

ANNUAL REPORT

2021/2022

National
Disaster
Management
Centre



cooperative
governance

Department:
Cooperative Governance
REPUBLIC OF SOUTH AFRICA



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FOREWORD BY THE MINISTER

The Department of Cooperative Governance (DCoG) herewith presents the National Disaster Management Centre's (NDMC) annual report for the 2021/22 financial year, in compliance with Section 24(1) of the Disaster Management Act, 2002 (Act No. 57 of 2002) – DMA. As enjoined by the above-mentioned section, the report provides an overview of the activities undertaken by the NDMC for the period under review.

This report therefore 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. This report also reflects on the collaborations of national, provincial, and municipal organs of state, statutory functionaries, and other role-players involved in disaster management and communities.



Dr. Nkosazana Dlamini Zuma

Minister – CoGTA

The United Nations Secretary-General Antonio Guterres, aptly summarised my observation of the events of the year under review in the following statement;

“Climate change is the defining issue of our time, every day we fail to act is a day that we step a little closer towards a fate that none of us wants – a fate that will resonate through generations in the damage done to humankind and life on earth”.

In many ways, human-induced climate change has become a key change driver that set the tone for developments in disaster management. All societies are confronted with an increasing need for assistance and protection of the vulnerable (and protection of livelihoods) against the negative impact and aftermath of climate change. Over the year under review, the NDMC strived to align itself with the rest of the world in mitigating the adverse effects of climate change and will continue to do so, in years to come.

One of the key lessons from the Global Risks Report (2021/22) is that climate action failure could have prolonged economic stagnation, and this eventually constrains the speed of socio-economic development. As such, investments into risks identification

(likelihood and potential impact), mitigation, response and recovery are limited. South Africa, like other countries, witnesses and grapples with the effects of extreme weather conditions (climate change). The Department thus holds the view that, building of 'climate-smart communities' can no longer be postponed, and thus the NDMC is coordinating efforts to Build Back Better (BBB) in every sector. Furthermore, South Africa needs to aggressively invest in the mainstreaming of Disaster Risk Reduction (DRR) measures to mitigate the impact of climate change, thereby also aligning itself with global agreements like the Sustainable Development Goals (SDGs), and other United Nations (UN) conventions on issues such as drought, desertification, climate change and biodiversity loss. In pursuit of this global mandate, South Africa has placed DRR as one of its apex governance priorities as captured in Priority 7 of the Medium-Term Strategic Framework – "A better Africa and World".

Even though a sense of normalcy has somewhat been restored by the lifting of the state of disaster as a result of the outbreak of the novel Corona virus in 2019 (COVID-19), South Africa has not been immune to the devastating loss of many lives, a knock in the fiscus and general decline in the economy, with inherent characteristics such as loss of jobs and other economic opportunities, as well as a myriad of social challenges. Managing the recovery process from the effects of the devastation of the COVID-19 pandemic characterized the bulk of the work of the NDMC over the 2021/22 financial year. In pursuit of adapting to the new realities brought about by the pandemic, the Department moved from implementing the required short-term interventions to the more medium-term measures. These included concurrently addressing some of the apex priorities and other vulnerabilities that were exposed by the pandemic. Building on the Risk-Adjusted Strategy (RAS) that was approved by Cabinet, the NDMC consolidated interventions and made a point that lessons learned were documented with the intention of guiding strategic planning for subsequent years.

The COVID-19 pandemic was a real test to the robustness and agility of the DMA, provisions of which, enabled and guided the implementation of the Regulations and Directives that were central to management of the national and collective response to COVID-19 and implementation of various response measures. Collaboratively, through various legislative and policy means, the DMA served as an enabling tool for public health actors to set-up and strengthen emergency services for response

systems that were necessary to mitigate the severity of the pandemic and its impact. The bravery and commitment that was demonstrated by all frontline public health workers, associated disciplines and civil society in fighting the pandemic is acknowledged with appreciation, along with the efficiency and effectiveness with which the vaccination program was expanded and accelerated for the benefit of all South Africans.

In conclusion, the year under review has been an extremely challenging one as the Department grappled with mitigating and managing occurrences and disasters that our country has become accustomed to, by virtue of its natural and man-made morphological characteristics, but more so by the aftermath of COVID-19, the novelty of which implied acquiring new lessons as all role players did their best to contain the outbreak. I therefore commit to ensuring that efforts are doubled in using risks assessment information to guide disaster risk management objectives, activities, and allocation of resources; towards comprehensively realising the DRR narrative.

NC Zuma

Dr Nkosazana Dlamini Zuma, MP

Minister of Cooperative Governance and Traditional Affairs

FOREWORD BY THE DEPUTY MINISTER

Annually, the consolidation and publishing of the Annual Report of the NDMC provides both government and society an opportunity to reflect on progress that the country has made in the year under review. The process provides an opportunity to reflect on performance on set disaster risk management strategic objectives against outcomes and impact. A holistic view of achievements over the year under review points to a satisfactory acquisition of insight, to pace the Department to be effective locally, and also have a positive impact in the region, continent and the globe.



Ms Thembi Nkadimeng

Deputy Minister – DCoG

Sustained proactive, collective action, political leadership and financial commitment characterised the 2021/22 financial year in disaster risk management. In addition to the ongoing coordination of response to the effects of the COVID-19 pandemic, the country was beset with managing the annual effects of hazards such drought, fires, floods, and severe storms which can all be attributed to extreme weather conditions. These hazards pose an ongoing threat to livelihoods and vulnerability across society. The existence of sound legal levers and inherent structures enabled a satisfactory response that also instilled a sense of confidence for future planning of safety and stability.

In the year under review, cooperation with SADC structures was increased, mainstreaming and institutionalisation of DRR improved. It is anticipated that through these processes all Member States will embark on climate sensitive budgeting for effective implementation of the SADC regional preparedness and response strategy (2016–2030). The recent disasters across the region forced a shared appreciation of the need to reduce risks, vulnerability and increase resilience. The adopted climate change strategy and action plans indicate that the region is focused on finding inclusive solutions for maximum long-term benefits. As such, South Africa will implement all regional strategies and plans to ensure protection of lives and livelihoods.

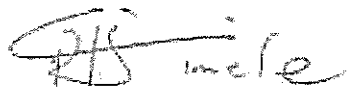
The strategic location of the NDMC within DCoG, enables effective management (including development, resourcing and support) of the disaster management legislative and policy framework in the country. The provisions of the DMA empowered the NDMC to engage and support the development of Disaster Management Plans (DMP) and Contingency Plans (CP), across the spheres of government, sectors and stakeholders. In many ways, South Africa is making progress in making SFDRR and DRR every stakeholders' business. The annual compliance assessment in 2020 reflected an improved general compliance with the Act in areas such as institutional capacity, risk assessment, risk reduction, education, training and research. Overall, there is an improvement in risk quantification, and risk reduction through compliance with bylaws, collaborative funding for risk reduction and recording of disaster losses (comprehensive disaster intelligence).

Across the globe, there is recognition that the impact of disasters is getting extreme, hence there is need for local ownership and objective accountability. With the current available UN tools and instruments such as the Paris Agreements and Sendai Framework are progressive enablers for States to strengthen the sustainable use and management of ecosystems for building resilience to disasters. At a local sphere of government, the District Development Model (DDM) has emerged as a key governance instrument through which DRR could be used to achieve inclusive socio-economic growth and community resilience. The DDM will enable a coherent approach to efficient planning for mitigation and effective response to emergencies and disasters.

The nature of policy development and implementation requires periodical reviews of policy instruments. As the NDMF was first promulgated in 2005 to address challenges that have been experienced in the implementation of the Act (2002) and to promote effective implementation of the Act in line with national and global commitments. The Department through the NDMC has embarked on an exercise which is intended on determining the efficiency of the NDMF at promoting implementation, identification and reporting on the implementation gaps that may exist following the amendments made to the DMA. The exercise also considers the implications of the global agreements as

applicable to disaster management practice in the country. The project has been implemented within a 3-year period, with the first phase (2019/20), second phase (2020/2021) and third phase (2021/22), financial years.

The Department and the NDMC have a daunting responsibility of ensuring long-term sustainability of the economy and society from the effects of disasters. From lessons learnt from recovery of COVID-19, this responsibility is courageously perceived as an opportunity to execute a well-planned process that will guide effective adaptation from new realities posed by pandemics and disasters. By building on the existing foundations of capacity and infrastructure, the NDMC has a potential to effectively lead the implementation of the DRR programmes. In my capacity as part of the political leadership of the Department, I commit to galvanizing support for achievement of risk-informed and climate resilient development towards, "Safety and Sustainability".



Ms Thembu Nkadimeng, MP
Deputy Minister of Cooperative Governance

STATEMENT BY THE DIRECTOR-GENERAL

In the 2021/22 financial year, the Department and the NDMC demonstrated leadership in the coordination of cooperative action in disaster risk management, particularly in the fight against COVID-19. In several ways, the COVID-19 pandemic highlighted the interconnectedness of DRR imperatives to other apex governance priorities which include inclusive economic growth and socio-economic development. Establishing new and nurturing existing partnerships characterised the approach through which government response on managing the Covid-19 pandemic was coordinated. The same approach will be adopted in conceptualising and managing transition from the effects of the COVID-19 pandemic. In the year under review, the severity of COVID-19 gradually subsided, and this provided an opportunity to fully conceptualise the 'exit strategy' from this pandemic.



Avril Williamson

Director-General

The Department coordinated emergency and response interventions in response to disasters that prevailed in the year under review. These included drought, shack & veld fires, floods, major road accidents and internal displacements. The lesson appreciated the most through the occurrences of the year under review, is the realisation that governance, administration and health systems of the country are adequate to effectively respond in the wake of disasters.

The Global Risk Report (2021/22) indicates the increasing spread of infectious diseases due to a range of reasons which include the overwhelmed and weakening health systems. In response to this, disaster management has been placed as a critical feature in the MTSF and strides have been made to strengthen awareness and deepen integration of DRR throughout government. The Department through the NDMC is also making good progress in influencing District and Municipal Planning within the ambit of IDP framework for the benefit of DRR. The NDMC also continues to invest in the Geographical

Information Systems (GIS), and other Information Communication and Technology (ICT) tools that boost perfection in Early Warning Systems (EWS) for improved preparedness and response. Gradually, stakeholders are being empowered with real-time alerts for improved planning and interventions.

The commemoration of the 2021 International Day for Disaster Risk Reduction (IDDR) provided the needed assurance that there is progress in promoting a global culture of DRR in the country. Through the commemoration South Africa demonstrated its commitment to the implementation of the SFDRR.

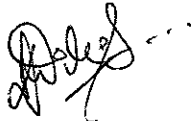
When the COVID-19 pandemic was declared, the National Treasury mobilized funding to support the disaster relief and recovery to address immediate and long-term intervention needs. Mainly, these funds were secured from International Official Development Assistance (ODA) programme. This funding has also been used to bolster capacity and skills for addressing the effects of climate change within the Social, Justice Crime Prevention & Security, Governance and Economic & Infrastructure clusters. From this intervention it is anticipated that the effects of disasters can be contained towards achievement of sustainable development through inclusive social and economic programmes.

It is important to also note that not only funding will shield the country from widespread and devastating effects of disasters which threaten livelihoods and lives, but the agility of governance institutions and structures is of paramount importance. The pandemic created an opportunity for adaptation where flexible institutional structures were put in place for coordination of the national response and they proved to be effective. It is this existing momentum that must be harnessed to realise the full strength of DDM, which will enable consistent monitoring of climate change measures.

The level of collaboration between the NDMC and the South African Weather Services (SAWS) is applauded. This collaboration enabled the establishment of climate smart communities through gathering and sharing credible and real-time weather alerts to the

public which contributed to building resilience at community level. Overall, this partnership contributes in the implementation of Impact Based Forecasting for improving speed of generation and dissemination of comprehensive risk profiles. In addition, both SAWS and NDMC are involved in the improvement of Multi Hazard Early Warning System (MHEWS) in the SADC region. The NDMC continues to invest in improving its GIS capabilities for improved disaster data management.

The COVID-19 pandemic not only posed challenges but also presented opportunities to adapt and create a resilient future through effective strategic alliances and partnerships. In seizing the opportunities presented, the NDMC will be able to reform current practices towards investing in the future.



Ms Avril Adelle Williamson

Director-General: Department of Cooperative Governance

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

The year under review presented interesting dynamics which were used to learn and demonstrate innovation in the mitigation of hazards and disasters. This annual report presents the operational and administrative reflection of the NDMC as the department reviews the achievements and challenges of the 2021/22 financial year.



Over the past year, South Africa experienced three disasters which are floods, drought and COVID-19. These occurrences highlighted the urgent need for improved planning to substantially reduce risk, mortality, economic loss and damage to critical infrastructure. As such, South Africa is increasing investment in the integration of DRR strategies into existing legislative framework for effective mitigation of the effects of climate change. Amongst these is the Climate Change Bill (2021/22) which is anticipated to provide comprehensive guidance to all stakeholders. It will provide impetus to the ongoing national efforts to institutionalise DRR and unlock funding.

The strategic location of the NDMC has enabled influence on the mainstreaming and institutionalisation of DRR and how it was packaged and rolled out. Building on the existing legislative foundation empowered the NDMC to engage and support the development of Disaster Management Plans (DPM) and Contingency Plans (CP) across the spheres of government, sectors and various stakeholders. From the annual compliance assessments, there is an indication that general compliance in areas such as institutional capacity, risk assessment, education, training and research is improving. There is also an improvement in risk quantification and risk reduction through compliance with bylaws, collaborative funding for risk reduction and recording of disaster losses.

There is recognition of the linkages between lives, livelihoods and the need to pursue a risk informed sustainable development approach. The recent pandemic and disasters

have underscored the need to be inclusive in planning and implementation of mitigation, response and recovery interventions. From lessons learnt, the NDMC has prioritised strategic partnerships to enhance its ICT, GIS and EWS capabilities.

In line with the DMA and NDMF, South Africa is an active member of a range of international conventions and continues to play its influential role in global affairs concerning DRR and management. Pursuant to the global commitments such as SFDRR, the 2021 commemoration of the IDDR was co-hosted with the Kingdom of Lesotho. The commemoration took place in Matatiele Local Municipality, a strategic location that highlighted the importance of cross-border collaboration in disaster risk management. This joint commemoration symbolised the commencement of a long-term strategic partnership on DRR between the two countries. Furthermore, this commemoration also underscored the urgent need to enhance international cooperation especially amongst developing countries to guarantee adequate support and sustainability of DRR national strategies and programmes.

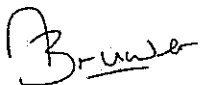
The NDMC has finalised the compilation of the Winter Contingency Plan. The purpose of this Plan is to provide a high-level, strategic, and unifying framework that outlines measures needed to assist the country to deal with any emergency related to the extreme winterseasonal hazards through effective response and recovery. The Plan is also aimed at ensuring emergency preparedness and mitigation measures are in place thus limiting the impact and consequences of these hazards to the wellbeing of people, property, infrastructure, and environment. In the same breath, it is of paramount importance that precautionary measures are taken to reduce the risk of fires in our communities.

The DMA provides a strong legal framework for coordinating a disaster management response but may benefit from revision to provide a more comprehensive framework of possible risks, including systems to enable appropriate decisions and actions. As demonstrated during the COVID-19 pandemic, the NDMC used this foundation to enhance instruments of reducing vulnerability, building resilience and improve mitigation. In many ways, the Act enabled all stakeholders to develop practical DMPs and

Contingency Plans. Through the same Act, the NDMC was able to fully engage in programmes that focused on institutionalisation and mainstreaming of DRR.

It has been fulfilling to actualise the adage “disaster management is everybody’s business”. A range of key government partners, international and regional organizations and agencies collaborated within the disaster management space to mitigate the impact of COVID-19 and other disasters. The NDMC is humbled to have collaborated with strategic partners such as OXFAM South Africa, South Africa National Biodiversity Institute (SANBI), Santam, Green Climate Fund (GCF), Hollard Insure, Audi and Volkswagen, United Nations Development Programme (UNDP), and Development Bank of Southern Africa (DBSA).

Looking ahead, the promulgation of the DDM model presents an opportunity where long-term planning can include investments of human capital, financial and political support for the benefit institutionalisation of DRR. The DDM and DRR synergy has the potential to provide an opportunity to realise Climate Resilient Development (built-in adaptation and preparedness measures), which will support inclusive sustainable growth and development in the country.



Ms Ane Bruwer
Head: National Disaster Management Centre (Acting)
Department of Cooperative Governance

CHAPTER 1: GENERAL INFORMATION

1.1 INTRODUCTION

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

1.2 OVERVIEW AND OBJECTIVE OF THE BRANCH

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

- (i) Specialise on issues concerning disasters and disaster management.
- (ii) May act as an advisory and consultative body on issues concerning disasters and disaster management.
- (iii) Promote the recruitment, training, and participation of volunteers in disaster management; and
- (iv) Promote disaster management capacity building, training, and education throughout – including in schools – in the Republic and, as appropriate, in other southern African states.
- (v) Section 6 of the DMA further stipulates that the Minister must prescribe a NDMF which is a legal instrument specified by the DMA to address needs for consistency across multiple interest groups by providing a coherent, transparent and inclusive policy on disaster management appropriate for the Republic as a whole. The NDMF comprises four Key Performance Areas (KPA's) and three enablers to promote the achievement of the objectives set out in the KPA's. **Figure 1** depicts the interface between the four KPA's and the three enablers:

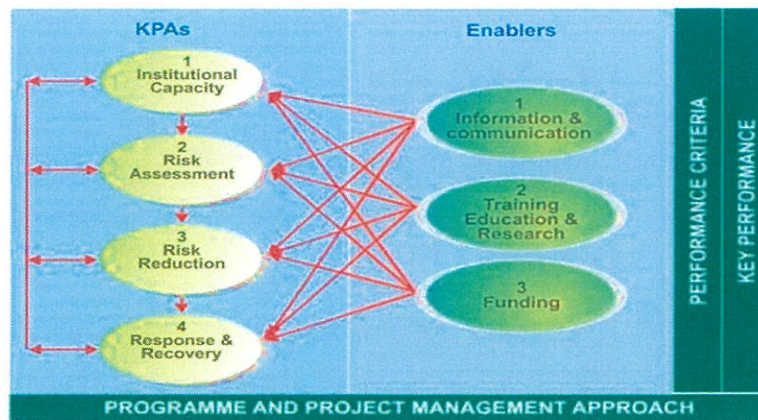


Figure 1: NDMF KPAs and Enablers.

1.3 LEGISLATIVE FRAMEWORK

1.3.1 Constitutional Mandate

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

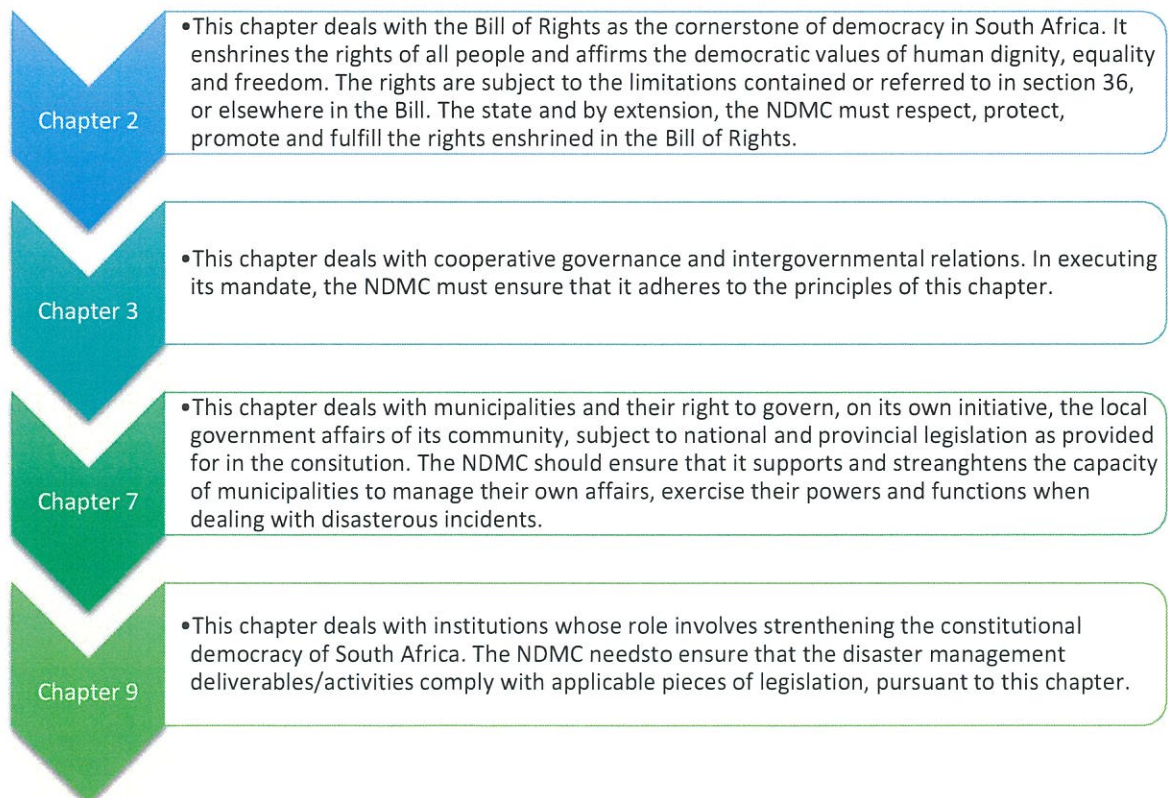


Figure 2: Constitutional Mandate of DCoG.

1.3.2 Disaster management and fire services mandate

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

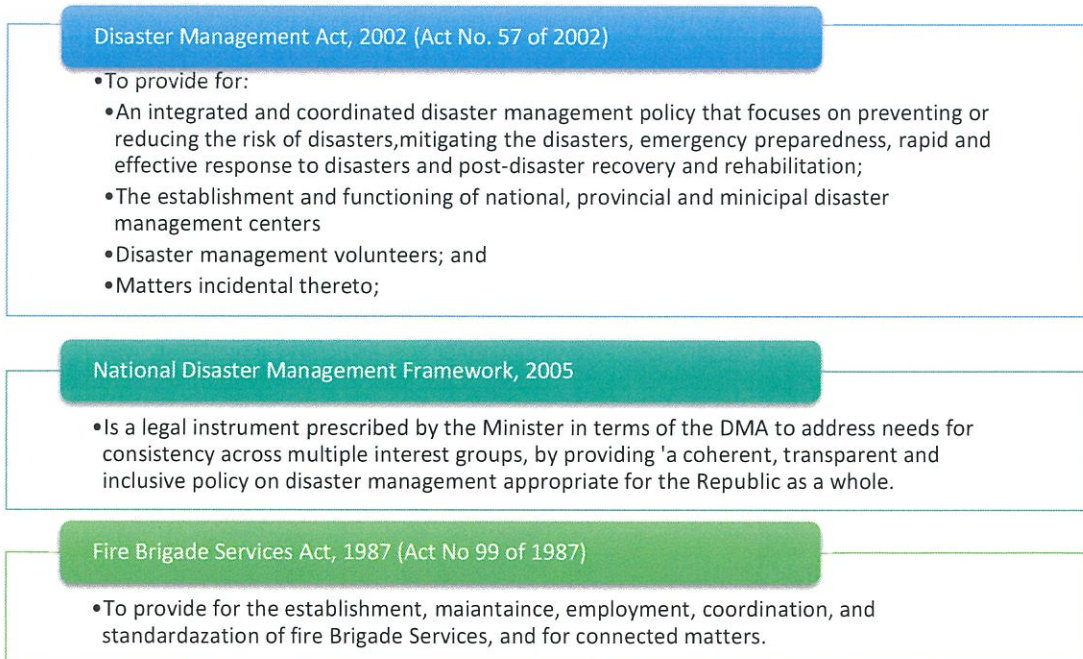


Figure 3: Legislative Mandate of the NDMC

1.3.3 Enabling Legislation

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



Figure 4: Other pieces of legislation playing a key role in the governance of disaster management and Fire Services.

1.4 2021/22 STRATEGIC OBJECTIVE

Improve the system of disaster management and Fire Services.

1.5 2021/22 BRANCH OBJECTIVES

During the year under review, the NDMC aimed to:

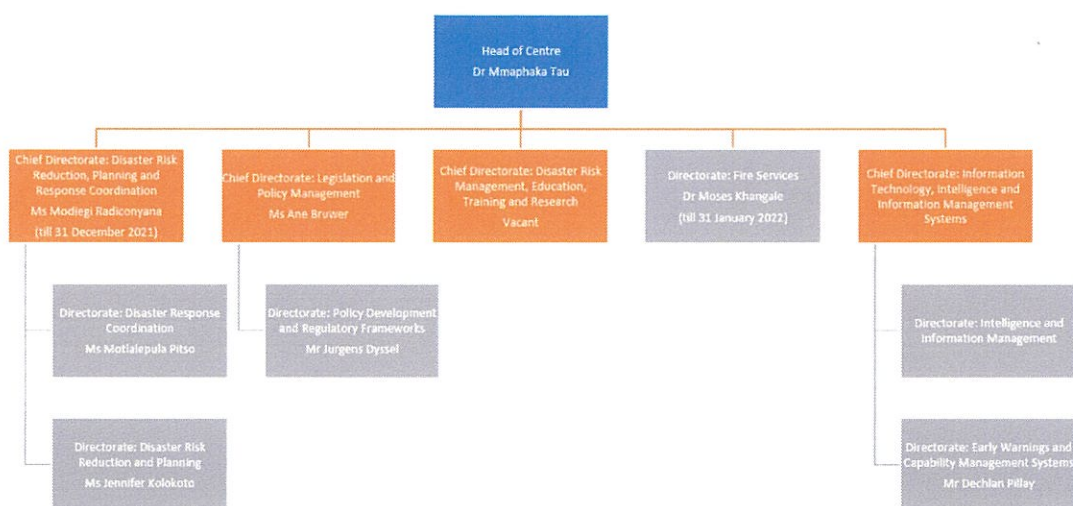
- (i) Develop, publish, and distribute the 2020/21 NDMC Annual Report by 31 March 2022.
- (ii) Submit a consolidated report on the functioning of disaster management institutional structures by 31 March 2022.
- (iii) Submit a consolidated report on the implementation support provided by 31 March 2022.
- (iv) Assess or review fourteen DRM plans by 31 March 2022.
- (v) Commemorate the IDDR by 31 March 2022.
- (vi) Submit a report on implemented advocacy and awareness campaigns in municipalities by 31 March 2022.
- (vii) Submit a report on performance of the bursary programme by 31 March 2022.
- (viii) Re-develop the NDMC e-Convenor using SharePoint software for the coordination of advisory meetings with disaster-related stakeholders.
- (ix) Building on existing programmes to ensure that the NDMC continues to improve its Geographic Information System (GIS) capabilities by updating the web portal

platforms to ensure improved disaster management data for the benefit of the users.

- (x) Assess 12 Municipalities on their capacity to implement the National Fire Safety and Prevention Strategy by 31 March 2022.

1.6 NDMC OPERATIONAL STRUCTURE

Figure 5 sets out the operational structure of the NDMC.



1.7 EXPENDITURE TRENDS

The total allocation for the year under review was R106 173 000 with R27 649 000 reserved for compensation of employees and R75 587 000 for goods and services. The actual expenditure by sub-programme or Chief Directorate is outlined in Figure 6. Important to also note in Figure 8 is the expenditure on disaster relief which is disbursed by the National Treasury as a schedule 7 (a & b) grant.

Programme 4: NATIONAL DISASTER MANAGEMENT CENTRE	1	2	3	4	5	6	7	8	9
	2021/22							2020/21	
	Adjusted Appropriation	Shifting of Funds	Virement	Final Appropriation	Actual Expenditure	Variance	Expenditure as % of final appropriation	Final Appropriation	Actual Expenditure
	R'000	R'000	R'000	R'000	R'000	R'000	%	R'000	R'000
Sub programme									
MANAGEMENT: HEAD OF THE NATIONAL	4 019	1 845	-	5 864	5 850	14	99,8%	5 148	3 890

DISASTER MANAGEMENT CENTRE									
DISASTER RISK REDUCTION, CAPACITY BUILDING AND INTERVENTION	150 140	(3 073)	-	147 067	112 544	34 523	76,5%	99 221	9 424
LEGISLATION AND POLICY MANAGEMENT	6 791	369	-	7 160	6 339	821	88,5%	5 263	4 837
INTEGRATED PROVINCIAL DISASTER MANAGEMENT SUPPORT, MONITORING AND EVALUATION SYSTEMS	3 212	(676)	-	2 536	1 368	1 168	53,9%	5 066	3 041
FIRE SERVICES	5 340	(459)	-	4 881	2 351	2 530	48,2%	4 880	2 116
INFORMATION TECHNOLOGY, INTELLIGENCE AND INFORMATION MANAGEMENT SYSTEMS	29 966	1 994	-	31 960	30 092	1 868	94,2%	21 945	18 051
DISASTER RELIEF GRANT	498 788	-	-	498 788	378 371	120 417	75,9%	492 429	289 459
MUNICIPAL DISASTER RECOVERY GRANT	-	-	-	-	-	-	-	-	-
PROVINCIAL DISASTER RECOVERY GRANT	-	-	-	-	-	-	-	-	-
	698 256	-	-	698 256	536 915	161 341	76,9%	633 952	330 818
Economic classification									
Current payments	196 430	(3 927)	(221)	192 282	151 294	40 988	78,8%	140 458	40 393
Compensation of employees	26 649	-	-	26 649	24 854	1 795	93,3%	29 901	24 395
Salaries and wages	22 840	508	-	23 348	22 378	970	95,8%	25 788	21 856
Social contributions	3 809	(508)	-	3 301	2 476	825	75,0%	4 113	2 539
Goods and services	169 781	(3 927)	(221)	165 633	126 440	39 193	76,4%	110 557	15 998
Administrative fees	45	12	-	57	36	21	63,2%	56	39
Advertising	72	32	-	104	61	43	58,7%	101	94
Minor assets	219	(149)	-	70	7	63	10,0%	38	-
Audit costs: External	-	-	-	-	-	-	-	-	-
Bursaries: Employees	-	2 261	-	2 261	2 261	-	100,0%	-	-
Catering: Departmental activities	528	(60)	-	468	154	314	32,9%	14 614	744
Communication (G&S)	655	116	-	771	519	252	87,9%	609	534

Computer services	8 733	3 839	-	12 572	12 195	377	97,0%	4 377	3 999
Consultants: Business and advisory services	152 762	(22 513)	(205)	130 044	95 366	34 678	73,3%	62 190	859
Infrastructure and planning services	-	-	-	-	-	-	-	-	-
Laboratory services	-	-	-	-	-	-	-	-	-
Scientific and technological services	-	-	-	-	-	-	-	-	-
Legal services	-	-	-	-	-	-	-	-	-
Contractors	333	(333)	-	-	-	-	-	329	-
Agency and support / outsourced services	-	10 373	-	10 373	10 144	229	97,8%	-	-
Entertainment	-	-	-	-	-	-	-	-	-
Fleet services (including government motor transport)	7	59	-	66	59	7	89,4%	107	101
Housing	-	-	-	-	-	-	-	-	-
Inventory: Clothing material and accessories	-	-	-	-	-	-	-	-	-
Inventory: Farming supplies	-	-	-	-	-	-	-	-	-
Inventory: Food and food supplies	-	-	-	-	-	-	-	-	-
Inventory: Fuel, oil and gas	-	-	-	-	-	-	-	-	-
Inventory: Learner and teacher support material	-	-	-	-	-	-	-	-	-
Inventory: Materials and supplies	-	-	-	-	-	-	-	15 998	-
Inventory: Medical supplies	-	-	-	-	-	-	-	-	-
Inventory: Medicine	-	-	-	-	-	-	-	-	-
Medsas inventory interface	-	-	-	-	-	-	-	-	-
Inventory: Other supplies	584	(584)	-	-	-	-	-	132	-
Consumable supplies	5	13	-	18	13	5	72,2%	522	519
Consumable: Stationery, printing and office supplies	486	185	-	671	305	366	45,5%	603	314

Operating leases	484	3 965	-	4 449	3 965	484	89,1%	7 941	6 381
Property payments	-	55	-	55	55	-	100,0%	-	-
Transport provided: Departmental activity	-	-	-	-	-	-	-	-	-
Travel and subsistence	4 240	(2 182)	-	2 058	114	1 944	5,5%	1 302	970
Training and development	367	2	(16)	353	117	236	33,1%	1 440	1 358
Operating payments	79	983	-	1 062	1 021	41	96,1%	129	86
Venues and facilities	182	(1)	-	181	48	133	26,5%	69	-
Rental and hiring	-	-	-	-	-	-	-	-	-
Interest and rent on land	-	-	-	-	-	-	-	-	-
Interest (Incl. interest on unitary payments (PPP))	-	-	-	-	-	-	-	-	-
Rent on land	-	-	-	-	-	-	-	-	-
Transfers and subsidies	498 883	6	221	499 110	378 598	120 512	75,9%	492 588	289 519
Provinces and municipalities	498 788	6	-	498 794	378 377	120 417	75,9%	492 436	289 466
Provinces	140 277	-	-	140 277	48 100	92 177	34,3%	138 496	138 496
Provincial Revenue Funds	140 277	-	-	140 277	48 100	92 177	34,3%	138 496	138 496
Provincial agencies and funds	-	-	-	-	-	-	-	-	-
Municipalities	358 511	6	-	358 517	330 277	28 240	92,1%	353 940	150 970
Municipal bank accounts	358 511	6	-	358 517	330 277	28 240	92,1%	353 940	150 970
Municipal agencies and funds	-	-	-	-	-	-	-	-	-
Departmental agencies and accounts	-	-	-	-	-	-	-	-	-
Social security funds	-	-	-	-	-	-	-	-	-
Departmental agencies	-	-	-	-	-	-	-	-	-
Higher education institutions	-	-	-	-	-	-	-	-	-
Foreign governments and international organisations	-	-	-	-	-	-	-	-	-
Public corporations and private enterprises	-	-	-	-	-	-	-	-	-

Public corporations	-	-	-	-	-	-	-	-	-	-
Subsidies on products and production (pc)	-	-	-	-	-	-	-	-	-	-
Other transfers to public corporations	-	-	-	-	-	-	-	-	-	-
Private enterprises	-	-	-	-	-	-	-	-	-	-
Subsidies on products and production (pe)	-	-	-	-	-	-	-	-	-	-
Other transfers to private enterprises	-	-	-	-	-	-	-	-	-	-
Non-profit institutions	95	-	-	95	-	95	-	99	-	-
Households	-	-	221	221	221	-	100,0%	53	53	-
Social benefits	-	-	221	221	221	-	100,0%	53	53	-
Other transfers to households	-	-	-	-	-	-	-	-	-	-
Payments for capital assets	2 937	3 910	-	6 847	7 006	(159)	100,0%	901	901	-
Buildings and other fixed structures	-	-	-	-	-	-	-	-	-	-
Buildings	-	-	-	-	-	-	-	-	-	-
Other fixed structures	-	-	-	-	-	-	-	-	-	-
Machinery and equipment	2 937	3 910	-	6 847	7 006	(159)	100,0%	901	901	-
Transport equipment	-	-	-	-	-	-	-	-	-	-
Other machinery and equipment	2 937	3 910	-	6 847	7 006	(159)	100,0%	901	901	-
Heritage assets	-	-	-	-	-	-	-	-	-	-
Specialised military assets	-	-	-	-	-	-	-	-	-	-
Biological assets	-	-	-	-	-	-	-	-	-	-
Land and sub-soil assets	-	-	-	-	-	-	-	-	-	-
Software and other intangible assets	-	-	-	-	-	-	-	-	-	-
Payment for financial assets	6	11	-	17	17	-	100,0%	5	5	-
	698 256	-	-	698 256	536 915	161 341	76,9%	633 952	330 818	-

Figure 6: Sub-programme Expenditure

1.8 INTERNATIONAL ENGAGEMENTS

The NDMC is a signatory to a range of international conventions, with the aim of engaging and learning to strengthen its own disaster management and coordination systems. It is important for the NDMC to stay abreast with international developments in disaster risk management because South Africa is at risk from a wide range of natural, technological, environmental hazards that can lead to disasters such as floods, major fires, tornadoes, major oil spills and even earthquakes. Furthermore, it is important to establish and maintain sound international relations for mutual cooperation because measures taken in South Africa can increase or reduce risks in neighbouring countries, just as potential dangers across our borders can directly affect South Africa.

In line with the DMA and NDMF, regional cooperation in disaster management is essential and the appropriate mechanisms must be initiated to establish and participate in forums in which such cooperation can be achieved. The international engagements undertaken by the NDMC during the reporting period are summarised in **Figure 7**. Due to lockdown restrictions, the meetings below were held through virtual platforms (i.e., MS Teams, Zoom, Cisco, etc).

International relations activity	COP26 and the Global Platform for DRR: Nature-based Solutions in DRR and Climate Change Adaptation	Date	09 December 2021
Purpose	<p>To demonstrate how NBS can be included in national DRR strategies and adaptation plans through practical examples and implementation experiences;</p> <ul style="list-style-type: none"> ▪ Increase awareness of the guide and its content to Member States and stakeholders, and ▪ Enhance awareness on the subsequent regional training sessions and potential technical support to Member States. 		
High-level recommendation(s)	<p>Globally, vulnerability is more visible, hence nature must be recognized as an ally to provide sustainable solutions. Sendai framework (words to action), provides a clear and practical guide to ensuring coherent action towards achieving socio-economic benefits; collective action to ensure short, medium to long-term progress in:</p> <ul style="list-style-type: none"> ▪ acceleration of knowledge sharing in available tools, 		

	<ul style="list-style-type: none"> ▪ development of national capacity, ▪ development of infrastructure, and ▪ securing integrated financing facility (investment). <p>Advocate for the implementation of the Sendai Framework, mainly ensure communication of the NbS Guidelines across the spheres of government. Advocate for risk informed planning.</p> <p>At national level, there is a need to develop an eco-DRR informed Strategy and implementation through partnerships, especially with the Department of Forestry, Fisheries and Environmental Affairs (DFFE), including the restoration of coastlines.</p>
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International relations activity	IORA Cluster Group on Disaster Risk Management	Date	January 2021
		Virtual meeting	
Purpose	In 2020 the NDMC participated presented in the first IORA Expert Group Meeting on DRM in January 2020 in which the DRM Terms of Reference was discussed and adopted with certain changes.		
High-level recommendation(s)	India and South Africa continue to perform the function of chair and vice-chair respectively of the DRM thematic areas in this current term of IORA.		

International relations activity	International Search and Rescue Group	Date	January 2022
		Virtual meeting	
Purpose	<p>The International Search and Rescue Group (INSARAG) is mandated by the INSARAG Steering Group to:</p> <ul style="list-style-type: none"> ▪ Improve efficiency in cooperation among international USAR teams working in collapsed structures at a disaster site, including by managing the INSARAG External Classification process ▪ Promote strengthening of national USAR capacities and activities designed to improve search and rescue preparedness in disaster-prone countries, thereby prioritising developing countries, including by assisting countries in setting up national USAR team classification processes. ▪ Develop internationally accepted procedures and systems for sustained cooperation between national USAR teams operating on the international level, and 		

	<ul style="list-style-type: none"> ▪ Develop USAR procedures, guidelines and best practices, and strengthen cooperation between interested organisations during the emergency relief phase.
High-level recommendation(s)	<p>The NDMC is the Country's focal point for INSARAG activities in South Africa. South Africa was co-chairing one of the three INSARAG Regional Groups i.e. Africa Europe Middle East Region with Poland. This co-chairship ended in October / November 2021. The INSARAG New Year Teleconference of Global, Regional and Working Group (WG) Chairs was held remotely on Wednesday, 12 January 2022 to provide the handover of the chairship and opportunity to thank outgoing Regional Chairs (Poland, Indonesia, and Peru) and welcome incoming Regional Chairs (Turkey, South Korea, and Honduras). The INSARAG Unit Head also provided progress updates on Flexible Response concept, Bilateral Response concept, and Information Management Coordination System (ICMS) funding, and discussed issues for endorsement during the INSARAG Steering Group (ISG) meeting in May. This co-chairship entrenches South Africa as one of the key role-players within the USAR environment and will be utilised to promote INSARAG Methodologies within the SADC Region.</p>

International relations activity	Intergovernmental Committee on Climate Change (IGCCC)	Date	07 July 2021
			29 September 2021
			12 October 2021
			24 February 2022
Purpose	To operationalise cooperative governance in the area of climate change and foster the exchange of information, consultation, agreement, assistance and support between the spheres of government with respect to climate change and government's response to climate change.		
High-level recommendation(s)	On the Drafting of the Climate Change Bill - DFFE reported on good progress made on the finalisation of the climate change legislation framework, which has already been presented to the cabinet committee. The Final Draft Climate Change Bill will be circulated to members after conclusion of the cabinet process and lastly submitted to Parliament.		

	<p>On the National Determined Contribution and the Just Transition – the stakeholder consultations have been concluded and Provincial consultations were done. The draft NDC have been submitted to Minister for approval to the cabinet process before submission to the UNFCCC. Once the Presidential Climate Change Commission recommendations are approved, the document on the NDC will be circulated to members.</p> <p>The meeting of September 2021 took a workshop format focusing on the Climate Change Adaptation Community of Practice. The experts and practitioners presented on a range of research of topics which included Water Scarcity & Drought Adaptation (Water Research Commission), Transport Infrastructure-Road Material Maintenances (CSIR); the National Carbon Sinks Atlas tool demonstration (DFFE), Coastal Vulnerability Assessment tool (DFFE) and the Early-Warning System (SAWS).</p> <p>Before the end of the financial year, the meeting of February 2022, was particularly a Special Meeting which was led by the IGCCC and WRI, as part of support which is extended to the Initiative for Climate Action Transparency (ICAT) on Cooperation in Developing Subnational World Resources Institute (MRI) Systems. It was a follow-up to the work that is underway on bilateral cooperation between WRI and provinces on the development of sub-national MRV systems. Mainly, WRI has offered to support the provinces on their projects to develop subnational MRV systems and further look for opportunities to further consultations and collaborations in areas of mutual interests.</p>
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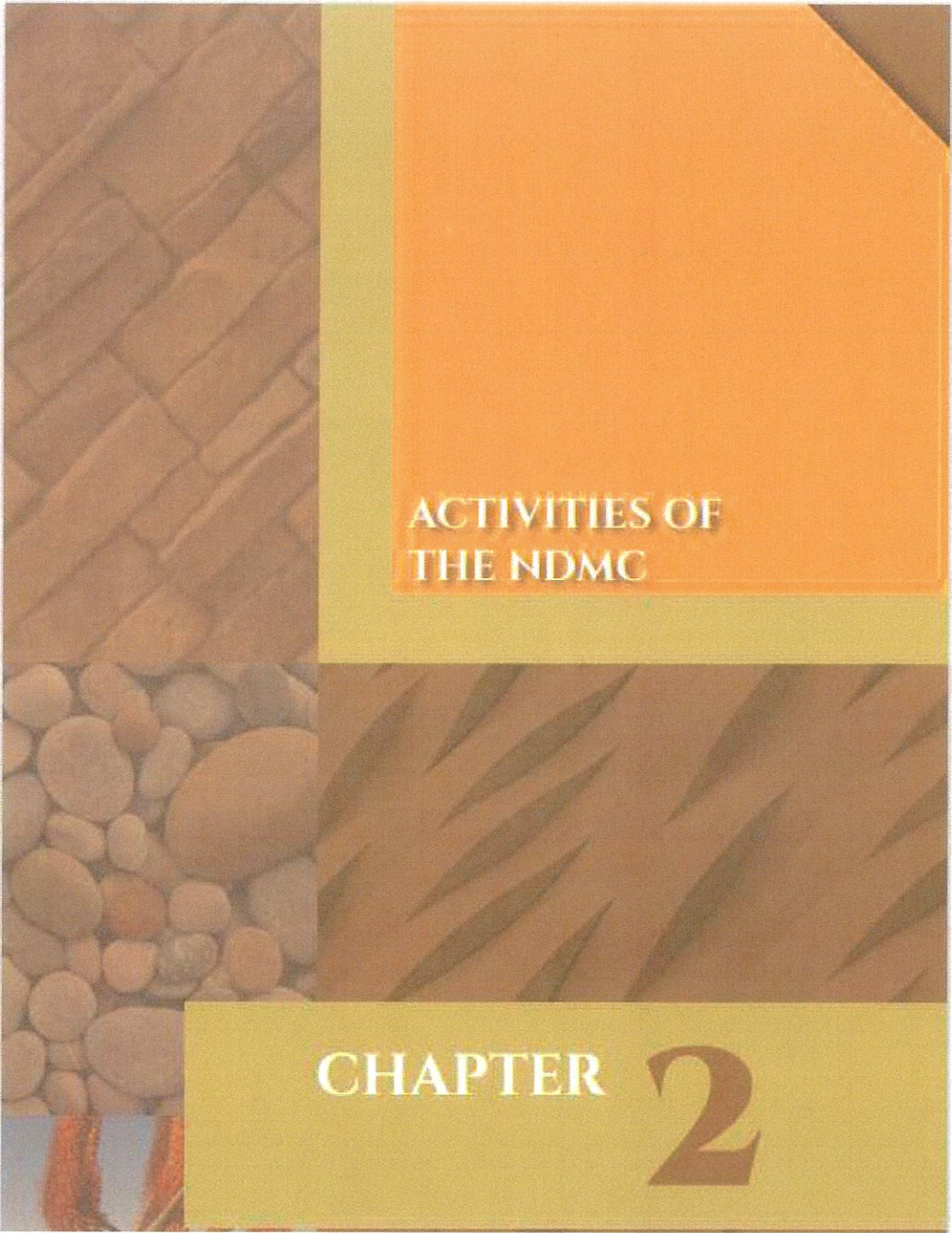
International relations activity	8th Africa Regional Forum on Sustainable Development (ARFSD)	Date	28 February 2022
		Virtual meeting	
Purpose	To share experiences and trends with the aim of creating Awareness Raising of the Global Compact for Safe, Orderly and Regular Migration and Sendai Framework for Disaster Risk Reduction (the purpose and programme is attached).		
High-level recommendation(s)	Member States to acknowledge that both SFDRR and the Global Compact provides for the integration into the DRR policies, strategies and plans, which is inclusive of migration and displacement.		

International relations activity	Inception Meeting on the Disaster Risk Management Consultancies	Date	9 th and 10 th March 2022
		Virtual meeting	
Purpose	<p>The overall aim of the meeting was to present the Inception Reports of the two assignments to the Member States and regional stakeholders for endorsement, in line with the Terms of Reference (TOR) for the Consultancies and to facilitate consultations with DRM institutions on the financing instrument study. Specifically, the inception will seek to:</p> <ul style="list-style-type: none"> ▪ create awareness among Member States on the review process for the Strategy, the development of the costed RMHCP, and study on the development of Financial instruments where Member States will also be expected to participate; ▪ present the draft inception reports with the view to create consensus the methodology, conceptual framework and work plan governing the assignments to facilitate Member States buy-in; ▪ introduce the Consultants to Member States which will facilitate a smooth consultations process on the three activities; and adopt the draft inception reports for the three undertakings. <p>The Committee of Ministers responsible for Disaster Risk Management during their Meeting of February 2020 directed the Secretariat to review the SADC Disaster Preparedness and Response Strategy and Fund 2016-2030 to be more aligned to the global Sendai Framework for DRR and take into consideration identified gaps in the current strategy, and chart a new DRM strategic path, in light of the increasing magnitude of disaster risks and impacts in the region.</p>		
High-level recommendation(s)	<p>The SADC Secretariat, through the DRR Unit commissioned consultancies to:</p> <ul style="list-style-type: none"> ▪ develop a Regional Disaster Risk Management Strategy and Action Plan 2022-2030; ▪ develop a Costed Regional Multi Hazard Contingency Plan 2022-2030; and ▪ conduct a study on financial instruments to support the implementation of SADC Regional Integration projects at regional and Member States levels including options for disaster risk financing. 		

	<p>These recruited Consultants have already started and have submitted Inception Reports that have been reviewed by the SADC Secretariat. As such, the meeting was held to present the draft inception reports to Member States and regional disaster risk management (DRM) stakeholders with the view to seek endorsement and launch the activities.</p>		
International Relations activity	United Nations University Institute for Environment and Human Security (UNU-EHS) visit	Date	11 March 2022
		City and Country	South Africa
Purpose and Discussion	<p>The overall aim of the meeting was to present the Inception Reports of the two assignments to the Member States and regional stakeholders for endorsement, in line with the Terms of Reference (TOR) for the Consultancies and to facilitate consultations with DRM institutions on the financing instrument study. Specifically, the inception will seek to:</p> <ul style="list-style-type: none"> ▪ create awareness among Member States on the review process for the Strategy, the development of the costed RMHCP and study on the development of Financial instruments where Member States will also be expected to participate; ▪ present the draft inception reports with the view to create consensus the methodology, conceptual framework and work plan governing the assignments to facilitate Member States buy-in; ▪ introduce the Consultants to Member States which will facilitate a smooth consultations process on the three activities; and adopt the draft inception reports for the three undertakings. <p>The Committee of Ministers responsible for Disaster Risk Management during their Meeting of February 2020 directed the Secretariat to review the SADC Disaster Preparedness and Response Strategy and Fund 2016-2030 to be more aligned to the global Sendai Framework for DRR and take into consideration identified gaps in the current strategy and chart a new DRM strategic path, in light of the increasing magnitude of disaster risks and impacts in the region.</p>		

High-level recommendation(s)	<p>The SADC Secretariat, through the DRR Unit commissioned consultancies to:</p> <ul style="list-style-type: none"> ▪ develop a Regional Disaster Risk Management Strategy and Action Plan 2022-2030. ▪ develop a Costed Regional Multi Hazard Contingency Plan 2022-2030; and ▪ conduct a study on financial instruments to support the implementation of SADC Regional Integration projects at regional and Member States levels including options for disaster risk financing. <p>These recruited Consultants have already started and have submitted Inception Reports that have been reviewed by the SADC Secretariat. As such, the meeting was held to present the draft inception reports to Member States and regional disaster risk management (DRM) stakeholders with the view to seek endorsement and launch the activities.</p>
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Figure 1: International engagements undertaken by the NDMC during the 2021/22 financial year.



CHAPTER 2: ACTIVITIES OF THE NDMC

2.1 INTRODUCTION

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

2.2 CHIEF DIRECTORATE: LEGISLATION AND POLICY MANAGEMENT

The Chief Directorate: Legislation and Policy Management (CD: LPM) develops disaster management policies, legislative frameworks and guidelines derived from the DMA and the NDMF. It also supports stakeholders towards implementation of policies and frameworks across sectors and spheres of government. The CD: LPM has a total of eight staff complement; where five are permanent, two are on contract (through the Development Bank of Southern Africa, DBSA) and one Intern.

2.2.1 Directorate: Policy Development and Regulatory Frameworks

The Directorate: Policy Development and Regulatory Frameworks (Dir: PDRF) comprises one Director, three Deputy Directors (two through the DBSA), one Assistant Director and one Intern who are 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 disaster management. In 2021/22, the Dir: PDRF executed this mandate by:

2.2.1.1 Developing guidelines

The Dir: PDRF working with OXFAM South Africa conceptualised the development of the first draft of a guideline on internal displacement resulting from classified disasters (see **Figure 8**). The rationale for developing these guidelines is implicit in the provisions of the DMA and the NDMF regarding the protection, evacuation, provision of shelter etc. during a disaster. The guidelines, therefore, seeks to guide the organs of state to fulfil their responsibilities to prevent and mitigate in-country (or internal) displacement.

When it is completed, the guideline will not address cross-border displacement, displacement associated with security, war or conflict and displacement associated with risk amplifiers such as urbanization and climate change. The document is still being conceptualised and requires further refinement and consultation before the NDMC could consider it for publication.

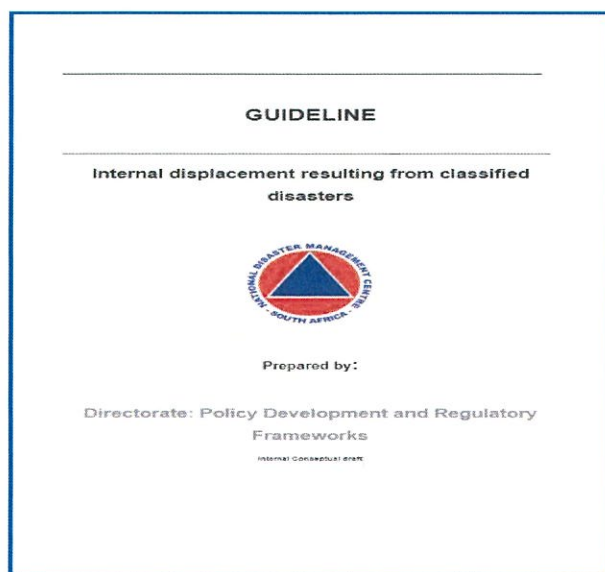


Figure 2: Internal Conceptual draft of the guidelines for internal displacement resulting from classified disasters.

2.2.1.2 Supporting other NDMC projects and disaster management stakeholders

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

- (i) Sector departments with policy-related inputs on disaster management planning, climate change, decertification, disaster classification and the declaring of states of disaster, etc.
- (ii) Stakeholders with updates on legislative developments by monitoring various legislative databases for legislation and policies impacting disaster management and provided input where required.
- (iii) The functionality of Disaster Management Centre (DMCs) across the spheres

- of government by advising on improvements that can be made on legislative compliance with disaster management legislation.
- (iv) The assessment of DMPs submitted to the NDMC.
 - (v) Response efforts by providing the National Joint Drought Coordinating Committee (NJDCC) and the National Joint Flood Coordinating Committee (NJFCC), the NDMC, other stakeholders and the Special Intergovernmental Committee on Disaster Management (ICDM) with technical advice and administrative support on issues which include support to declare a national state of disaster for drought, extension of declaration a national state of disaster for COVID-19 and classification for Floods.
 - (vi) The National Joint Operations Intelligence Structure (NATJOINTS), Cabinet, Minister and Members of the Executive (MINMEC), the IMTT and other stakeholders across the spheres of government with technical advice and administrative support on several issues which include support to classify floods and extending the declaration of a national state of disaster for the COVID-19 pandemic.
 - (vii) The assessment of disaster damage and response efforts during the drought response.
 - (viii) The preparation and distribution of the 2020/21 NDMC annual report to the requisite stakeholders in line with Section 24 of the DMA.
 - (ix) The drafting of memoranda of cooperation with key stakeholders.
 - (x) The Examination and Identification of Gaps in National Legislation in terms of the Application of Section 2(1)(b) of the DMA.
 - (xi) The understanding of the Efficiency and Gaps in the NDMF.
 - (xii) Substantive contribution in the Parliamentary led process of consultations and deliberations on the proposed Amendment of the DMA Bill. This Bill was not approved.
 - (xiii) Supported the DOC with policy, regulatory and legal inputs into various COVID-19 pandemic enquiries, legal disputes and PAIA requests.

2.2.1.3 Analysis of Legislative Compliance by the NDMC

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

2.2.1.4 Providing secretariat services to Disaster Management Institutional Structures

The Dir: PDRF provided secretariat services to the:

- a) National Disaster Management Advisory Forum (NDMAF)¹ which met quarterly (four times), as required, to discuss cross-cutting disaster management issues. The NDMAF is a technical forum in which national, provincial, local government and other disaster management role-players consult one another and coordinate their actions on matters relating to disaster management.
- b) Heads of Centres Forum² (HoCeF)² which met quarterly (four times), as required, to discuss cross-cutting administrative issues on disaster management. The HoCeF creates a platform for Heads of Centres (HoCs) to engage one another on operational matters about disaster management coordination towards advancing cooperative governance across the spheres of government.

2.2.1.5 Providing legislative support services to the NATJOINTS during the COVID-19 response

The Dir: PDRF supported the work done in the Legislative and Regulatory Matters Works Stream of the NATJOINTS established to coordinate the COVID-19 pandemic response. During the period under review, numerous Regulations and Directions were drafted, reviewed and gazetted. The Dir: PDRF also prepared and issued to disaster management stakeholders a weekly legislative update on Regulations and Directions issued (see Figure 11). The Dir: PDRF also provided support to the public, the private sector, sector departments, NGO's, civil organisations etc by responding to queries, complaints and proposals made in terms of the Regulations and Directions issued. A dedicated government webpage was kept active to provide information to the public

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

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

on the Regulations and Directions issued as well as on other important information see <https://www.gov.za/coronavirus/guidelines>.

Other support provided include the compilation of information relating to requests made in terms of the Promotion of Access to Information Act, 2000 (Act No. 2 of 2000) and information needed in terms of litigation brought against the Minister and the DCoG as a result of the Disaster Management Regulations made in terms of COVID-19.

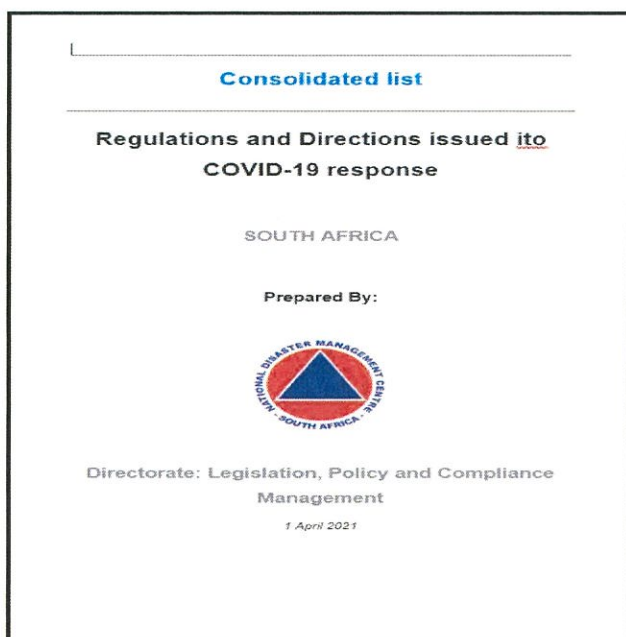


Figure 9: Weekly Consolidated list of Regulations and Directions issued to COVID-19 response

2.2.1.6 Legislative Development triggered by COVID-19

The Parliament of the Republic of South Africa issued a Media statement on 26 July 2021 on behalf of the Portfolio Committee on Cooperative Governance and Traditional Affairs (CoGTA) calling for public comments in response to a Private Member's Bill, the DMA Bill proposed by a Member of Parliament, Dr Petrus Groenewald of the Freedom Front Plus (FFP). The Bill subsequently sought to amend the DMA, 2002, so as to:

- amend the duration of a state of disaster to provide that any action/s taken

- as a result of a declaration of a state of disaster is only effective prospectively;
- to provide that only the National Assembly, provincial legislature or council of a municipality may resolve to extend a national, provincial, or local state of disaster respectively,
- to provide for the duration of the extension;
- to provide for the requisite majorities required in the National Assembly, provincial legislature and council of a municipality in order to extend a national, provincial or local state of disaster respectively;
- to amend the provisions dealing with the lapsing of a national, provincial, or local state of disaster, the termination of the regulations and by-laws made in terms of it as the case may be; and
- to provide for matters connected therewith.
- The Committee conducted stakeholder engagement between 7 September 2021 and 16 February 2022. From the submissions, consultations and deliberations, it was clear that most of the stakeholders were in support of the Amendment of the Bill, however the Bill was not approved.

2.2.1.7 Policy and Regulatory Review: Examination and Identification of Gaps in the National Legislation in terms of the Application of Section 2(1)(b) of the DMA 2002.

In a quest to improve policy outcomes and positive impact, the NDMC continues to analyse and review the application of the DMA in different contexts. A an ongoing process of examining and identifying gabs in the national legislation in terms of the application of section 2(1)(b) of the Act has commenced. Mainly to identifying all relevant legislation that would be applicable in an occurrence of a disaster and understand how these will assist political and administrative leadership to be correct in interpretation and proper application of the DMA. Given the evolution of governance and nature of disasters, the preliminary analysis does point to some areas of inadequacy of national legislation, where within the current scope and definition of a disaster does not fully provides for the comprehensive and lawful action to be taken in terms of the DMA. The findings of the project are critical in improving the effective application of the legislation (rules, regulations and codes) during occurrence of disasters.

2.2.1.8 Policy and Regulatory Review: Analysis of the Efficiency and Gaps of the NDMF, 2005.

The nature of policy development and implementation provides for space for periodical reviews of policy performance. Given that NDMF was first promulgated in 2005 and amended 2015, to address emerging challenges that have been experienced since its promulgation, to support the effective implementation of the DMA in line with national and global commitments. Against this background, the NDMC, has embarked on an exercise which is focused on determining the efficiency of the NDMF at promoting implementation, identify and report on the implementation gaps that may exist following the amendments. The project is a three-year project ending in March 2023 and is implemented in three phases, with the first phase (2019/20) and second phase (2020/21) already completed, currently the process is in phase three (2022/23) which is the last phase.

2.3 CHIEF DIRECTORATE: DISASTER RISK REDUCTION PLANNING AND RESPONSE COORDINATION

The Chief Directorate: Disaster Risk Reduction, Planning and Response Coordination (CD: DRRPRC) develops and implements disaster management operational systems, mobilises resources for disaster intervention measures from relevant organs of state and make provisions for the allocation of disaster response, relief and rehabilitation funding when a disaster has occurred. The Chief Directorate has a staff complement of eight officials (which includes three DBSA contract staff) and it comprises two directorates, which are Disaster Risk Reduction and Planning (DRRP) as well as Disaster Response Coordination (DRC).

2.3.1 Directorate: Disaster Risk Reduction and Planning

The main objective of the Dir: DRRP within the NDMC is to facilitate and provide support and guidance in the preparation of DMPs by organs of state and relevant entities, as well as to facilitate the implementation of DRR measures within the organs of state across the spheres of government. These measures include risk prevention, mitigation and emergency preparedness. The activities of the Directorate for the year under review focused on the:

- a) Submission of plans to the NDMC in terms of Sections 25, 38, 52 and 53 of the DMA. The Directorate developed a database of DMPs. To date, the NDMC has a total of one hundred and fifty-one (151) disaster management plans, out of

which fourteen (14) is from national sector departments, nine (9) from provincial government, eight (8) from provincial sector departments, seven (7) from Metropolitan municipalities, forty (40) from district municipalities, sixty-eight (68) from local municipalities and five (5) from public entities.

- b) Assessment of fourteen (14) DMPs and supported four (4) National Sector Departments in the development of their DMPs.
- c) Evaluating the implementation of plans in the technical task team.
- d) Facilitation of integration of DRR and Climate Change adaptation into planning.
- e) Preparation of seasonal contingency plans for summer, winter and the COVID-19 Pandemic Response Plan.

Details of these activities are set out in Chapter 5.

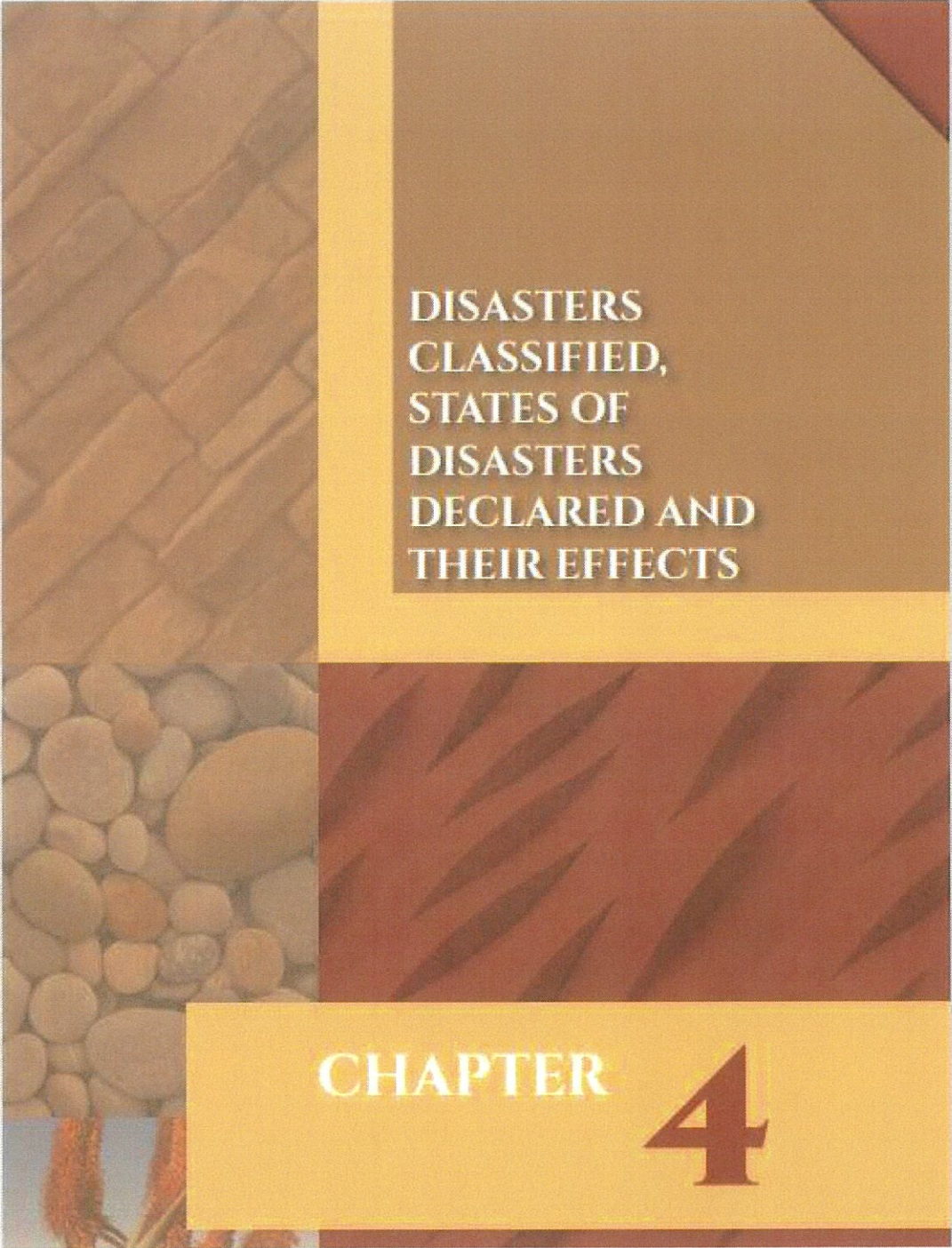
2.3.2 Directorate: Disaster Response Coordination

The Directorate: Disaster Response Coordination (Dir: DRC) comprises a Director, a Deputy Director and a Senior Administrative Officer that are permanent staff. The Directorate was further supported through the NDMC Disaster Operation Centre (DOC) by 2 Deputy Directors and 2 Assistant Directors. The primary responsibilities of the directorate are as follows:

- (i) Disaster assessments, verification of occurrences, coordination of disaster classification processes and reporting.
- (ii) Coordination of disaster response, recovery and rehabilitation measures.
- (iii) Monitoring and evaluation of the implementation of disaster intervention measures.
- (iv) Strategic support and guidance to stakeholders on disaster response measures in the country.

2.3.2.1 Coordination of Disaster occurrences in the Country

The DCoG through the NDMC continued to coordinate relevant stakeholders regarding disaster occurrences in relevant provinces. Details of these activities are set out in Chapter 4.



DISASTERS
CLASSIFIED,
STATES OF
DISASTERS
DECLARED AND
THEIR EFFECTS

CHAPTER **4**

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

4.1 INTRODUCTION

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

4.2 CLASSIFICATION OF DISASTERS AND THE DECLARATION OF STATES OF DISASTER

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

- (i) Formally determine that a disaster exists.
- (ii) Assign primary responsibility to a particular sphere of government for the coordination³ and management⁴ of the disaster.
- (iii) Ensure that a sphere of government is accountable for the disaster; and
- (iv) Enable organs of state in other spheres to assist the sphere having primary responsibility, to deal with the disaster or its consequences.

The Head of the National Centre, by the powers assigned by section 12 of the DMA, in terms of section 23(1)(b), is responsible to classify a disaster as a local, provincial or national disaster.

Following the classification of a disaster, the declaration of states of disaster sometimes undertaken by the executive of the spheres of government to whom primary responsibility to manage and coordinate the disaster has been assigned to deal with those disasters where:

- (i) The existing legislation and contingency arrangements are inadequate to effectively deal with a local, provincial or national disaster, or
- (ii) Other special circumstances warrant the declaration of a state of disaster. In such instances, the executive or council declares a local, provincial or national state of disaster to augment the existing legislation and contingency arrangements, using directives and or Regulations⁵.

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

Where necessary and applicable, the NDMC classified occurrences as disasters as per section 23 of the DMA as well as advised on the declaration of states of disasters by the relevant executive as per sections 27, 41 or 55 of the DMA. **Figure 40** sets out the disasters classified and states of disasters declared during the reporting period.

Area	Type of disaster	Classification Details	Details of declaration of state of disaster
National	Communicable disease (COVID-19)	<p>Classification of COVID-19 pandemic as a national disaster published (GN 312 in GG 43096 of 15 March 2020) (p3)</p> <p>Revocation of COVID-19 pandemic as a national disaster published (GN R.1992 in GG 46199 of 5 April 2022) (p3)</p>	<p>Declaration of a national state of disaster published in GN 313 in GG 43096 of 15 March 2020 extended to 15 April 2021 (GN R193 in GG 44256 of 11 March 2021) (p3).</p> <p>Declaration of a national state of disaster published in GN 313 in GG 43096 of 15 March 2020 extended to 15 May 2021 (GN 333 in GG 44447 of 14 April 2021) (p3).</p> <p>Declaration of a national state of disaster published in GN 313 in GG 43096 of 15 March 2020 extended to 15 June 2021 (GN R424 in GG 44574 of 14 May 2021) (p3).</p> <p>Declaration of a national state of disaster published in GN 313 in GG 43096 of 15 March 2020 extended to 15 July 2021 (GN R493 in GG 44692 of 11 June 2021) (p3).</p> <p>Declaration of a national state of disaster published in GN 313 in GG 43096 of 15 March 2020 extended to 15 August 2021 (GN R611 in GG 44839 of 12 July 2021) (p3).</p> <p>Declaration of a national state of disaster published in GN 313 in GG 43096 of 15 March</p>

		<p>2020 extended to 15 September 2021 (GN R733 in GG 44986 of 12 August 2021) (p3).</p> <p>Declaration of a national state of disaster published in GN 313 in GG 43096 of 15 March 2020 extended to 15 October 2021 (GN R897 in GG 45155 of 12 September 2021) (p3).</p> <p>Declaration of a national state of disaster published in GN 313 in GG 43096 of 15 March 2020 extended to 15 November 2021 (GN R1031 in GG 45313 of 13 October 2021) (p3).</p> <p>Declaration of a national state of disaster published in GN 313 in GG 43096 of 15 March 2020 extended to 15 December 2021 (GN R1501 in GG 45485 of 13 November 2021) (p3).</p> <p>Declaration of a national state of disaster published in GN 313 in GG 43096 of 15 March 2020 extended to 15 January 2022 (GN R1598 in GG 45633 of 10 December 2021) (p3).</p> <p>Declaration of a national state of disaster published in GN 313 in GG 43096 of 15 March 2020 extended to 15 February 2022 (GN R1672 in GG 45754 of 14 January 2022) (p3).</p> <p>Declaration of a national state of disaster published in GN 313 in GG 43096 of 15 March 2020 extended to 15 March 2022 (GN R1758 in GG 45921 of 14 February 2022) (p3).</p> <p>Declaration of a national state of disaster published in GN 313 in GG 43096 of 15 March 2020 extended to 15 April 2022 (GN R1875 in GG 46042 of 14 March 2022) (p3).</p> <p>Declaration of a national state of disaster published in GN 313 in GG 43096 of 15 March 2020 terminated on 4 April 2022 (GN R1988 in GG 46197 of 4 April 2022) (p3).</p>
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National	Strong winds and floods	Classification of strong winds and floods as a national disaster published (GN 90 in GG 44156 of 12 February 2021) (p3)	Declaration of a national state of disaster published in GN 117 in GG 44184 of 24 February 2021. Declaration of a national state of disaster published in GN 117 in GG 44184 of 24 February 2021 lapse 24 May 2021.
National	Drought	Classification of drought as a national disaster published (GN 638 in GG 44876 of 20 July 2021) (p3)	No Declaration of National State of Disaster was made
Provincial	Severe weather events	Classification of severe weather events as a provincial disaster published (GN 1023 in GG 45296 of 8 October 2021) (p3)	No Declaration of Provincial State of Disaster was made
National	Severe Weather Events	Classification of severe weather events as a national disaster published (GN R.1687 in GG 45789 of 19 January 2022) (p3)	No Declaration of National State of Disaster was made

Figure 40: Disasters classified and states of disaster declared within the 2021/22 financial year.

4.3 REFLECTION ON NATIONAL DISASTERS AND FUNDED INTERVENTIONS

The financial and non-financial performance reported is for disaster grant funding transferred by the NDMC from the Provincial Disaster Relief Grant (PDRG) to respective sector departments. A summary of the allocations is in **Figure 41** (below).

4.3.1 Drought

The drought conditions in South Africa persisted for a long period with the agricultural sector as one of the worst affected sectors. They sought assistance to mitigate the effects and impact of the drought and consultations were arranged with various stakeholders such as DALRRD, Agricultural Research Council (ARC) and provinces. DALRRD submitted a funding request from the PDRG for 7 provinces to mitigate the effects of the drought. The funding request was submitted by the DCoG to National Treasury for the release of funding from the PDRG in the 7 provinces. Approval was granted by National Treasury and the funds were subsequently released to the 7 Provincial Departments.

The cumulative expenditure reported is R127 257 000 which translated to 92 % of the total allocation of R 138 489 000. The National Treasury reported that only Limpopo Province was granted rollover to finalize the implementation of projects. Figure 51 depicts the allocation breakdown per province and financial performance (status on expenditure).

Province	Allocation R'000	Expenditure R'000	% Spent	Balance R'000
Eastern Cape	R 35 000	R34 030	97%	R819
KwaZulu-Natal	R 4 000	R3 750	94%	R250
Limpopo	R 18 640	R11 680	63%	R6 959
Mpumalanga	R 12 160	R11 695	96%	R465
Northern Cape	R35 689	R33 605	94%	R2 083
North West	R8 000	R7 950	99.3%	R50
Western Cape	R 25 000	R25 000	100%	R0
Grant Total	R138 489	R127 710	92.2%	R10 779

Figure 41: Total allocation breakdown and financial performance (status on expenditure): Provincial Departments of Agriculture (Drought).

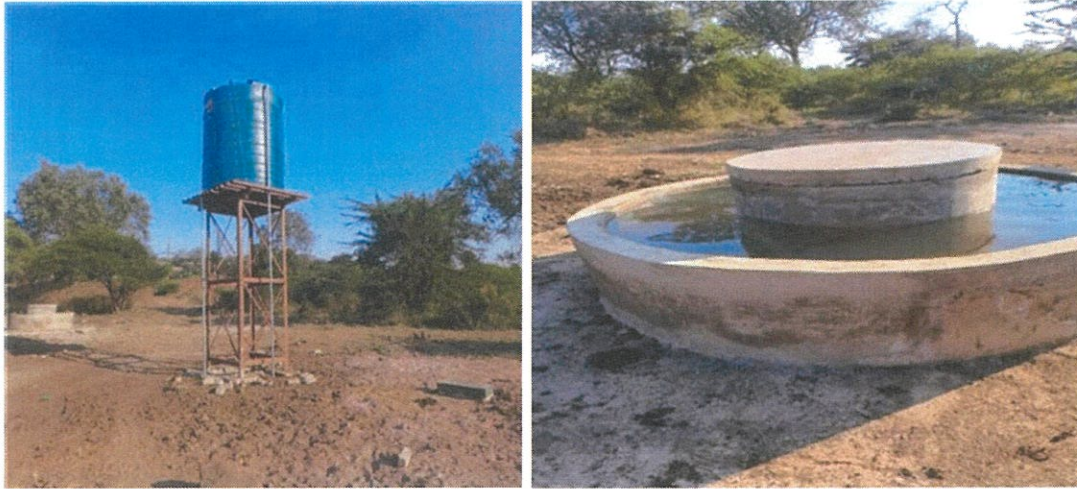


Figure 42: Makahlule project community livestock and Masia community livestock project

DCoG transferred an amount of R138 489 000 from Provincial Disaster Drought Relief Grant (PDRG) to the provincial Departments of Agriculture, Land Reform and Rural Development (DALRRD) to address the effects of drought. In the year under review, cumulative expenditure is at R127 710 000 which translates to 92.2% of the total allocation of R138 489 000. The implementation period lapsed on 31 December 2020, however National Treasury approved requests for extension for all six provinces who had not completed implementation by 31 March 2021. The NDMC convened a closeout meeting in May 2022.

Name of Province	Allocation R'000	Expenditure R'000	% Spent	Balance (Cumulative), R'000
Eastern Cape	R35 000	R34 030	97.2%	R819
Free State	-	-	-	-
Gauteng	-	-	-	-
KwaZulu-Natal	R4 000	R3 750	94%	R250
Limpopo	R18 640	R11 680	63%	R6 959
Mpumalanga	R12 160	R11 695	96%	R465
Northern Cape	R35 689	R33 605	94%	R2 803

North West	R8 000	R7 950	99.3%	R50
Western Cape	R25 000	R25 000	100%	R0
Grant Total	R138 489	R127 710	92%	R10 799

Figure 43: The breakdown of allocations and cumulative expenditure reported to date on Drought.

4.3.2 Flooding, Tropical Storm Eloise and summer seasonal rains

Initially, the Tropical Cyclone Eloise made its landfall within RSA on 24 January 2021 in KwaZulu-Natal, Limpopo and Mpumalanga and later affected other provinces. In line with the National Seasonal Preparedness Plan 2020 (NSPP), the NDMC proactively convened the NJFCC to coordinate an integrated multi-sectoral response to manage the effects of the storm. As part of protocol in disaster response, coordinating structures such as the NJFCC and the ICDM facilitated the activation of relevant systems and interventions. It is the same structures that the Minister used to monitor developments on the provisions of support and implementation of intervention measures by all stakeholders. The storm and heavy rainfall affected most provinces (see Figure 51 below) and caused damages to infrastructure and fatalities.

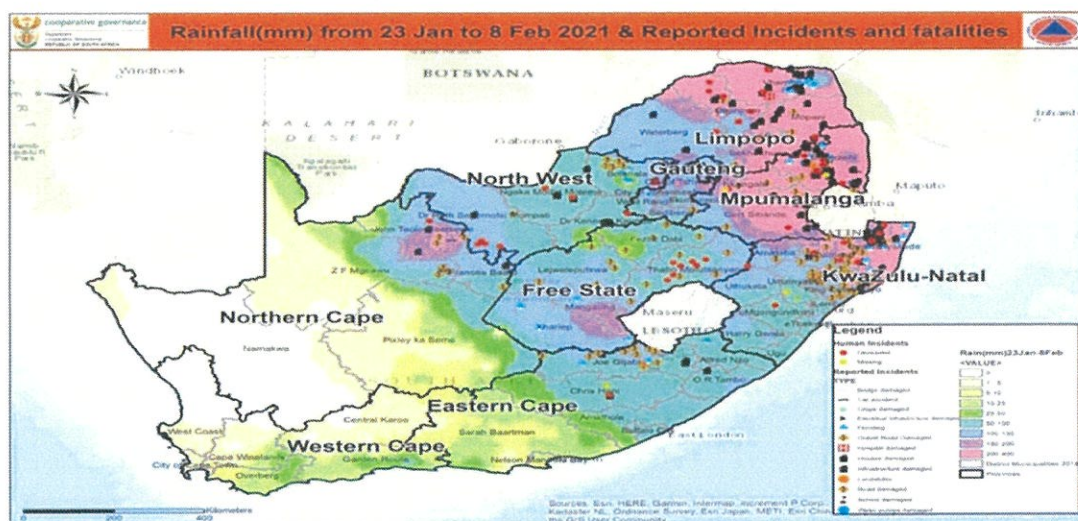


Figure 44: Spatial location of areas of damages and fatalities across the provinces.

The disaster response stakeholders included the Department of Social Development (DSD), the Social Security Agency (SASSA), the Department of Defense (SANDF), municipalities and social partners provided relief to communities that needed support.

Furthermore, the activation of structures such as the NJFCC and ICDM by CoGTA contributed significantly to an efficient, integrated, multi-sphere and multi-sectoral response. Again, SAWS played an important role in providing the early warnings to coordinating structures which formed the basis for a massive stakeholder and community mobilisation programme.

A key benefit to the vast amount of rain that fell as a result of the tropical storm was that the dam levels in the affected areas began to rise rapidly and, in many cases, dams not only reached full capacity but started to overflow. By early February 2021 surface water data showed that for the corresponding period with the previous year surface water increased by 25%. In support for implementing intervention measures (addressing damages) an amount of R 157 138 499 (R157.1 million) was released from the Municipal Disaster Relief Grant (MDRG) to 16 municipalities in the affected provinces, which are KZN, LP, NC and NW. The allocation was meant for reconstruction of damaged critical infrastructure in provinces. In the year under review, cumulative expenditure is at R131 059 000 which translated to 83% of the total allocation of R 157 138 000. Implementation period lapsed on 30 June 2022.

Province	Municipalities	Allocation R'000	Cumulative expenditure R'000	% Spent	Balance R'000
KwaZulu-Natal	Alfred Duma	R31 937	R30 655	96%	R1 282
Limpopo	Blouberg	R12 900	R12 876	99%	R24
	Lepelle-Nkumpi	R5 626	R5 617	99%	R759
	Molemole	R1 000	R1 000	100%	R0
	Polokwane	R2 600	R2 599	99%	R100
	Makhado	R26 000	R25 346	97%	R653
	Thulamela	R13 000	R10 529	81%	R2 472
	Collins Chabane	R26 000	R26 000	100%	R0
	Northern Cape	Magareng	R6 440	R0	0%
Sol Plaatjie		R1 015	R308	30%	R707
Phokwane		R6 456	R863	13%	R5 593
Kgatelopele		R1 838	R0	0%	R1 838
Gamagara		R7 000	R1 852	17%	R5 147
North West	Lekwa	R4 570	R4 570	100%	R0
	Teemaneng				
	Naledi	R4 393	R2 483	57%	R1 910
	Kagisano Molopo	R6 361	R6 361	94%	R0
Grant Total	16	R157 139	R131 059	83%	R26 925

Figure 45: Detailed provincial allocation breakdown and financial performance for Eloise.

The overall percentage of expenditure indicate that in most areas' rehabilitation work has commenced and in some areas rehabilitation projects have been completed. The few pictures below demonstrate progress that is being made.



Figures 46: Eltivillas project before rehabilitation



Figure 47: Malamulele section B and section C during rehabilitation



Figure 48: Makuleke culvert bridge project, in Collins Chabane Local Municipality

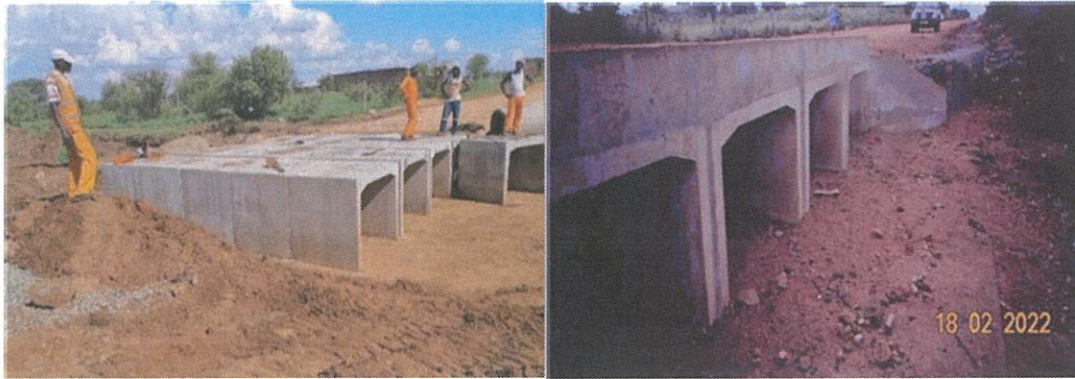


Figure 49: Makuleke culvert bridge during rehabilitation phase

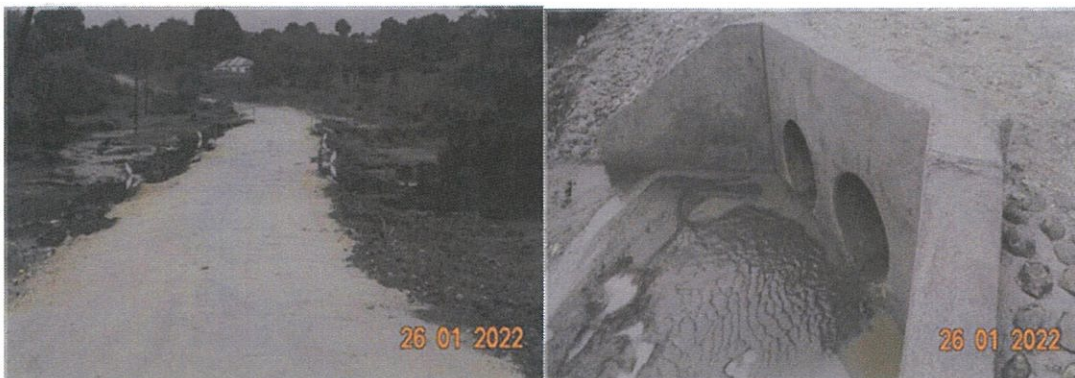


Figure 50: Tshikonelo gravel road rehabilitation

4.3.3 The COVID-19 Pandemic

In recent living memory, the COVID-19 pandemic was unprecedented and has in many ways significantly reconfigured how people live their lives. After two years of implementing a range measures, the country was still battling the spread of the COVID-19 global pandemic.

Following the classification of a national disaster and the declaration of a national state of disaster in mid-March 2020, the DMA became the mainstay regulatory framework to deal with the COVID-19 pandemic (i.e., Regulations and Directions) initially through the so-called hard lockdown but later through the Risk-Adjusted Approach which was aimed at ensuring a balance was maintained between saving lives and the maintenance of livelihoods. It has been used to respond to two waves of the pandemic that occurred in the year under review.



Figure 51: Risk-Adjusted Strategy and COVID-19 waves during 2021/22.

COVID-19 Structures and Institutional Systems played a critical role in coordinating the country’s response to COVID-19. The NCCC led by the President continued to coordinate and guide government response to the pandemic by all spheres of government and society. Structures such as the NATJOINTS, Presidential Coordinating Council (PCC) and MINMEC were tasked to provide overall coordination of response to COVID-19. The DCoG Minister continued to several chaired meetings with relevant Cabinet Members to discuss disaster management issues and more particularly impact of the legislative framework to deal with COVID-19. **Figure 52:** depicts the primary structures that were established to coordinate and guide all spheres of government and society’s responses to the pandemic.

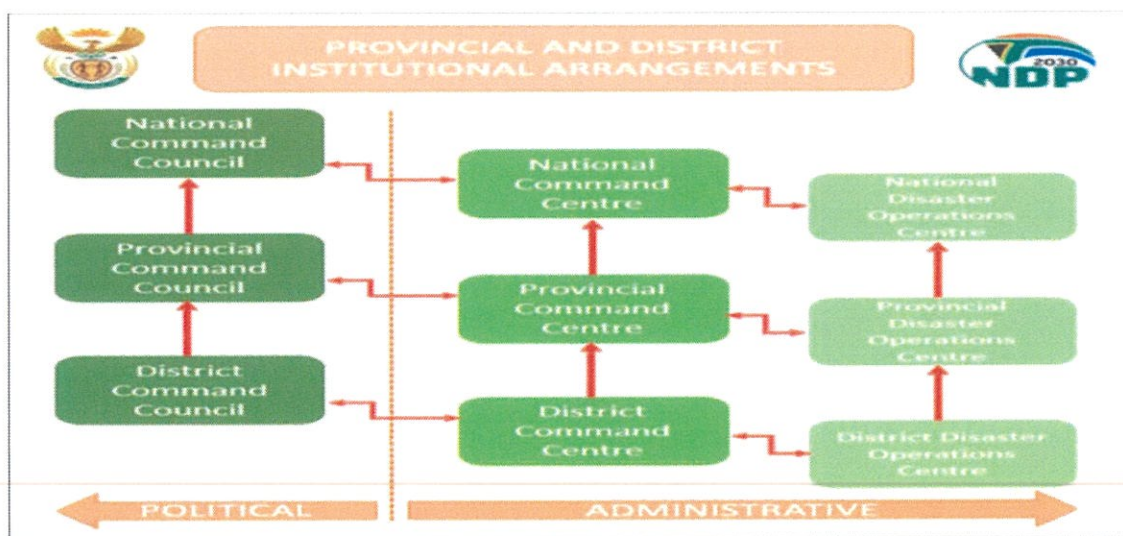


Figure 52: NATJOINTS as well as PROVJOINTS structures.

The structures that were established to coordinate the national response to the pandemic were overall successful. The NDMC DOC which continued to serve as an interface with the NATJOINTS and PROVJOINTS structures, this extended to the facilitation of the flow of information (reports) from districts and metros. The composition and 'location' of NATJOINTS made it possible for this structure to be effective in consultation, decision-making and communication of the national response to COVID-19. Using guidance from the Head of the NDMC on disaster management related matters various workstreams successfully dealt with an array of matters such as Border Control and Travel Restrictions; Economic; Social; and Legal and Regulatory matters. Furthermore, the leadership of the National Department of Health (NDOH) and the NDMC serving as the Chairperson of the Public Health Infections Containment Workstream, were central in the implementation of health control measures to curb the spread of the COVID-19 pandemic.

It is important to indicate that the Regulations, Directives and Notices that were issued in terms of Section 27(2) of the DMA, overall enabled all state agencies to take necessary steps and prevented an escalation of the pandemic and minimized its effects of the disaster. Furthermore, the NDMC through DOC received daily enquiries and inputs including various legal disputes and PAIA requests which DOC reported and recorded on weekly basis. Throughout the COVID-19 pandemic, the NDMC consulted, prepared and shared with stakeholders, regulatory measures issued, where necessary. This communication included liaison on the month-to-month extension of the National State of Disaster.

4.3.3.1 National Overview of COVID-19

Through the NDMC DOC, DCoG continued to coordinate responses to COVID-19 pandemic for provincial and local governments including activities related to the effects of other hazards and the implementation of interventions by organs of state within the country. On an ongoing basis, the DOC interacted with the PDMCs to receive progress updates on activities implemented to curb the spread of the COVID-19 pandemic. The DOC provided bi-weekly reports which informed the reviews and decision-making by the Minister. As of October 2021, the country remained at alert level 1.

During alert level 1 from 1 October 2021, the trends of the progression of the pandemic indicated a substantial decline, the frequency of meetings and reporting by COVID-19 institutional structures were also relaxed. As showed in Figure 56 below, the country recorded a significant decrease in active cases for this reporting period. Four provinces with the highest number of active cases are GP (5 135), KZN (2 960), NC (2 645) and FS (1 307).

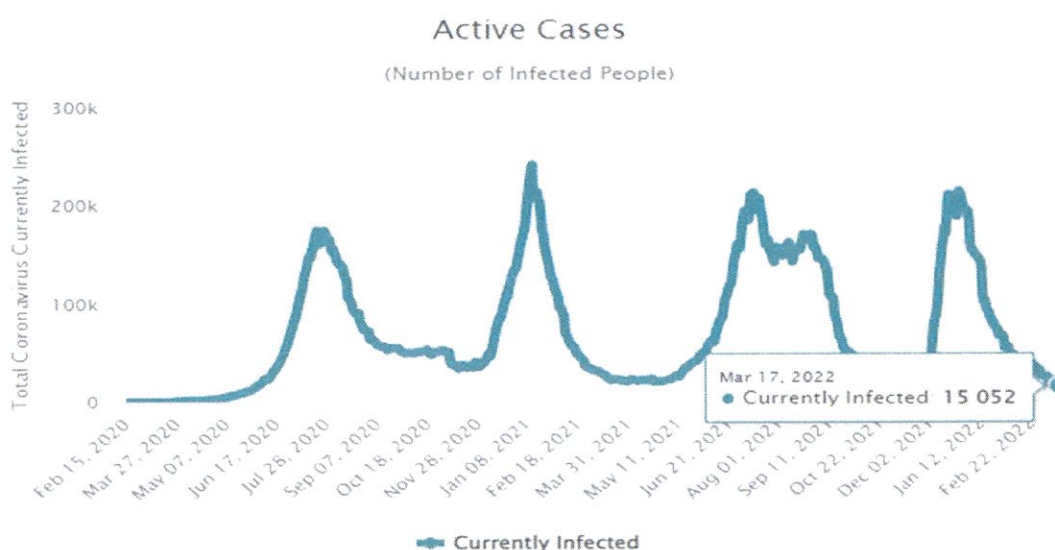


Figure 53: National Overview of COVID-19 pandemic infections as of 17 March 2022

As of 17 March 2022, the global cumulative COVID-19 cases stood at 466 544 318, recoveries stood at 398 168 581, while fatalities stood at 6 088 220 and active cases stood at 62 287 517. At this point, South Africa had moved to 26th position in terms of Global COVID-19 infections. In the continent, the total number of cumulative cases is 11 652 330, where South Africa continued to account for most of the cases at 31.7% of all cases reported. The national cumulative total of detected COVID-19 cases stood at 3 700 484 at the time of reporting (17 March 2022), with recoveries at 3 585 603 translating to a recovery rate of 96.9%. The COVID-19 pandemic-related fatalities stood at 99 829 with 15 052 active cases.

New Daily COVID-19 Cases from 1 April 2021 to 31 March 2022

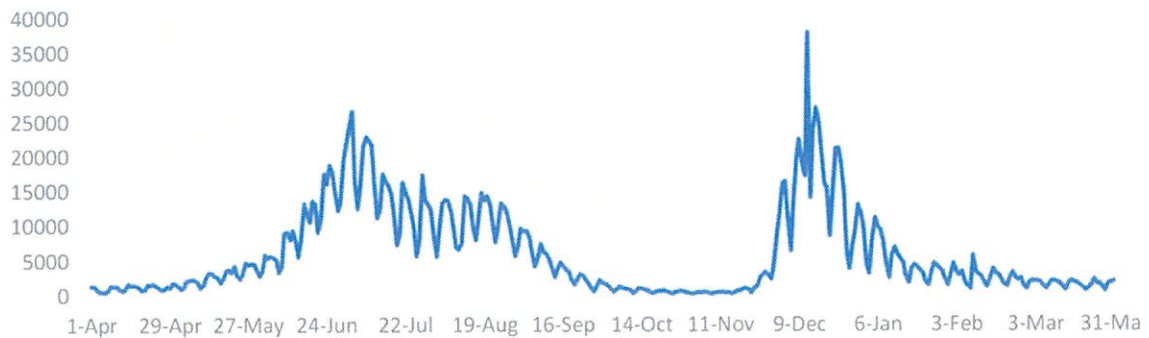


Figure 54: Overview of COVID-19 pandemic infections as of 31 March 2022

4.3.3.2 Total Financial Allocation and Performance (state of expenditure)

After the outbreak of the COVID-19 pandemic in 2020, collaboratively, the NDMC, National Treasury (NT) and Department of Health (DoH) received and processed (analysed) funding requests (submissions) implementation plans from provinces for intervention measures related to the COVID-19 outbreak.

Overall, the provinces requested an amount of R716 million however the NT recommended an amount of R466 392 000.00 (R466.3 million). Again, NT further converted an amount of R335 488 000.00 (R335.4 million) from the MDRG to the PDRG that had an amount of R131 000 000 (R131 million) to augment the shortfall within the PDRG. The purpose of funding allocation to the Provincial DoH was for the procurement of Personal Protective Equipment (PPEs) and ventilators. The cumulative expenditure is at R443 198 000 amounting to 95% of the total allocation of R466 392 000.

Figure 55 below provides a breakdown of allocations and financial performance (state of expenditure) per province.

Province	Allocation R'000	Expenditure R'000	% Spent	Balance R'000
Eastern Cape	R44 551	R44 551	100%	R0
Free State	R12 429	R12 426	99.9%	R3

Gauteng	R115 996	R115 996	100%	R0
KwaZulu-Natal	R138 918	R116 363	84%	R22 555
Limpopo	R42 449	R42 448	99.9%	R1
Mpumalanga	R33 993	R33 391	98.2%	R602
Northern Cape	R6 224	R6 224	100%	R0
North West	R18 540	R18 507	99.8%	R33
Western Cape	R53 292	R53 292	100%	R0
Grant Total	R466 392	R443 198	95%	R23 194

Figure 55: Total allocation and financial expenditure for COVID-19: Provincial Health; in the 2021/2022 financial year.

An amount of R150 970 000 (R151 million) released from the MDRG to 246 municipalities across the country. The purpose of the allocation was for implementation of intervention measures to address the effects of the COVID-19 pandemic within municipalities, specifically for the following actions:

- The provision of temporary sanitation (chemical toilets);
- The decontamination of specific selected public spaces, PPE & hygiene packs, Waste and refuse removal within municipalities.

In the year under review, the reported cumulative expenditure is R125 975 000 amounting to 83% of the total allocation of R150 970 000 for COVID-19 allocation. Five provinces i.e. FS, LP, MP and NW have spent more than 90% of their allocations with WC sitting at 100% expenditure while EC and GP reported an expenditure of 85 % respectively.

Province	No. of LM's allocated funds	Total Allocation R'000	Expenditure R'000	% spent	Balance R'000
Eastern Cape	37	R42 787	R36 396	85%	R6 391
Gauteng	8	R5 276	R4 084	77%	R1 192
Free State	22	R8 610	R8 580	99.6%	R30

KwaZulu-Natal	53	R47 499	R33 813	71%	R13 686
Limpopo	27	R14 579	R13 412	92%	R1 166
Mpumalanga	17	R9 596	R9 480	99%	R116
Northern Cape	31	R3 137	R742	24%	R2 395
North West	22	R11 559	R11 541	99.8%	R17
Western Cape	29	R7 927	R7 927	100%	R0
Total	246	R150 970	R125 813	83.3%	R25 157

Figure 56: Total allocation and financial expenditure for COVID-19: Municipalities, in the 2021/2022 financial year.

4.3.3.3 COVID-19 Country report

In partnership with Government Technical Advisory Centre (GTAC) and the National Research Foundation (NRF), the Department of Planning, Monitoring and Evaluation (DPME), conceptualised and produced of the 2021 COVID-19 Country Report and presentations. It has been very important for the country to record interventions that were executed. The thematic focus areas in the reports are as follows: leadership, governance, institutional arrangements; legal response and challenges, legal and regulatory responses, legal and human rights considerations; communication; the health sector; the education sector; the impact on vulnerable groups; gender equity; macroeconomic impact and policy; agriculture and food supply chain transport; tourism and leisure sectors; responses; international cooperation and infrastructure; civil society responses and cases studies on provincial and local government.

The Country report is an objective reflection which builds on the government-society collective action and commitment that characterised the COVID-19 pandemic national response. Mainly because it emanated from the WHO Independent Panel for the Pandemic Preparedness and Response (IPPPR) which used scientific data and wider

social participatory approach to consolidate such a reflection. This was basically a whole-of-society approach in dealing with the pandemic.

As a unique phenomenon, along with the devastation and uncertainty it brought, the COVID-19 pandemic challenged society and decision-makers. In South Africa, the national response to the COVID-19 pandemic was facilitated through the Risk-Adjusted Strategy (RAS) that was approved by Cabinet. It is through this RAS approach that the country implemented short-term interventions to the more medium-term measures. These measures enabled the country to identify the apex priorities and other vulnerabilities. As such, this country report underscores the learning (lessons) that continues to be gathered especially in the planning (setting up structures), investment of national capacity (i.e. Solidarity Fund) and the importance of improving on early warning systems (EWS) for effective response.

Overall, the Country Report underscores the potential (existing foundation for national resilience) that a successful partnership between government and society (academia, NGOs and business) could achieve. In addition, the report elevates the issues of a need and urgency of localising manufacturing of vaccines and drugs for improved preparedness and response against a range of diseases. Again, the quality of leadership, institutional commitment, consistent political oversight, improved public health infrastructure and communication proved essential in the implementation of the national response. Despite these positives, there were areas of deficiencies that were identified especially in data management systems and inadequate capacities at local government. These remain hazards until they are addressed for resilience and effective response. The South Africa COVID-19 Country report can be accessed from: <https://www.gtac.gov.za/Pages/COVID-Country-Report.aspx>.

4.3.3.4 COVID-19 Post-Disaster Review

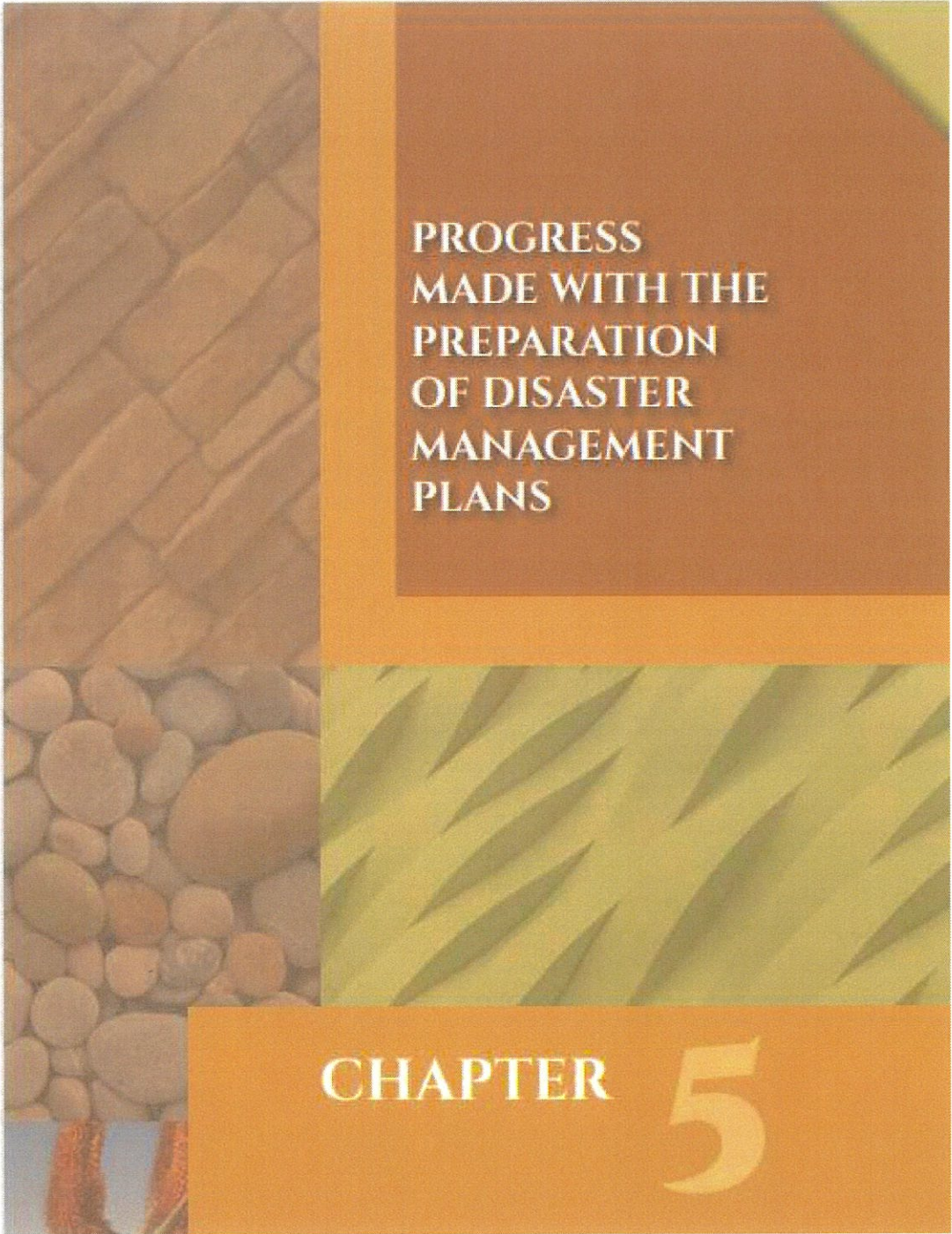
The Act and NDMF provide for the NDMC to conduct post-disaster reviews. Given that COVID-19 pandemic was classified as a national disaster, this meant that the NDMC had to commission a COVID-19 post-disaster review process. The process was funded by the UNDP and executed by a services provider. From the results of the review, it became apparent that until the COVID-19 pandemic happened, the assumption was that the existing Acts and policies on disaster management were

adequate. The pandemic has provided an opportunity for almost a full appreciation of the robustness and agility, of the Act and policies. Therefore, the lessons that emerged from the review are essential in refining DM policy and practice. **Figure 57** below presents a brief outline of findings and recommendations.

Findings	Recommendations
The disaster management function should be placed in a central or strategic office of an institution or state organ	For example, in the Office of the Municipal Manager at the municipal level and Office of Premier at the provincial level, etc
The workstreams at the national level and the cluster system seem to work exceptionally well especially in grouping experts around a shared challenge to save time during joint meetings. The UN On-Site Operations Coordination Centre (ASOCC), the rapid response system for coordinating international response activities, applies a cluster system consisting of 11 clusters	Depending on the hazard impact, it might be helpful for South Africa align its clusters approach to the UN clusters as far as possible, which are camp coordination and camp management; early recovery; education; emergency telecommunications; food security; health; logistics; nutrition; protection; shelter, water, sanitation and hygiene.
The Command Councils seems be a good initiative, since it provides political leadership a platform to support (strategic direction) the disaster response	A long-term official structure like the ICDM should also be utilised for strategic direction in future national disasters instead of a temporary structure such as the NCCC.
Reporting should be standardised and streamlined with the support of a geo-referenced reporting system	A standardised, geo-referenced reporting system will enable a single line of reporting with a single point of submission
Too many structures and parallel structures to disaster management created confusion. The Act and the NDMF should describe official structures for disaster management and be clear on who is responsible for coordination	For example, the use of the NatJOINTS at the national level was clear, but confusion exists at the municipal level. The use of the NatJOINT system created expectations and conflict, especially at the municipal level

<p>The country should consider adopting and implementing a standardised Incident Command System (ICS) for all disaster responses</p>	<p>Such a system will contain all the objectives of Unified Command, interoperable communication systems, standardised reporting, management by objectives, etc</p>
<p>There is a need for standard data capturing and storage system with guidelines articulating clear expectations and responsibilities</p>	<p>The NDMC needs to design and implement a system that will support the capturing of real-time data, including guidelines on data and interpretation</p>
<p>Improve capacity in PDMCs and municipalities to manage COVID-19 information. More skilled personnel working on COVID-19 data will ensure that information is easily accessible</p>	<p>An increase in capacity can be temporary during emergencies like these. Involvement of Volunteers such as disaster management students to assist with data collection and management of information is critical</p>
<p>There are deficiencies, unclear reporting lines which result in caused delays in timeous decision-making at various governance levels</p>	<p>DMCs need to assist (orientate and guide) all role players including traditional leaders, NGO's, etc to ensure consistency in reporting</p>
<p>There seems to be little accountability from Accounting Officers responsible for managing grant funds</p>	<p>Issuance of a directive that outlines roles and responsibilities of the Accounting Officers (including PDMC HOCs and municipal HOCs) in Disaster Grant Administration.</p>

Figure 57: Some Preliminary Findings and Recommendations on the COVID-19 post-disaster reviews

The book cover features a collage of textures and colors. On the left, there are vertical sections of a brick pattern, a stone pattern, and a close-up of red flowers. The right side is dominated by a large brown rectangle containing the title, and a green leaf pattern below it. At the bottom, a wide orange band contains the chapter number.

**PROGRESS
MADE WITH THE
PREPARATION
OF DISASTER
MANAGEMENT
PLANS**

CHAPTER 5

CHAPTER 5 PROGRESS MADE WITH THE PREPARATION OF DISASTER MANAGEMENT PLANS

5.1 INTRODUCTION

The main objective of the Directorate: Disaster Risk Reduction and Planning within the NDMC, is mainly to facilitate and provide support and guidance in the preparation of disaster management plans by organs of state and relevant entities, as well as to facilitate the implementation of DRR measures within the organs of state across the spheres of government. These measures include risk prevention, mitigation and emergency preparedness.

The DMA particularly, sections 25, 38, 39, 52 and 53 provides a legislative requirement for the organs of state to develop, regularly update and submit disaster management plans to the NDMC. The NDMF, particularly Key Performance Area 3 outlines planning and integration of core risk reduction principles aimed at prevention and mitigation of risks onto ongoing programmes and initiatives.

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

In this regard, it is important to coordinate and align the implementation of the DMPs of the districts/metros with those of other organs of state and institutional role-players through the context of the “One Plan” of the DDM. In terms of the Annual Performance Plan (APP) of DCoG, the NDMC was expected to facilitate and provide support to the development of 10 district municipal DMPs during the 2021/22 financial year.

This chapter seeks to report on the targets, progress and challenges experienced with regards to disaster management planning during the year under review.

5.2 SUBMISSION OF PLANS TO THE NDMC

Sections 25, 38, 39, 52 and 53 of the DMA, places explicit responsibility on organs of state, spheres of government and other institutional role players involved in disaster

management for the development and implementation of DMPs. It is a legislative requirement that once developed, these plans must be submitted to the NDMC. These plans should encompass strategies to prevent and reduce the risk of disasters; mitigate the severity or consequences of disasters; facilitate emergency preparedness; ensure rapid and effective response to disasters and post-disaster recovery and rehabilitation.

In order to monitor compliance with the above-mentioned stipulations, the NDMC has developed a database of DMPs. To date, the NDMC has a total of one hundred and fifty-one (151) DMPs, out of which fourteen are from national sector departments, nine (9) from provincial government, eight (8) from provincial sector departments, seven (7) from Metropolitan municipalities, forty (40) from district municipalities, sixty-eight (68) from local municipalities and five (5) from public entities.

5.3 DISASTER MANAGEMENT PLANS ASSESSED IN 2021/22

Following submission of DMPs by various organs of state (including municipalities), the NDMC develops the "municipal support schedule" in line with the APP project to "provide support to a number of municipalities in priority disaster areas to prevent, prepare and mitigate disaster risks through the implementation of the applicable DMPs". Furthermore, the NDMC assesses DMPs included in the municipal support schedule to check amongst others the following:

- Level of compliance with the DMA (sections 25, 38, 39, 52 and 53), other relevant legislative frameworks, policies and by-laws.
- Alignment with the guidelines on "development and structure of a disaster management plan" the NDMC developed in 2017.
- Whether these plans incorporate DRR and climate change adaptation measures for inclusion into sector programmes and projects as required for by the priorities and targets of the SFDRR.

During the 2021/22 financial year, the NDMC assessed 14 disaster management plans and feedback was provided to the relevant Municipalities and Provinces for consideration.

5.3.1 Assessed disaster management plans

- a) Ngaka Modiri Molema district municipality;
- b) Dr Kenneth Kaunda district municipality;
- c) Dr Ruth Segomotsi Mompati district municipality;
- d) Ehlanzeni district municipality;
- e) Vhembe district municipality;
- f) Sekhukhune district municipality;
- g) uMkhanyakude district municipality;
- h) Madibeng district municipality;
- i) uThukela district municipality;
- j) uMzinyathi district municipality;
- k) Department of Trade, Industry and Competition;
- l) South African Police Services (SAPS); and
- m) South African Defence Force

5.3.2 Municipalities and organs of state that were engaged on their DM plans

- a) Ehlanzeni district municipality;
- b) Vhembe district municipality;
- c) uThukela district municipality;
- d) uMzinyathi district municipality;
- e) uMkhanyakude district municipality;

5.3.3 Sector departments engaged on the development of disaster management plans

- a) Department of Justice and Constitutional Development;
- b) Department of Trade, Industry and Competition;
- c) South African Police Services; and
- d) Department of Traditional Affairs.

5.4 EVALUATION OF THE IMPLEMENTATION OF PLANS AND STRATEGIES

There is common observation and concern that there are gaps with regards to mainstreaming DRR into Municipal IDPs. Most plans are not informed by comprehensive disaster risk assessments as prescribed by the NDMF and hence do not employ fit-for purpose DRR measures to address the risks posed by the prevalent hazards within particular or specific geographic spaces. To that effect, most

municipalities experience the recurrence of devastating disaster incidents with huge socio-economic implications on the households, businesses and government. This is despite numerous communiques and reminders in the form of circulars done by the Director-General of the department, urging organs of state to ensure they develop, review, update their DMPs and submit them to the NDMC.

The NDMC developed the "Support Plan" to guide organs of state to develop, update and review their DMPs. Guidelines on the integration of DRR into IDPs and DDM-One Plans of each District and Metropolitan Municipalities were also developed. Both tools will be rolled out in all provinces over the 2022/23 financial year.

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

5.5 FACILITATION OF INTEGRATION OF DRR AND CLIMATE CHANGE ADAPTATION INTO PLANNING

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

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

DRR into IDPs to guide municipalities in integrating risk reduction measures in funded plans.

The NDMC is participating in the Steering Coordinating Committee on Ecosystem-Based Adaptation led by the Department of Forestry, Fisheries and Environment (DFFE). This committee was established to conceptualise projects and coordinate the implementation of projects to mitigate the effects of climate change across the country. The NDMC has also participated in the assessment of the Climate Change Response Plans of various district municipalities, a project also driven by DFFE.

The common objective of mainstreaming CCA and DRR efforts is ultimately to build resilience of people, economies and protect natural resources against impacts of extreme weather. It is therefore imperative that all spheres of government and sectors incorporate CCA and DRR in the development of disaster management plans.

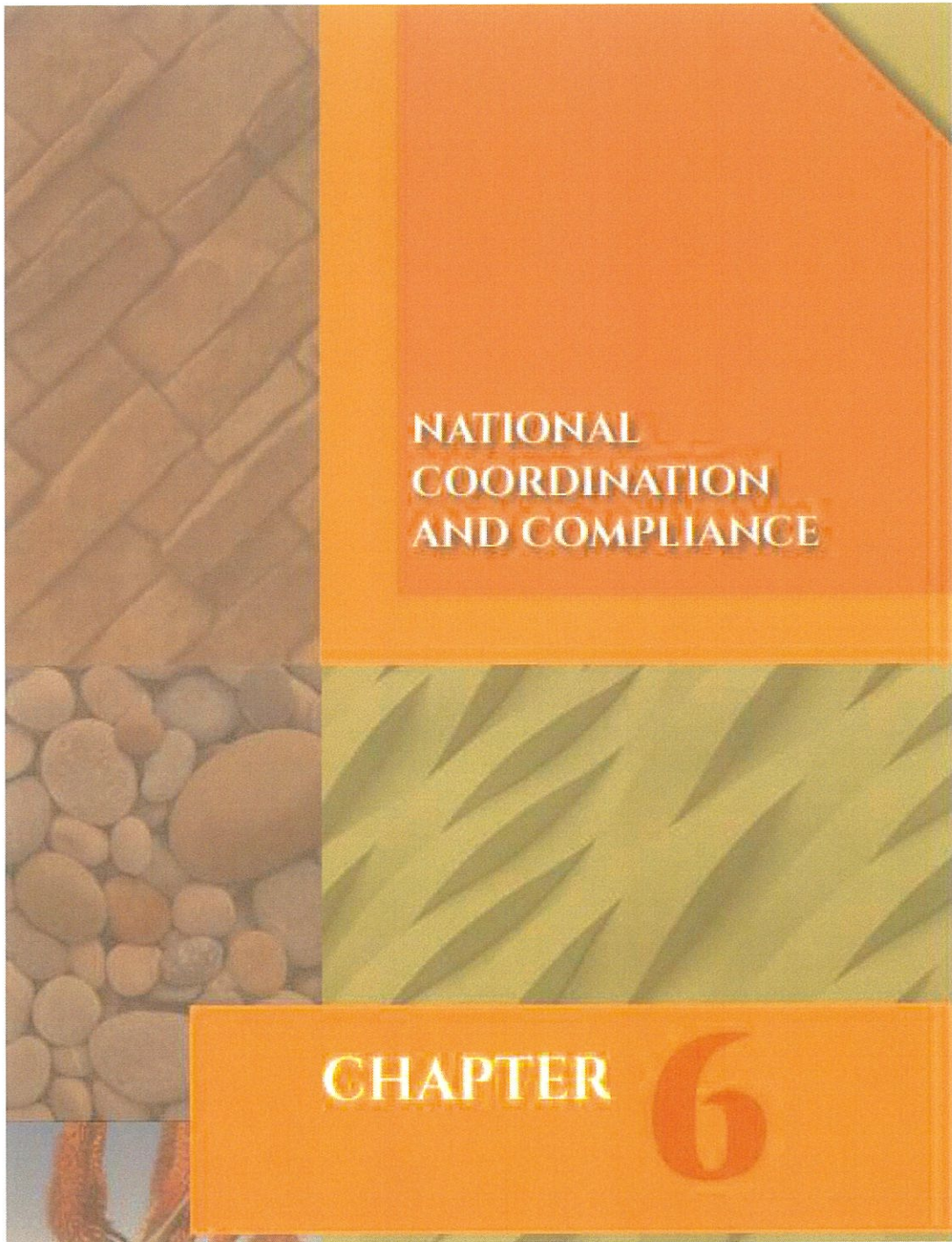
5.5 PREPARATION OF SEASONAL CONTINGENCY PLANS

The fact that the country is prone to a variety of natural hazards and related disasters amongst others, drought, floods, fires and epidemics and this calls for the development of seasonal contingency plans. The purpose of seasonal contingency plans is to provide a high-level, strategic and unifying framework that outlines measures needed to assist the country to deal with any emergency related to extreme seasonal hazards through effective prevention, mitigation, emergency preparedness, response and recovery. The plan follows a multi-hazard approach towards the implementation of emergency preparedness actions, while also strengthening inter-sectoral collaboration across relevant government sectors, the private sector and civil society.

The following contingency plans were developed by the NDMC for the financial year 2021/2022:

- a) National Contingency Plan for 2021 Summer Season
- b) National Contingency Plan for 2021 Winter Season

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



CHAPTER 6: NATIONAL COORDINATION AND COMPLIANCE

6.1 INTRODUCTION

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

6.2 NATIONAL DISASTER MANAGEMENT COORDINATION

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

The NDMC is the principal functional unit for national disaster management coordination that is responsible for guiding and developing frameworks for the government's disaster management policy, legislation, facilitating & monitoring implementation and facilitating & guiding cross-functional and multidisciplinary disaster management activities among stakeholders. To achieve this, the NDMC, among its other responsibilities, must establish and maintain institutional arrangements, namely the ICDM and NDMAF that enables the implementation of the multi-governmental provisions of the DMA. **Figure 58** illustrates how the national operating model places the NDMC in the center of the disaster management value-

chain and depicts the role each structure and organisation plays in meeting the delivery needs in terms of disaster management.

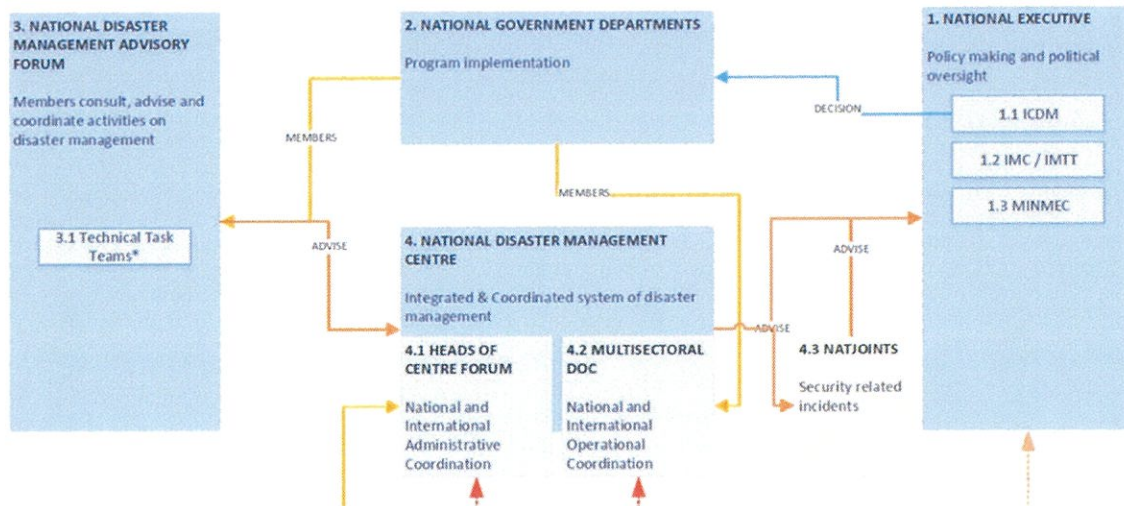


Figure 58: Link among disaster management institutional structures.

The NDMF in KPA 1 indicates that the NDMC not only advises the ICDM and the NDMAF but also provides secretarial support to the NDMAF. It is here that the organisational link between the NDMAF, the NDMC and ICDM is relevant to the efficiency of the institutional structure. The secretariat role described by the NDMF, therefore, goes beyond taking minutes of the structure. The secretariat role is defined in the literature as involving the officials or office entrusted with the administrative duties of the forum, maintaining its records, dealing with appointments and overseeing or performing secretarial duties. The model also indicates that the NDMC may advise the NATJOINTS on security-related incidents. During the COVID-19 pandemic, the NDMC played a key role in advising the NATJOINTS through participating and leading in its workstream structures and supporting the Directors-General Forum and the NCCC.

Coordination of and efficient functioning of institutional structures 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 59** is adapted to show how the broad groups of institutional structures interact.

In this regard, the national operating model also places the PDMCs and MDMCs in the center of the disaster management value chain within their respective spheres of government and depicts the role each structure and organisation plays in meeting the

delivery needs in terms of disaster management. Figure 54 also indicates how coordination is achieved vertically in the disaster management value chain.

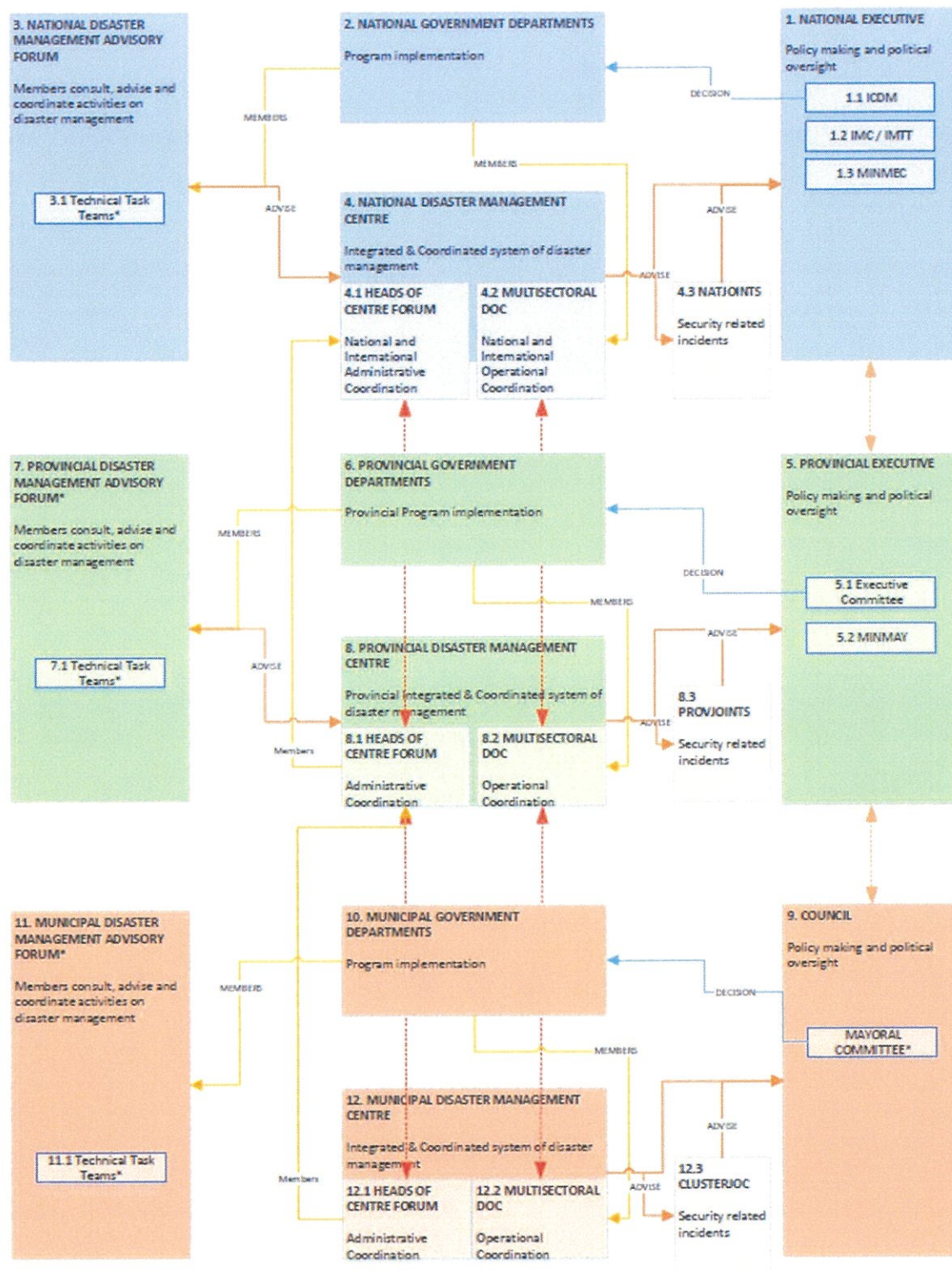


Figure 59: Institutional structures' coordination across the three spheres of government.

6.2.1 Inter-Ministerial committee on disaster management

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

Minister of Cooperative Governance and Traditional Affairs, as chairperson by the assignment of the DMA to the Minister by the President.

- (i) Minister of Department of Agriculture, Rural Development and Land Reform
- (ii) Minister of Department of Forestry, Fisheries and the Environment.
- (iii) Minister of Department Basic Education.
- (iv) Minister of Defense and Military Veterans.
- (v) Minister of the Department of Mineral Resources and Energy.
- (vi) Minister of Finance.
- (vii) Minister of Department of Health.
- (viii) Minister of Higher Education and Training.
- (ix) Minister of Home Affairs.
- (x) Minister of Human Settlements.
- (xi) Minister of Department of International Relations and Cooperation.
- (xii) Minister of Mineral Resources.
- (xiii) Minister of Police.
- (xiv) Minister in the Presidency.
- (xv) Minister of Public Works.
- (xvi) Minister of Department of Rural Development and Land Reform.
- (xvii) Minister of Department of Social Development.
- (xviii) Minister of Department of Transport.
- (xix) Minister of Department of Water and Sanitation.
- (xx) MEC for Cooperative Governance as selected by the Premier of the Eastern Cape.

- (xxi) MEC for Cooperative Governance and Traditional Affairs and Human Settlements as selected by the Premier of the Free State.
- (xxii) MEC for Cooperative Governance and Traditional Affairs and Human Settlements as selected by the Premier of Gauteng.
- (xxiii) MEC for Cooperative Governance and Traditional Affairs as selected by the Premier of KwaZulu-Natal.
- (xxiv) MEC for Cooperative Governance, Human Settlements and Traditional Affairs as selected by the Premier of Limpopo.
- (xxv) MEC for Cooperative Governance and Traditional Affairs as selected by the Premier of Mpumalanga.
- (xxvi) MEC for Local Government and Human Settlements as selected by the Premier of North West.
- (xxvii) MEC for Cooperative Governance, Human Settlements and Traditional Affairs as selected by the Premier of the Northern Cape.
- (xxviii) MEC for Local Government, Environmental Affairs and Development Planning as selected by the Premier of the Western Cape

The ICDM must give effect to the principles of cooperative governance, is accountable to Cabinet on the coordination of disaster management among the spheres of government and must advise and make recommendations to Cabinet on issues relating to disaster management. The ICDM met on several occasions during the COVID-19 pandemic to discuss key aspects of the Disaster Management Regulations to be issued and advised the NCCC and Cabinet on the regulations to be issued.

Many parts of the country have been experiencing summer rains since November 2021 and have experienced flooding which resulted in fatalities, and infrastructure damages mostly within the roads, education, health and human settlements sectors. During this period the ICDM took a more practical and operational approach to coordinate and manage the integrated response to the disaster in line with the summer preparedness plan. The ICDM met twice in the 2021/22 financial year and these were Special ICDM meetings that were held on 11 and 24 January 2022. These meetings were scheduled to discuss developments regarding the disastrous weather-related events that took place in the country. The ICDM received reports from the respective national departments and provinces affected by the heavy rains and made decisions regarding the management and coordination of the response to the occurrence. During

the deliberations, the basis for the classification of the occurrence as a national disaster and the declaration of a national state of disaster was also shared. Whilst a state of disaster was declared, the need to augment existing legislation with regulations issued under Section 27 of the DMA was not identified. Once the weather system had cleared in the country and the applicable support was provided, the state of disaster was allowed to lapse. Members of the ICDM expressed their satisfaction with the work performed, the functioning of the ICDM, the NDMC and other organs of state.

It is prudent to note that disaster management matters are also tabled and dealt with in meetings of the MINMEC at COGTA where it is appropriate to do so.

6.2.2 National Disaster Management Advisory Forum

The NDMAF was established according to Section 5 of the DMA. 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.

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

- a) 10 June 2021.
- b) 09 September 2021.
- c) 09 December 2021 and
- d) 10 March 2022.

The documents of this Forum are kept on a central portal for ease of access to members. A summary of the key issues discussed at the NDMAF meetings in the reporting period is outlined in **Figure 60**.



Figure 60: Summary of issues for noting from the NDMAF Meetings

6.2.3 Heads of Centres' Forum

HoCeF meetings preceded the NDMAF which creates a platform for HoCs to engage one another on operational and strategic matters on disaster management coordination to advance cooperative governance across the spheres of government. During the year under review, the HoCeF met quarterly, on:

- a) 09 June 2021.
- b) 08 September 2021.
- c) 08 December 2021 and
- d) 09 March 2022.

A summary of the key issues discussed at the HoCeF meetings in the reporting period is outlined in **Figure 61**.

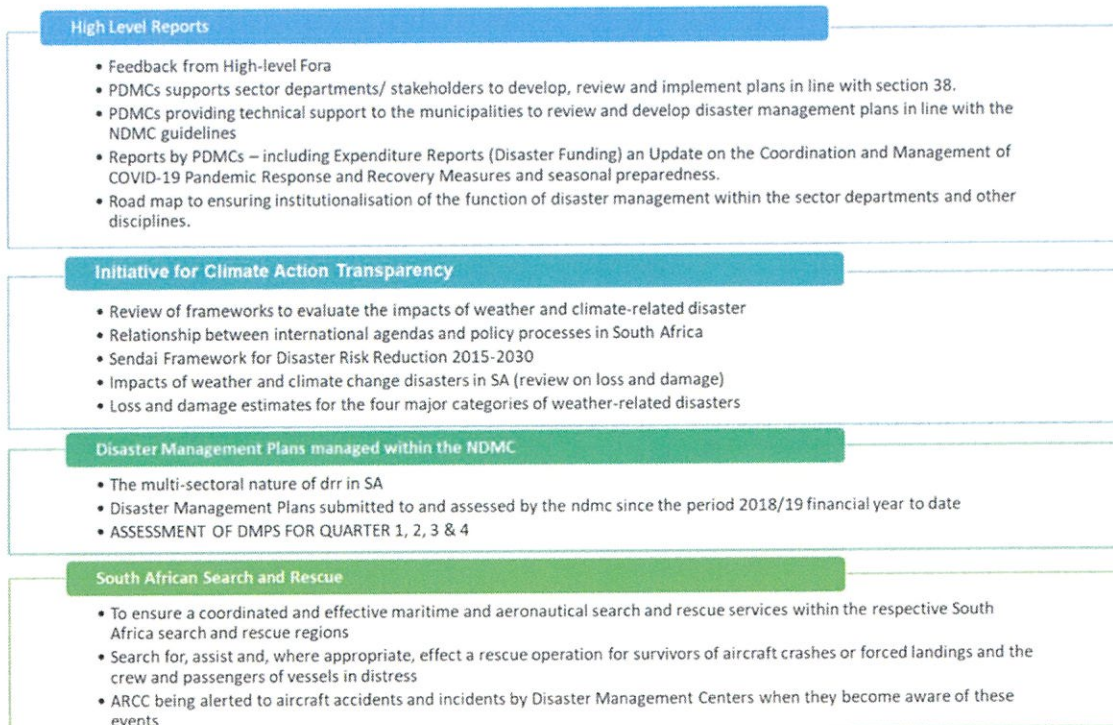


Figure 61: Summary of issues for noting from the HoCeF Meetings.

6.2.4 Technical Task Teams

In coordinating DRM planning, the NDMF empowers the Head of the NDMC to convene meetings of planning groups, Technical Task Teams (TTTs) and key personnel from line departments for integrated and coordinated planning. An overview of issues for implementation from the TTTs that took place during this reporting period is summarised in **Figure 62**.

<p>09 Apr 2021 21 Apr 2021 13 May 2021 14 Jul 2021 30 Sep 2021 17 Jan 2022 20 Jan 2022 21 Feb 2022</p>	<p>NJFCC</p>	<ul style="list-style-type: none"> ▪ NDMC to Share National Seasonal Contingency Plan with members of National Joint Floods Coordination Committee ▪ NDMC to circulate the draft document for inputs by committee members on the "Terms of Reference for the Constitution of Multi-Sectoral Teams" to support the intervention measures within affected provinces and district municipalities ▪ PDMCs were to share list of existing institutional structures for alignment with the multi-sectoral teams. ▪ National sector departments to share detailed reports on damages experienced as well as the support provided/intended across all the affected provinces ▪ Municipal Infrastructure Support Agency (MISA) to provide the NDMC with an action plan on support (technical support or resource-based) that will be rendered to the affected provinces and districts. ▪ Comprehensive reports (including quantification of costs, interventions rendered and planned) to be compiled and DALRRD to facilitate the submission of the report to the NDMC. ▪ GCIS to provide a report on intervention measures undertaken in relation to the enhancement of communications (safety and awareness programmes).
<p>08 Jun 2021 07 Sep 2021 03 Dec 2021 07 Mar 2022</p>	<p>EWTT</p>	<ul style="list-style-type: none"> ▪ The Terms of Reference for the EWTT have been reviewed and need to be recirculated to team members for comments and additions ▪ Sector departments to present in this Task Team need to relook at their areas of taskings and indicate if these will remain the same. ▪ Seasonal profile to be distributed to all EWTT members for every season ▪ CGS/ NDMC to decide on dates for the 2021 workshop and establish a planning team. ▪ SAWS to provide feedback on the latest Tsunami Test and confirm finalisation of actions for the next Tsunami test.

		<ul style="list-style-type: none"> ▪ NDMC to make the focus simpler in terms of the seasonal weather so as to engage with Eskom before the NDMAF. ▪ Change for 2022: SAWS, DWS and Eskom. Institutional input and role in the 2022/23 TT will be configured to speak to the seasonal profile and drought matters. Other hazards will be incorporated as it becomes relevant in the financial year. ▪ A sequence of all sector department in terms of reporting to the Advisory Forum is proposed.
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Figure 62: Overview of issues noted for implementation.

6.2.5 National Joint Drought Coordination Committee

The NJDCC continued to function with the main objective of ensuring well-integrated and coordinated planning, response and recovery efforts by the relevant sectors, state-owned entities, government agencies and private sectors in addressing the drought conditions in the country. The NIDROP for South Africa guided the operations of the NJDCC for the organs of state to address drought and water shortage conditions within the country.

6.2.6 National Joint Flood Coordination Committee

The NJFCC continued to function with the main objective of ensuring well-integrated and coordinated planning, response and recovery efforts by the relevant sectors, state-owned entities, government agencies and private sectors in addressing the floods in the country. The NJFCC coordinated flooding related matters particularly regarding the floods caused by Tropical storm Idai and the summer rainfall.

6.2.7 National Disaster Management Planning Technical Task Team

The purpose of the NTTTT is to address multi-agency coordination needs in terms of DRR and planning. It also serves as a platform for mutual consultation between disaster management practitioners and other stakeholders on all activities relating to Disaster Management Planning and to some extent, on disaster response and recovery. This arrangement ensures that there is always coherent, transparent and integrated Disaster Management Planning, which includes timely and effective response to incidents and disasters and ensures an effective recovery through the build-back better approach as espoused in the SFDRR. The ToR was also developed

to guide the operations of the TTT. This ToR outlines the key areas of the TTT engagements as they touch on the following fundamental aspects on which the team members consult one another:

- i. Provide technical advice and guidance to organs of state regarding Disaster Management Planning and any relevant DRR matters, which include the development, implementation, review and update of DMPs.
- ii. Provide support to the organs of state across the three spheres of government on the coordination of the development and implementation of provincial and municipal DMPs.
- iii. Create a close working relationship between stakeholders, with an enabling environment to create a climate for cooperation, as well as build a culture for coordination of Disaster Management Planning.
- iv. Ensure submission of DMPs by all stakeholders in terms of sections 25, 38, 39, 52 and 53 of the DMA to respective PDMCs and then to the NDMC.
- v. Ensure that PDMCs assist in developing, maintaining and updating the database for DMPs and disaster incidents including the reporting thereof.
- vi. Create an enabling environment for members to present to the TTT or the NDMC the DMPs submitted for assessment, as well as to check the practicality of their implementation by all the relevant role-players within their respective areas of jurisdiction.
- vii. Facilitate the development and implementation of DRR strategies aligned to climate change adaptation strategies and risk profiles as required by the DMA and NDMF.
- viii. Ensure the development of seasonal preparedness plans as well as ensure that developed contingency plans are followed effectively in the event of disasters.
- ix. Coordinate the simulation of DMPs.
- x. Develop a programme focusing on national simulations/ exercises and facilitate participation by all relevant stakeholders.

- xi. Facilitate the development and regular review of Standard Operating Procedures.
- xii. Facilitate the integration of DRM activities (prevention & mitigation measures) into municipal Integrated Development Plans (IDP's).
- xiii. Give guidance to organs of state, public entities, private sector, Non-Governmental Organisations, communities and individuals in terms of the development and implementation of appropriate prevention and mitigation strategies for their sector-related hazards, including the management of high-risk developments.

While the ToR outline specific periods in which meetings of the TTT are held, it is the prerogative of the NDMC to call special meetings as and when it is deemed necessary to do so.

6.2.8 NATJOINTS and its workstreams

The National Disaster Management Centre played a key role in two of the NATJOINTS work streams set up to coordinate the COVID-19 pandemic.

6.2.8.1 Public health infections containment workstream

Over and above the development of the National COVID-19 Pandemic Response Plan, for proper coordination of intervention measures, the NDMC through the Directorate: Disaster Risk Reduction Planning (Dir: DRRP) served and is still serving at the NATJOINTS. This is a multi-sectoral structure that gets activated at the government strategic level to coordinate decisions and intervention measures during major incidents threatening to cause a disaster in the country. NATJOINTS is responsible for convening and chairing the security-related incidents with the NDMC taking the lead or responsibility in the event of a national response to non-security-related events which must be coordinated at a national level.

For proper coordination of measures to curb the spread of COVID-19 Infections, NATJOINTS established seven (7) workstreams, one of which is called the Public Health Infections Containment Workstream, under which NDMC officials of the Dir: DRRP serves. This workstream was constituted on the basis to discuss feasible health control measures to curb the spread of COVID-19 in the country. The stream is

composed of a multi-sectoral team that together ensures a coordinated and consistent approach towards containing the spread of COVID-19 in the country, with a focus on the development of public hygiene control measures in curbing the spread of the virus and flattening the infection growth curve.

The role of the DRRP Directorate officials serving under this workstream is to chair the workstream meetings, provide secretarial services and consolidate workstream reports that are submitted to the NATJOINTS Secretariat. Furthermore, the officials play a liaison role between NATJOINTS and the NDMC DOC. This work continued in the 2021/22 financial year since the country was still at its peak with COVID-19 pandemic infections.

6.2.8.2 Legal and regulatory matters workstream

The NDMC participated in the Legal and Regulatory Matters Workstream (LRMWS). The LRMWS,

- a) Advised on the legal acceptability of Regulations, Directions, or other legal texts that Government intends to promulgate or amend concerning its response to COVID-19.
- b) Gave guidance on the drafting of Directions to ensure consistency with the Regulations, other laws and regulations.
- c) Considered and advised, where required, on COVID-19 related litigation and correspondence.
- d) Advised on legal issues on the implementation of the Regulations and Directions.
- e) Served as a consultative forum for Government legal advisers of Departments tasked with executing any part of the national Government's COVID-19 coordinated response.
- f) Assisted the NATJOINTS and engaged with the Workstreams and other structures of the NATJOINTS with consideration, comments and proposed amendments to new or amending Regulations, Directions issued under the DMA and any other legal document as may be directed by the NCCC or requested by its subordinate structures and Workstreams.

6.3 FIRE SERVICES INSTITUTIONAL COORDINATION

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

6.4 LEGISLATIVE COMPLIANCE

In the period under review, the NDMC conducted legislative compliance assessments in twenty-seven DMCs which is all nine PDMCs and eighteen MDMCs, which is two MDMCs in each province. Under normal circumstances, NDMC verifies the information contained in the M&Rs from time to time through in-loco compliance verification visits to the DMCs. For the year under review, due to COVID-19 restrictions, all nine DMCs were assessed through a desktop exercise where the PDMC will provide feedback on assessments done by the NDMC either by concurring, disputing, or commenting on the assessment made by the NDMC. All DMCs assessed concurred with the evaluation made. Figure 66 lists the respective DMCs assessed.

ASSESSMENT PERIOD	DMC
APRIL – JUNE 2021 (Q1)	Western Cape PDMC, Cape Winelands MDMC and West Coast MDMC
	Northern Cape PDMC, Namakwa MDMC and Francis Baard MDMC
JULY – SEPT 2021 (Q2)	Eastern Cape PDMC, OR Tambo MDMC and Alfred Nzo MDMC
	KZN PDMC, Amajuba MDMC and uMzinyathi MDMC
	Gauteng PDMC, West Rand MDMC and City of Joburg MDMC
OCT – DEC 2021 (Q3)	North-West PDMC, Ngaka Modiri Molema MDMC and Dr RSM MDMC
	Limpopo PDMC, Mopani MDMC and Vhembe MDMC
	Mpumalanga PDMC, Ehlanzeni MDMC and Gert Sibande MDMC
JAN – MARCH 2022 (Q4)	Free State PDMC, Thabo Mofutsanyane MDMC and Fezile Dabi MDMC

Figure 63: Disaster Management Centres assessed.

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

6.4.1 DMC meets the Minimum Infrastructure Requirements

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

Figure 64: Summary of Compliance to Municipal Infrastructure Requirement of a DMC.

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

6.4.2 Functioning of Provincial Disaster Management Advisory Forums

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

6.4.3 Development and Gazetting of the Disaster Management Frameworks

Analysis of the development and gazetting of Provincial Disaster Management Frameworks (PDMF) required by the DMA revealed that all provinces have a PDMF. The status of the PDMFs developed is indicated in **Figure 65**.

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

Figure 65: Status of Disaster Management Frameworks development by provinces.

Except for Xhariep District Municipality, all municipalities have developed and some even reviewed their DMFs. Figure 69 shows from the information received, that the annual development of DMF has progressed to a point where 98% of district/metropolitan municipalities have developed DMFs. This bodes well with Target E of the SFDRR. Some district/metropolitan municipalities have already reviewed their DMF and the dates reflected include these revisions.

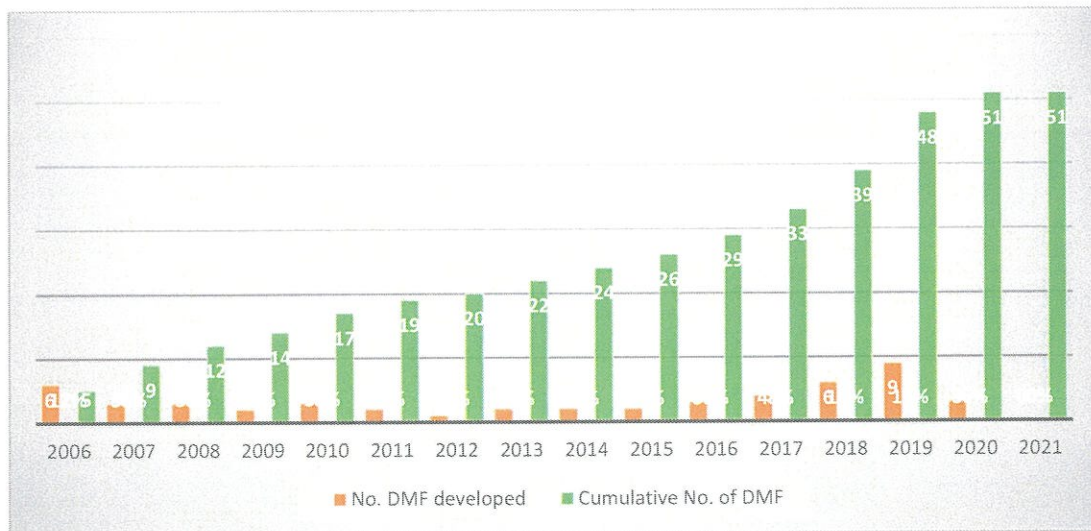


Figure 66: Disaster Management Frameworks developed by Municipalities

6.4.4 Appointment of the Head of Centre, level of functioning and delegations

An analysis of the appointment of the HoCs in the PDMCs in terms of the DMA revealed that except for Limpopo (which until recently, had an appointed HoC), all PDMCs have appointed HoCs, although only one HoC (Western Cape) is appointed in compliance to the DMA. The HoCs have all been appointed according to Public Service Act, 1994. **Figure 67** indicates the level at which the HoCs for the PDMCs have been established in the respective provincial administrations, the status of the appointment of the HoC in terms of section 31 of the DMA and the financial delegations afforded to the HoC.

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

Figure 67: Status quo on the appointment of HoCs in the Provinces.

6.4.5 Development and submission of Annual Reports

The Western Cape PDMC and its municipalities (except the Central Karoo DM which submitted only 3 days after the deadline) submitted their annual reports within the deadline of 30 June 2021 and 30 September 2021 respectively. All PDMCs submitted their annual reports on time except for the Northern Cape which did not submit. Out of the 52 municipalities only 29 submitted their annual reports by 31 March 2022, which is an improvement from the previous financial year. Respective submission dates of the annual reports are listed in **Figure 68** below.

PROVINCE	DISASTER MANAGEMENT CENTRE	DATE OF SUBMISSION
Eastern Cape	PDMC	02 September 2021
	Amathole	02 November 2021
	Alfred Nzo	25 October 2021
	Nelson Mandela Bay	30 November 2021
	Chris Hani	25 October 2021
Free State	PDMC	02 August 2021
Gauteng	PDMC	10 September 2021

	City of Johannesburg	14 September 2021
	City of Ekurhuleni	25 October 2021
	City of Tshwane	31 March 2022
	Sedibeng	20 September 2021
	West Rand	05 October 2021
KwaZulu-Natal	PDMC	03 September 2021
	King Cetshwayo	08 March 2022
	uMkhanyakude	08 March 2022
	Amajuba	08 March 2022
	Harry Gwala	08 March 2022
	uGu	08 March 2022
	eThekweni	08 March 2022

KwaZulu-Natal (continued)	uThukela	08 March 2022
	Zululand	08 March 2022
	uMgungundlovu	08 March 2022
	Ilembe	08 March 2022
	Umzinyathi	08 March 2022
Limpopo	Vhembe	07 December 2021
Mpumalanga	PDMC	19 April 2021
	Nkangala	20 October 2021
North West	PDMC	08 July 2021
	Dr Ruth Segomotsi Mompati	16 November 2021
Western Cape	PDMC	30 June 2021
	City of Cape Town	30 September 2021
	Cape Wine Lands	30 September 2021
	Garden Route	28 September 2021
	Overberg	30 September 2021
	West Coast	30 September 2021
	Central Karoo	05 October 2021

Figure 68: Annual reports submission dates for the 2020/21 financial year.

6.4.6 Development and submission of Disaster Management Plans

All the PDMCs have developed and submitted DMPs to the NDMC. Besides Thabo Mofutsanyane who has not yet developed a disaster management plan, all MDSCS assessed during the 2021/22 financial year developed and submitted disaster management plans.

6.4.7 Disaster Risk Assessments

The PDMCs have all conducted some sort of Risk assessment either physically or on desktop. Gauteng, KwaZulu-Natal, Mpumalanga, Western Cape, North West, and Northern Cape PDMCs have physically conducted their risk assessments, whilst Free State PDMC conducted a desktop exercise. Limpopo is supporting municipalities with conducting their risk assessments. The Eastern Cape and Gauteng, according to their reports, are currently busy with the reviewal of their risk profiles.

6.4.8 Integrated Information Communication Technology

The LCM assessment and reports revealed that all PDMCs have access to basic Information Technology (IT) services like the internet and e-mail. Only the Western Cape and Gauteng PDMCs have functional dedicated DM IT systems. KZN PDMC is currently benchmarking and developing the tender bid specifications to procure a dedicated DM IT system. Mpumalanga PDMC indicated that a system is available, however, there is no evidence that the system is in functional use. Limpopo PDMC's request to purchase such a system was not approved by HoD and as such there is still no system. North West PDMC indicated that the procurement of a dedicated DM IT system is part of the DMC establishment project and will be the next phase of the establishment of the DMC after moving to their new facility. The Northern Cape and Free State do not have the funds to procure a system. The Eastern Cape system has been installed and officials were trained, and the system is currently being utilised.

6.4.9 Updated DMC Compliance Data

The DMC Compliance Data Set maintained by the NDMC was updated using the information obtained from the quarterly reports, verification assessments, other Units within the NDMC and other communications. The minimum assessment criteria recognizes five (5) levels of compliance to the DMA and DMF. **Figure 69** illustrates the national status of DMCs based on the scores attained against the minimum assessment criteria.

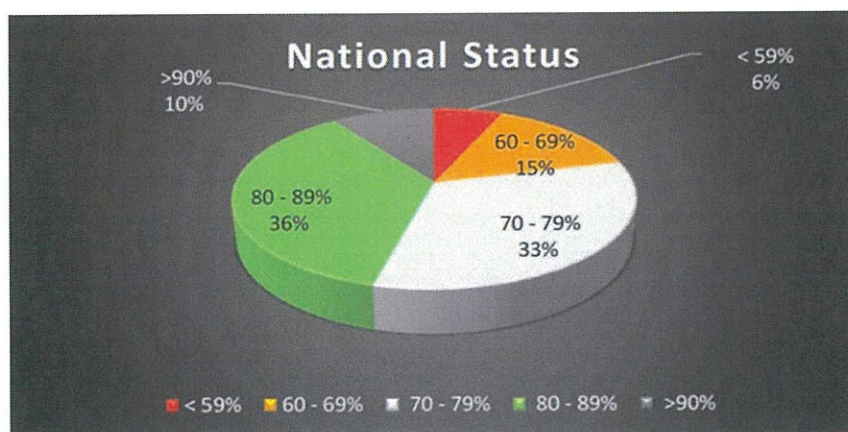


Figure 69: National Status of DMC against assessment criteria.

From the figure above achievement of 90% and above was at 10%, achievement of 80%-90% was at 36%, achievement of 70%-79% was at 33%, achievement of 60%-69% was at 15% and achievement of less than 59% was at 6%. Municipalities that achieved 69% or less are either less than average or do not comply at all as the country's average was between 70 to 80%.

6.4.10 Introduction and Rolling out of the Legislative Compliance Management Tools

The NDMC (Early Warning Capability Management in partnership with PDRF Units) came up with an innovative application i.e., Disaster Management Compliance Web Services Application (DMCWSA) on the Survey 123 platform. These tools, although not solely, will address the coordination and submission of the compliance assessment management reports and upgrade from manual to electronic submission. Another advantage of the tools is that some compliance issues will now be reported only once e.g., the establishment of a DMC, or bi-annually e.g., seasonal plans, only issues that take place quarterly e.g., awareness campaigns will be reported quarterly. When captured the submissions from DMCs now goes straight to NDMC, however, PDMCs will be able to monitor and view what their MDMCs have submitted to the NDMC.

On 08 December 2021 during the HoCeF meeting training on the tools was conducted for Heads of Centres and on 10 December 2021 training was conducted for all the DMC officials still through MS Teams. Since January 2022 the implementation of the tools was piloted and the full implementation will be for Q1 for PDMCs and Q3 for MDMCs reporting, which is 07 July 2022. There has been slow but positive and steady acceptance of the implementation of the new compliance tools by DMCs.

6.4.11 Engagements with South African Local Government Association

The PDRF Unit coordinated a meeting between all Units of the NDMC and SALGA in an effort to come up with a strategy to support municipalities to improve their compliance and implementation of the DM function. The meeting resolved that the NDMC will work with SALGA by providing access to the quarterly compliance assessment results. Options to present compliance outcomes in the IGR structures will be pursued and the NDMC will also provide inputs in the Council Induction Training Materials.

6.5 GENERIC OVERVIEW OF CHALLENGES IN THE IMPLEMENTATION OF THE DISASTER MANAGEMENT FUNCTION

Even though improvements with respect to compliance to the DMA and DMF has been recorded, implementation of the function remains a challenge across the board. The response to COVID-19 has also exposed weaknesses in the implementation of the function. Below are some generic findings which have been exacerbated by the prevalence of COVID-19:

- The COVID-19 pandemic has highlighted the importance of the DM function and the need to address capacity challenges where in some instances there is no capacity at all.
- In general, the DMA and the NDMF are implemented by “malicious compliance ” with limited comprehension of the depth of the legislative framework. COVID-19 response has given prominence of this this status quo and the need to improve resourcing and capacity.
- Remuneration of HoCs is not standardized pursuant to the DPSA salary framework. This implies that the responsibilities that respective HOCs can assume are to a large extent dictated by the salary band at which they are remunerated instead of the DMA, for instance majority of the HoCs do not have financial delegations which limits scope of responsibility as mandated by the DMA.
- The DMA prescribes the appointment criteria of the HoCs, however only the Western Cape HoC complied.
- There are capacity challenges across all levels. For example, some officials are not adequately or properly trained and/or qualified for positions and some may not have technical knowledge.
- Whilst DMCs are established, in most cases, they are under-resourced and under-capacitated, which negatively affects performance and morale as officials are usually overworked. COVID-19 highlighted the level of workforce shortages as officials had to work extraordinary hours and were extremely fatigued in the DOCs.

- Disaster Management Plans (DMP) are not supported with budgets to ensure implementation. This is usually a consequence of failure to integrate DMPs in departmental strategic plans.
- Some DMPs have not been updated/reviewed in more than 5 years.
- Funding to establish and implement DRR measures is not prioritised by Sector Departments. Even in local government priority is given to provision of basic services and DRM is perceived to be an unfunded mandate.
- There is a tendency to allocate more funding for disaster response instead of DRR, despite global efforts to advocate for DRR.
- Delay and non-submission of DM grants allocation expenditure reports.
- In some instances, even though DMCs exist and are functional, they are not well planned, equipped, or resourced.
- Each Province/municipality has different mechanism /processes/standard for implementing the DMA and NDMF; no uniformity, however, the guidelines should assist to standardize the process.
- Since DM is not a specific government portfolio, but rather a coordinating or support function, it lacks a horizontal system of accountability or authority which makes implementation of DM problematic.
- The use of IGR structures for planning is not optimized such that duplication of projects, overlapping and double-dipping occur e.g., augmentation of water shortages by boreholes across departments.
- No clear mechanism for enforcing the risks profiling at provincial and local level inform the decision making and development of the IDPs and subsequently the DDM.
- Challenges with functionality (only special ICDMs have sat) of the ICDM.

6.5.1 Recommendations to Improve the Implementation of The DM Function

6.5.1.1 Compliance and overall implementation of the programme may be improved by;

- HoCs to be appointed in accordance with DMA and Minister to regularize recruitment with inherent remuneration.
- Appointment of qualified people in disaster management positions across the board. DMCs need to recruit and retain staff with technical training and

knowledge such as engineers, hydrologists, and agricultural scientists to advise on specific hazard risks and hazard impacts.

- Review the location of the DM function in all spheres of government.
- Capacitating and resourcing the DMCs for effective functioning and to meet the minimum requirements.
- Ensure full establishment of DMC's where they are still not fully functional, which includes capacitating and resourcing of the centres.
- Disaster management planning to be based on risk assessments
- Prioritise funding for the DM function (ensure funding for DMPs) and focus more on funding for DRR than response.
- DM grants must be utilised for intended purposes and expenditure reports submitted (adherence to the DM Grants Framework).
- Ensuring that the risk profiling at provincial and local level informs the decision-making and development of the IDPs and subsequently the DDM (to enhance joint planning).
- Regular updating/reviewing of the respective DMPs and driving the integration of all DMPs with and within departments, provinces and municipalities.
- Political support in following legislated processes e.g. in the coordination of disaster response.
- Full functioning of the ICDM.

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