

***THE PROVINCE OF  
GAUTENG***



***DIE PROVINSIE VAN  
GAUTENG***

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**Prevention is the cure**

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**CONTENTS**

*Gazette*    *Page*  
*No.*        *No.*

**PROVINCIAL NOTICES • PROVINSIALE KENNISGEWINGS**

516	Disaster Management Act (57/2002): City of Johannesburg Metropolitan Municipality: Extension of Local State of Disaster Declaration .....	144	3
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## PROVINCIAL NOTICES • PROVINSIALE KENNISGEWINGS

## PROVINCIAL NOTICE 516 OF 2018

**CITY OF JOHANNESBURG METROPOLITAN MUNICIPALITY**  
**EXTENSION OF LOCAL STATE OF DISASTER DECLARATION**  
**DISASTER MANAGEMENT ACT, 2002**  
**(ACT NO. 57 OF 2002)**

The City Council of the Johannesburg Metropolitan Municipality hereby, in terms of Section 55(5)(c) of the Disaster Management Act, No. 57 of 2002 and having considered post disaster recovery, rehabilitation and reconstruction of the affected areas, extend the duration of the local state of disaster as published in the Provincial Gazette, Extraordinary, Gazette No. 43 of 21 of February 2018 for a further month.

Approved by:



Cllr. Herman Mashaba

Executive Mayor

City of Johannesburg Metropolitan Municipality

**COJ: SECTION 79 PUBLIC SAFETY COMMITTEE  
PUBLIC SAFETY DEPARTMENT  
(DISASTER MANAGEMENT)**

**2018-01-24**

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**DECLARATION OF A LOCAL STATE OF DISASTER**

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**1. STRATEGIC THRUST**

A high performing metropolitan government that proactively contributes to and builds a sustainable, socially inclusive, locally integrated and globally competitive Gauteng City Region. Improved quality of life and development-driven resilience for all.

**2. OBJECTIVE**

The purpose of this report is to inform the Section 79 Public Safety Portfolio Committee of a disaster as a result of severe thunderstorms and a tornado which occurred on 30 December 2017 and the subsequent declaration of a local state of disaster by the City Manager. This report was further tabled at the Council meeting dated 3 January 2018 for an official noting.

**3. SUMMARY**

**3.1 Background**

On the evening of 30 December 2017, extreme thunderstorms and a tornado ravaged parts of the south and western parts of the City resulting in loss of lives, multiple casualties and major damages to infrastructure, environment and residential properties. This has been classified as the worst tornado related localized declared disaster in the City causing major devastation to thousands of households who have been left displaced with no shelter, food and basic needs for survival and severe structural and infrastructural defects in malls, houses and government properties amounting to hundreds worth of millions in damages. The intensity of tornadoes is evaluated according to the damage that is caused using the Enhance Fujita scale (EF-scale):

ENHANCED FUJITA SCALE	DAMAGE	IMPACT
EF – 0	Light	Usually have low impact
EF – 1	Moderate	May cause minor damages
EF – 2	Considerable	May cause damage to buildings

**COJ: SECTION 79 PUBLIC SAFETY COMMITTEE  
PUBLIC SAFETY DEPARTMENT  
(DISASTER MANAGEMENT)**

**2018-01-24**

**DECLARATION OF A LOCAL STATE OF DISASTER**

<b>EF – 3</b>	Severe	May cause major damage in very populated areas.
<b>EF – 4</b>	Devastating	Extreme damage
<b>EF – 5</b>	Incredible	Can totally destroy communities

According to the South African Weather Services report (SAWS, 02 January 2018), following site assessments and evaluation of damages in worst affected areas, a preliminary classification of EF - 2 has been categorized to this event, signifying damage to buildings.

Worst affected communities from formal and informal settlements have been provided with temporary emergency accommodation, utilizing tents provided by the Provincial Department of COGTA Disaster Management Centre, while awaiting interventions and relief efforts from all spheres government who are active members in the established Joint Operations Command(JOC) Centre.

Based on the initial damages and losses assessment report compiled by Group Risk and Assurance Services in collaboration with the Public Safety Disaster Management Directorate and the Gauteng Provincial Disaster Management Centre,(GPDMC) the following circumstances warrant limited capacity to cope with the situation:

- i. limited state of emergency / disaster preparedness in case of recurrence;
- ii. sufficient resources for provision of immediate emergency / disaster relief materials to the affected communities;
- iii. rehabilitation and reconstruction;
- iv. likelihood for more protests.

Following the devastation by this catastrophic event, residents of the worst affected communities organized protest actions and closed off the Randfontein Road in Protea Glen, demanding immediate social and relief assistance from government. A total of three protest actions took place during the post disaster phase and was monitored and managed by the

**COJ: SECTION 79 PUBLIC SAFETY COMMITTEE  
PUBLIC SAFETY DEPARTMENT  
(DISASTER MANAGEMENT)**

**2018-01-24**

---

**DECLARATION OF A LOCAL STATE OF DISASTER**

---

Public Safety JMPD Tactical and Public Order Policing units. The Speaker of Council also took note of the demands following negotiations with the community leaders of the affected areas in Protea Glen.

**3.2 Damage and losses profile and interventions record**

In determining the extent of damages from the incident, the following damage and losses were recorded:

- fatalities – two adult males (Bodies recovered)
- injuries – nine cases reported (Resolved)
- estimated affected households with possible displacement – three thousand one hundred and fifty two (Temporary shelters provided in the form of emergency tents and community accommodation for households in desperate need)
- infrastructure damages - roads, traffic lights, buildings, five substation power station interruptions (MV outages and LV Distribution box infrastructure under repairs)
- environmental damages - fauna and flora (Rehabilitation not concluded)
- power outages – nine areas (Power restored in worst affected areas)
- road closures – four (Resolved)
- motor vehicle accidents – three cases (Resolved)
- damage to private property – eighteen motor vehicles (Resolved)
  - one business, Collapsed roof at Lenasia Mall  
(Reconstruction in progress)
  - one school, Prestige Private School, Protea Glen  
(Unresolved)
- damages to residential houses/ dwellings – three thousand one hundred and fifty two (Unresolved, new affected areas discovered)

In-depth assessments are still being conducted in affected areas for the following purposes:

- to verify the extent and type of damage on each infrastructure affected;

**COJ: SECTION 79 PUBLIC SAFETY COMMITTEE  
PUBLIC SAFETY DEPARTMENT  
(DISASTER MANAGEMENT)**

**2018-01-24**

**DECLARATION OF A LOCAL STATE OF DISASTER**

- to determine the exact cost of damages;
- to quantify and identify the exact number of households requiring government assistance (post disaster rehabilitation) and those that qualify for the assistance;
- to quantify government infrastructure (municipal & provincial) that requires repairs; and
- establish whether affected properties complied with National Building Regulations and Building standards

**3.3 Summary of disaster stricken areas (Regions - B, C, D, E AND G)**

- Estimated total population affected: (10,401) Ten thousand four hundred and one
- Areas affected and in need of immediate disaster relief assistance:

TYPE	POST RELIEF PROVIDED	LOCATION
RDP/ subsidized houses:	Temporary emergency accommodation Emergency/ disaster relief materials (Non perishable food and hygiene packs)	Protea Glen, Glenridge, Snake Park, Braamfischerville, Slovo Park, Lufhereng, Doornkop, Tshepisong
Bonded houses:	Temporary emergency accommodation Emergency/ disaster relief materials (Non perishable food and hygiene packs)	Protea Glen, Glenridge, Lawley
Formal houses:	Temporary emergency accommodation Emergency/ disaster relief materials (Non perishable food and hygiene packs)	Meadowlands, Zone 9, Doornkop, Dobsonville, Emdeni,
Semi-formal/ Informal	Temporary emergency accommodation Emergency/ disaster relief materials	Rugby Club, Braamfischerville, Lufhereng, Alexandra 9th Avenue

**COJ: SECTION 79 PUBLIC SAFETY COMMITTEE  
PUBLIC SAFETY DEPARTMENT  
(DISASTER MANAGEMENT)**

**2018-01-24**

**DECLARATION OF A LOCAL STATE OF DISASTER**

dwelling:	(Non perishable food and hygiene packs)	Lawley
Council owned:	Emergency/ disaster relief materials (Non perishable food and hygiene packs)	Westbury flats Fleurhof

**3.4 Action undertaken by Group Risk and Assurance Services (GRAS) and Group Forensic Investigation Services (GFIS)**

GRAS and GFIS have been assigned by the Executive Mayor to lead and oversee an investigation into the quality of some of the residential buildings that collapsed as a result of the tornado, particularly:

- the identities of contractors involved in the construction of some of these buildings;
- the city's role in issuing certificates of occupation which affirm the safety of these buildings; and
- the role of financial institutions, such as lenders and banks, who fund construction of some of these poor buildings.

Based on the report compiled by GRAS, the section further engaged Development Planning and it was agreed that GRAS will provide the details of units affected and that Development Planning will make the files available for inspection. The files will contain the following information:

- approved plans;
- name of the structural engineer on file;
- architect of record; and
- inspections done by the department.

**COJ: SECTION 79 PUBLIC SAFETY COMMITTEE  
PUBLIC SAFETY DEPARTMENT  
(DISASTER MANAGEMENT)**

**2018-01-24**

---

**DECLARATION OF A LOCAL STATE OF DISASTER**

---

**3.5 Response and relief efforts**

The Executive Mayor and the City Manager provided direction and support to the JOC as per mandate provided in the Disaster Management Act, 2002 towards ensuring sustainable short, medium and long term interventions amongst other priorities. These priorities included an investigation process on structural viability on affected residential properties, provision of humanitarian relief, allocation of City resources, support and restoration to the displaced and most vulnerable groups with a focus on-

- provision of temporary emergency accommodation in the form of tents with blankets and mattresses by GPDMC;
- emergency repairs by the Gauteng Urban Search and Rescue (USAR) on severely damaged roofs utilizing salvage sheet provided by the Gauteng Provincial Disaster Management Centre
- coordination for provision of emergency/ disaster relief materials (Non perishable food, hygiene packs, and utensils) by NGO's, Gauteng Social Development and the City's Disaster Management;
- medical and social support by EMS, Health and Social Departments;
- basic services by Joburg Water, City Power, JRA and City Parks

**3.6 JOC Representatives**

- Office of the Executive Mayor
- Office of the MMC: Public Safety
- Office of the MMC: Development Planning
- Office of the MMC: Group Shared Services
- Office of the Head of Department: Public Safety
- Office of the Speaker
- CoJ Citizen Relation and Urban Management (CRUM)
- Gauteng Provincial Disaster Management Centre (PDMC), Department of Cooperative Governance and Traditional Affairs

**COJ: SECTION 79 PUBLIC SAFETY COMMITTEE  
PUBLIC SAFETY DEPARTMENT  
(DISASTER MANAGEMENT)**

**2018-01-24**

---

**DECLARATION OF A LOCAL STATE OF DISASTER**

---

- Gauteng Department of Social Development
- SASSA
- Gauteng EMS
- CoJ Disaster Management Centre
- Johannesburg Metro Police Department
- CoJ EMS
- CoJ Health and Social Development
- CoJ Housing
- CoJ Building Control
- CoJ Group Risk and Assurance Services
- CoJ Infrastructure and Environmental Management
- Johannesburg Water
- Johannesburg Roads Agency (JRA)
- Gauteng Human Settlements
- National Disaster Management Centre (Department of Cooperative Governance and Traditional Affairs)
- NHBRC
- City Power
- Eskom
- Standard Bank
- Johannesburg City Parks and Zoo
- Johannesburg Environmental Health
- Non-Government Organizations (NGO's):
  - Red Cross
  - Gift of Givers
  - Alimdaad Foundation
  - Tzu CHI Foundation
  - Help SA

**COJ: SECTION 79 PUBLIC SAFETY COMMITTEE  
PUBLIC SAFETY DEPARTMENT  
(DISASTER MANAGEMENT)**

**2018-01-24**

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## **DECLARATION OF A LOCAL STATE OF DISASTER**

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### **4. POLICY IMPLICATIONS**

Supply Chain Management

CoJ Municipal Disaster Management Policy Framework

### **5. LEGAL AND CONSTITUTIONAL IMPLICATIONS**

#### **5.1 Disaster occurring or threatening to occur in municipal areas**

Section 49 (1) of the Disaster Management Act, No. 57 of 2002 (DMA) states that when a disastrous event occurs or is threatening to occur in the area of a municipality, the disaster management centre of the municipality concerned must determine whether the event should be regarded as a disaster.

#### **5.2 Declaration of a local state of disaster**

Section 55 (1) of the DMA makes provision that in the event of a local disaster the council of a municipality, having primary responsibility for the coordination and management of the disaster, may, by notice in the provincial gazette, declare a local state of disaster if -

- (a) existing legislation and contingency arrangements do not adequately provide for that municipality to deal effectively with the disaster; or
- (b) other special circumstances warrant the declaration of a local state of disaster.

The power to declare a local state of disaster in terms of section 55(1) of the DMA has been delegated to the Executive Mayor by council in terms of the delegations of power approved by the Council on 19 June 2013.

Since the disaster occurred during a period of recess, in terms of the City Manager's delegations, Paragraph 34 – the City Manager may execute, for the duration of the periods during which the Council is in recess, all powers, functions and duties which have been delegated to the Executive Mayor, save those reserved for consideration by the Municipal Council.

**COJ: SECTION 79 PUBLIC SAFETY COMMITTEE  
PUBLIC SAFETY DEPARTMENT  
(DISASTER MANAGEMENT)**

**2018-01-24**

---

**DECLARATION OF A LOCAL STATE OF DISASTER**

---

**5.3 Classification and recording of disasters**

Section 23 (1) states that when a disastrous event occurs or threatens to occur, the National Centre must, for the purpose of the proper application of this Act, determine whether the event should be regarded as a disaster in terms of the Act and if so, the National Disaster Management Centre must immediately-

- (a) assess the magnitude and severity or potential magnitude and severity of the disaster;
- (b) classify the disaster as a local, provincial or national disaster in accordance with subsections (4), (5) and (6); and
- (bA) inform the relevant provincial disaster management centre of the decision on the classification of the disaster made in terms of paragraph (b); and
- (c) record the prescribed particulars concerning the disaster in the prescribed register.

Emanating from the classification process of the occurrence that involves site inspections, verification and damage assessment, the National Disaster Management Centre have in terms of Section 23 (1) (b) of the DMA provided a classification notice of the occurrence as a local disaster (Letter from Head of National Disaster Management Centre, dated 19 January 2018).

**6. FINANCIAL IMPLICATIONS**

**6.1 Financial Impact Analysis due to damages**

Based on the initial assessment from the affected areas, the estimated cost due to the tornado is as follows:

Description	Cost
<b>Damages and losses:</b>	
Houses: Excluding household furniture	R 186 million

**COJ: SECTION 79 PUBLIC SAFETY COMMITTEE  
PUBLIC SAFETY DEPARTMENT  
(DISASTER MANAGEMENT)**

**2018-01-24**

**DECLARATION OF A LOCAL STATE OF DISASTER**

(Roofs, walls, boundary walls, windows, etc.)	
Infrastructure damages	R 5 million
Other (Vehicles, etc.)	R 3 million
	<b>R 194 million</b>
<b>Costs Payable by the City:</b>	
Response and interventions by City departments	R 6 million
Required - Emergency Relief	R 8 million
Required - Post Disaster Relief and Rehabilitation	R 20 million
	<b>R 34 million</b>
	<b>R 228 million</b>

**6.2 Proposed budget allocation for emergency and post disaster relief by the City**

The expenditure for the provision of emergency- disaster relief materials is funded from the Incident Management Fund under Public Safety, Cost Centre: 517615 (Line Item 2281836) and budget to cover this expenditure has been proposed at the technical budget steering committee from the Mid-Term Budget 2017- 2018 with projected allocation, not less than eight ( 8) million rand for acquisition of emergency relief material packages, and not less than six( 6) million for acquisition of post disaster materials due to the declaration of the disaster.

**6.3 National contributions to alleviate effects of local and provincial disasters in terms of the Disaster Management Act, 2002**

In terms of Section 57 (e) of the DMA, when a municipality, in the event of a local disaster, requests the national government to financially contribute to post-disaster recovery and rehabilitation. National government amongst other factors considers the magnitude and severity of the disaster, and whether or not available financial resources at local level, are exhausted.

**COJ: SECTION 79 PUBLIC SAFETY COMMITTEE  
PUBLIC SAFETY DEPARTMENT  
(DISASTER MANAGEMENT)**

**2018-01-24**

---

**DECLARATION OF A LOCAL STATE OF DISASTER**

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- i. Given the devastating effect of the tornado, the City will need to implement the following interventions: provision of humanitarian relief in the form of emergency/ disaster relief assistance and post disaster relief assistance;
- ii. restoration of infrastructure;
- iii. repairs on uninsured damaged properties
- iv. clearing rubble on affected areas; and
- v. post disaster rehabilitation and reconstruction efforts.

(The City is currently in discussions with the Provincial and National Disaster Management Centre on possible disaster grant options to respond to)

**7. COMMUNICATION IMPLICATIONS**

The disaster would be declared by notice in the provincial gazette.

**8. OTHER DEPARTMENTS / BODIES CONSULTED**

GRAS

Finance and SCM

Group Legal & Contracts

Social Development

EMS

Gauteng Cogta

Department of Cogta

**FOR INFORMATION**

**(Author :**

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Divisional Chief: Disaster Management Centre

Public Safety Department

011 222 8010)

COJ: SECTION 79 PUBLIC SAFETY COMMITTEE  
PUBLIC SAFETY DEPARTMENT  
(DISASTER MANAGEMENT)

2018-01-24

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DECLARATION OF A LOCAL STATE OF DISASTER

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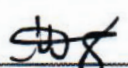
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DISASTER MANAGEMENT  
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NOTED



E MÖLLER  
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GROUP LEGAL AND CONTRACTS  
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EXECUTIVE DIRECTOR  
PUBLIC SAFETY DEPARTMENT  
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