid ambiguity and provide greater legal certainty. The NDMC will continue to work with stakeholders across the spheres of government, the private sector, non-governmental organisations (NGOs) and civil society to clarify the implementation implications of the amendments and build capacity so that the implementation of the DMA is fully realised.

In deepening the disaster reduction agenda, South Africa, on 13 October 2015, commemorated the annual International Day for Disaster Risk Reduction (IDDR) at Lukhanji Local Municipality, in the Chris Hani District Municipality. The focus of the 2015 IDDR was traditional, indigenous and local knowledge and the way that they complement modern science and add to individuals' and societies' resilience. The commemoration discussed the vulnerabilities of traditional communities and acknowledged that our country is rich in indigenous knowledge that can be used to reduce the numbers of disasters and their impacts. The need was stressed for knowledge transfer from one generation to the next, using the strong traditional leadership institutions established across the spheres of government.



These institutions must not only continue to support and inform development initiatives, service delivery and governance by ensuring access to indigenous knowledge systems, but are best placed to advise the government, and indeed the disaster management structures, on traditional issues. This requirement is recognised by the DMAA, with the inclusion of traditional leaders in the disaster management advisory forums already established across the spheres of government.

Another example of how government is promoting disaster prevention and mitigation, through policy initiatives, is the Integrated Urban Development Framework (IUDF), which seeks to foster a shared understanding across government and society about how best to manage urbanisation and achieve the goals of economic development, job creation and improved living conditions for our people. The nine policy levers set out in the IUDF are supported by, and must be read in conjunction with, the crosscutting issues of rural-urban interdependency, urban safety and urban resilience - the latter talking to disaster risk reduction (DRR) and mitigation interventions in the planning and management of urban areas. Urban resilience provides an overarching framework for reducing the risks and impact of natural and humanmade crises and damage from disaster (ie loss of lives and assets). It means being able to bounce back quickly and emerge stronger to a stable state.

South Africa needs to continue to build the resilience of the poor and those in vulnerable situations, and reduce their exposure to climate-related extreme events and other economic, social and environmental shocks and disasters. Building urban resilience and ensuring sustainable development require a close interface and integration of urban governance, climate and risk-sensitive development planning, as well as coherent systems, services and resources. A wholeof-government and all-of-society approach needs to emphasise the linkages between mitigation and adaptation, as well as the multiple economic, social and environmental co-benefits of urban climate

action. These related policy issues are strengthened with the DMAA. Whilst DRR remains the primary objective of the NDMC, coordinating the response by sector departments, NGOs and other stakeholders to the drought gripping large parts of the country, once again highlighted the importance of having integrated planning and coordinated implementation to ensure the effectiveness and efficiency of the overall response. The NDMC established the National Joint Drought Coordination Committee (NJDCC), which allows the national sector departments to coordinate their responses in the affected provinces and municipalities.

Also during the reporting period, the NDMC supported provincial and municipal role players to respond to a number of smaller-scale incidents. Most notable was the disaster management structures' response to hailstorms in Gauteng, where provincial resources and funding from the Provincial Disaster Grant were used to repair damaged schools and houses. Whilst such an incident cannot be compared to the scale of the drought gripping the Country or to other large-scale incidents that may occur, their loss of life, infrastructure and other economic factors are increasing and pointing to the need for a more focused response by the government and other stakeholders in the years to come. We sympathise with the victims of these disasters and applaud the efforts of the countless emergency workers, police officials, disaster managers and other stakeholders who work, often in difficult and dangerous conditions, to mitigate the effects of disasters and prevent recurrences.



Mr David Van Rooyen (MP)

Minister of Cooperative Governance and Traditional Affairs



OVERVIEW BY THE HEAD OF THE NATIONAL DISASTER MANAGEMENT CENTRE



MR KEN TERRY

Head: National Disaster Management Centre The Global Assessment of Disaster Risk Reduction¹ (GAR) is a biennial global assessment report of DRR. It provides a comprehensive review and analysis of the natural hazards affecting humanity. The report is produced in collaboration and consultation with a wide range of stakeholders, including various United Nations agencies, governments, academic and research institutions, donors, and technical organisations and specialists.

The 2015 Global Assessment Report on Disaster Risk Reduction² (GAR15) has assembled compelling evidence to demonstrate that a strengthened commitment to, and investment in, DRR is critical. GAR15 further states that, in many countries, climate change is magnifying risks and increasing the cost of disasters, a trend seen in South Africa given the current drought, the severe weather events and flooding experienced each year. One especially alarming development highlighted in GAR15, which is relevant to South Africa, is that both mortality and economic loss associated with smaller-scale, recurrent localised disasters are increasing and are adding up. These extensive risks are closely associated with drivers such as inequality, environmental degradation, badly planned and managed urban development, and weak local governance. They are a central concern for the low-income households and small businesses that depend on public infrastructure and local governments that provide it.

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

In many countries, climate change is magnifying risks and increasing the cost of disasters, a trend seen in South Africa given the current drought, the severe weather events and flooding experienced each year.

https://www.unisdr.org/we/inform/gar

http://www.preventionweb.net/english/hyogo/gar/2015/en/home/GAR_pocket/ Pocket%20GAR_6.html

HIGH-LEVEL STRATEGIC ACHIEVEMENTS FOR THE YEAR UNDER REVIEW

Disaster Management Amendment Act, 2015

Since 2011, following Ministerial approval, the NDMC has been working with stakeholders in disaster management to amend the DMA. During 2015, following Cabinet approval, the Disaster Management Amendment Bill, 2015 was submitted to, processed and approved by Parliament³. The President, by Presidents Act No 454 of 2015, assented to the DMAA, which was published in Government Gazette No 39520 on 15 December 2015. The President is expected to announce the commencement date of the DMAA in the first quarter of 2016/17.

The DMAA is aimed at clarifying terminology; ensuring the representation of traditional leaders and vulnerable groups in the disaster management advisory forums; providing for the National Disaster Management Advisory Forum (NDMAF) to serve as the South African National Platform for DRR, thereby incorporating the obligations set out in global commitments (Hyogo Framework of Action, followed by Sendai Framework for Disaster Risk Reduction); clarifying the roles and responsibilities of organs of state to assist the disaster management structures; strengthening reporting on policy implementation, DRR, relief, recovery and rehabilitation efforts using intergovernmental relations structures; expanding the contents of disaster management plans of organs of state to include vulnerable groups and expected climate change impacts and risks; re-affirming the role of both district and local municipalities to establish disaster management centres and improve capacity for the development and coordination of disaster management plans; and granting the Minister authority to make regulations on education, training,

S42 (1) of the Constitution indicates that Parliament consists of the National Assembly and the National Council

research and the classification and declaration of disasters.

International Day for Disaster Reduction

The NDMC also celebrated the IDDR, an initiative that started in 1989 with the approval of the United Nations General Assembly. The day promotes a global culture of disaster reduction, including disaster prevention, mitigation and preparedness. It is a day to celebrate how people and communities are reducing their risk to disasters and raising awareness about the importance of DRR. It's also a day to encourage every citizen and government across the globe to take part in building more disaster-resilient communities and nations.

The 2015 theme for the IDDR is part of a 'step up' initiative started in 2011 by the United Nations International Strategy for Disaster Reduction (UNISDR). The focus was on traditional, indigenous and local knowledge and the way that they complement modern science and add to individuals' and societies' resilience. In line with the UNISDR, South Africa commemorated the 2015 IDDR on 13 October 2015 at Lukhanji Local Municipality, in the Chris Hani District Municipality.

The IDDR programme was driven mainly by the political leadership across the three spheres of government, who delivered messages of support. In his keynote address, the former Minister of Cooperative Governance and Traditional Affairs, Pravin Gordhan, committed his department to further engagements with provincial and district officials to craft a roadmap towards resolving backlogs in disaster response. He further highlighted the objectives of the flagship project, named 'Back-to-Basics', and explained how it is enhancing the ability of municipalities to address the needs of communities promptly and effectively, especially during disasters. The Minister also witnessed the signing of a DRR Declaration by the leaders of the provincial government on the use of indigenous, traditional and local knowledge in line with the 'Ten Essentials' developed by the UN on

of Provinces

the theme 'Making Cities (Municipalities) Resilient: My City is Getting Ready'. The declaration was the culmination of consolidated information gathered through the provincial indicative risk profile, reported incidents, declared states of disasters and study group sessions conducted with the indigenous people of the district municipality.

The 2015 IDDR not only celebrated indigenous people, but acknowledged their vulnerabilities to disaster risks, embraced their knowledge systems in mitigation and highlighted the need to create platforms where indigenous people's participation in decision making in their communities is recognised and their experiences tapped into. Indigenous people are particularly vulnerable to natural disasters and their needs tend to be different from conventional needs, but they are not one homogenous group suited to a one-size-fits-all policy. Their needs and interests demand tailored local programmes and intervention models.

Given South Africa's rich cultural heritage, its strong traditional institutions established across the spheres of government in accordance with legislation, and the way that traditional, indigenous and local knowledge complement modern science, and add to individuals' and societies' resilience, it was natural that the DMAA strengthen the link between traditional leadership and disaster management advisory forums.

Integrated Urban Development Framework

The IUDF policy was developed by the Department of Cooperative Governance and Traditional Affairs following extensive consultation with stakeholders across the spheres of government, other interest groups and the NDMC. The IUDF presents a significant opportunity for disaster management to work with local organs of state to increase the resilience of urban communities, particularly in the management of urbanisation. Urban resilience – or DRR and mitigation interventions in the planning and management of urban areas – and urban safety, particularly safety in public spaces, have been identified as essential

ingredients for creating liveable and prosperous cities.

As more and more people and assets are concentrated in cities, an increasingly complex array of shocks and stresses can influence resilience, negatively or positively. The factors that influence a city's resilience include the range and severity of hazards; the risk to lives and property; the vulnerability and exposure of human, social, and environmental systems; and the degree of preparedness of both physical and governance systems to any shock or stress. Cities are increasingly expected to take concrete actions to adapt to risks associated with rising sea levels, floods, droughts and other natural disasters that are exacerbated by climate change and climate variability. Reducing the risk of disasters helps to protect development investments and enables societies to accumulate wealth, in spite of the hazards they face.

Given the above, developing and implementing holistic disaster (risk) management at local municipal level is apparent at this point. The disaster management policy and legislative framework already responds favourably to the amendments made to the DMA, which emphasise the importance of disaster management planning by each organ of state. The amendments, for instance, re-affirm the role of municipalities to establish capacity for the development and coordination of a multi-sector disaster management plan and the implementation of a disaster management function for the municipality. The amendments also acknowledge the need in some areas to establish a disaster management centre in a local municipality and provide for the establishment of a disaster management centre for a local municipality through a service level agreement with the district municipality.

Given that a disaster management plan must form part of the integrated development plan of a municipality, the requirement to integrate spatial planning with urban resilience is ensured. Conservation or restoration of ecosystems (also factors included in the amendments to the DMA) provides cost-

effective options for climate change adaptation and DRR. Healthy catchment areas outside cities and green open spaces in cities help to slow the flow of water and increase its infiltration. Furthermore, infrastructure should be constructed in a manner that makes communities less vulnerable to disasters and strengthens their resilience. Municipalities should also ensure that urban infrastructure is constructed and maintained in accordance with building codes and standards.

Given the complexity of the urban space, sector departments across government spheres and between government and communities need to collaborate to increase the resilience of the system to shocks and emergency responses. This requires accountability procedures for all departments (at all levels), reducing risks and building resilience, as well as promoting risk-informed decision-making, creating rapid decision-making procedures and making available emergency resources (financial and human) to respond to emergencies or disasters, and setting up an integrated early warning system.

Back-to-Basics concept in disaster management

There is vast academic evidence on the causal link between underdevelopment and increased disaster loss. Local government has, since 1994, been a primary site for the delivery of basic services in South Africa, with tremendous progress made in delivering water, electricity, sanitation, refuse removal, primary healthcare, safety and formal housing. This delivery has brought with it reductions in risk for children and people living with HIV, as the spread of disease due to poor sanitation and non-potable water use is reduced. Yet despite these delivery achievements, it is clear that much needs to be done to support, educate and, where needed, enforce implementation of local government's mandate for delivery.

The DCoG, in 2014, performed a review of South Africa's 278 municipalities using the following functional factors: political stability, governance, service delivery, financial management and institutional management. The assessment revealed that a third of the municipalities are getting the basics right and functioning well, a third are fairly functional with average performance, but room for improvement; and the final third are dysfunctional.

This means that two thirds of municipalities are functioning at suboptimum levels. Given the dependency of the disaster management function on political leadership, good governance, prompt service delivery, sound financial management and institutional coordination, one can reasonably deduce that municipalities that are not functioning well, or are dysfunctional, will find it difficult to successfully achieve disaster management policy outcomes or legislative compliance. Against this background, the NDMC is working with the other branches of the DCoG to realise the functionality of all municipalities.

Drought coordination

The absence of a uniformly accepted definition for drought leads to great difficulty in defining with accuracy the parameters that indicate the start and end of the phenomenon. Taking the broadest possible view of the definitions used, two concepts are universal. On one hand, there is water scarcity that exists in a region (or area), regardless of its cause, and on the other hand is the impact of the water scarcity on society whether in the affected region or not. The uncertainty in the specifics of the two concepts not only leads to vast differences in the interpretation of the available data by stakeholders during the initial stages of the event, but manifests in many different approaches and viewpoints put forward by stakeholders, communities and government to effectively respond or begin to respond thereto.

Notwithstanding the lack of specific scientific parameters, during mid-winter, spring and early summer, the rainfall data provided by the South African Weather Service (SAWS) each week started to reveal with greater certainty that South Africa's rainfall was indeed negatively influenced by a strong El Nino weather pattern. **Figure 1**⁴ shows the total annual rainfall from 1904 – 2015. It is clear that, since 2011, South Africa has received below annual rainfall, with 2015 the driest year on record since 1921.

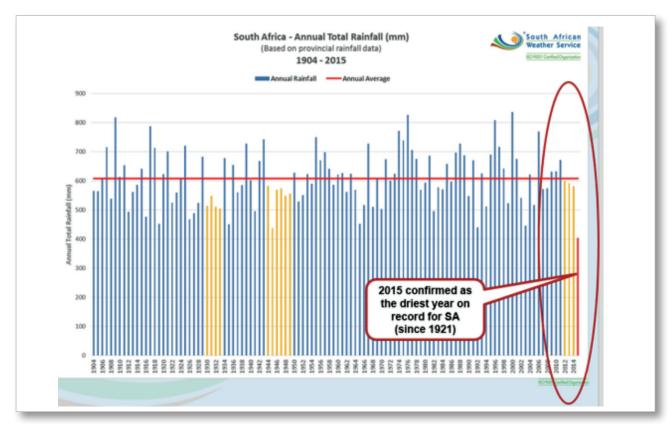


Figure 1: Annual total rainfall 1904 – 2015

Other analysis of the rainfall data is depicted in **figure 2**⁵, which shows the cumulative percentage of normal rainfall for the period July 2015 to February 2016. It is clear that large parts of the country received less than 75% of their normal annual rainfall for the period (orange sections) and others less than 50% of their normal annual rainfall (brown sections). The dry conditions experienced were exacerbated by the high temperatures (heatwave) experienced in the country at the end of 2014 and beginning of 2015 as well as dry winter conditions accompanied by veld fires in the Western Cape, KwaZulu-Natal and Free State.

⁴ SAWS briefing to NJDCC on 8 February 2016.

⁵ SAWS briefing to NJDCC on 22 March 2016, based on preliminarily data for the period 1981-2010.

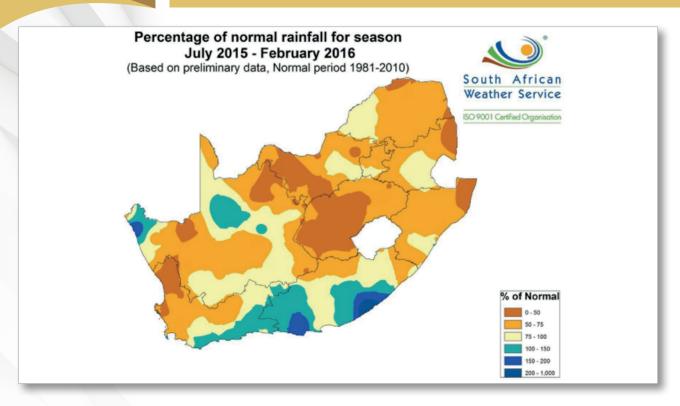


Figure 2: Percentage of normal rainfall July 2015 - February 2016

In November 2015, the NJDCC was established to bring key national government departments together in a weekly forum to coordinate and align the government's monitoring of and response to the drought situation.

The impact of drought was felt mainly in the agricultural sector, with knock-on effects in the food processing sector and on food prices. Government's response to the drought entails short-, medium- and long-term measures, which include the provision of interest-free loans to farmers; the provision of fodder; the refurbishing, deepening and drilling of boreholes; the delivery of potable water; provision of water tanks; encouraging domestic rainwater harvesting; imposing water restrictions on commercial operations, farmers and residential customers; providing water containers and wheel barrows; focusing the 'war-on-leaks' programme; advocating water conservation practices; and domestic grey water harvesting.

Other long-term plans include the construction of new dams and reservoirs, reviewing the operating rules of all state-owned reservoirs, and finding long-term solutions to acid mine drainage.

The drought continues to place some surface water storage systems under pressure. thus the weekly monitoring of the status of surface water (**figure 3**°) forms an important aspect of the NJDCC's activities as it affords the government the opportunity to intervene in a number of ways to ensure that communities have access to potable water.

Department of Water and Sanitation briefing to NJDCC on 4 April 2016

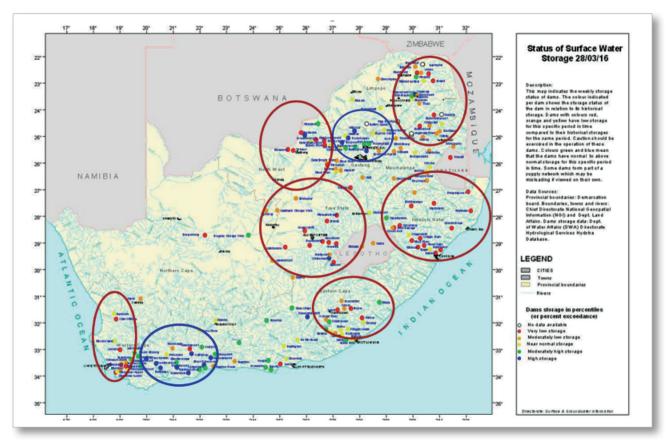


Figure 3: Status of surface water storage on 28 March 2016

In some parts of the country, water supply interruptions relating to the reticulation of water from water treatment plants to the end user as a result of leaks, poor maintenance and vandalism, were wrongly associated with the drought. The NDMC continues to work with the responsible government departments to reduce these service-related interruptions by raising awareness on the importance of maintaining infrastructure.

International engagements

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

developmental and disaster management challenges, the NDMC needs to collaborate with various countries on issues that require effective coordinated international response, such as the emerging issues of urbanisation, migration, mitigation of the impact of climate change, DRR, poverty alleviation and growing youth unemployment. In line with the DMA and National Disaster Management Framework, 2005 (NDMF), regional cooperation in disaster management is essential, and the appropriate mechanisms must be initiated to establish and participate in forums in which such cooperation can be achieved. The international engagements undertaken by the NDMC are summarised in **figure 4**.

INTERNATIONAL RELATIONS ACTIVITY	Karalaha Orong Sarahan Baranasa		28 September – 31 October 2015.		
	Comprehensive Disaster Management in Africa.	CITY AND COUNTRY	Kobe, Japan.		
PURPOSE	Core DRR personnel from African countries learn not only from each other from the host country, using a participatory approach by sharing knowledge tools necessary to come up with holistic and comprehensive DRR strategies sustainably unravel the various risk factors present in their respective countries.				
HIGH-LEVEL RECOMMENDATION(S)	The development of a medium-term strategy develop South Africa's disaster managemen objectives and legislative obligations for disaster.	t programme an	d realise the policy		

INTERNATIONAL RELATIONS ACTIVITY	The Nansen Initiative.	DATE	12 – 13 October 2015.	
			Geneva, Switzerland.	
PURPOSE	The Nansen Initiative, co-chaired by the governments of Switzerland and Norway, was launched in October 2012 to build consensus among United Nations states on effective mechanisms to support and care for persons internally and externally displaced through disasters or climate change.			
HIGH-LEVEL RECOMMENDATION(S)	The NDMC Monitoring and Evaluation unit sho of a national disaster management database to people (maintained from 2010 to date) and, see of the United Nations Sendai indicators, which of national disaster management indicators to accurate and disaggregated data are readily a decision making.	to include data on condly, participate ch will form part c to be monitored t	internally displaced e in the development of the integrated set to ensure that more	



Japan International Cooperation Agency Knowledge Co-Creation Programme on Comprehensive Disaster Management in Africa

INTERNATIONAL RELATIONS ACTIVITY	Urban Search and Rescue (USAR) International Search and Rescue Group	DATE	16 – 20 October 2015.
	(INSARAG) Regional and Global Team Leaders' meeting.	CITY AND COUNTRY	Abu Dhabi, United Arab Emirates (UAE).

PURPOSE

The meeting creates a platform for USAR team leaders to discuss issues of common interest.

HIGH-LEVEL RECOMMENDATION(S)

- A complete revision of the INSARAG guidelines has now been endorsed by the INSARAG Steering Group (ISG) and will be launched in 2016 during the global meeting. The next review of the guidelines is planned for 2020, with the review process beginning in 2018.
- The NDMC must continue to drive the process of implementing the National Urban Search and Rescue Framework (NUSARF), which intends to provide a single framework and enabling environment for the NDMC, provincial and municipal disaster management centres, other government departments and stakeholders to address the challenges inherent in USAR. The implementation of the NUSARF must be a priority for the department and adequate resources (human and financial) must be allocated to the NDMC to successfully implement this framework.
- The NDMC must continue to build USAR capacity across the country. To fasttrack this process, it is important to identify and engage key partners (national and international) who can support USAR capacity-building initiatives.



Group photo of participants at the USAR Regional and Global Team Leaders' meeting

INTERNATIONAL RELATIONS ACTIVITY	The United Nations Office for Risk Reduction: peer review.	DATE	1 – 10 December 2015.
		CITY AND COUNTRY	Lilongwe, Malawi.
PURPOSE	To help take stock of African countries' eff		

To help take stock of African countries' efforts to reduce disaster risk and to share lessons to help national and international policy-making in disaster risk management. South Africa was represented by a nominee from provincial government, the Disaster Management Institute of South Africa (local government) and the Department of International Relations and Cooperation (DIRCO).

HIGH-LEVEL RECOMMENDATION(S)

The peer review mission has been a very valuable tool and experience in not only reviewing a country's compliance to risk reduction but learning from Malawi, Zimbabwe and Mozambique. Some of these key learnings include:

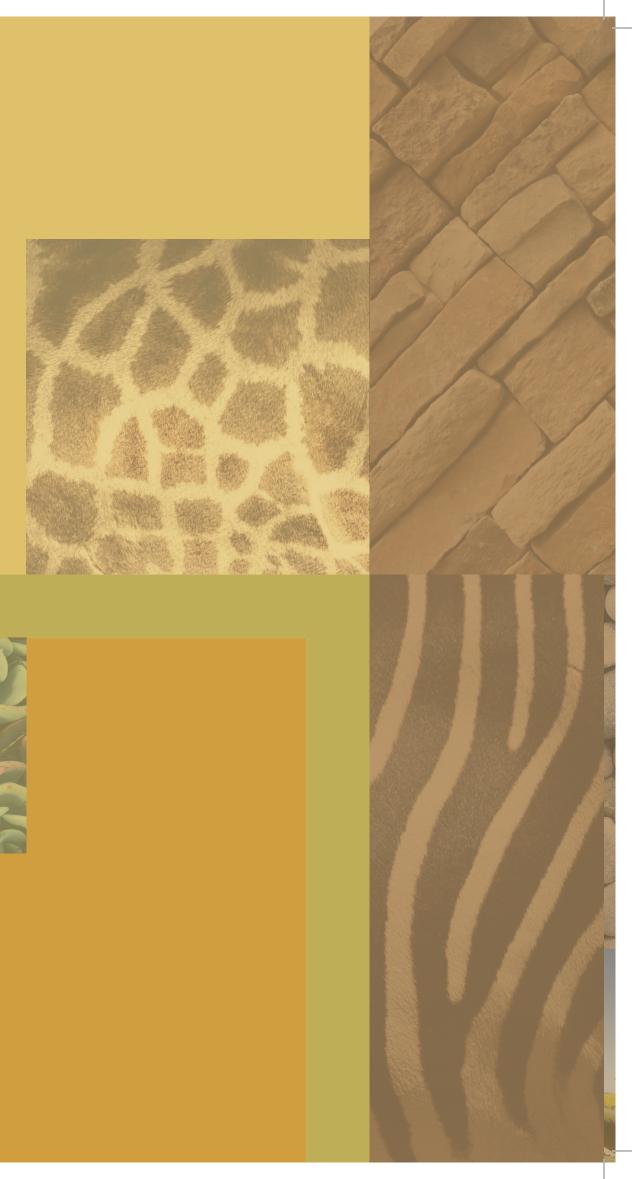
- Malawi has excellent policies and strategies that could be used in South Africa. These include its DRR policy, monitoring and evaluation framework and communication strategy.
- Mozambique has an excellent early warning system in communities based on a flag system. Once the red flag is hoisted it becomes mandatory for the community to evacuate.
- Zimbabwe annually ring fences 1% of its total budget for disaster management.
- Malawi has indicated that it would be interested in twinning arrangements or assistance in curriculum expansion as well as offering formal qualifications in disaster management. It has also requested peers to host study tours on agriculture, economic development and environmental affairs.
- South Africa, through the NDMC, could consider a peer review since it has the capacity/expertise.
- South Africa should also strengthen its Southern African Development Community (SADC) relationships and encourage neighbouring country agreements to enhance capacity building.

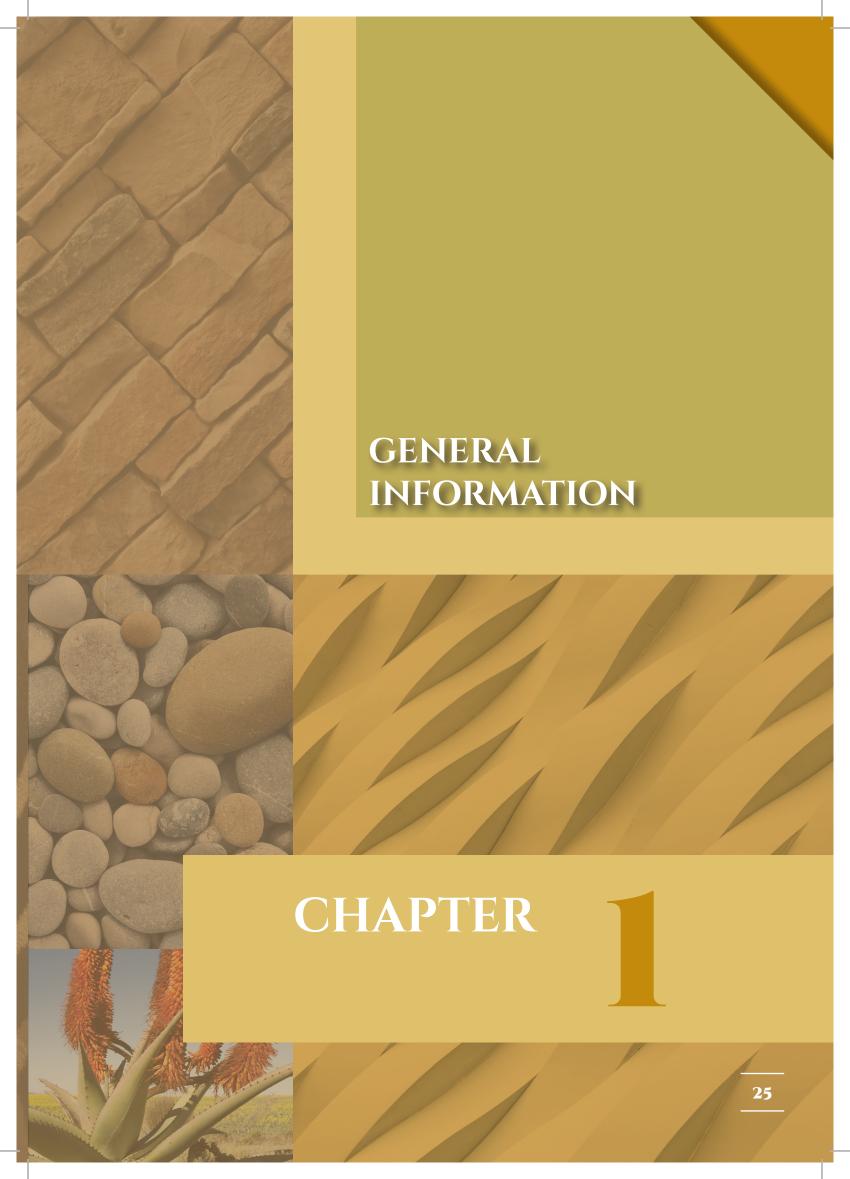
INTERNATIONAL RELATIONS ACTIVITY	ISG and United Nations Disaster Assessment and Coordination (UNDAC)	DATE	1 – 5 February 2016.	
	meeting during Humanitarian Network Partnership Week (HNPW).		Geneva, Switzerland.	
PURPOSE	The event provided a platform for networks and partnerships to explore ways to strengthen their interoperability, and to improve their cooperation in areas of common interest. More specifically, HNPW 2016 sought to enable participants to inspire and learn from one another, compel networks to explore new and innovative approaches to perennial challenges, and facilitate the development of collective solutions and the mobilisation of shared resources towards these ends.			
HIGH-LEVEL RECOMMENDATION(S)	The NDMC is responsible for ensuring of appropriate validation in the preparedness at UNDAC matters. As a Country Focal Point (Country account costs for participation and enguly UNDAC events and their work plans. In view of continue to participate in UNDAC and INSAR its duties as the CFP and to ensure that the USAR and disaster assessment is in line with	and response photophone photophon	ases on USAR and is expected to take opport INSARAG and tant that the NDMC devents to execute each in dealing with	

Figure 4: International trips undertaken by the NDMC during the 2015/16 financial year

Mr Ken Terry

Head: National Disaster Management Centre







GENERAL INFORMATION

1.1. INTRODUCTION

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

1.2 PURPOSE OF THE BRANCH

To promote an integrated and coordinated system of disaster management with special emphasis on prevention, mitigation and preparedness by national, provincial and municipal organs of state, statutory functionaries and other role players involved in disaster management and communities. This programme is also responsible for the administration and oversight of fire services legislation.

1.3 LEGISLATIVE MANDATE

The National Disaster Management Centre draws its legislative mandate from the Disaster Management Act, 2002 (Act No 57 of 2002), the National Disaster Management Framework, 2005 and the Fire Brigade Services Act, 1987 (Act No 101 of 1987) (FBSA). Other legislation playing a key role in the governance of disaster management and fire services includes:

- The Constitution of South Africa, 1996;
- The Public Finance Management Act, 1999;
- The Municipal Finance Management Act, 2003;
- Local Government Municipal Systems Act, 2000;
- The Annual Appropriation Act;
- The Annual Division of Revenue Act;

- The Intergovernmental Relations Framework Act, 2005;
- The Intergovernmental Fiscal Relations Framework Act, 1997.

1.4 STRATEGIC OVERVIEW

1.4.1 Vision

An integrated system of disaster management and fire services.

1.4.2 Mission

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

- Developing and implementing appropriate policies and regulatory frameworks.
- Promoting a culture of risk avoidance by creating enabling mechanisms for stakeholder participation.
- Monitoring and evaluating disaster management programmes across the spheres of government.
- Strengthening cooperation among stakeholders in disaster management.
- Informing and directing South Africa's disaster management efforts to achieve the priorities of regional and international frameworks.

1.4.3 Values

Guided by the spirit of Batho Pele, our values are:

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

1.5 2015/16 STRATEGIC OBJECTIVE

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

1.6 2015/16 BRANCH OBJECTIVES

During the year under review, the programme aimed to:

- Support the establishment and operation of effective fire services and disaster management by:
 - enhancing the fire services legislative framework by developing a draft Fire Services White Paper by 31 March 2016, to ensure that the legislation is responsive to the changing conditions in the sector; and
 - introducing the Disaster Management Amendment Bill to Parliament by March 2016.
- Create public awareness of disaster reduction by rolling out DRR advocacy and awareness programmes, such as International Day for Disaster Reduction in provinces, by March 2016.
- Develop and implement a monitoring and evaluation framework to improve and strengthen the system of disaster management and fire services by March 2016.



1.7 ORGANISATIONAL STRUCTURE

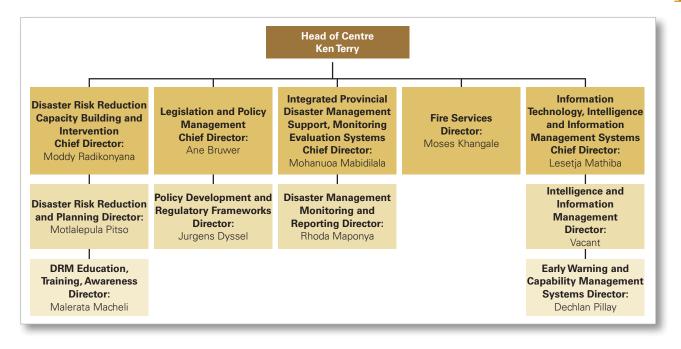


Figure 5: NDMC organisational structure

1.8 EXPENDITURE TRENDS

The spending focus in this programme was on providing immediate relief for disasters through the disaster relief conditional grant, which is transferred to provinces affected by disasters. The grant is transferred through the *Disaster Relief Transfers* sub-programme, which is the largest spending item over the medium term. The grant allows provinces and municipalities to respond timeously to the immediate needs of affected communities after disasters have occurred. The disaster relief envisioned would include the repair of infrastructure that supports basic services and the provision of environmental health and humanitarian relief within three months following the declaration of a state of disaster. **Figure 6**¹ sets out the NDMC's expenditure trends during the 2015/16 financial year.

	:	2015/2016		2014/2015		
Management: Head of Disaster	6 105	5 682	423	19 740	17 851	1 889
Legislation, policy and compliance management	6 113	6 113	-	5 021	5 021	-
Planning coordinations and support	13 740	13 203	537	41 619	41 619	-
Intelligence and information systems management	10 916	10 254	662	9 830	9 830	-
Disaster relief	364 343	35 588	328 755	560 952	121 483	439 469
Integrated disaster management monitoring and evaluation systems	1 238	1 193	45	-	-	-
Municipal disaster recovery grant	188 900	186 121	2 779	194 253	190 102	4 151

Figure 6: NDMC expenditure trends during the 2015/16 financial year

Pre-audited figures

Figure 7 sets out the conditional grants and other transfers made to provincial departments and municipalities from the Disaster Relief Transfer Grant and the Disaster Recovery Grant.

	GRANT ALLOCATION		TRANSFER	t.	SPENT
NAME OF MUNICIPALITY	Division of Revenue Act	Actual transfer	Funds withheld	Re-allocations by National Treasury or national department	Amount received by municipality
	R′000	R'000	R′000	R′000	R′000
DISASTER RELIEF TRANSFE	ER GRANT				
GAUTENG					
Department of Human Settlements	21 569	21 569			21 569
Department of Basic Education	14 019	14 019			14 019
Total Disaster Relief Transfer Grant	35 588	35 588			35 588
DISASTER RECOVERY GRA	NT				
KWAZULU-NATAL					
KZN211 Vulamehlo	20 000	20 000			20 000
KZN212 Umdoni	6 000	6 000			6 000
KZN213 Umzumbe	11 095	11 095			11 09
KZN232 Emnambithi - Ladysmith	50 000	50 000			50 000
KZN245 Umvoti	120	120			120
LIMPOPO					
LIM331 Greater Giyani	20 000	20 000			20 000
IIM335 Maruleng	836	836			836
MPUMALANGA					
MP323 Umjindi	4 586	4 586			4 586
MP324 Nkomazi	20 000	20 000			20 000
MP325 Bushbuckridge	2 635	2 635			2 63
WESTERN CAPE					
WC042 Hessequa	30 000	30 000			30 000
DC4 Eden District Municipality	20 849	20 849			20 849
Total Disaster Recovery Grant	186 121	186 121			186 121

Figure 7: Conditional grants and other transfers made to provincial departments and municipalities.

VARIOUS NDMC ACTIVITIES







Black Swan Workshop: 16-18 September 2015







PDMAF Workshop in Eastern Cape: October 2015

LCM Visit Capricorn DDMC: 26 October 2015



LCM Visit to the Free State PDMC: 2 November 2015



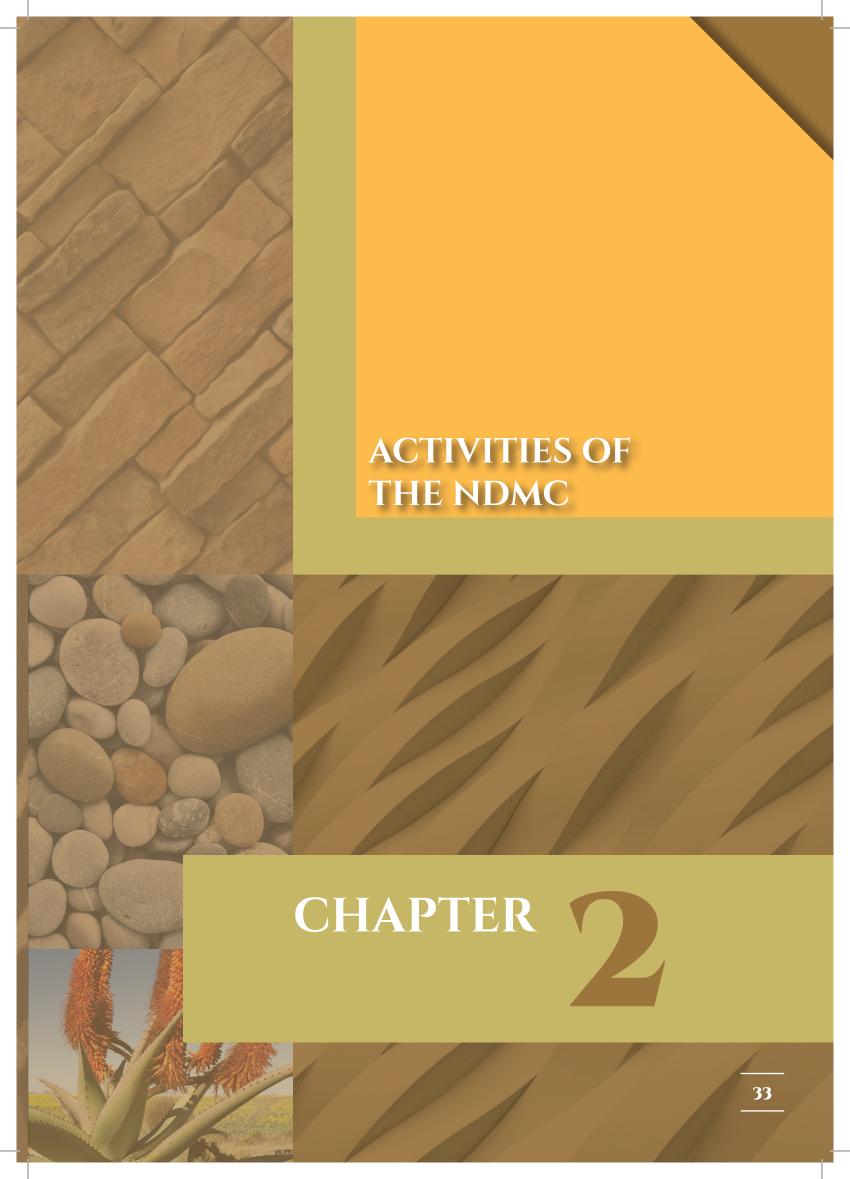
LCM Visit to Thabo Mofutsanyane: 3 November 2015



LCM Visit Xhariep DDMC: 4 November 2015









ACTIVITIES OF THE NDMC

2.1 CHIEF DIRECTORATE: LEGISLATION AND POLICY MANAGEMENT

The Chief Directorate: Legislation and Policy Management (CD: LPM) develops disaster management and fire services policies, legislative frameworks and guidelines derived from the Disaster Management Act, 2002 (Act No 57 of 2002), the National Disaster Management Framework, 2005, and the Fire Brigade Services Act, (Act No 99 of 1987). It also provides support to stakeholders on the implementation of the policies and frameworks across the sectors and spheres of government. The CD: LPM has a staff complement of seven people and comprises the following two Directorates:

2.1.1 Directorate: Policy Development and Regulatory Frameworks

The Directorate: Policy Development and Regulatory Frameworks (Dir: PDRF) comprises a senior manager, a manager and a deputy manager and is responsible for overseeing the development, amendment, implementation of and compliance to disaster management legislation, frameworks, policies and guidelines. It also provides direction and input on the development of national and international disaster management related standards, and performs research on the regulatory environment, including other legislation impacting on disaster management. In 2015/16, the Dir: PDRF executed this mandate by:

2.1.1.1 Supporting the processing of the Disaster Management Amendment Bill

The Dir: PDRF supported the processing of the Disaster Management Amendment Bill in Parliament, which culminated in the Bill being passed by the National

Assembly and the NCOP in November. The President subsequently assented to the Disaster Management Amendment Act, 2015 (Act No 16 of 2015), which was published in Gazette No 39520 (Notice No 1239 of 2015). The Dir: PDRF also spearheaded the preparation of the required legal documents for the President to proclaim the commencement date of the Disaster Management Amendment Act, 2015 to be 1 May 2016.

2.1.1.2 Developing two organisational policy documents

The Dir: PDRF led the development of two organisational policy documents. The *Disaster Management Legislative Compliance Obligations Register* identifies the key compliance regulatory requirements of the NDMC. It assigns these key obligations to the respective Chief Directorates for which they then have operational responsibility. Compliance obligation registers are to be completed for all compliance requirements, updated as required, and reviewed annually.

The 'Guideline on Conducting Comprehensive Disaster Risk Assessments, Part 1: Hazard Identification, Analysis and Prioritisation' provides the methodology to identify, analyse and prioritise the hazard component as part of the broader comprehensive disaster risk assessment process. Its intention is to rank the priority hazards of the community, municipality or province and form the basis to plan for DRR. The guideline does not encompass the full spectrum of the disaster risk assessment process set out in the NDMF, but prioritises the 'first step' of conducting a comprehensive disaster risk assessment. It provides a feasible systematic process of hazard identification, analysis and prioritisation as the first step in determining the level of risk of an area in line with the requirements set out in Key Performance

Area 2 of the NDMF (section 2.1.2) and Section 19 of the DMA. The guideline, therefore, identifies hazards, analyses the hazards identified against set criteria for the affected area, probability, frequency, predictability and magnitude, and assigns priority to the hazard according to the analysis. It is accompanied by a hazard assessment tool that outlines core parameters for the hazard analysis, taking into account the legislative framework, international best practice and the complexities of the data, theory and disaster management administrative environment.

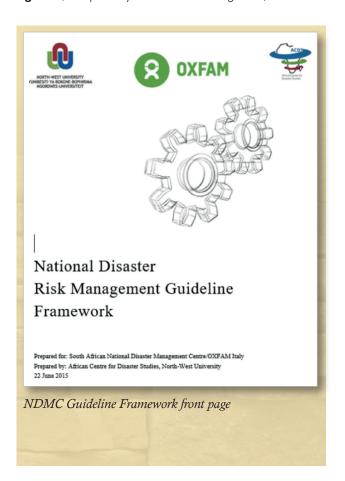
2.1.1.3 Analysis of the policy implications of the Sendai Framework for Disaster Risk Reduction 2015 – 2030 for South Africa

The Dir: PDRF analysed the policy implications for South Africa of the adopted Sendai Framework for Disaster Risk Reduction 2015 – 2030 (SFDRR). The study analysed the outcome, the goal, the seven global targets and the four priorities of action of the SFDRR by providing an analysis of each item listed and the potential policy implication(s).

The study concluded that the South African disaster management legislative and policy framework is very well geared to achieve the expected outcome, the goal, the seven global targets and the four priorities of action of the SFDRR. However, the study recognised that the implementation of the DMA and NDMF is not complete to the extent that it will ensure the automatic achievement of the SFDRR goals. It pointed out that specific (and significant) deficiencies in the implementation of the DMA and NDMF exist across the spheres of government, the private sector and society at large, which if unresolved, will not only hamper efforts to achieve the outcome of the SFDRR, but perhaps more importantly, may lead to noncompliance with the legislative obligations imposed by the DMA and the NDMF.

2.1.1.4 Developing the National Disaster Management Guideline Framework

The Dir: PDRF led the development of the National Disaster Management Guideline Framework, which is an input to the drafting of the disaster risk management guidelines called for by the NDMF. The framework puts the various guidelines in perspective to show their relevance; show their interaction and dependencies on each other; provide a brief overview of the purpose of a guideline; allude to the scope of a guideline; point to international best practices, and identify potential individuals or groups best suited to develop the guideline. The framework links to stage one (Need/Request for Guideline) and stage two (Initiation) of the guideline development process (see figure 8) adopted by the NDMC during 2014/15.



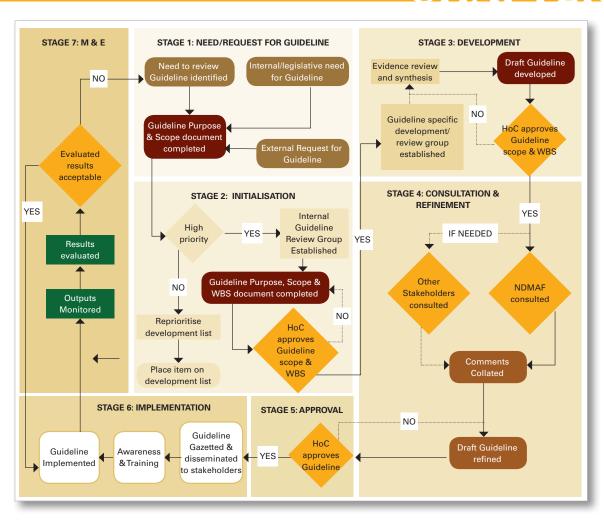


Figure 8: National disaster management guideline development process

2.1.1.5 Providing secretariat services to disaster management institutional structures

The Dir: PDRF provided secretariat services for the four meetings of the NDMAF1.

2.1.1.6 Supporting other NDMC projects and disaster management stakeholders

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

- Sector departments with policy-related inputs;
- The establishment and functionality of disaster management centres across the spheres of government by reporting on compliance to the disaster management legislation;
- The Back-to-Basics campaign when needed;
- Response efforts, notably coordinating the activities of the NDMC drought operations centre,
- The development of response plans for specific hazards, notably preparations for the drought, and
- The planning processes for the development of joint operational doctrine with the South African National Defence Force (SANDF) through Operation Botshabelo.

¹ See chapter 7 for more details on the activities of the National Disaster Management Advisory Forum.

2.1.2 Directorate: Fire Services

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

- National coordination of fire service activities;
- Establishment of national fire services institutional structures;
- Provision of targeted support to provincial fire services structures;
- Development of regulations in terms of the FBSA;
- Development and review of regulatory frameworks for the fire services;
- Provision of secretariat support to the Fire Brigade Board;
- Serving as primary point of contact to the INSARAG Secretariat (as operational focal point);
- Development and support implementation of national fire safety and prevention strategies/ frameworks;
- Establishment of partnerships with key role players.

In 2015/16, the Dir: FS executed this mandate by:

2.1.2.1 Enhancing the fire services regulatory frameworks

The Dir: FS prepared the following policy documents/instruments.

The Draft White Paper on Fire Services was approved by the Minister. A socio-economic impact assessment system has to be undertaken prior to submission to the relevant Cabinet structures for further processing.

- The first draft of the Fire Services Bill was prepared after consultation with key fire services stakeholders at all spheres of government, and in private sector and civil society organisations. The finalisation of the draft Fire Services Bill is dependent on Cabinet approval of the White Paper on Fire Services.
- Regulations on the Safe Transportation of Dangerous Goods by Road in Terms of Section 15 (1) (e) of the FBSA were published for public comment. The Dir: FS convened a workshop of the National Dangerous Goods Working Group to consider comments received from the public following publication of the Regulations in the Government Gazette. The National Dangerous Goods Working Group extensively considered all the comments and inputs from the public and key role players and resolved that the Dir: FS must encourage all municipalities across the country to adopt the South African National Standard (SANS) 1157 as a standard code of practice to minimise compliance difficulties and challenges experienced due to different fire permits. In view of this, the Dir: FS encouraged municipalities to adopt SANS 1157 as a standard code of practice during the 2015/16 financial year.

2.1.2.2 Professionalisation of the fire services

The Dir: FS established a Fire Services Career Path Working Group, which prepared a draft career path for the Fire Services that was presented to key stakeholders for inputs. The group also discussed the key aspects that will be covered by the national framework or standard (based on research, national and international good practice) for the recruitment of firefighters and maintenance of their physical fitness.

2.1.2.3 Implementation of the National Fire Safety and Prevention Strategy

a. National Fire Safety and Prevention Working Group

The National Fire Safety and Prevention Working Group, the members, of which is set out in **figure 9**, was created to provide a platform to coordinate fire

safety and prevention programmes across the country. The Dir: FS convened two meetings of the working group to discuss the implementation of the national strategy. The group also played a key role in the preparation of the 3rd National Annual Fire Safety and Prevention Summit, which was held during March 2016.

Name	Designation	Province/ organisation
1. Moses Khangale	Senior Manager: Fire Services	NDMC
2. Lloyd Phetlhu	Manager: Fire Services	NDMC
3. Mogoboya Lebia	Chief Fire Officer: Capricorn District Municipality	Limpopo
4. Lizzy Morake	FS:PDMC	Free State
5. Jones Mokoena	Manager: Fire and Disaster Management, Thabo Mofutsanyane District Municipality	Free State
6. Rodney Eksteen	Assistant Director: Fire Brigade Services, Western Cape Provincial Government	Western Cape
7. Daniel Johnstone	Chief Fire Officer: Msukaligwa Local Municipality	Mpumalanga
8. Mandla Masina	Deputy Director: Fire and Rescue Services	Gauteng
9. Petrus Brits	Senior District Manager: Codes (Fire Safety)	Gauteng
10. Anthony Bruno	Deputy Chief Fire Officer: Midvaal Fire Safety Division/Chairperson Provincial Fire Safety Technical Task Team	Gauteng
11. MD Mutloane	Deputy Director: Fire Brigade Services	North West
12. Nicholas Julius	Deputy Director: Fire Brigade Services	Eastern Cape
13. Eldridge Baatjies	Chief Fire Officer: Chris Hani District Municipality	Eastern Cape
14. Xolane Blose	Chief Fire Officer	Umlalazi Local Municipality
15. Hendrik De Wee	Head of PDMC, Northern Cape	Northern Cape
16. Riaan Janse van Vuuren	Manager Emergency Services: Sol Plaatje Emergency Services	Northern Cape
17. Petrus Brits	Senior District Manager: Codes (Fire Safety)	City of Ekurhuleni
18. Tanja Terblanche	Deputy Chief: Fire Safety Division	City of Tshwane

Figure 9: National Fire Safety and Prevention Strategy Working Group

b. National Fire Safety and Prevention Summit

The Dir: FS organised and hosted the 3rd National Annual Fire Safety Summit, a platform for sharing good practices among fire safety and prevention practitioners. The summit was held at the Department of Public Works Conference Centre in Durban, KwaZulu-Natal, during March 2016 and was attended by more than 150 fire safety and prevention practitioners from both municipal and private sector fire services (see **figure 10**). In the build-up, the Dir: FS organised a one-day course entitled *Introduction to fire safety legislation, codes and policies in South Africa*. The course was sponsored by the Fire Protection Association of Southern Africa and was offered to 45 firefighters from KwaZulu-Natal at no cost to either the Dir: FS nor the KwaZulu-Natal Provincial Disaster Management Centre (PDMC). The event was sponsored by Santam and the Fire Protection Association of Southern Africa provided promotional materials.



Figure 10: Group photo taken during the 3rd National Annual Fire Safety and Prevention Summit, March 2016

c. Support to provinces on the implementation of the strategy

The Dir: FS supported provinces to establish institutional arrangements for the implementation of the National Fire Safety and Prevention Strategy. This support has resulted in the successful establishment of a provincial Fire Safety Working Group for the North West and Eastern Cape provinces. The Dir: FS also conducted Hazmat capacity assessments of municipalities across the country to identify gaps requiring urgent interventions. It also provided support to the Northern Cape PDMC in preparation for the Bloodhound event, which is set to take place during 2016.

d. Safe paraffin appliance consumer awareness campaign

The Dir: FS entered into a partnership with the Department of Trade and Industry (dti), National Regulator for Compulsory Specifications (NRCS) and the National Consumer Commission (NCC) on an initiative to reduce fire risks by replacing unsafe and illegal paraffin stoves with safe and compliant ones. The fact that most informal settlement houses or shacks are built of highly combustible materials (frequently wood and plastic) and in close proximity to each other, heightens the risk of fires in these areas. The lack of electricity in most informal settlements

means that communities have to use other sources of energy, such as dangerous paraffin stoves for cooking and heating and candles for lighting. Statistics from the Household Energy Safety Association of South Africa indicate that about 2.1 million households in South Africa are non-electrified and use other domestic energy sources.

The association points out that more than 200 000 people a year are injured or lose their properties through paraffin-induced fires. Experience and research have demonstrated that most paraffin fires are caused by paraffin stoves that do not comply with the South African standards and specifications. It is against this background that the Dir: FS is working closely with the dti, NRCS and NCC in this initiative to reduce the risk of fires caused by these illegal and unsafe paraffin stoves. This campaign gives effect to the realisation of the mandates and roles of both the NCC and the NRCS. The NCC, empowered by the Consumer Protection Act, 2008 (Act No 68 of 2008), is tasked with ensuring consumer protection in the country, while the NRCS, as mandated by the National Regulator for Compulsory Standards Act, 2008 (Act No 8 of 2008), oversees the regulation and approval of consumer products to ensure that they meet certain compulsory standards and specifications.

As part of this initiative, a launch was held on 8 December 2015 in Vusumuzi, Tembisa, and was attended by the Ministers of Trade and Industry and Economic Development. The head of the NDMC presented a speech on behalf of the Minister of Cooperative Governance and Traditional Affairs. Through this initiative, 600 Community Emergency Response Team members of the Ekurhuleni Disaster and Emergency Management Services and 50 volunteers from the Tshwarisanang Environmental Pro-Re-Active Safety Mentors were trained to identify unsafe stoves used within the community.

Figure 11 shows the Minister of Trade and Industry, Dr Rob Davies; Commissioner of the NCC, Ebrahim Mohamed and Member of the Mayoral Committee responsible for Disaster and Emergency Management Services, Councillor Vivian Chauke, collecting unsafe and illegal paraffin stoves.



Figure 11: Dignitaries collecting unsafe and illegal paraffin stoves

About 2 500 unsafe stoves were removed from the area and 2 400 safe and compliant paraffin stoves given to identified beneficiaries. All the unsafe stoves

collected were destroyed to minimise re-circulation.

Figure 12 shows the Minister of Trade and Industry,

Dr Rob Davies, ceremoniously destroying some of the collected stoves.



Figure 12: Minister of Trade and Industry destroying unsafe stoves

Flowing from the safer stoves campaign, the Dir: FS wrote an article on 'Informal settlement fires', which was published in February 2016 in the Fire and Rescue International magazine.

2.1.2.4 Establishment of USAR institutional arrangements and assessment of existing capacity

a. Establishment of USAR institutional arrangements

The Dir: FS serves as South Africa's primary point of contact to the INSARAG Secretariat, ie the operational focal point on all USAR activities. The Directorate hosted several meetings with its provincial counterparts where USAR issues were discussed. A bilateral meeting was held during May 2015 with the South African Police Service (SAPS) unit responsible for disaster and emergency management to discuss cooperation on USAR and related matters. The Directorate is also expected to represent the country, primarily on operational USAR matters, in INSARAG meetings, workshops and events. It participated in the INSARAG Regional and Global USAR meeting in Abu Dhabi, United Arab Emirates (UAE), from 16 to 20 October 2015 and the ISG meeting during February 2016 in Geneva, Switzerland.

The INSARAG Global USAR meeting adopted the 'Abu Dhabi Declaration' that will provide a platform for INSARAG's involvement in the 2016 World Humanitarian Summit. The Global USAR meeting reaffirmed its full support for disaster-affected countries' sovereign role to initiate, coordinate and organise international humanitarian assistance on their territories within the framework of the humanitarian principles of humanity, neutrality and impartiality, and to facilitate the access and operations of international USAR teams as long as requested. Furthermore, the Abu Dhabi Declaration endorsed the revised and updated INSARAG Guidelines 2015 as a set of detailed documents that use the lessons learnt since INSARAG's inception and comprehensively detail the preparedness and response methodologies of INSARAG, and encourages member states to adopt the guidelines in their disaster response plans. The Directorate has also reproduced (with INSARAG permission) the 2015 INSARAG Guidelines with a view to promoting the methodology across the country and disseminating them to all key USAR stakeholders across the country.

The ISG meeting (February 2016) acknowledged the valuable contributions from member states and donors in printing and translating the INSARAG Guidelines and strongly encouraged other member countries to translate the guidelines into their home languages for wider outreach and adoption, in accordance with United Nations General Assembly Resolution 57/150. Furthermore, the ISG agreed to align and enhance the current INSARAG Strategy 2014 - 2017, and incorporate additional points from the outcomes from the Abu Dhabi Declaration into the INSARAG Strategy 2017 – 2020, which will be discussed at the upcoming regional meetings and the team leaders' meeting in 2016, and presented for decision at ISG 2017, with the goal of transforming INSARAG to be 'Fit for the future'. Taking the discussions at these meetings and the status quo of USAR activity in South Africa into account, the following key lessons set out below may be transferable to South Africa:

- Fostering partnerships between the NDMC, the INSARAG Secretariat and other institutions involved in USAR is vital to ensure the development of the function not only in South Africa, but in Africa.
- The implementation of the National USAR Framework is an important first milestone to ensure the development of local USAR capacity. However, the implementation strategies should be tailor-made to enhance capacity to deal with local USAR-related risks before an attempt is made to establish sustained foreign response capabilities. The implementation of the National USAR Framework must be a priority for the DCoG and adequate resources (human and financial) must be allocated to the NDMC to implement this framework successfully.
- The NDMC must continue to build USAR capacity across the country. To fast-track this process, it is important to identify and engage key partners (national and international) who can support USAR capacity building initiatives.

b. USAR capacity assessments

The Dir: FS developed an USAR capacity assessment tool to assess existing USAR capacity across the country. The Directorate visited several provinces to assist in assessing this capacity and to support the provinces in establishing USAR institutional arrangements. It obtained useful data from all provinces on the distribution of capacity and resources to manage USAR incidents and identified areas that require intervention to improve existing capacity and ensure improved response to USAR incidents. Preliminary discussions were held with the Local Government Sector Education and Training Authority on the possible funding of initiatives to close identified gaps.

Support to the Gauteng request for an INSARAG External Classification

The Dir: FS (in its capacity as the INSARAG operational focal point) supported the request by the Gauteng PDMC for an INSARAG External Classification (IEC) in line with the INSARAG Guidelines. The NDMC met with the Gauteng PDMC and the leadership of

the provincial USAR team on several occasions to discuss this matter. This culminated in the Directorate requesting the Minister of Cooperative Governance and Traditional Affairs to support the process and provide the necessary approvals to formally kick-start the process of application. The Minister supported the process and the interaction was initiated with the INSARAG Secretariat to set the process in motion. The Directorate will continue to support the Gauteng PDMC in this process and the INSARAG Secretariat has confirmed that the Gauteng USAR team will undergo an IEC during 2017.

2.1.2.5 Partnerships with key role players

The Dir: FS signed a Memorandum of Understanding (MoU) with the South African Petro-Chemical Fire Chiefs Committee during July 2016. The MoU enables and creates a framework for cooperation between the NDMC and the petro-chemical fire services sector on fire services issues. The Directorate will also use this partnership to build capacity to handle hazardous materials incidents across identified municipalities in line with the findings of the abovementioned assessment.

2.1.2.6 Comparative study tour by Namibian delegation

The Dir: FS organised a comparative study tour on behalf of the NDMC following a formal request to the Minister of Cooperative Governance and Traditional Affairs by the Minister of Regional and Local Government, Housing and Rural Development of Namibia. Namibia is developing its emergency management policy to provide guidelines for effective and timely response to emergencies by the local authorities. This policy will provide a clear understanding of roles and responsibilities of various stakeholders and facilitate the introduction of interventions to save lives, property and the environment.

The tour, from 19 to 22 May 2015, afforded the Namibian delegation an opportunity to learn about emergency and disaster management issues in South Africa (see **figure 13**).



Figure 13: The Namibian delegation with representatives of DCoG, Limpopo PDMC and Mopani District Disaster Management Centre

The delegation studied the structural arrangements of the sector departments, the roles and responsibilities of sector stakeholders, policy and legislative frameworks, and funding models. Several municipalities were identified to share their operational strategies to manage emergencies and disasters. At the end of the tour, representatives of both countries agreed that institutional mechanisms such as an MoU must be considered to enhance bilateral cooperation on disaster and emergency management issues.

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

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

2.2.1 Directorate: Disaster Risk Reduction and Planning

The Directorate: Disaster Risk Reduction and Planning (Dir: DRR&P) comprises a senior manager and two deputy managers². It is responsible for the facilitation and preparation of disaster management plans by organs of state and relevant entities; the coordination of response recovery measures; and the support of and guidance for organs of state and other stakeholders on disaster planning and response. In 2015/16, the Directorate undertook the following activities.

The Directorate facilitated the preparation of nine disaster management plans by organs of state and other stakeholders through engagements with stakeholders, presentations in relevant forums and hands-on support and guidance.

2.2.1.2 Training on camp coordination and camp management

South Africa experienced foreign national attacks during the 2015/16 financial year, with Gauteng and KwaZulu-Natal most affected. Temporary shelters (see **figures 14, 15** and **16**) were established to safeguard the lives of the affected foreign nationals who fled their homes. The displaced people were mainly Congolese, Zimbabwean, Malawian, Mozambican, Ethiopian and Somalian nationals.

^{2.2.1.1} Facilitated the development of disaster management plans

One deputy manager position became vacant during the period under review.

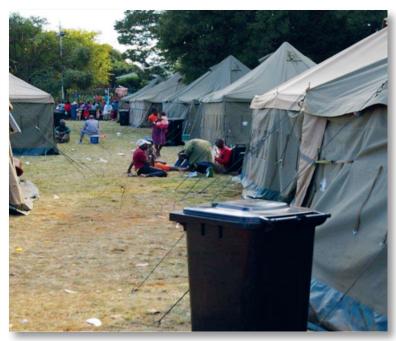


Figure 14: Temporary shelter at Primrose, City of Ekurhuleni in Gauteng



Figure 15: Mobile clinic at Primrose, City of Ekurhuleni in Gauteng



Figure 16: Temporary shelter with basic services infrastructure at Phoenix, Durban, in KwaZulu-Natal

The Inter-Ministerial Committee on Migration, the National Joint Operations Centre and the Provincial Joint Operations Centres were activated to develop well-integrated and coordinated plans, response and intervention strategies. Government departments worked together to ensure that peace prevailed among South Africans and foreign nationals and the following actions were taken:

- Suitable sites were identified to temporarily relocate foreign nationals;
- Resources were provided to establish temporary shelters with all required basic services;
- Humanitarian relief was provided, including food supplies, clothes and blankets;
- NGOs and private sector organisations were coordinated to provide relief;
- Status of the foreign nationals was verified;
- Communities were reintegrated; and
- Security was provided by the SAPS to protect foreign nationals from further attacks.

In response to the foreign national attacks, the NDMC, with sector departments and the United Nations High Commission on Refugees (UNHCR), developed a draft document on minimum standards in humanitarian response. The document sets out guidelines to protect the constitutional rights of all foreign nationals in the country in providing humanitarian relief. As little was done after the 2008 incidents to put in place proper planning systems to ensure prevention, mitigation and preparedness, a partnership was established with the UNHCR to undertake training on camp coordination and management in the country. This training targeted national sector departments, provinces and municipalities (See **figure 17**).

The camp management training aimed to:

 bring together sectors to develop shared understanding of roles and responsibilities in camps and camp-like settings (planned and spontaneous camps, collective centres, and transit and reception areas);

- develop awareness of international principles and standards;
- build awareness of and competence in using guidelines and tools;
- prepare participants to contribute to effective settlement responses; and
- strengthen capacity in the disaster management centres and sectors.

Each training session took place over four days in eight³ provinces and was held between August and November 2015. It covered legislative imperatives; roles and responsibilities of key stakeholders; contingency planning for social conflicts or foreign national attacks; information management; shelter coordination and management, and international conventions to which South Africa is a signatory. Some 227 stakeholders were trained and certificates issued.

Through training, key lessons were learnt and gaps identified in the coordination and integration of response measures as well as the execution of roles and responsibilities of various stakeholders. The following lessons were learnt:

- Limited expertise exists within government on camp management-related matters and the coordination of response measures for displaced foreign nationals.
- No database exists of officials with expertise in camp management and in the coordination of response measures in spheres of government and in various organisations.
- Integration is needed of activities between the NDMC and organisations responsible for camp management and coordination of response measures.

Western Cape having already undertaken the training



Figure 17: Camp management training

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

The Directorate: Disaster Risk Management, Education, Training, Awareness and Research (Dir: DRMETA&R) comprises a senior manager, two managers, a deputy manager and an administrative officer.

Its mandate, outlined in Enabler 2 of the NDMF, is to implement education, training, research, advocacy and public awareness to promote DRR. Research has not been fully implemented due to capacity constraints, but partnerships have been explored with institutions

of higher learning and a provisional agreement drawn up with the Central University of Technology (CUT), which has culminated in the development of a research proposal. This proposal addresses the introduction of generic disaster risk management programmes in institutions of higher learning, and the implementation of the 2015 IDDR resolutions themed 'Indigenous people and disasters'. The Directorate comprises the Sub-Directorate: Education and Training and the Sub-Directorate: Advocacy and Public Awareness.

In the 2015/16 financial year, the Sub-Directorate: Education and Training implemented formalised capacity-building projects across the DRR continuum, mainly to enhance career pursuance and improve disaster management skills. The function formalised partnerships with external stakeholders such as institutions of higher learning. The following projects were launched in the financial year:

- The development of a DRR school toolkit to be incorporated into the curriculum to improve resilience of schools' infrastructure and enhance social cohesion.
- The development of a training programme targeting traditional leaders, politicians and local government stakeholders.
- Partnerships with institutions of higher learning.

2.2.2.1 Develop DRR school toolkit to ensure integration of DRR into the schooling system

A framework for the school toolkit has been developed and presented to stakeholders provincially and nationally at consultative workshops. It was well received and a third draft was developed incorporating stakeholder feedback. Discussions at the national consultative workshop also indicated the need for a new approach to future consultations. The need was identified to establish a national task team to further refine and enhance the content of the concept paper. It was agreed that the task team would carry out its work during the 2016/17 financial year and that the framework will be finalised in 2017/18 for implementation in subsequent financial years.

2.2.2.2 Develop a business case for capacity building of councillors and traditional leaders

The project seeks to ensure full understanding and application of disaster management in local government to facilitate well-informed developmental decisions that impact positively on sustainable development. A concept paper for the councillor and traditional leader capacity-building programme was developed through a Memorandum of Agreement with the South African Local Government Association (SALGA) after consultation with provinces and municipalities. An implementation plan will follow that will inform the development of the training programme, stakeholder consultations and the rollout of the programme to provinces and municipalities.

2.2.2.3 Foster partnerships with institutions of higher learning on the development of education and training programmes

This project identified areas of collaboration and entered into partnerships with selected institutions of higher learning, while supporting existing partner institutions to implement the necessary steps to introduce disaster risk management programmes.

Tshwane University of Technology (TUT) and CUT were approached as possible new partners. TUT was not able to identify and propose areas of collaboration, but CUT submitted a research proposal focusing on 'the use of an indigenous plant (asparagus) to cure cancer'. Work was put on hold due to internal budget constraints.

On existing partnerships, an MoU developed to define the terms of partnership between the NDMC and the University of KwaZuluNatal (UKZN) was fully executed by both parties, ready for the implementation of development programmes in the next financial year. Implementation of a diploma programme by the Durban University of Technology and rollout of the new Bachelor of Disaster Risk Science by the University of Venda were delayed by internal quality

assurance systems over which the NDMC did not have any control, and the accreditation process, which is determined by the Council for Higher Education.

The Sub-Directorate: Advocacy and Public Awareness implemented non-formalised capacity-building projects across the DRR continuum and worked closely with PDMCs to plan and implement advocacy and awareness campaigns. The campaigns were informed largely by the National Indicative Disaster Risk Profile technical reports and the National Education, Training and Research Needs and Resource Analysis. This Sub-Directorate also led the annual commemoration of the IDDR on 13 October 2015.

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

The Chief Directorate: Integrated Provincial Disaster Management Support, Monitoring and Evaluation Systems (CD: IPDMSMES) develops and implements an integrated system to monitor and evaluate the effectiveness and performance of disaster management and fire services in the country. It comprises an executive manager, one senior manager and an administrative assistant.

2.3.1 Directorate: Disaster Management Monitoring and Evaluation

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

2.3.1.1 Implementation of the Disaster Management and Fire Services Monitoring and Evaluation Framework

During the year under review, the Dir: DMM&E rolled out the Disaster Management and Fire Services Monitoring and Evaluation Framework to all nine provinces. The PDMCs' monitoring and reporting tools were reviewed and adopted at a national monitoring and evaluation workshop.

2.3.1.2 Quarterly M&E reports by the PDMCs

The submission of quarterly reports by the PDMCs is now fully institutionalised and reports were received from all nine provinces. Reports for three quarters were analysed and feedback was provided to the provinces. A consolidated report was presented to the NDMAF on 18 February 2016.

2.3.1.3 Support provided to the PDMCs

The Dir: DMM&E built provincial capacity to facilitate the effective implementation of the Disaster Management Monitoring and Evaluation Framework. Support on certain key performance areas was provided to some provinces. Provincial monitoring and evaluation (M&E) coordinators were identified and capacitated to ensure effective implementation of the M&E framework. The unit will continue to support provinces, sectors and municipalities in the use of reporting tools and the development of a provincial central database.

2.3.1.4 Performance indicators and reporting tools

Working sessions were held with all PDMCs to introduce indicators and reporting tools. As part of the rollout, additional working sessions were conducted in the Eastern Cape, North West, Northern Cape, Limpopo and Western Cape provinces. All PDMCs now submit their reports and adhere to the agreed quarterly timeframes. Municipal indicators have been developed and discussed. Reporting tools will be developed and rolled out in the 2016/17 financial year

and sector indicators will be reviewed to ensure that they are relevant and measure the most important events. For example, the Department of Water and Sanitation (DWS) needs an indicator on the monitoring of dam levels to ensure timeous drought response and application of mitigation measures. A national disaster management monitoring and evaluation (DMM&E) workshop with all provinces was held in November 2015 to:

- Provide progress on the implementation of the DMM&E framework and implementation plan;
- Provide feedback on the quarterly PDMC reports;
- Integrate the Sendai framework indicators into the monitoring and reporting tool;
- Review the monitoring and reporting tool for PDMCs;
- Review and standardise on-site data collection tools to align with Sendai data requirements; and
- Share best practices.

2.3.1.5 Development of a national database for declared disasters

A database template was developed and inputs were received from the NDMC, PDMCs and the Department of Environmental Affairs (DEA). Individual working sessions were held with all PDMCs to capture the required data. All provinces have submitted their data on declared disasters from 2010/11 to 2015/16. Data for KwaZulu-Natal, Western Cape, Mpumalanga, North West, Northern Cape and Eastern Cape have been validated for accuracy.

The national database (five-year horizon) will be used to conduct an evaluation in the 2016/17 financial year jointly with DEA, Department of Performance Monitoring and Evaluation and Statistics South Africa. The findings of the evaluation will assist the country in determining:

 Risk and developing a vulnerability atlas – spatial patterns; The use of NDMC reports to analyse trends, levels of resilience and adaptation, and levels of preparedness, response and recovery;

- The scale and scope of the risks, and the frequency and severity of disasters;
- The cost of human and economic loss;
 - Where to refocus disaster coordination; and

The capacity and capability of the disaster management functionaries across the three spheres of government.

2.3.1.6 Outcome 10 Delivery Agreement 2014 – 2019

The NDMC reported quarterly to the DEA on Outcome 10 – 'Reduced vulnerability and risks associated with climate change impacts'. The NDMC is expected to coordinate the development of eight disaster management plans per financial year. During 2015/16, it achieved nine. The DEA is committed to assisting provinces and municipalities to integrate climate change issues into the disaster management plans.

2.4 CHIEF DIRECTORATE: INFORMATION TECHNOLOGY, INTELLIGENCE AND INFORMATION MANAGEMENT SYSTEMS

The Chief Directorate: Information Technology, Intelligence and Information Management Systems (CD: ITIIMS) guides the development of a comprehensive information management and communication system and establishes integrated communication links with all disaster management role players. It has seven staff members and comprises two Directorates:

2.4.1 Directorate: Early Warnings and Capability Management Systems

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

2.4.1.1 Disaster early warning systems

In the 2015/16 financial year, the Dir: EWCMS sought to improve and expand its database for the distribution of early warnings to additional registered recipients so that they receive timely warnings. Synchronisation with the e-mail system improved functionality and the database was maintained and grew significantly during the year.

In partnership with the SAWS, the Dir: EWCMS aims to further expand the database, improve dissemination and increase functionality by devising a unique impact-based early warnings platform that will give forecasters increased confidence. Stakeholders not yet registered for early warning products are encouraged to contact the NDMC to facilitate this process.

2.4.1.2 National indicative risk and vulnerability profile

The Dir: EWCMS furthered its understanding of hazard-related risk across South Africa and, with the Council for Scientific and Industrial Research (CSIR), finalised and generated the indicative risk profile for snow. This was the first time that the NDMC had used multi-temporal satellite imagery together with climatic data and statistical modelling to derive a course but realistic output. This product will provide disaster managers with sufficient information on the occurrence of snowfall in their regions. The product, which was completed in March 2016, will be showcased in a planned national workshop for geographic information system staff during 2016.

Some of the outputs of this process are illustrated in figures 18 – 22.

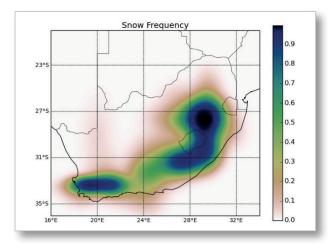


Figure 18: A heat map showing the winter snowfall hazard analysis

The Dir: EWCMS successfully completed in-house vulnerability and capacity assessments using various datasets and reference materials. The final calculation of risk was also done according to the following formula:

Vulnerability analysis outputs are spatially represented in **figure 19**. Vulnerability was calculated in terms of:

- Social vulnerability, which investigates exposure and sensitivity of the social component of a system. Indicators used include poverty, education, gender, employment, disability, age and household parameters and
- Economic vulnerability, which measures the nine spheres of the economy and their individual contributions, and.
- Environmental vulnerability, which used the status of terrestrial ecosystems.

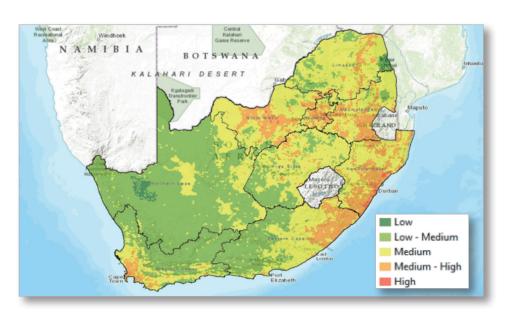


Figure 19: Vulnerability analysis (social, economic and environmental factors combined)

The capacity assessment was conducted using various composite datasets and indicators to quantify institutional, management and programme capacities, an evaluation of people and competencies, and access to physical resources. The capacity assessment final output is illustrated in **figure 20**. The results of this and other risk products will be shared in the national provincial workshop planned for the forthcoming financial year.

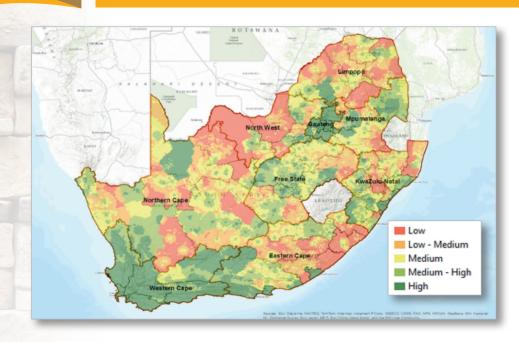


Figure 20: Capacity assessment output

A geographic information system desktop exercise produced a spatial analysis output for the final product. This included a weighted and scored system that identifies areas in South Africa with elevated risk that will subsequently inform the different mitigation strategies. It outlines the spatial and seasonal nature of the hazard, and subsequently, the risk across South Africa.

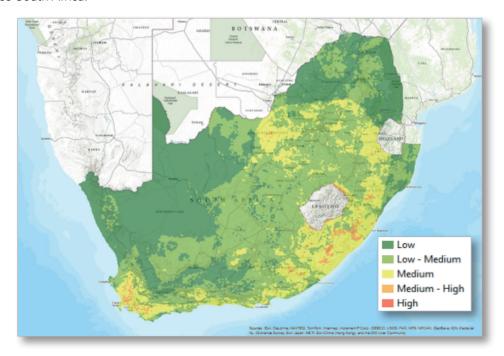


Figure 21: Winter snow risk

In addition to the indicative risk profile for snow that was completed in the 2015/16 financial year, the Dir: EWCMS also updated the indicative risk profile for fires (**figure 22**) with updated datasets and academic research. The updated datasets included:

- MODIS fire detections.
- Burn scars.
- Updated social vulnerability indices.
- Updated capacity assessment composite indices.

Merged into this update were inputs from current academic research that included:

- Social vulnerability assessments.
- South African Multi-Dimensional Poverty Index (SAMPI).

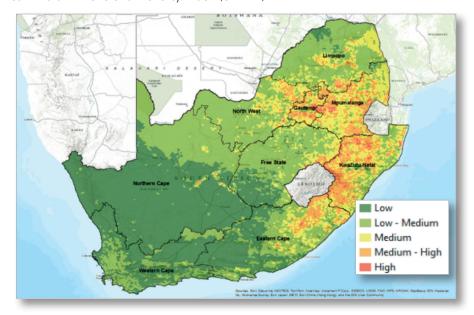


Figure 22: Winter fire hazard

During the 2015/16 year, the Dir: EWCMS played a pivotal role in formatting initial guidelines for conducting comprehensive risk assessments, using the existing methodology from the current risk products and input from both external and internal stakeholders. The guideline is scheduled for e-publication in the 2016/17 financial year.

2.4.1.3 Geographic information systems

The Dir: EWCMS also leveraged its investment in geospatial technologies in the past year to address various business requirements and initiatives, among them the continuing information management support provided to the drought operations centre of the NDMC (**figure 23**). The aim of the operation was to collate various datasets related to the current drought situation to aid the decision-making processes of the NJDCC.

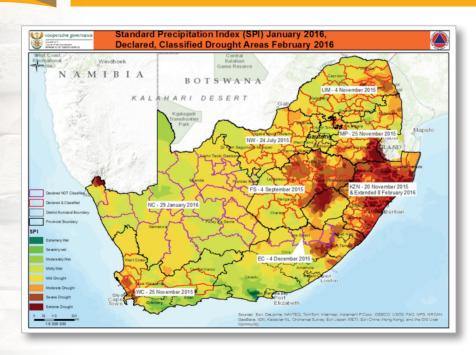


Figure 23: Drought extent according to 24-month Standard Precipitation Index (SPI) and declaration/classification timeframes – February 2016

The Directorate: Intelligence and Information Management (Dir: IIM) played a crucial role in maintaining the information and communication platform of the NDMC and in enabling and supporting everyday NDMC operations.

2.4.2 Directorate: Intelligence and Information Management

The Dir: IIM comprises two managers, two assistant directors and a junior programme developer and is an enabler to other NDMC business units, providing optimal support and ensuring the smooth operation of NDMC business systems. The applications development team is responsible for all aspects of development and support for internally created business systems. This includes standardisation of applications development methodologies, technologies (programming language, databases and support tools), and monitoring and testing of hardware/software environments. In 2015/16, the Directorate executed this mandate by:

2.4.2.1 eConvenor development

The applications development team corrected aspects of the eConvenor system, a secure end-to-end solution that has changed the manual administration of advisory forum meetings to an automated, integrated online browser-based solution. The system was piloted successfully with the NDMAF, with minor stumbling blocks.

In the 2015/16 financial year, the system was rolled out to the provincial disaster management advisory forums. However, the system was not optimally used due to poor end-user adoption of the new automated process. This was addressed at three-day training sessions:

- Day 1: Adoption readiness, which involved user (forum secretariat) immersion;
- Day 2: A presentation to advisory forum members; and
- Day 3: System handed over and processrelated uncertainties addressed.

All issues were addressed and information technology (IT) personnel were available to assist.

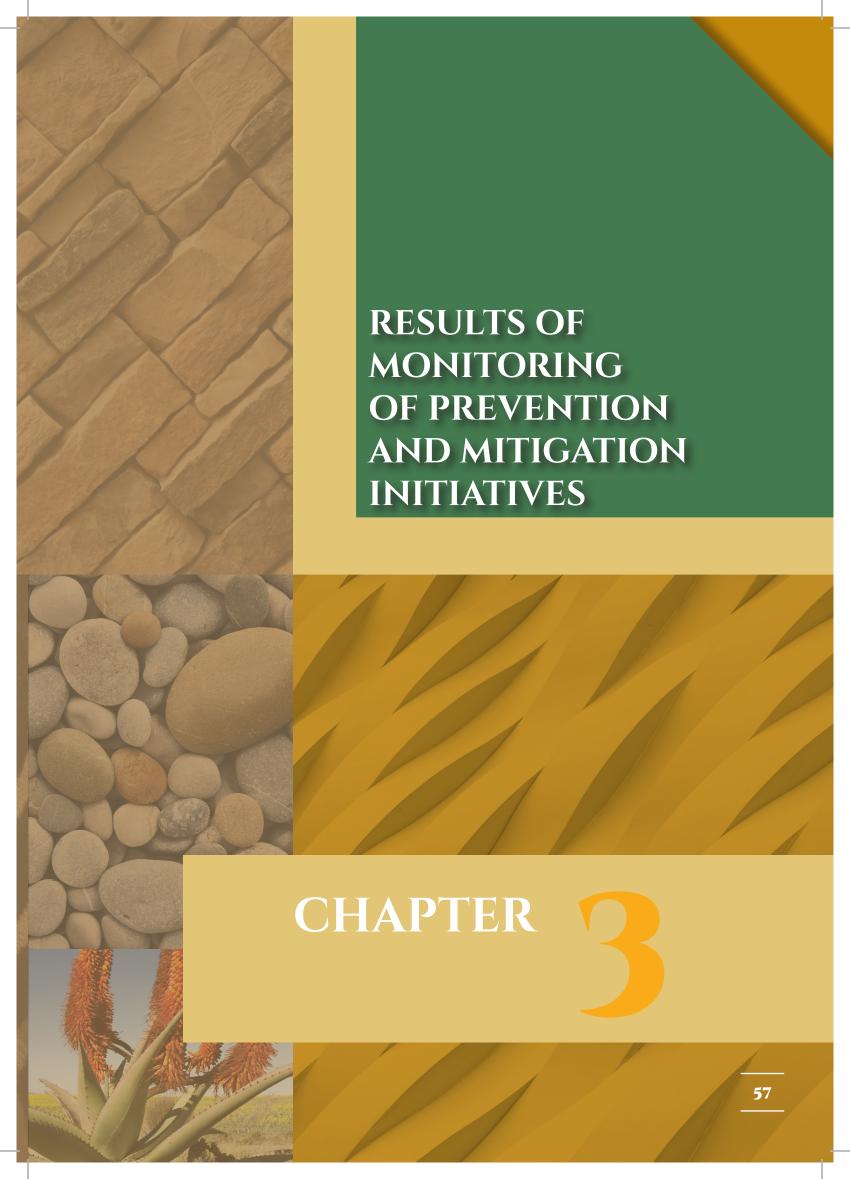
2.4.2.2 System maintenance

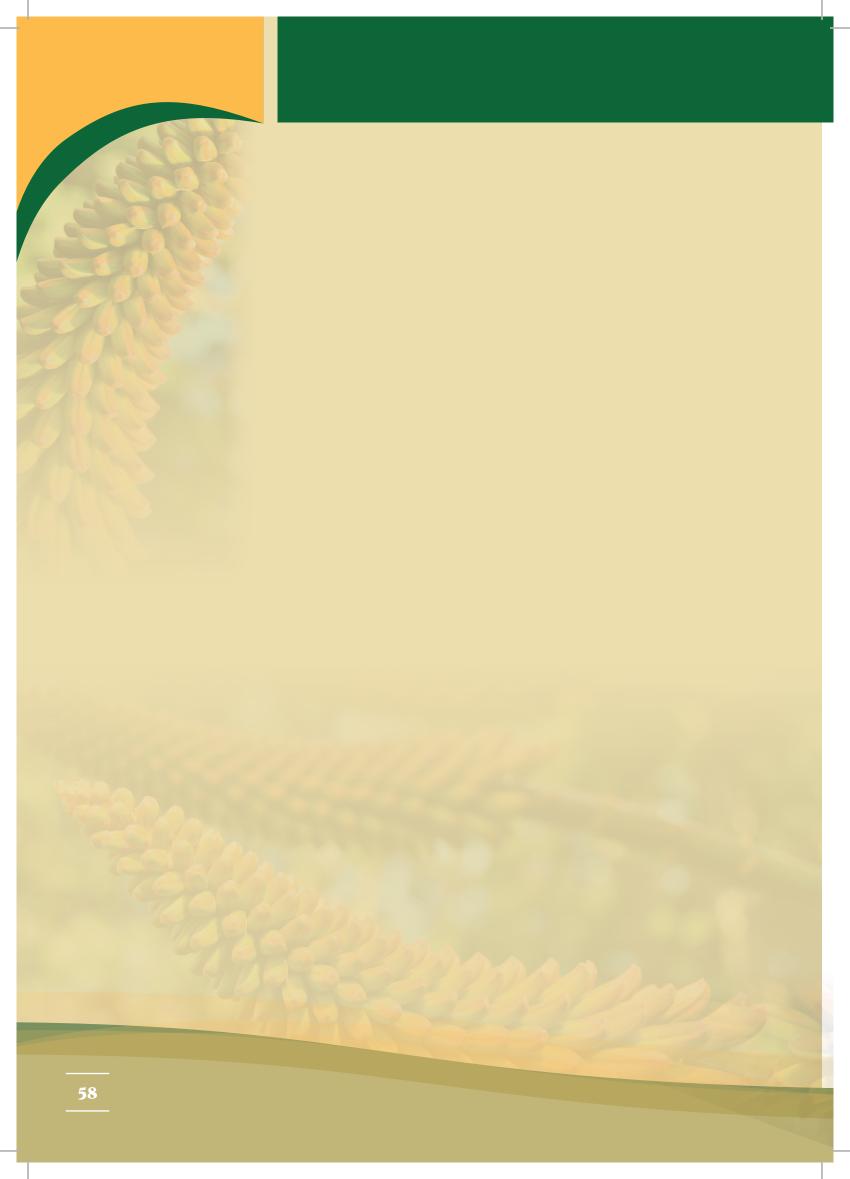
The Dir: IIM infrastructure team ensures all necessary NDMC and stakeholder information and communication technology (ICT) systems are in place. The NDMC infrastructure unit ensures that all ICT-related matters conform to defined standards and promote interoperability and consistency, and improve the ability to manage the necessary information. The centre has standardised on Hewlett Packard (HP) and was the first national government ICT department to introduce the world-class Veeam system for backup and restore capabilities. A proof of concept was installed to test performance and reliability and it later became the enterprise suite for backups. The ICT team presented its application of the Veeam solution to other public sector departments at an ICT roundtable discussion in Pretoria for chief information officers (**figure 24**). The solution was presented in light of DMA requirements for data integrity and data repository functions.



Figure 24: NDMC ICT team presenting the lessons learnt from the implementation of Veeam software in data security, replication and data integrity management.







CHAPTER (

RESULTS OF MONITORING OF PREVENTION AND MITIGATION INITIATIVES

In implementing the DMA, the NDMC and other stakeholders are responsible for promoting a culture of risk avoidance among stakeholders and civil society by capacitation through multi-hazard programmes of DRR. This section outlines the NDMC's DRR programmes for 2015/16.

Provincial capacity-building action plans were used to compile a national capacity-building action plan that was approved by the head of the NDMC. The National Capacity Building Coordinating Forum (**figure 25**) sat quarterly and provinces were subsequently supported according to needs expressed. The forum provided an opportunity for peer learning and information sharing to provinces and sector departments.



Figure 25: July 2015 sitting of the National Capacity Building Coordinating Forum

Awareness campaigns were monitored in provinces and these included support to provinces that commemorated the 2015 IDDR, as illustrated in figures 26 – 31.



Figure 26: Signing of the certificate of commitment to disaster resilience with Mayor of Ekurhuleni Cllr Mondli Gungubele and MMC Vivian Chauke



Figure 27: IDDR Commemoration, City of Cape Town



Figure 28: Signing of the Eastern Cape Declaration at the national IDDR commemoration in Queenstown, Chris Hani District Municipality



Figure 29: Then Minister of Cooperative Governance and Traditional Affairs, Mr Pravin Gordhan (MP), delivering a keynote address at the national IDDR commemoration in Queenstown, Chris Hani District Municipality

The national commemoration was hosted in partnership with the Chris Hani District Municipality in the Eastern Cape. As the theme was on indigenous people and disasters, prior consultations were conducted with indigenous people of the Eastern Cape and the Northern Cape to gather information on indigenous practices for DRR. The findings highlighted dependency on spiritual gifts for healing, predicting future climatic events and locating mineral and ore deposits. The use of indigenous plants for medicinal purposes, overall wellbeing and longevity, eg Moringa plant and red bush tea, was also highlighted. All these practices are still the norm and a source of subsistence for many in those communities.

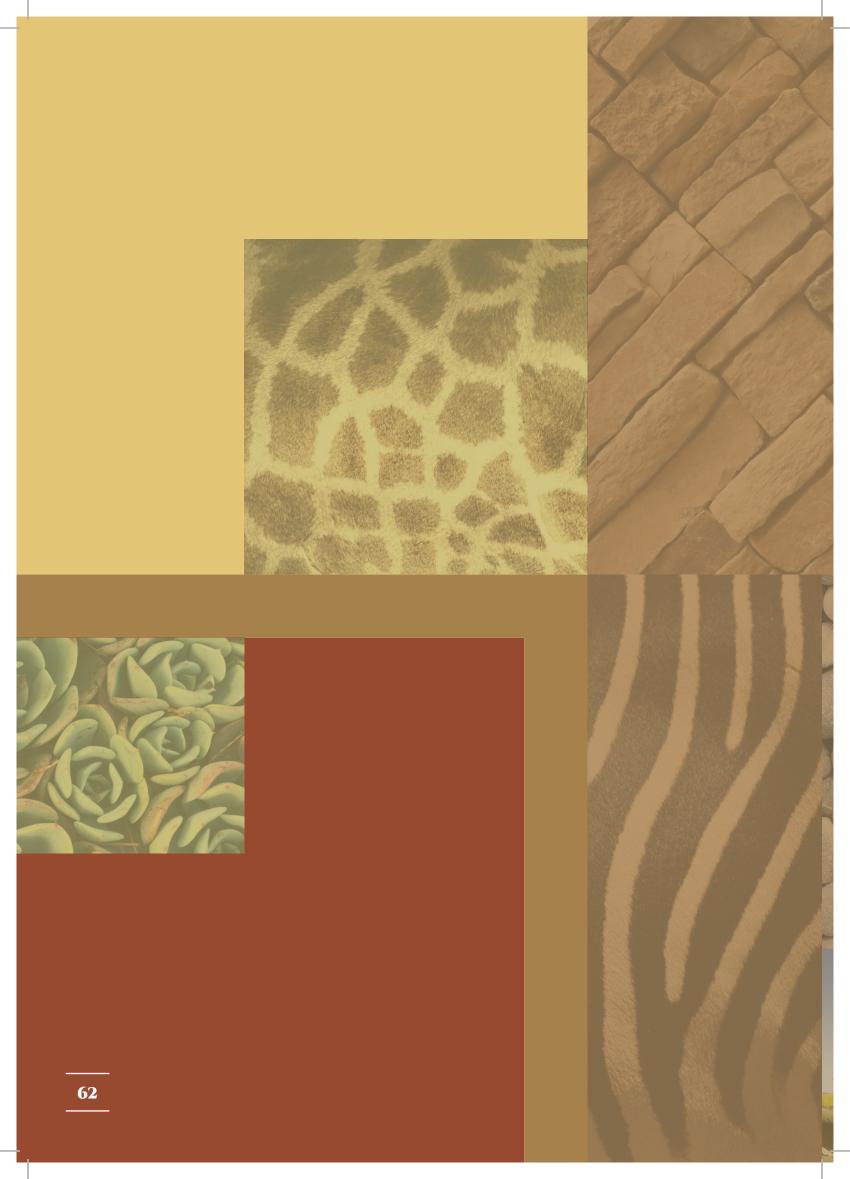


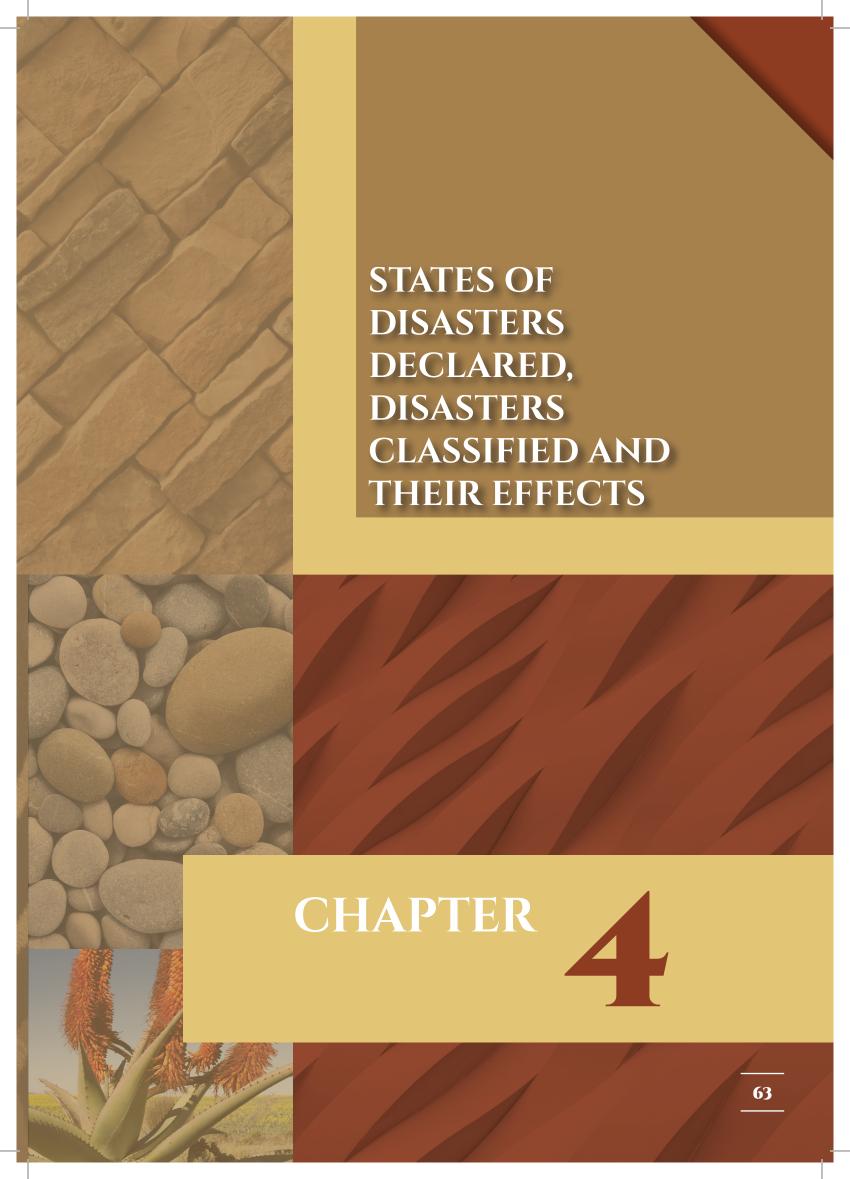
Figure 30: Road signage from Upington Airport to Askham in the Mier area (200km north of Upington), the land of the world's most ancient tribe, the Khomani San



Figure 31: An NDMC official meeting one of the Khomani San leaders

A drought awareness campaign was conducted in partnership with the KwaZulu-Natal PDMC at Umkhanyakude Local Municipality, one of the localities hardest hit by the drought in the province. This initiative supported the drought mitigation efforts taken by the NDMC and other stakeholders.







STATES OF DISASTERS DECLARED, DISASTERS CLASSIFIED AND THEIR EFFECTS

A state of disaster is declared in terms of Sections 27, 41, or 55 of the DMA in cases where affected communities and organs of state are unable to cope with the effects of the disaster using only their own resources. Declarations of states of disaster enable the implementation of extraordinary measures that cannot be implemented under normal circumstances.

The main disaster related occurrence experienced in most parts of the country during the 2015/16 financial year was drought brought on by extreme temperatures and water shortages. Mainly, the water and agricultural sectors were affected. Other parts of the country also experienced severe weather, such as the hailstorm in the City of Ekurhuleni, Gauteng, which resulted in severe infrastructure damage in the education and human settlements sectors (see **figures 32 and 33**).

Province	STATE OF DISASTER DECLARED (MUNICIPALITY/ PROVINCE)	AREAS AFFECTED	DATE OF DECLARATION	CLASSIFICATION	Түре
Limpopo	Province	Whole province	4 November 2015	Provincial	Drought
Mpumalanga	Province	Whole province	25 November 2015	Provincial	Drought
KwaZulu-Natal	Province	Whole province	20 November and extended on 8 February	Provincial	Drought
Eastern Cape	Joe Gqabi District Municipality	Whole District Municipality	4 December 2015	To be classified as local	Drought
Free State	Province	Whole province	4 September 2015	Provincial	Drought
Northern Cape	Province	Whole province	29 January 2016	Provincial	Drought
North West	Province	Whole province	24 July 2015	Provincial	Drought
Western Cape	West Coast District Municipality	Whole District Municipality	25 November 2015	Local	Drought
Western Cape	Cape Winelands District Municipality	Whole District Municipality	25 November 2015	Local	Drought
Western Cape	Central Karoo District Municipality	Whole District Municipality	25 November 2015	Local	Drought
Gauteng	City of Ekurhuleni	Etwatwa, Vosloorus, Katlehong, Thokoza and Palm Ridge/Eden Park	16 November 2016	Local	Hailstorm

Figure 32: States of disaster declared and classified

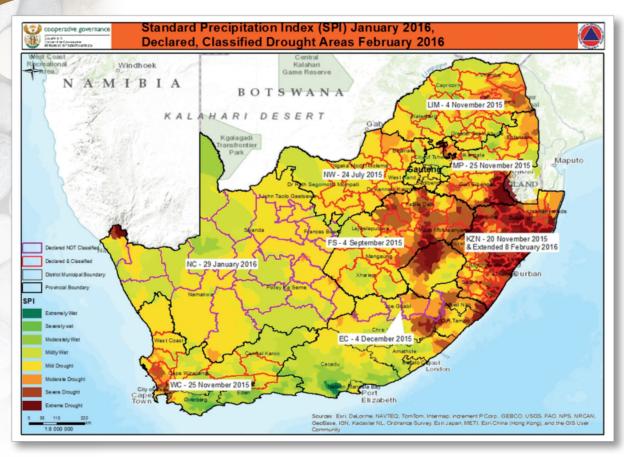


Figure 33: States of disaster declared and classified - February 2016

4.1 DROUGHT OCCURRENCE IN THE COUNTRY

Drought conditions have been experienced in some parts of the country over several years. The conditions were further exacerbated by below normal summer rainfall, high temperatures (heat wave) experienced in the country at the end of 2014 and beginning of 2015, and dry winter conditions that were accompanied by veld fires in provinces such as the Western Cape, KwaZulu-Natal and Free State.

The conditions impacted negatively on the availability of water for human and livestock consumption, with some water resources declining and others drying up. Grazing veld and pasture land also diminished, particularly in communal areas. Crop farmers were also affected, particularly with the increased temperatures

and heatwaves experienced in some parts of the country.

Drought has been a standing item on the agenda of NDMAF meetings since the probability of El Nino was forecast by SAWS in May 2015. The NDMC's emphasis is on DRR as required by the Act and NDMF and presentations of SAWS weather reports and forecasts were made to NDMAF meetings and on other platforms. In addition, early warning information was disseminated by the Dir: EWCMS.

During the financial year, a state of disaster was declared in seven provinces (Eastern Cape, Free State, Limpopo, Mpumalanga, Northern Cape, North West and Western Cape), whereas KwaZulu-Natal extended the declaration. Five of the seven provinces declared a provincial state of disaster, while the Western Cape and Eastern Cape declared a local state of disaster in affected municipalities. Following

a drought assessment, the Eastern Cape declared a provincial state of disaster.

The NDMC conducted drought assessments in affected areas for the classification of disasters to determine primary responsibility for the coordination and management of the disaster. The findings confirmed certain challenges, which are exacerbated by factors such as the poor state of water-related infrastructure due to the lack of maintenance and vandalism, water losses through leakages, lack of stringent measures for water conservation and poor farming practices.

The CD: DRRCBI coordinated the mobilisation of stakeholders, as disaster management is a multisectoral and multidisciplinary process. The main purpose was to strengthen the government's response measures, to ensure well-coordinated resource allocation, avoid duplication of effort, improve communication and share key messages with communities.

4.1.1 Structures for intervention measures

The NJDCC was established to ensure well-integrated and coordinated planning, response and recovery efforts by all spheres of government, state-owned entities, government agencies, the private sector and NGOs. The first committee meeting was held in November 2015 and the committee subsequently met twice a week to discuss progress on the implementation of response measures and areas of collaboration to maximise available resources. The committee meetings were then scaled down to once a week. The heads of PDMCs attended once a month to ensure integrated and streamlined response measures. The NJDCC is facilitated by the DCoG through the NDMC and is made up of the following key departments and stakeholders:

- DCoG;
- Department of Agriculture, Forestry and Fisheries (DAFF);
- DWS:
- Department of Rural Development and Land Reform (DRDLR);
- Department of Health (DoH);
- DEA;
- Department of Labour (DoL);
- Department of Transport (DoT);
- SANDF;
- Government Communication and Information System (GCIS); and
- SAWS.

Other role players are invited to the meeting as required. The following sub-task teams were established for focused planning and intervention measures:

- The Food and Nutrition Security Task Team, coordinated by DAFF for focused planning of food security-related matters. Response plans from DAFF and the Department of Social Development (DSD) are in place and conditions are monitored.
- Communication Task Team, coordinated by the GCIS, focuses on facilitation and coordination of drought awareness campaigns and dissemination of key messages on drought and water scarcity.
- National Support and Intervention Task
 Team, with technical experts from the
 Municipal Infrastructure Grant, Back-to-Basics
 programme and Municipal Infrastructure
 Services Agency (MISA) of the DCoG, DAFF,
 DRDLR, DWS and National Treasury. Its main
 objectives include reports analysis, provision
 of technical support and guidance and the
 mobilisation of resources to address provincial
 challenges experienced.

4.1.2 Approach to address drought conditions

NJDCC's approach includes:

- Technical support to provinces and municipalities in addressing water-related challenges.
- Reprioritisation of available resources from existing programmes in government departments and municipalities. The approach is supported by national and provincial treasuries.
- Availing of resources from equitable share by municipalities and provinces.
- Collaboration and integration of response measures by all spheres of government to maximise resources and avoid duplication.
- Involvement and contributions by private sector and NGOs to assist affected communities.
- Stringent measures for water management to ensure conservation of the available water.

The reprioritisation of resources by organs of state is in accordance with the following prescripts:

- Section 57 (e) of the DMA.
- Section 7.7.1.2 of the NDMF as per the guidelines on Disaster Response and Recovery Operations.
- Section 16 of the Public Finance Management Act, 1999 (Act No 1 of 1999) as amended.
- Section 29 of the Municipal Finance Management Act, 2003 (Act No 56 of 2003).

The affected organs of state, particularly DAFF, DRDLR and DWS, reprioritised their own resources and relief measures have been implemented in affected areas. In total, more than R1 billion was reprioritised by organs of state.

Civil society organisations also contributed and continue to contribute extensively to support water-stressed communities. There are more than 32 organisations (eg Operation Hydrate, World Vision through FLOW campaign, Gift of the Givers, Al Imdaad and Water Shortage SA) that actively support

water-stressed communities through various means. Relief efforts include installation of water tanks and boreholes, provision of bottled water, supply of hand sanitisers, supply of dignity packs for young girls, provision of water purification, provision of disposable nappies and food parcels. Some volunteer organisations specifically also provide food and water for livestock in farming communities eg AgriSA, Water Shortage SA, Bray Bale Out, Boere in Nood, Horses in Reddersburg, SOS 100, H₂O for Hooves and Heels and Hope Grass Project). A borehole project funded by National Lotteries Commission was implemented in five provinces by Tshikovha Graduates Academy allowing for more than 200 boreholes.

4.1.3 Summary of the key intervention measures to address drought

Stakeholder	RESPONSE MEASURE
1. DCoG	Water infrastructure (boreholes)
	 Technical support to municipalities (MISA and B2B)
2. DWS	 Emergency water infrastructure upgrades, boreholes and restrictions
	 Water tankering, static tanks, water transfers and emergency pipelines
	 Technical support to WSAs
	Assessment of groundwater resources and status of boreholes
3. DAFF	 Livestock feed
	 Water-related infrastructure (dam scoping and boreholes)
	Conservation works (land care)
	 Dams and water harvesting (land care)
	• Firebreaks
	Adaptable crops
4 00010	Early warning information
4. DRDLR	Livestock feed
	Water infrastructure (boreholes)
	Firebreaks Averting for illiting.
	Auction facilities
	Feedlots Vold management evaling grazing land
	Veld management – availing grazing land Support to suggestions formers (K7N)
5. SAWS	Support to sugarcane farmers (KZN)Weather forecast
J. JAVVJ	Dissemination of early warning
6. DEA	Climate Change Adaptation Plan
0. <i>DE</i> / (Working on Fire (WoF) – protection of the environment
	Fire breaks and block burns
7. DoH	Increased health promotion
	 Increased disease surveillance
	Communicable disease control
	Risk communication
	Hospital management and primary healthcare
	 Food security/nutrition/supplements
	Environmental health services
	Maternal and child health
	Mental healthcare
	Physical facilities
8. SANDF	Emergency response (water carting/ firefighting)
9. IDC/Land Bank	Financial assistance for farmers
10. Private sector and	Water donations
donors	 Drilling and equipping of boreholes
	Water tankering

Since the provinces and municipalities also reprioritised funding from their own coffers to address drought and water shortages in communities, no funding was made available from the disaster grants during the financial year.

4.2 HAILSTORM OCCURRENCE IN GAUTENG

A severe storm was experienced over the City of Ekurhuleni on 16 November 2015. The warning issued by the SAWS was further disseminated on social networks such as Twitter and Facebook. Other government officials received such warnings automatically from SAWS. Cellular/mobile phone messages were distributed to councillors and all emergency teams using the provincial database. Damage assessments conducted by the province were submitted to the NDMC and a local state of disaster was declared. Damage in the City of Ekurhuleni, in areas such as Etwatwa, Vosloorus, Katlehong, Thokoza and Palm Ridge/Eden Park affected education and human settlements infrastructure. An amount of R35 588 000 was approved and made available to the province from the Provincial Disaster Grant for the repair of damages to schools and houses.

DROUGHT AWARENESS UMKHANYAKUDE







DROUGHT VERIFICATION IN THE FREE STATE: 1 DECEMBER 2015







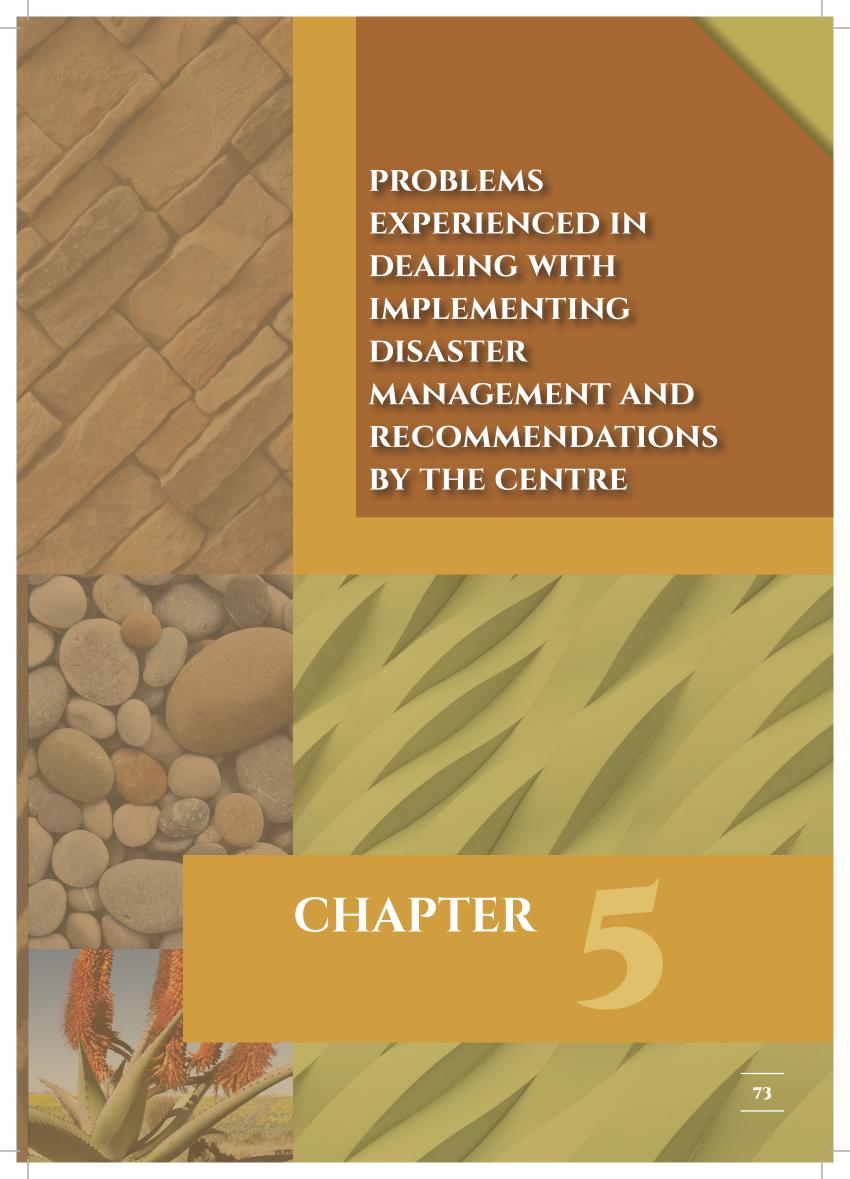


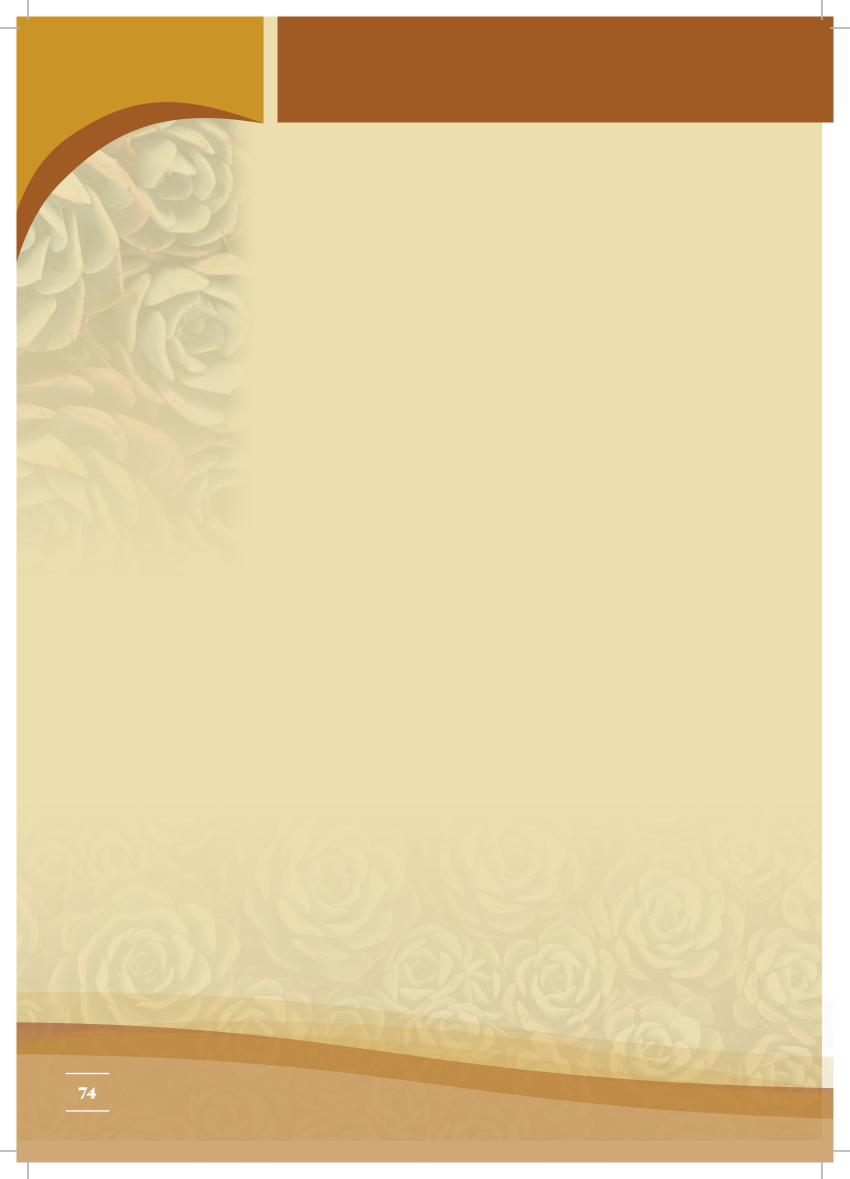












PROBLEMS EXPERIENCED IN DEALING WITH IMPLEMENTING DISASTER MANAGEMENT AND RECOMMENDATIONS BY THE CENTRE

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

5.1 COMPLIANCE WITH DISASTER MANAGEMENT LEGISLATION

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

a. Annual reports received from PDMCs

Figure 34 lists the PDMCs that submitted their 2015/16 annual reports to the NDMC in compliance with Section 36(3) of the DMA.

PDMC/PROVINCIAL FORUM	TITLE	DATE RECEIVED
Western Cape	Annual Report: Western Cape Disaster Management Centre: 2015/16	5 July 2016
KwaZuluNatal PDMC	Disaster Management Annual Report 2015/2016	11 July 2016
Eastern Cape PDMC	Annual Report Eastern Cape Provincial Disaster Management Centre Year Under Review: 2015 - 2016	19 July 2016
North West PDMC	Provincial Disaster Management Centre Annual Report 2015/2016	21 July 2016
Northern Cape PDMC	2015/2016 Annual Report for the Northern Cape Provincial Disaster Management Centre (PDMC)	22 July 2016
Gauteng PDMC	Gauteng PDMC Annual Report 2015 to 16	22 July 2016 (first draft) 31 July 2016
Free State PDMC	2015/16 Free State Provincial Disaster Management Centre Annual Report	27 July 2016
Coastal PDMCs Forum	Coastal PDMCs Forum: Annual Report 2015/16	29 June 2016

Figure 34: 2015/16 annual reports submitted by PDMCs

Figure 35 shows that no PDMCs submitted their 2015/16 annual reports to the NDMC by the 30 June annual submission date as requested by circular 1 of 2015. 78% of PDMCs submitted their 2015/16 annual reports to the NDMC by 31 July 2016, whilst 22% of the PDMCs did not.

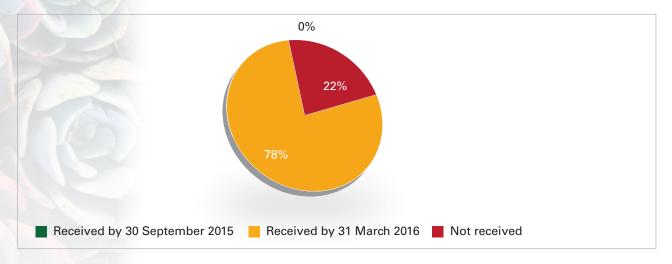


Figure 35: 2015/16 PDMC annual reports received by the NDMC

b. Annual reports received from MDMCs

Figure 36 lists the MDMCs that submitted their 2014/15 annual reports to the NDMC in compliance with Section 50(2)(a) of the DMA.

MDMC/MUNICIPAL FORUM	TITLE	DATE RECEIVED
Amajuba DMC	Amajuba DMC Amajuba District Municipality Annual Report 2014/15	23 August 2015
Harry Gwala DMC	Harry Gwala District Municipality Disaster Management Annual Report 2014/2015	23 August 2015
llembe District Municipality	llembe Disaster Risk Management Centre Annual Report (1 April 2014 – 31 March 2015)	23 August 2015
Ugu District Municipality	Ugu District Municipality District DMC 1 April 2014 – 31 March 2015	23 August 2015
Umkhanyakude District Municipality	Umkhanyakude District Municipality Disaster Management Annual Report (2014/2015)	23 August 2015
UMgungundlovu Disaster Management Centre	UMgungundlovu Disaster Management Centre Annual Report March 2014 – March 2015	23 August 2015
Umzinyathi District Municipality	Annual Report Umzinyathi District Municipality (1 April 2014 – 31 March 2015)	23 August 2015
UThukela District Municipality	UThukela District Disaster Management Centre Annual Report 1 April 2014 – 31 March 2015	23 August 2015
uThungulu District Municipality	UThungulu District Municipality Disaster Management Annual Report 2014/2015	23 August 2015
Zululand District Municipality	Annual Report for Zululand District Municipality	23 August 2015

MDMC/MUNICIPAL FORUM	TITLE	DATE RECEIVED
Impendle Municipality	Annual Report (1 April 2014 – 31 March 2015)	23 August 2015
Mkhambathini Municipality	Annual Report (1 April 2014 – 31 March 2015)	23 August 2015
Mpofana Municipality	Annual Report (1 April 2014 – 31 March 2015)	23 August 2015
Msunduzi Municipality	Annual Report (1 April 2014 – 31 March 2015)	23 August 2015
Richmond DMC	Annual Report (1 April 2014 – 31 March 2015)	23 August 2015
Umngeni Municipality	Annual Report (1 April 2014 – 31 March 2015)	23 August 2015
eThekwini Municipality	eThekwini Municipality Disaster Management Annual Report 01 April 2014 to 31 March 2015	23 August 2015
Emnambithi/Ladysmith Local Municipality	Annual Report (1 April 2014 – 31 March 2015)	23 August 2015
Nkangala District Municipality	Nkangala District Municipality Disaster Management Centre Annual Report 2013/2014	2 September 2015
Nelson Mandela Bay Municipality DMC	Annual Report 1 July 2014 to 30 June 2015	21 September 2015
Sarah Baartman District DMC	Annual Report 2014/2015 Financial Year	30 September 2015
Buffalo City Metropolitan Municipality DMC	Buffalo City Metropolitan Municipality Disaster Management Annual Report 2014/2015	17 September 2015
City of Johannesburg DMC	City of Johannesburg Disaster Management Annual Report 2014- 2015 Financial Year	1 October 2015
City of Tshwane DMC	Tshwane Disaster Management Centre Annual Report 2014/2015	1 October 2015
Ekurhuleni	Ekurhuleni Disaster Management Centre – Annual Report: 1 July 2014 – 30 June 2015	1 October 2015
Sedibeng	Sedibeng District Municipality Annual Report 2014/2015	1 October 2015
Westrand	West Rand District Municipality Disaster Management Annual Report July 2014 to June 2015	1 October 2015
Cape Winelands District Municipality	Cape Winelands District Municipality Disaster Management Annual Report 2013/2014	19 June 2015
City of Cape Town Disaster Risk Management Centre	City of Cape Town Disaster Risk Management Centre Annual Report 1 April 2014 – 31 March 2015	8 February 2015
West Coast District Municipality	Annual Report July 2014 – June 2015	11 February 2016
Capricorn District Municipality	Capricorn District Municipality Annual Report: 01 July 2014 – 30 June 2015	11 February 2016
Mopani District Municipality	Mopani District Municipality Disaster Management Centre Annual Report 1 April 2014 to 31 March 2015	11 February 2016
Vhembe District Municipality	Vhembe District Municipality Disaster Management Centre 2014/2015 Annual Report	11 February 2016
Waterberg District Municipality	Annual Report for 2014/2015 Financial Year: Disaster Risk Management	11 February 2016

Figure 36: 2014/15 annual reports submitted by MDMCs

Figure 37 shows that 40% of the MDMCs submitted their 2014/15 annual reports to the NDMC by the 30 September 2015 annual submission date as requested by circular 1 of 2015. 25% of MDMCs submitted their 2014/15 annual reports by 31 March 2016, whilst 35% did not.

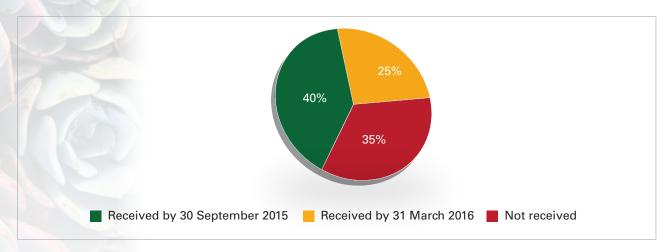


Figure 37: 2014/15 MDMC annual reports received by the NDMC

Figure 38 lists the MDMCs that submitted their 2015/16 annual reports to the NDMC in compliance with Section 50(2)(a) of the DMA.

MDMC/MUNICIPAL FORUM	TITLE	DATE RECEIVED
Amajuba DMC	Amajuba District Municipality Annual Report 1 April 2015 – 31 March 2016	11 July 2016
Harry Gwala DMC	Harry Gwala District Municipality Disaster Management Centre Annual Report 2015/2016	11 July 2016
llembe District Municipality	llembe District Disaster Risk Management Centre Annual Report: 1 April 2015 – 31 March 2016	11 July 2016
Ugu District Municipality	Ugu District Municipality District Disaster Management Centre Annual Report 1 April 2015 – 31 March 2016	11 July 2016
Umkhanyakude District Municipality		11 July 2016
UMgungundlovu District Municipality	Annual Report: March 2015 – March 2016	11 July 2016
Umzinyathi District Municipality	Umzinyathi District Disaster Management Centre: Annual Report 2015/16 Financial Year	11 July 2016
UThukela District Municipality	uThukela District Disaster Management Centre Annual Report: 1 April 2015 – 31 March 2016	11 July 2016
Zululand District Municipality	Annual Report 2015/2016 for Zululand District Municipality	11 July 2016
eThekwini Municipality	eThekwini Disaster Management Centre Annual Report: 1 April 2015 – 31 March 2016	11 July 2016
Emnambithi/Ladysmith Local Municipality	Emnambithi/Ladysmith Local Municipality Annual Report (1 April 2015 – 31 March 2016)	11 July 2016

Figure 38: 2015/16 annual reports submitted by MDMCs

c. Annual reports received from national organs of state and other entities

Figure 39 lists the national organs of state and other entities that submitted their disaster management annual reports to the NDMC.

NATIONAL ORGA OF STATE/OTHEI NATIONAL ENTII	TITLE	DATE RECEIVED
Eskom	Annual Report: 1 April 2015 – 31 March 2016	11 July 2016

Figure 39: 2015/16 annual reports submitted by national organs of state/other national entities

The report provides information on Eskom's implementation of the National Disaster Management Policy Framework, its institutional arrangements and progress towards prioritised disaster risks. The following progress in the 2015/16 financial year is highlighted:

- Eskom's annually updated Enterprise Resilience Programme has been included in Eskom's Corporate Plan (approved by the Eskom Board of Directors on 11 March 2016). This programme addresses continued enhancements to Eskom's disaster preparedness and compliance to the DMA.
- Eskom has introduced two new standards for disaster management (based on the NDMF) and incident command (based on the United States Federal Emergency Management Agency – Incident Command System).
- One national and nine provincial simulation exercises were undertaken in accordance with the requirements of Eskom's Disaster Management Plan. The very successful national exercise (held on 14 March 2016) focused on testing Eskom's preparedness planning and mitigation systems to prevent a national blackout.
- The Eskom Disaster Management Plan has been updated to reflect the progress in planning for the identified disaster priorities, as well as the rollout of planning in the provinces.
- Eskom has, since August 2015, restored the supply-demand balance of the national power system to the extent that no load-shedding is expected for the current financial year.
- Eskom has worked with municipal electricity suppliers to update the National Code of Practice for Emergency Demand Reduction, which incorporates the lessons learnt from load-shedding since 2014. The updated code also addresses emergency demand reduction beyond Stage 4, taking into consideration critical and essential load requirements.

d. Provincial organs of state

Figure 40 lists the provincial organs of state and other entities that submitted their disaster management annual reports to the NDMC.

PROVINCIAL ORGAN OF STATE/OTHER PROVINCIAL ENTITY	TITLE	DATE Received
KZN Department of Agriculture & Rural Development	Annual Report: 1 April 2015 – 31 March 2016	11 July 2016
The South African Red Cross Society (KZN)	SARCS Update Report Report for period: 2015-2016 Annual Report	11 July 2016
South African Police Service (KZN)	Disaster Management: Annual Report (1 April 2015 – 31 March 2016)	11 July 2016
Working on Fire (KZN)	Working on Fire Annual Report (1 April 2015 – 31 March 2016)	11 July 2016

Figure 40: 2015/16 annual reports submitted by provincial organs of state/other provincial entities

e. Findings

Despite the NDMC instituting the annual submission dates for annual reports, some PDMCs and MDMCs still failed to submit their annual reports. However, evidence suggests that the initiative is yielding results as there was an improvement in both the number of submitted reports by PDMCs and MDMCs and their adherence to the submission dates.

Common gaps and challenges in the 2015/16 PDMC annual reports show that the established intergovernmental structures are not fully supported by the sector departments. There is also limited evidence that PDMC annual reports and MDMC annual reports are submitted to the provincial legislature or municipal council in compliance with Sections 36(2), and 50(2)(b) of the DMA.

f. Recommendation(s):

- The NDMC should continue to liaise with the DMCs to improve compliance with Sections 36 and 50 of the DMA.
- DMCs should liaise with sector departments to motivate the representatives of provincial and municipal departments to participate actively in the disaster management advisory forums.
- When submitting their annual reports, the PDMCs and MDMCs should also provide the NDMC with a list of stakeholders to whom the report has been distributed.

5.2 FUNCTIONALITY OF THE DISASTER MANAGEMENT ADVISORY FORUMS

a. Functionality of the disaster management advisory forums

The functionality of the forums is negatively affected by two aspects:

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

b. Recommendation(s):

The forums' membership should be reviewed annually to ensure that the correct level staff members attend the forum.

5.3 DISASTER RISK REDUCTION, CAPACITY BUILDING AND INTERVENTION

a. Lack of implementation of disaster risk reduction by stakeholders

The focus of the DMA is on DRR through the development and implementation of integrated disaster management plans and risk reduction programmes. The priorities of stakeholders and communities are response and intervention measures. Currently, the majority of institutions do not have disaster management plans in place as required by the DMA. In others, plans are in place but not implemented.

b. Recommendation(s):

- More workshops must be held to improve stakeholder understanding of the DMA.
- Implementation of DRR measures will ensure developmental sustainability and build a culture of resilience and risk avoidance.
- Public advocacy and awareness on DRR must be intensified by all stakeholders and partnerships must be established, particularly within organs of state, to ensure the desired outcomes.

5.4 NON-IMPLEMENTATION OF PRESCRIPTS TO RESPOND TO DISASTER OCCURRENCES BY OTHER ORGANS OF STATE

a. Response to disaster occurrences by other organs of state

There are several prescripts that enable all organs of state across all spheres to manage disasters as well as allocated resources to provide assistance in case of disasters. However, these prescripts are not being used and the expectation is for the national government to provide resources. Assessments indicate that disaster reports submitted to the NDMC include matters not disaster related, such as operation and maintenance, vandalism and backlogs. In some instances, declarations of states of disaster are done without taking into consideration the actual conditions on the ground, as well as available municipal and provincial resources.

b. Recommendation(s)

The sectors should consider legislative prescripts when addressing the effects of disasters:

- Section 55 (2), 41 (2) and 27 (2) of the DMA make provision for the Minister, Premier and Council, subject to Sub-section (3) of those Sections, to make regulations, issue directives or authorise the issue of directives in dealing with disasters.
- Chapter 6 of the DMA provides guidance on post-disaster recovery and rehabilitation funding.
- The NDMF, in Section 7.7.1.2, provides guidance to access the National Revenue Fund.
- Legislation such as Sections 16 and 25 of the Public Finance Management Act, 1999, as amended, and Section 19 of the Municipal Finance Management Act, 2003 provide for the use of funding for unforeseeable and unavoidable incidents.

5.5 PUBLIC ADVOCACY AND AWARENESS

a. Public advocacy and awareness not prioritised and funded

Public advocacy and awareness is best performed by local government due to its proximity to the community. However, disaster management, and by implication DRR, is not adequately prioritised by local government and, as such, the funding allocated to disaster management is not adequate to realise the required public advocacy and awareness programmes.

b. Recommendation(s):

- Advocating for DRR must be prioritised by the NDMC and PDMCs.
- This needs to be reinforced by research, capacity development and technology development, to respond to the needs of DRR in the short-term, and integrated resource and development planning in the medium- to longterm.

5.6 INTEGRATED PROVINCIAL DISASTER MANAGEMENT SUPPORT, MONITORING AND EVALUATION SYSTEMS

a. General challenges identified from provincial quarterly reports

- Limited disaster management capacity in provinces is cited as one of the challenges for late submission or submission of incomplete reports.
- Non-attendance of provincial disaster management advisory forums by sector departments, possibly because some sector departments do not have nodal points or persons permanently appointed for disaster management.
- Lack of budget for the installation of disaster management information and communication technology.
- Non-development of disaster management plans by sector departments, hence nondelivery of plans by provinces.
- Sector departments not reporting on disaster grants expenditure as required by the Division of Revenue Act.
- Some disaster management plans do not incorporate climate change issues.
- Some PDMCs do not meet the minimum infrastructure requirements due to lack of budget.

- Absence of units for fire services in some provinces.
- Limited capacity in the provincial disaster management support, monitoring and evaluation systems unit, hampers the provision of efficient support and the full implementation of the DMM&E Framework, delaying the development of the M&E system.

b. Recommendation(s):

- DEA to assist provinces to review disaster management plans to incorporate climate change issues.
- PDMCs to actively participate in the Provincial Climate Change Forum.
- PDMCs to enforce legislation to ensure that provincial sector departments participate in the provincial disaster management advisory forums.
- Information on disaster incidents to be captured on the web-based situational reporting system developed by the NDMC.

IDDR 2015 EASTERN CAPE



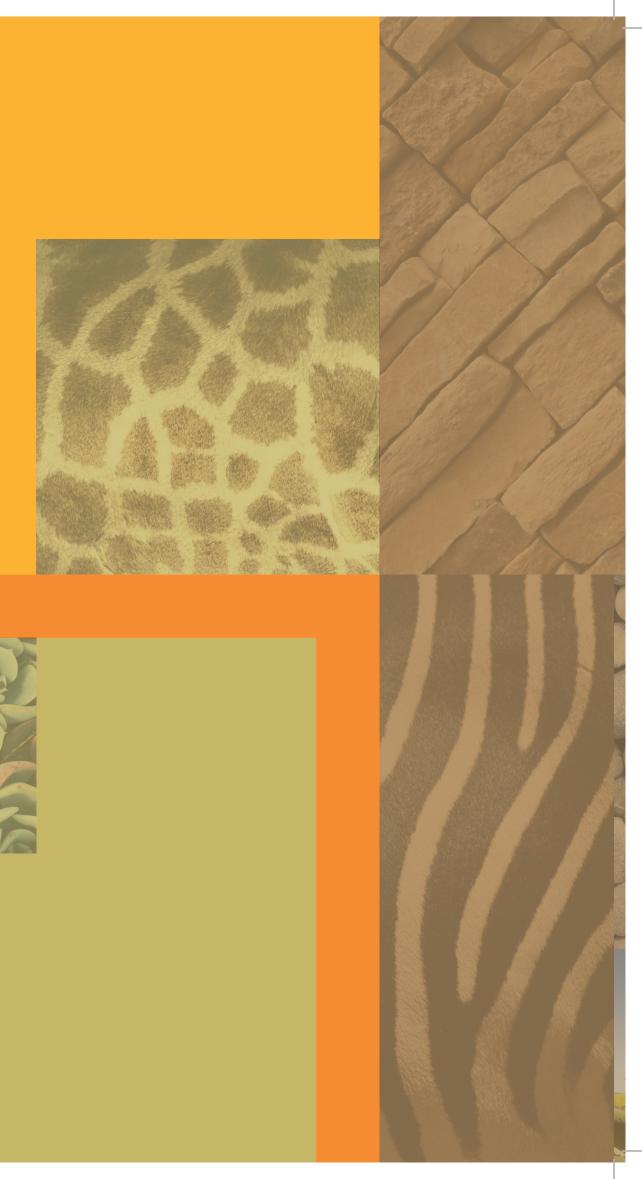


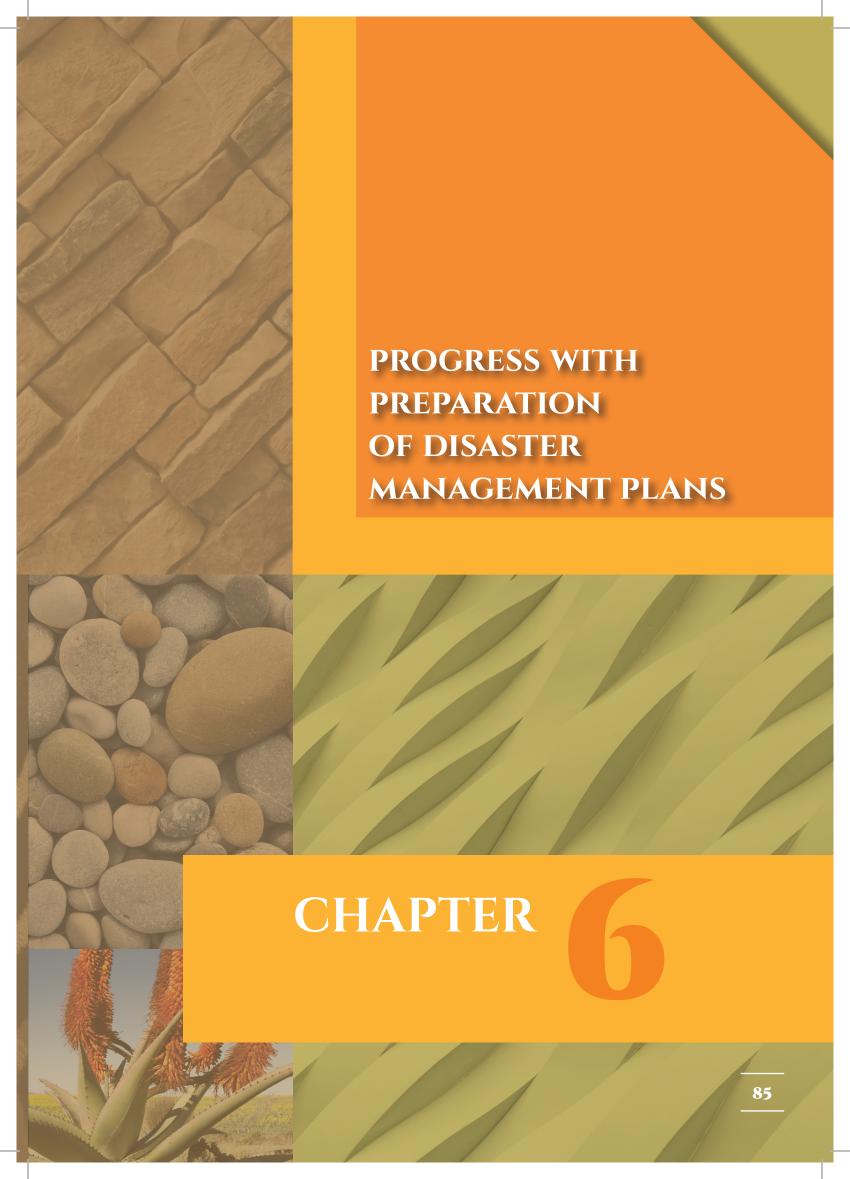


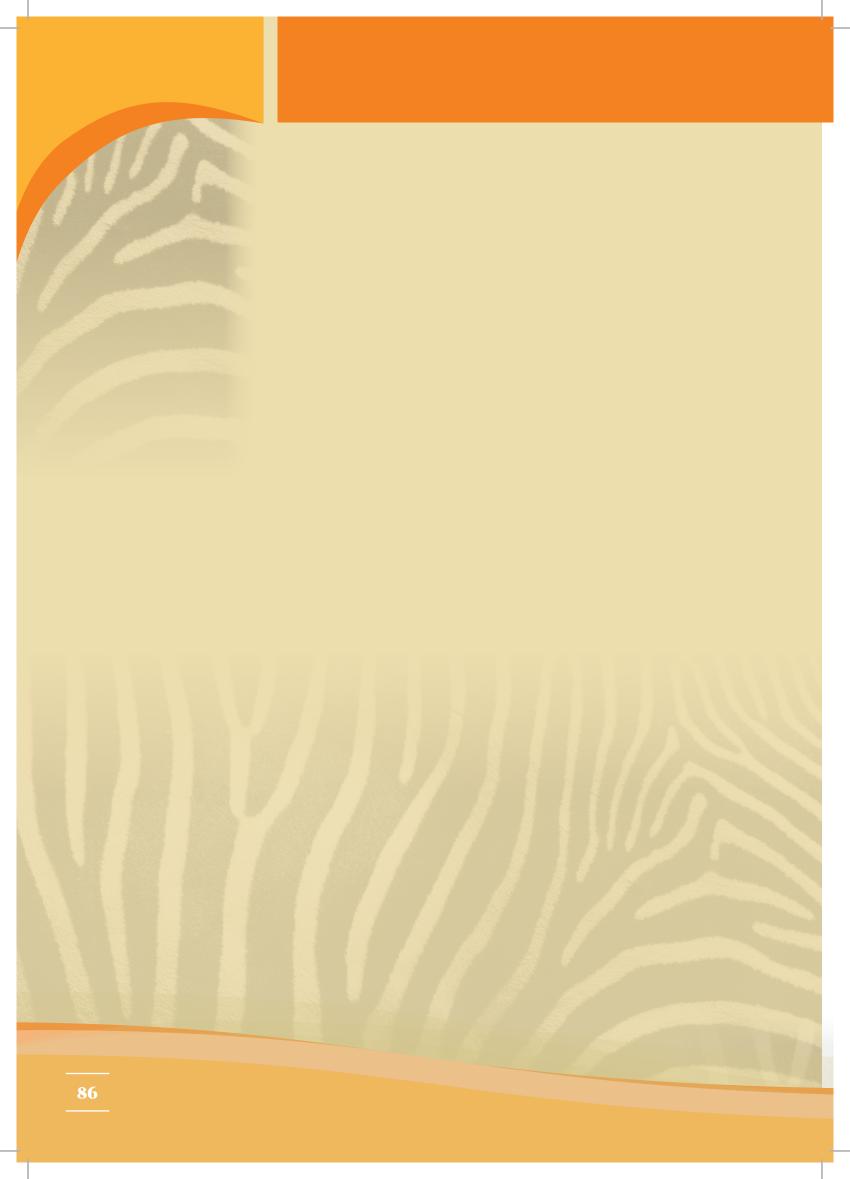












PROGRESS WITH PREPARATION OF DISASTER MANAGEMENT PLANS

In terms of Outcome 10 targets and the Department of Cooperative Governance strategic plan, the NDMC was expected to facilitate the development of eight disaster management plans during the 2015/16 financial year. The CD: DRRCBI facilitated the development of more than eight plans from various government departments and institutions. A strategy to facilitate as well as encourage the preparation and amendment of plans was presented to the NDMAF.

6.1 PLANS SUBMITTED TO THE NDMC

- Western Cape Sustainable Water Management Plan.
- Western Cape Provincial Drought Plan.
- Revised National Nuclear Plan from Department of Energy.
- Telkom Disaster Management Plan.
- North West January 8 Statement Disaster Management Plan.

6.2 SECTOR DROUGHT RESPONSE PLANS FACILITATED AND SUBMITTED BY SECTORS

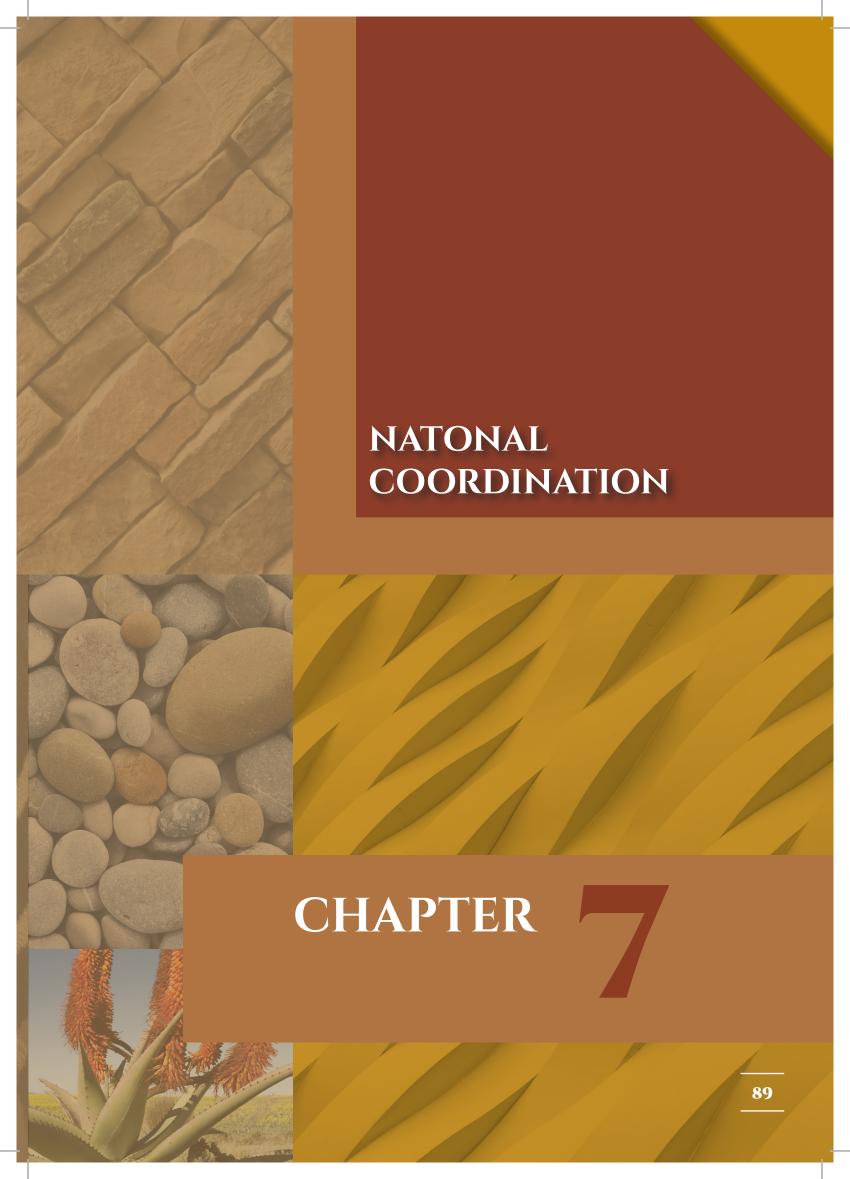
- DAFF Drought and Food Security Response.
- DRDLR Drought Response Plan.
- DWS Drought Response Plan.
- DoH Immediate Health Response Plan.
- DWS Northern Cape Drought Plan.
- DSD Drought Response Plan.



Second day IDDR interviews









NATIONAL COORDINATION

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

7.1 NATIONAL DISASTER MANAGEMENT COORDINATION

The DMA and the NDMF recognise that the objectives of disaster management cannot be met without sound intergovernmental cooperation. Thus, three broad groups of disaster management institutional structures (DMIS) are established across the three spheres of government, namely; the Intergovernmental Committee on Disaster Management (ICDM), comprising the political leadership responsible for the three spheres of government; advisory forums, comprising the NDMAF and provincial and local advisory forum disaster management centres, and the PDMC meetings, comprising the NDMC and provincial and municipal disaster management centres.

The NDMC is the principal functional unit for national disaster management coordination¹, responsible for guiding and developing frameworks for government's disaster management policy², legislation, facilitating and monitoring implementation, and facilitating and guiding cross-functional and multidisciplinary disaster management activities among stakeholders. To do this, the NDMC, among its other responsibilities³, must establish and maintain institutional arrangements, namely the ICDM and NDMAF, that enable the implementation of the multi-governmental provisions of the DMA. **Figure 41** illustrates simply how the NDMC plays this central role of national government coordination.

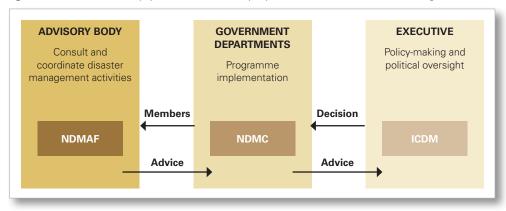


Figure 41: Link between the disaster management institutional structures (DMIS)

The NDMF in Key Performance Area 1 indicates that the NDMC not only advises the ICDM, but provides secretarial support to both the ICDM and NDMAF. It is here that the organisational link between the NDMAF, the NDMC and ICDM is relevant to the efficiency of the particular DMIS. The secretariat role described by the NDMF, therefore, goes beyond the activity of taking minutes of the structures. The secretariat role is defined in the literature as involving the officials or office entrusted with the administrative duties of the forum, maintaining its records, dealing with appointments, and overseeing or performing secretarial duties for the forum.

¹ The establishment of disaster management centres is replicated for provincial and local governments

See 1.2 of the NDMF for more detail on the arrangements for integrated direction and implementation of disaster risk management policy.

³ See 1.2.2.1 of the NDMF for a complete list.

Coordination of and efficient functioning of DMIS cannot be achieved across the spheres of government without clarifying the interaction of the policy-making process, the provision of advice and the implementation of policy decisions. **Figure 41** can be adapted to show (in **figure 42**) how the three broad groups of institutional structures must interact.

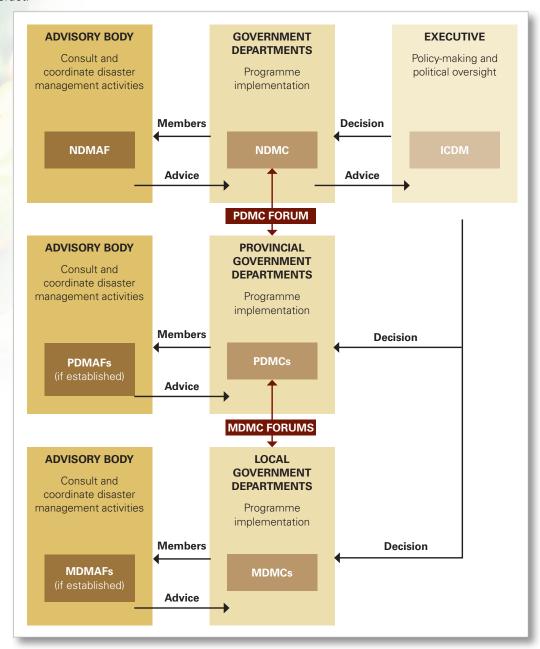


Figure 42: DMIS coordination across the three spheres of government

7.2 INTERGOVERNMENTAL COMMITTEE ON DISASTER MANAGEMENT

The ICDM must still be established by the President and include representatives from all three spheres of government. During the fourth quarter of 2015/16, following a request by the Minister of Cooperative Governance and Traditional Affairs, the premiers of the nine provinces designated one member of their respective executive committees and SALGA designated two councillors to serve ex-officio on the ICDM. The President will be asked to establish the ICDM in the second guarter of 2016/17.

7.3 NATIONAL DISASTER MANAGEMENT ADVISORY FORUM

The NDMAF is a platform through which national, provincial and local government, and other disaster management role players consult one another on disaster management matters. This engagement will enable the NDMAF to make recommendations to the ICDM or to any organ of state, the private sector etc. The NDMAF membership complies with Section 5(1) of the DMA and comprises:

- The head of the NDMC (chairperson);
- The NDMC chief directors;
- NDMAF secretariat;
- National government representatives;
- Provincial heads of disaster management centres;
- Government entities: Eskom, NECSA, Telkom, Transnet, SALGA, South African Social Security Agency (SASSA) and State Security Agency;

Other stakeholders: South African Insurance Association, SAWS, Disaster Management Institute of South Africa, South African National Space Agency, Neotel, South African Bureau of Standards, Deaf SA, Disabled People South Africa, Railway Safety Regulator (RSR), Council for Geoscience, AgriSA and SARCS.

The NDMAF met quarterly during the year. SAWS provided a comprehensive three-month weather report and seasonal weather forecast and Eskom provided an overview and forecast of electricity supply. The forum also noted progress on key Eskom build projects and on contingency arrangements and planning for load-shedding and electricity interruptions. The RSR provided a quarterly report on rail incidents involving dangerous goods transportation. A report was also submitted on declared states of disaster. The forum was briefed during each meeting on progress with the Disaster Management Amendment Bill, 2015 as it was considered by Parliament, the assent of the Bill to become the Disaster Management Amendment Act, 2015, and its planned commencement on 1 May 2016. Some other focus areas discussed are detailed below.

7.3. 1 21 May 2015

The forum noted, among other things, that South Africa provided humanitarian services to the government of Malawi during the floods of January 2015 and that various operational lessons were learnt. It recommended that DIRCO share the protocols and procedures in place to arrange and coordinate international assistance.

The forum was briefed by a representative of the South African delegation to the Sendai conference in Japan on the conference resolutions and the composition of the SFDRR. It noted that, in terms of the Regional Resilience Framework, Oxfam and the NDMC have an MoU to respond to certain challenges facing municipalities. In addition, the forum noted that Oxfam is already working with the City of Ekurhuleni and is piloting its activities throughout SADC. The forum recommended that the NDMC facilitate donor

funding of disaster management centre projects. The draft National Drought Action Plan was discussed and forum members were invited to make further written inputs.

7.3.2 13 August 2015

It was noted that the DoT Disaster Management Plan will be submitted by April 2016 and that the DEA is working with SALGA on the programmes being rolled out to local municipalities, with a target of 40 a year. The DEA was asked to provide municipalities with the climate change and adaptation guidelines to enable them to include climate change in their disaster management plans.

DAFF was urged to convene a drought task team to devise a three-month response plan. It was noted that farmers had been asking for a subsidy on the interest rate and that small-scale farmers do not have a carry-over credit from their debt. The forum recommended that a task team including organs of state be established on the development of disaster management plans and guidelines. All sector departments were encouraged to comply with Section 25 of the DMA and to develop hazard specific contingency plans by taking a closer look at the current risks as well as generic risks. The forum also recommended that every sector with a disaster-mitigation role compile a plan of action and provide feedback.

7.3.3 12 November 2015

The meeting noted that most provinces assessed by the RSR are adequately trained to manage dangerous goods incidents but some still need more training and equipment. The forum noted that the draft National Drought Action Plan was circulated to the members of the NDMAF and that the DWS has limited monitoring capabilities on water usage in applying restrictive measures where applicable. It has mechanisms to enforce restrictions on municipalities but is not clear on strategies followed by municipalities to restrict usage

through bylaws. It was also noted that the Director-General for DAFF is leading an intervention group to come up with a business plan on food security.

It was recommended that a sub-committee of the drought task team should be established to plan for the transportation of imported maize. It should include representatives from:

- NDMC;
- SAPS;
- RSR;
- Transnet;
- DoT;
- AgriSA; and
- Provinces (where ports are located).

7.3.4 18 February 2016

The drought task team dealing with the transportation of imported maize met on 5 December 2015 and 15 January 2016 to discuss and confirm the availability of rail transport units for the importation of maize should the need arise. National sector departments and PDMCs provided presentations on their drought response activities. The forum was also updated on and participated in the ongoing work to develop and implement the M&E tool as part of the M&E Framework for adoption by 31 March 2016 and implementation from 1 April 2016.

7.4 NATIONAL JOINT DROUGHT COORDINATING COMMITTEE

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

- DCoG (convener);
- DAFF;
- DWS;
- DRDLR;
- DoH:
- DEA;
- DoL;
- DoT;
- SANDF;
- GCIS; and
- SAWS.

7.5 COASTAL PMDCs FORUM

The four coastal PDMCs deemed it prudent to forge a closer working relationship to address coastal hazards, and share experiences, expertise and resources. They entered into a protocol agreement to assist each other and coordinate services.

The Northern Cape was assisted structurally to prioritise disaster management and fire services. A meeting was held with the head of department and other senior managers of the Northern Cape

to assist in the realignment and restructuring of the disaster management organogram. Suggestions were positively received. In its capacity as host of the Bloodhound international event, the province was also assisted with the development of an incident and event plan. The event, scheduled to be trialled in 2016 and staged in 2017, has been postponed for a year.

A triparty agreement, in line with the PDMCs protocol, has been signed between Alfred Nzo District and neighbouring Harry Gwala and Ugu district municipalities. A similar cross-border agreement will be sought between Sarah Baartman and Eden district municipalities.

Relations have been forged between the national DEA, the Directorate response for the coastal management and the coastal PDMCs on Operation Phakisa. The DSD and SASSA have been invited to attend forum meetings to streamline and standardise policies and protocols associated with their services to affected and vulnerable disaster communities.

Santam pledged its support to the forum and undertook bilateral engagements with selected district municipalities (such as Eden and Sarah Baardman). The National Sea Rescue Institute pledged support and assistance with the operations of the Coastal PDMCs Forum. Further engagement and support were pledged by the provinces.

The roles and responsibilities of the secretariat have been discussed and agreed to in writing. In June 2015, it was decided to appoint a permanent chairperson to ensure continuity instead of having the chair rotate to the host province. Jacqui Pandaram was unanimously appointed permanent chairperson for the next financial year, with Dodo Shuping re-elected as secretary. The outstanding signature of KZN's Head of Department: Cooperative Governance and Traditional Affairs remained a challenge, although the MEC has in principle approved the working relationship within the forum. The MEC wanted the provincial Cabinet to endorse the protocol agreement.

Representatives from the 911 Fund met with the forum during March 2016 and it was decided that its training of disaster officials would be extended to include those from the other coastal PDMCs.



Figure 43: Members of the Coastal PDMCs Forum with NDMC officials



Figure 44: Members of the Coastal PDMCs Forum with officials from 911 Fund



Figure 45: Joint operations centre for the Cape Town Cycle Tour

7.6 PARTICIPATION IN INTERGOVERNMENTAL AND OTHER COORDINATING STRUCTURES

The NDMC participates in various strategic forums to inform, among others, policy development and analysis, operational coordination, monitoring and evaluation. These structures include the:

- BidAdjudicationCommittee(intradepartmental);
- ICT Steering Committee (intradepartmental);
- Assessment of the Departmental Human Resource Component (intradepartmental);
- Human Resource Committee: Bursary Adjudication (intradepartmental);
- Technical Task Team on Migration;
- NATJOINTS;
- Sub-Committee on Integration of Refugees in Local Communities;
- Internal Risk Management;
- Outcome 10 Committee;
- Local Government Elections Committee;
- Border Management Agency-Risk Management Task Team;
- DEA Climate Change Committee;
- Working on Fire Oversight Committee;
- Working on Fire Executive Committee;
- International Standard/SABSTC292 Committee;
- Integrated Urban Development Framework (IUDF) Committee;
- National Committee on International Humanitarian Law;
- United Nations Office for the Coordination of Humanitarian Affairs;
- International Search and Rescue Group (INSARAG);

- Research Alliance for Disaster and Risk Reduction (RADAR);
- Regional Inter-Agency Standing Committee (RIASCO);
- Financial Sector Contingency Forum South African Reserve Bank;
- Financial Sector Contingency Forum Operational Risk Sub-Committee;
- Council for Scientific and Industrial Research International Development Research Centre (IDRC) Project Team – Green Book Guidelines;
- Operation Phakisa;
- Emergency Preparedness Review Team;
- Technical Committee in Climate Change Adaptation;
- National Aviation Security Committee;
- South African Vulnerability Assessment Committee;
- Road Incident Management Systems National Task Team;
- United Nations Protection Working Group;
- Technical Task Team on Southern African Development Community;
- Disaster Preparedness and Response Strategy;
- South African Search and Rescue Steering Committee;
- Maritime Rescue Coordination Centre;
- Aviation Rescue Coordination Centre;
- National Disaster Management Advisory Forum;
- Incident Command System Technical Task Team; and
- National Joint Drought Coordination Committee.



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