
Report to Portfolio Committee: Cooperative Governance and Traditional Affairs

Status of Disaster Management in the Country



08 July 2019



REPORT TO PORTFOLIO COMMITTEE:
COOPERATIVE GOVERNANCE AND TRADITIONAL AFFAIRS



Status of Disaster Management

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1. INTRODUCTION

Disaster Management (DM) in South Africa consists of a labyrinth of cross-cutting facets that require the participation of a host of sectors and disciplines not only from within the spheres of government (national, provincial and local) but also involving the private sector, civil society, non-governmental organisations (NGOs), community-based organisations (CBOs), research institutions and institutions of higher learning, to name but a few. The cornerstone of successful and effective DM is the integration and coordination of all these role-players and their activities into a holistic system aimed at preventing or reducing the risk of disasters, mitigating the severity of disasters, emergency preparedness, rapid and effective response to disasters and post disaster recovery and rehabilitation¹.

Section 15 and Section 21 of the Disaster Management Act, 2002 (Act No. 57 of 2002) (the Act) assigns the National Disaster Management Centre (NDMC) the duty to monitor whether organs of state comply with the Act and the National Disaster Management Framework, 2005 (the NDMF). The NDMC achieves this objective with the support of the Provincial Disaster Management Centres (PDMCs) and Municipal Disaster Management Centres (MDMCs) using a set of criteria derived from the Act and the NDMF.

This report provides an overview of the disaster management legislation applicable in South Africa. It then sets out the status of disaster management in the three spheres of government.

2. OVERVIEW OF DISASTER MANAGEMENT LEGISLATION AND FRAMEWORKS

This section provides a succinct overview of the legislative and regulatory frameworks applicable to DM in South Africa.

¹ Derived from the long title of the Disaster Management Act, 2002



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2.1 The Constitution

The primary responsibility for disaster management in South Africa rests with the government. In terms of section 24 read with section 41(1) (b) of the Constitution of the Republic of South Africa, all spheres of government are required to “*secure the well-being of the people of the Republic*”. Disaster management is listed as a functional area in Part A of Schedule 4 of the Constitution, meaning that both the national and provincial spheres of government are competent to develop and execute laws within this area and have powers and responsibilities in relation to disaster management. Disaster management has also been ‘assigned’ to local government through the promulgation of the Act in 2002, which became fully operational on 1 July 2004.

2.2 Disaster Management Act, 2002 (Act no 57 of 2002)

The Act is the primary legislation dealing with DM in the country. It is internationally reputed for its holistic approach and specifically for its emphasis on prevention and its relative comprehensive approach to Disaster Risk Reduction (DRR). The Act provides for an integrated & coordinated disaster management policy that focuses on:

- a) Preventing or reducing the risk of disasters;
- b) Mitigating the severity of disasters;
- c) Emergency preparedness;
- d) Rapid & effective response to disasters; and
- e) Post-disaster recovery and rehabilitation

The main thrust of the Act and the NDMF centres around the creation of appropriate institutional arrangements for disaster management. It is argued by scholars and technocrats that the ideals of disaster management cannot be achieved without functional multi-disciplinary structures to support its myriad of actions. The Act also makes provision for the establishment and functioning of



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DM Centres across all spheres of government, disaster management volunteers; and matters incidental thereto.

The Act was amended in 2015 to tackle some challenges in implementing the legislation by maximising the effect of disaster management legislation to communities, especially those most at risk. The Amendment Act came into operation on 1 May 2016 after approval by the President. Some of the salient points that were introduced by the amendments include prescribing on the following:

- a) Climate change risks and adaptation;
- b) Community based adaptation and eco based approaches;
- c) Women, children, the elderly and persons with disabilities;
- d) The concept of “Build Back Better”;
- e) Investing in DRR;
- f) Reporting requirements;
- g) The explicit role of Local Municipalities.
- h) Representatives of other disaster management role-players designated by the Minister, which may include, but are not limited to – traditional leaders as recommended by the National House of Traditional Leaders established by section 2 of the National House of Traditional Leaders Act 2009 (Act 22 of 2009).

2.3 Disaster Management Frameworks

This section provides a succinct overview of the DM frameworks applicable in South Africa.

2.3.1 The National Disaster Management Framework of 2005 (NDMF)

The Act recognises the wide-ranging opportunities in SA to avoid and reduce disaster losses through concerted energies and efforts of all spheres of



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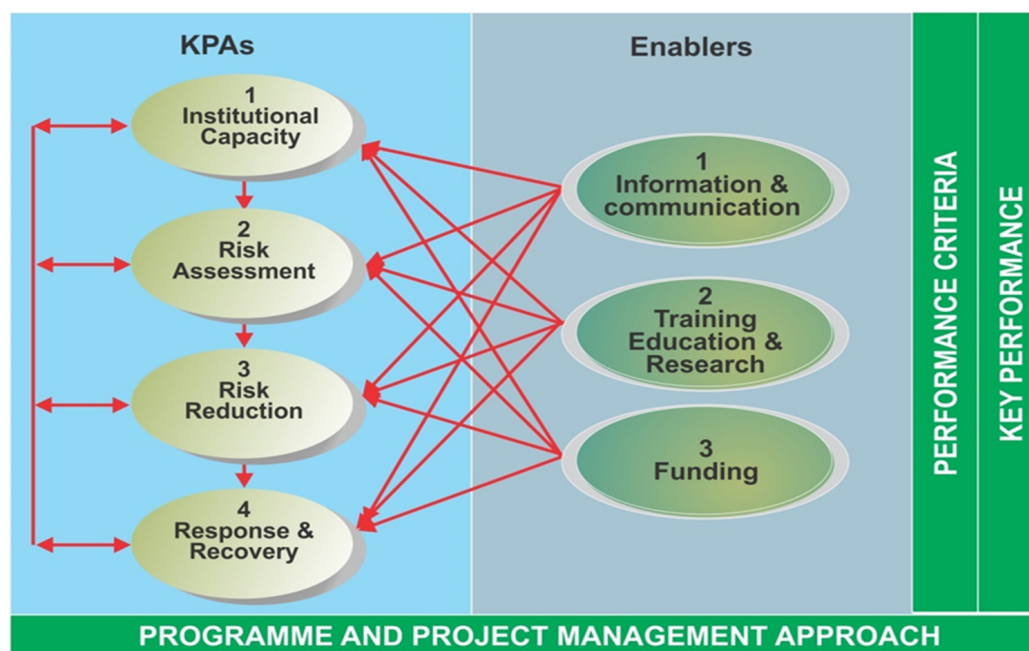


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government, civil society and the private sector. However, it also acknowledges the crucial need for uniformity in the approach taken by such a diversity of role players and partners.

The NDMF, published in Government Gazette 654 on 29 April 2005, is the legal instrument specified by the Act to address such needs for consistency across multiple interest groups, by providing ‘a coherent, transparent and inclusive policy on disaster management appropriate for the Republic as a whole’².

The NDMF places emphasis on measures that reduce vulnerability of disaster prone areas, communities and households’ and guides development, facilitates cooperation and involvement of multiple stakeholders. The NDMF is structured around four Key Performance Areas (KPAs) and three Enablers (ENs) with each of the KPAs and ENs, in turn setting out various imperatives (objectives) to be achieved. The figure below represent the interaction between the KPAs and ENs.



² See Section 7(1) of the DMA for more detail.



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2.3.2 Provincial Disaster Management Frameworks

Section 28 of the Act requires that each province must establish a framework for the province aimed at ensuring an integrated and uniform approach to DM. The PDMF must be consistent with the provisions of the Act and the NDMF.

The Status of the PDMFs developed by provinces is listed below:

Province	Framework Status	Gazette Number and date
Kwa-Zulu Natal	Developed, approved and published in the Provincial Gazette	PG 5455 of 04 February 2011
Gauteng	Draft Gazetted for public comment, refined and submitted for approval to the Executive Committee for approval in 2018.	PG 225 of 6 September 2017
Mpumalanga	Developed, approved and published in the Provincial Gazette	PG 1726 of 08 September 2009
Limpopo	Developed, approved and published in the Provincial Gazette	PG 1621 of 20 May 2009
Western Cape	Developed, approved and published in the Provincial Gazette	PG 6698 of 20 February 2010
Eastern Cape	Developed, approved and published in the Provincial Gazette	PG 2910 of 28 March 2013
North West	Developed in 2011	Not gazetted
Free State	Developed in 2013	Not gazetted
Northern Cape	No Framework developed	Not gazetted



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Each of the disaster management centres (DMCs) that are established across the spheres of government must therefore strive to achieve the imperatives (objectives) set by the NDMF and their respective provincial DM frameworks, thereby ensuring compliance to the Act.

3. STATUS OF DISASTER MANAGEMENT IN THE NATIONAL SPHERE

This section provides a succinct overview of the status of national disaster management in South Africa.

3.1 National disaster management coordination

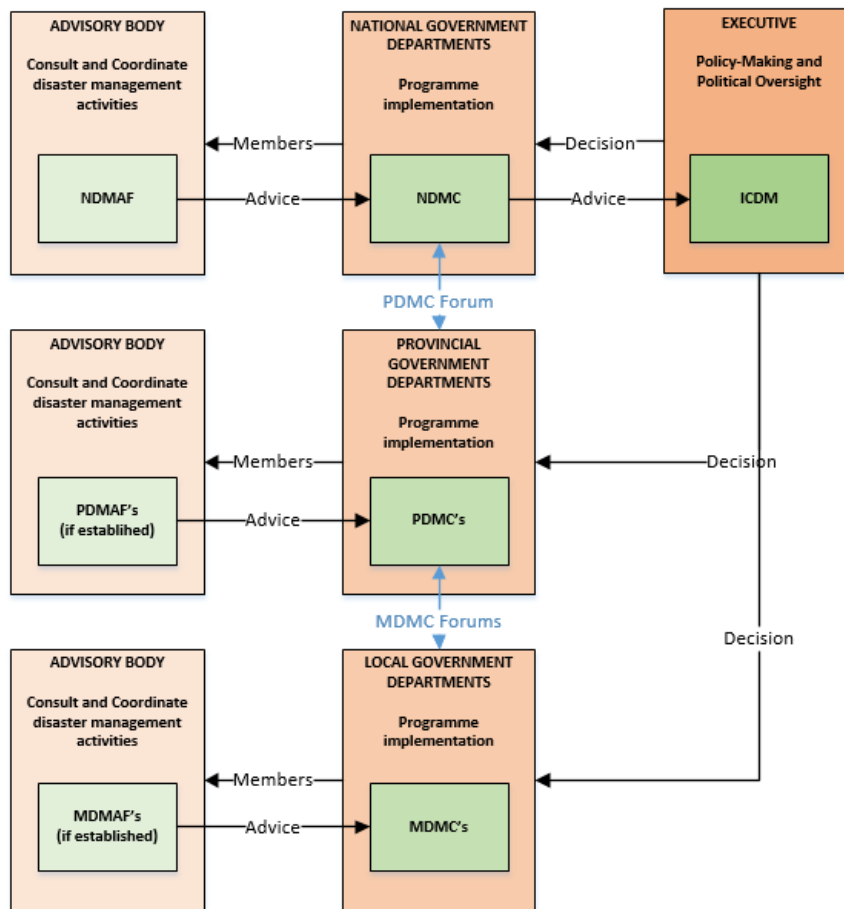
The Act and the NDMF recognise that the objectives of disaster management cannot be met without sound intergovernmental cooperation and coordination. Three broad groups of Disaster Management Institutional Structures (DMIS) are established across the three spheres of government. The first group is the Intergovernmental Committee on Disaster Management (ICDM), comprising the political leadership responsible for the three spheres of government. The second group is the DM advisory forums, established across the three spheres of government comprising the NDMAF, and the respective provincial and municipal advisory forums. The third group is the DMCs and the respective sector departments where stakeholders collaborate on the administration of disaster management. The figure below represent the interaction between the respective advisory bodies, DM Centres (including the government departments) and the Executive across the spheres of government.



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3.2 Intergovernmental Committee on Disaster Management

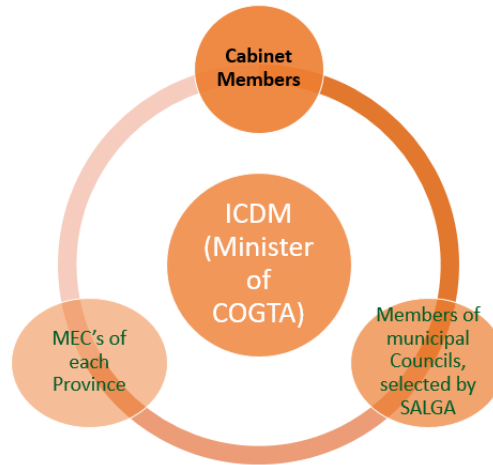
The ICDM, was established by the President in compliance to Section 4 of the Act and comprise the various political leaders across the three spheres of government, who are tasked with DM. The figure below represent the compilation of the ICDM.



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The ICDM is accountable to, reports to and advises Cabinet on the coordination and issues facing DM amongst the spheres of government. In recent times, for practical reasons, the Inter-ministerial Task Team on Drought and Water Scarcity, in dealing with the issues at hand, performed the function of the ICDM and was chaired by the Minister for Cooperative Governance and Traditional Affairs. It is also prudent to note that DM matters are also tabled and dealt with in meetings of the MINMEC on Cooperative Governance and Traditional Affairs where it is appropriate to do so.

The full establishment of the ICDM remains necessary nonetheless and is being pursued.

3.3 National Disaster Management Advisory Forum

The NDMAF is established in compliance with Section 5 of the Act. It is a technical forum in which national, provincial and local government and other disaster management role players consult one another and co-ordinate their actions on matters relating to disaster management.

The NDMAF also serves as the National Platform for Disaster Risk Reduction (DRR) in South Africa under the United Nations Global Platform for Disaster Reduction for purposes of the global commitments as a focal point for discussing cross cutting issues of DRR and management. Various Technical Task Teams

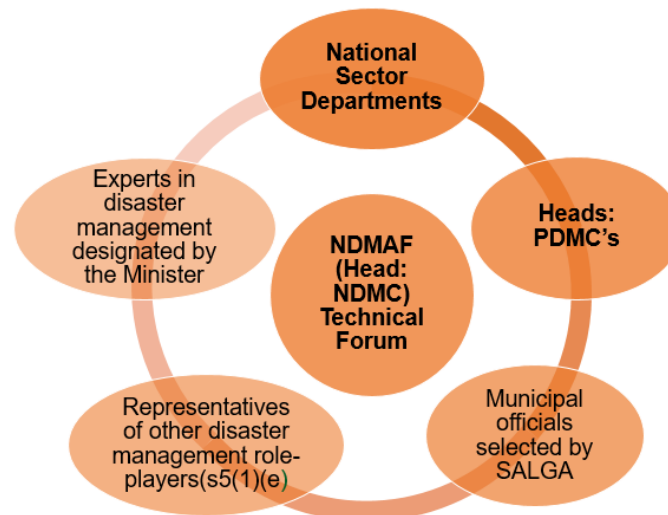


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are established to deal with specific cross-sectoral disaster management issues. The figure below represent the compilation of the NDMAF.



The NDMAF comprises various senior officials from across the three spheres of government, organised business, organised labour, Non-governmental organisations (NGOs), statutory bodies, educational institutions etc. The NDMAF is accountable to, reports to and advises the ICDM on the coordination and issues of DM amongst the spheres of government. The NDMAF also advise stakeholders on DM matters and is chaired by the Deputy Director-General (Head): NDMC.

The NDMAF has consistently met on a quarterly basis since its establishment in 2004 and plays an important role in shaping the planning and implementation of DM. The most recent meeting of the NDMAF was held on 6 June 2019 and advised on the following aspects:

- a) Increase in frequency and severity of Hazards. More must be done to plan, prepare and respond to this.



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- b) Early Warning Systems. Stakeholders must consider expanding their access to and use of the early warnings provided by the South African Weather Service. The NDMC is to enquire from the CSIR about the (new) contract arrangements regarding the continuance of the AFIS system. The seasonal profile prepared by the NDMC should form the basis for seasonal planning.
- c) Disaster Management Planning. More work must be done to prepare for and respond to known risks through integrated planning. Disaster Management Plans (DMPs) are developed but in many organs of state they are not (adequately) resourced to be executed. The winter preparedness plan is being completed as a matter of urgency. Planning will commence for the summer preparedness plan. Focal points in sector departments should be (re)nominated to serve in disaster management joint operations centres (when needed) and the advisory forums established across the spheres of government. The disaster management plans of organs of state across the spheres of government should be (re)submitted to the respective DMCs and the NDMC.
- d) Green book on Climate change adaptation. NDMAF members took note of the Greenbook on climate change adaptation for local government and was urged to use this tool in its planning processes.

The structure is also replicated at provincial (PDMAF) and Municipal level (MDMAF) in compliance to Sections 37 and 51 of the Act. Paragraphs 4 has more detail on the provincial status of these aspects.

3.4 The National Disaster Management Centre

The NDMC is established as a branch in the Department of Cooperative Governance (DCoG) in compliance with Section 8 of the Act. The Minister of Cooperative Governance and Traditional Affairs is responsible for the administration of the Act following a Presidential assignment made in compliance with Section 3 of the Act.



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The NDMC promotes 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 in compliance with Section 9 of the Act. The NDMC also administers the Fire Brigade Services Act, Act 101 of 1987.

The NDMC is the principal functional unit for national disaster management coordination, responsible for guiding and developing frameworks for government's disaster management policy, legislation, facilitating and monitoring implementation, and facilitating and guiding cross-functional and multidisciplinary disaster management activities among stakeholders. To do this, the NDMC, among its other responsibilities, must ensure the establishment and maintenance of institutional arrangements, namely the ICDM and NDMAF that enable the implementation of the multi-governmental provisions of the DMA.

The focus of the DM programme over the past few years, deepened to mainstream building resilience as the evidence have demonstrated and adopted that DRR is a critical contributor in ensuring sustained service delivery. It plays a key role in safeguarding lives and infrastructure and organs of state increasingly appreciates the importance of providing services in an efficient and sustainable manner. DM under the banner 'from commitment to action' strives to:

- Mainstream the function in sector, provincial and municipal programmes.
- Support the establishment and functioning of the DMCs.
- Integrate DRR issues within municipal integrated development plans.
- Design and implement capacity building and research programmes.
- Strengthen effective response to and recovery from incidents and disasters.
- Publish an Urban Search and Rescue Framework;
- Strengthen the Disaster Relief Grants
- Develop vulnerability assessment tools and early warning systems.



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- Deepen international and regional coordination and cooperation through various fora such as SADC, the AUC, BRICS and various UN agencies. The NDMC also supported or facilitated responses to disasters in Mozambique, Japan, Nigeria and Malawi.
- Work with sector departments, as outlined in the National Climate Change Response White Paper (2012:10), to adapt to the impacts of climate change by managing its climate and weather-related risks, reducing its vulnerability and increasing the resilience of society and the economy to the adverse effects of climate change and variability.
- Strengthened the policy position on the integration of climate change adaptation and disaster risk reduction through the Disaster Management Amendment Act, 2015
- Entered into partnerships with several key stakeholder to strengthen cooperation on issues of DRR.
- Identify critical disaster risks and facilitate decision making on risk reduction initiatives and risk reduction interventions, the NDMC developed the National Indicative risk and vulnerability profile for Drought
- Support government's Back to Basics programme as an important vehicle in ensuring that disaster management is moving towards achieving the ideals of the SFDRR.
- Leverage traditional, indigenous and local knowledge and the way that they complement modern science and add to individuals' and societies' resilience.
- Infuse DRR and "urban resilience" in 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.
- Coordinate the response by sector departments, NGOs and other stakeholders to the drought gripping large parts of the country through the established and functioning of the National Joint Drought Coordination



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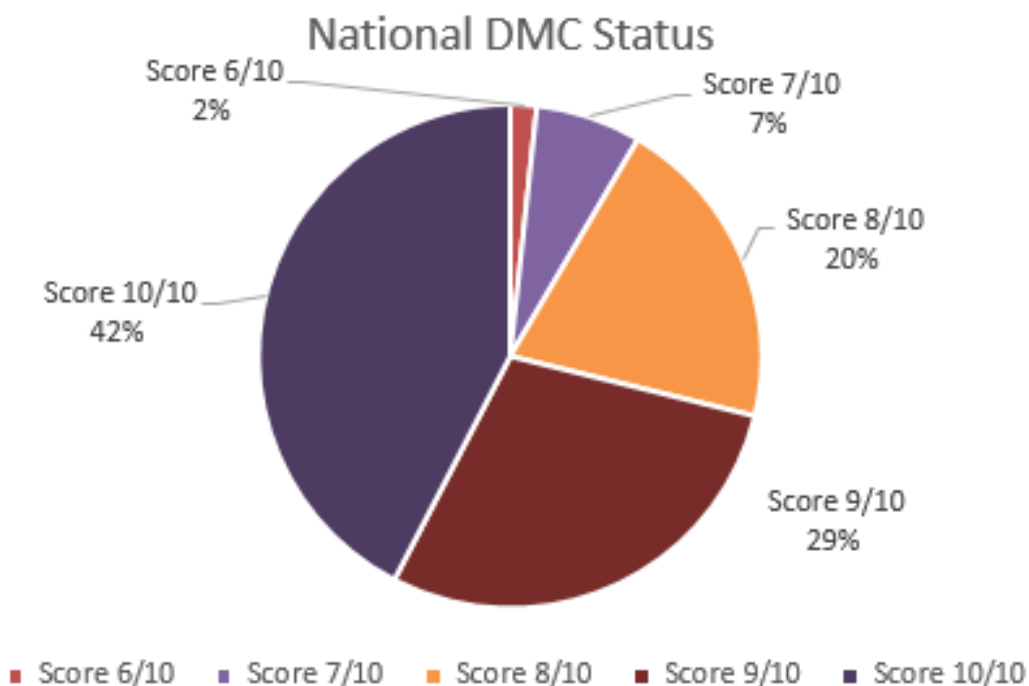
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Committee (NJDCC) which allows the national sector departments to coordinate their responses in the affected provinces and municipalities.

3.5 National DMC Status

In addition to the NDMC, a DMC must be established in every Province and in every District & Metropolitan Municipality, to coordinate DM in its sphere of responsibility in compliance with Sections 29 and 43 of the Act. Staff of the various DMCs consist of the Head of the Centre (in compliance with Sections 10, 31 and 45 of the Act) and suitably qualified persons (in compliance with sections 13, 31A and 45A of the Act). Paragraphs 4 provides more detail on the provincial status of these aspects.

The DMC Compliance Data Set, attached as (**Annexure A**), was analysed using the information obtained from the verification visits performed in PDMCs during the 2018/19 financial year. The figures below indicates the national status of PDMCs based on the scores attained against the minimum assessment criteria.





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Analysis of the figure shows that 71% of PDMCs achieved 9/10 or better against the minimum assessment criteria whilst 98% scored 7/10 or better against the minimum assessment criteria. Only 2% (Northern Cape PDMC) achieved 6/10 or less against the minimum assessment criteria.

4. STATUS OF DISASTER MANAGEMENT IN THE PROVINCIAL SPHERE

This section provides a succinct overview of the status of provincial disaster management in South Africa.

4.1 Provincial disaster management coordination

As indicated in paragraph 3.1, the Act establishes similar DMIS arrangements at the provincial sphere for advisory and DM coordination. Whilst the Act does not require the establishment of a provincial Intergovernmental Committee on Disaster Management, some provinces, such as the Western Cape, KwaZulu-Natal and the Gauteng provinces, have established specific arrangements to convene the provincial Executive, when needed, to deal with matters pertaining to DM.

4.2 Provincial Disaster Management Advisory Fora

A Provincial Disaster Management Advisory Form (PDMAF) may be established by an MEC in line with Section 37 of the Act. A PDMAFs' composition and functioning mirror that of the NDMAF. Since 2004, all nine of the provinces have established PDMAFs, which have consistently met since then. These PDMAFs play an important role in shaping the planning and implementation of DM in provinces.

4.3 The Provincial Disaster Management Centres

This section provides a succinct overview of the status of PDMCs established in the provincial administrations.

4.3.1 PDMC establishment, appointment of the Head of Centre and level of functioning

All nine the provinces have established a PDMC in compliance with section 29 of the Act. These PDMCs function in the provincial departments dealing with



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local government matters. The figure below indicates the level at which the PDMC has been established in the respective provincial administrations, the status of appointment of the Head of the Centre (HoC) in terms of section 31 of the Act and the financial delegations afforded to the HoC.

PDMC	Level of functioning in the administration	HoC appointed	HoC has financial delegations
North West	Directorate	Yes	Yes
Free State	Directorate	Yes	No
Western Cape	Chief Directorate	Yes	Yes
Eastern Cape	Directorate	Yes	No
Limpopo	Chief Directorate	Yes	Yes
Gauteng	Chief Directorate	Yes	No
Mpumalanga	Directorate	Yes	No
Kwa-Zulu Natal	Chief Directorate	Yes	Yes
Northern Cape	Sub-Directorate	Yes ³	No

4.3.2 DMC meets the minimum infrastructure requirements

- The Eastern Cape-, Western Cape-, Mpumalanga-, KZN-, North West- and Gauteng PDMCs meets the minimum infrastructure requirements of a DMC.
- The Free State- and Limpopo PDMCs do have dedicated DMCs but the facilities do not meet the minimum infrastructure requirements set for a DMC.
- The Northern Cape PDMC does not have a dedicated DMC at all. It functions from an administration office in the department building of the Northern Cape CoGHSTA.

³ HoC appointed on contract basis for 1 year starting 8 July 2019



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4.3.3 Development and submission of Annual Reports

In the 2018/19 fiscal period only the Western Cape PDMC prepared and submitted its annual report for the 2017/18 financial year to the NDMC by 30 June 2018. The figure below indicates the status of the reports submitted to the NDMC by 31 October 2018 in compliance with Section 36 of the Act.

SECTOR	TITLE	DATE RECEIVED	STATUS OF REPORT
Eastern Cape PCMC	Annual Report – Eastern Cape Provincial Disaster Management Centre: Financial Year 1 April 2017 to 31 March 2018	7 August 2018	Draft
Free State PDMC	Free State Provincial Disaster Management Centre: Annual Report 2017/18	17 August 2018	Draft
Gauteng PDMC	Gauteng Provincial Disaster Management Centre Annual Report: 2017/18	3 August 2018	Draft
KwaZulu Natal PDMC	KwaZulu-Natal Provincial Disaster Management Centre Annual Report: 2017/2018	6 August 2018	Draft
Limpopo PDMC			
Mpumalanga PDMC	Mpumalanga Provincial Disaster Management Centre Annual Report: 2017/18	6 September 2018	Draft
Northern Cape PDMC	Northern Cape Annual Report: Financial Year 2017/2018	12 September 2018 19 October 2018 (Final	Draft



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SECTOR	TITLE	DATE RECEIVED	STATUS OF REPORT
		signed by MEC)	
North West PDMC			
Western Cape PDMC	Annual Report: 1 April 2017 to 31 March 2018: Provincial Disaster Management Centre	26 June 2018 17 August 2018 (Final signed by MEC)	Final

4.3.4 Development and submission of Disaster Plans

All the provinces except for the Northern Cape have DMPs in terms of section 39 of the Act.

4.3.5 Disaster Risk Assessments

The Gauteng-, Kwa-Zulu Natal-, North West- and Mpumalanga PDMCs have conducted risk assessments. The Free State PDMC conducted a desktop risk assessment. The Limpopo PDMC has not conducted a risk assessment but are supporting the districts to conduct municipal risk assessments. The Northern Cape PDMC has not conducted any provincial disaster risks assessments.

4.3.6 Integrated Information Communication Technology

All PDMCs have access to basic Information Technology (IT) services like the internet and e-mail. Only the Western Cape has a dedicated DM IT system however, the Gauteng PDMC has been developing an IT system and is currently in the process of training officials. The Kwa-Zulu Natal PDMC does not have a system but is currently benchmarking and developing the tender bid specifications to procure a system.



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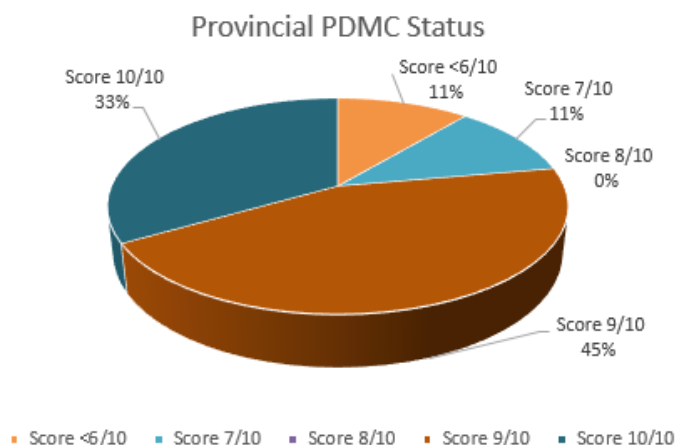
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The Mpumalanga PDMC has an IT system available, but has not used it for quite some time as it needs to re-train its officials in its use. The Limpopo PDMC also does not have an IT system and requested the assistance of the Government Information Technology Management (GITO) in the province to assist with the development of the system. The North West PDMC will procure a system once they settled completely in their new premises. The Northern Cape- and Free State PDMCs indicated that they do not have the funds to procure a system.

4.3.7 Provincial DMC Status

The DMC Compliance Data Set, attached as (**Annexure A**), was analysed using the information obtained from the verification visits performed in PDMCs during the 2018/19 financial year. The figures below indicates the provincial status of PDMCs based on the scores attained against the minimum assessment criteria.

PDMC	Overall compliance assessment out of 10
Western Cape	10
Northern Cape	4
North West	9
Mpumalanga	10
Limpopo	9
KwaZulu-Natal	10
Gauteng	9
Free State	9
Eastern Cape	7



Analysis of the figures shows that 78% of PDMCs achieved 9/10 or better against the minimum assessment criteria whilst 89% scored 7/10 or better against the minimum assessment criteria. Only 11% (Northern Cape PDMC) achieved 6/10 or less against the minimum assessment criteria.



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5. Challenges

Although functions, similar to the NDMC are concurrently performed by other spheres of government, the Minister of Cooperative Governance and Traditional Affairs (COGTA) is still accountable. Disaster management functions and services are fragmented and delivery expectations are not adequately matched with the supply of services.

The Disaster Management Act, 57 of 2002 (DMA), in sections 25, 38, 39, 52 and 53, places explicit responsibility on organs of state, including provincial organs of state, municipalities, and other institutional role-players involved in disaster management, for the development and implementation of Disaster Management Plans (DMPs).

The NDMC has no jurisdiction over provinces and municipalities that is required to establish provincial and municipal Disaster Management Centres yet it has insufficient human and financial resources. The irony is that the NDMC, in terms of Section 9 of the Act, is required to coordinate disaster management across the country despite having no vertical constitutional authority to enforce compliance with the provisions of the Act. Decision-making is accordingly poor, systems are fragmented, reporting is not uniform or streamlined across provinces and local governments, and with no fully functional centres existing in some provinces, the situation is gradually becoming worse in the face of increasing frequency and severity of disasters.

As alluded to above, Disaster Management Centres (DMCs) have however been established across the spheres of government. These DMCs perform the functions assigned to it albeit within their respective capacity constraints. They are expected to be the first spheres of government to respond to the needs of communities by reducing exposure, reducing vulnerability, increasing preparedness, raising awareness and early warning, responding to disasters by providing relief, rehabilitation and reconstruction.



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6. Global Commitment

Member States of the UN, including SA, have reaffirmed their continued commitment to reduce disaster risk and losses by adopting the “Sendai Framework for Disaster Risk Reduction (SFDRR):2015 – 2030 at the Third UN World Conference on Disaster Reduction held in March 2015, Sendai, Japan.

The SFDRR is a development framework that catalyses the attainment of the Sustainable Development Goals (SDGs). The SDG outcome document – ‘Transforming Our World: The 2030 Agenda for Sustainable Development’ – highlights the need for DRR across a number of sectors.

The global community acknowledges the role of DRR in scaling up action on climate adaptation and resilience, and for DRR to be fully integrated in SDG implementation.

In order to achieve sustainable development through integration of DRR in several development sectors, it is fundamental that South Africa seeks to implement the SFDRR at all levels by adequately engaging multiple stakeholders through risk informed development planning, implementation and monitoring processes including on development and climate issues, as appropriate; and promote the integration of disaster risk reduction and management in other relevant sectors.

The SFDRR is a call for action to prevent the creation of new risk; reduce existing risk; and increase resilience to withstand residual risk



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6. Recommendations

It is recommended that:

- 6.1. The Portfolio Committee of Cooperative Governance and traditional Affairs takes note of the report, and;
- 6.2. That an opportunity be considered for the formal discussion of the report by the Portfolio Committee.

DR MMAPHAKA TAU

**DEPUTY DIRECTOR-GENERAL (HEAD): NATIONAL DISASTER MANAGEMENT
CENTRE**

DATE:

Report confirmed by

MR DMG MASHITISHO

DIRECTOR-GENERAL

Date:



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6. Recommendations

It is recommended that:

- 6.1. The Portfolio Committee of Cooperative Governance and traditional Affairs takes note of the report, and;
- 6.2. That an opportunity be considered for the formal discussion of the report by the Portfolio Committee.

Report supported by:

MR PARKS TAU

DEPUTY MINISTER

DATE:

Report approved by:

DR NKOSAZANA DLAMINI ZUMA, MP

MINISTER

DATE: