



# cooperative governance

Department:  
Cooperative Governance  
**REPUBLIC OF SOUTH AFRICA**

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## THE ROLE OF GOVERNMENT IN DISASTER RISK MANAGEMENT

**National Disaster Management Centre**

**South Africa**

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GTAC 2021 Winter School | Dr Mmaphaka Tau: Head: National Disaster Management Centre | 17 august 2021

# PRESENTATION OVERVIEW

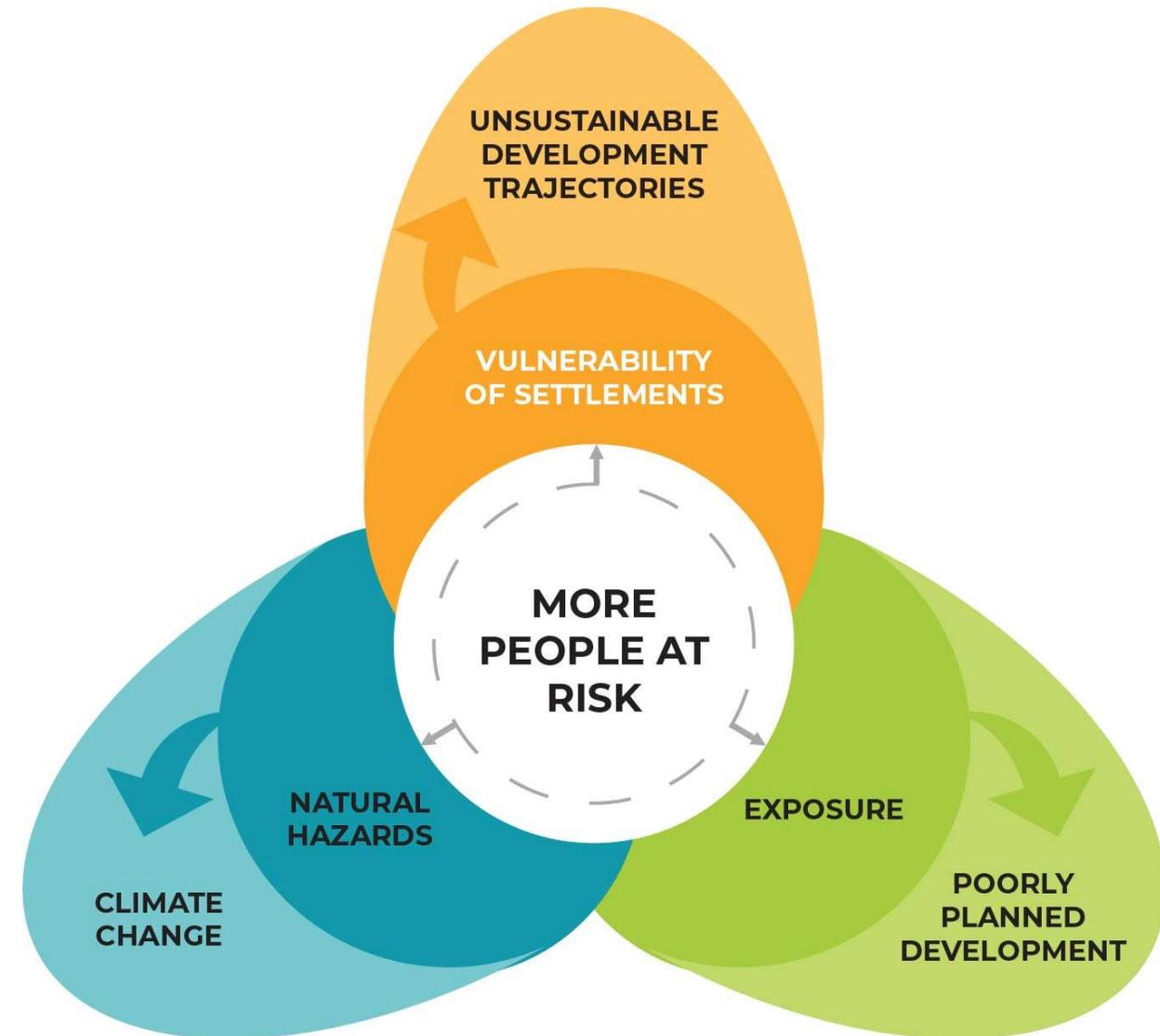
1. Overview of disaster risks in South Africa
2. The role of government in Disaster Risk Management: the RSA context
3. Legislative mandate of the NDMC
4. The role of government defined: What more do we need?
5. What is the District Development Model trying to fix?
6. State of districts at a glance
7. Progression of vulnerability in context
8. DDM as a game changer in ensuring good governance for development and DRM
9. Summary and conclusion



## OVERVIEW OF DISASTER RISKS IN SA

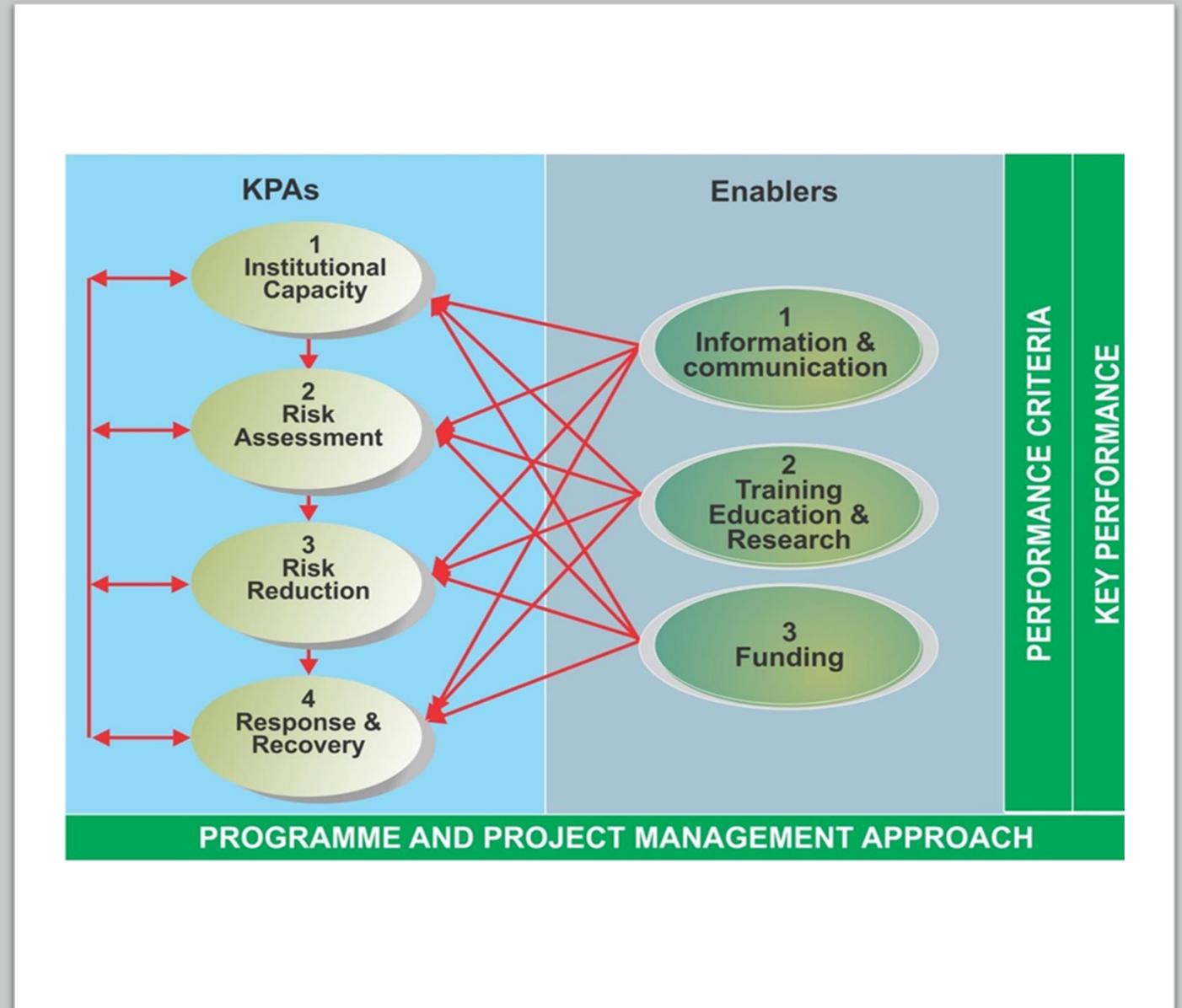
- ❑ South Africa faces increasing levels of disaster risk. **It is exposed to a wide range of weather hazards, including drought, cyclones and severe storms that can trigger widespread hardship and devastation.**
- ❑ **Climate change** is altering the face of disaster risk, not only through increased weather-related risks and sea-level and temperature rises, but also through increases in societal vulnerabilities, for example, from stresses on water availability, agriculture and ecosystems.
- ❑ According to EM-DAT database (1952-2019), Swiss Re, Risk and Development Annual Review (RADAR), NDMC/government reports and academic (peer-reviewed) reports, South Africa is ranked in the middle at 92nd out of 180 countries worldwide in terms of natural disaster risk and experienced total economic losses of US\$9 billion between 1952 and 2019. Drought is the most severe peril and of medium frequency, occurring every 1 in 6 years.

## WORRYING OBSERVATIONS AND TRENDS



# ROLE OF GOVERNMENT IN DISASTER RISK MANAGEMENT

- ❑ As with all constitutionally defined services, the disaster risk management function is implemented under the leadership of government across all spheres of government.
- ❑ Constitutionally, Government bears primary responsibility for DRM in SA (Schedule 4, Part A).
- ❑ The Disaster Management Act 2002 has explicit & distinct focus on DRR and recognises the **multi-sectoral & multi-disciplinary nature of DM in the country.**
- ❑ This function is coordinated through the implementation of the Disaster Management Act, 2002 (Act no 57 of 2002) as amended, as well as the accompanying Disaster Management Framework, 2005 across the three spheres of government. The NDMC also administers fire legislation (Fire Brigade Services Act, 1987).
- ❑ **The objective of the National Centre 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, other role-players involved in disaster management and communities. (Section 9)**
- ❑ In addition to the National Centre, a disaster management centre must be established in every Province and in every District & Metropolitan Municipality, to coordinate disaster management in its sphere of responsibility (Sec 8 ,29 & 43)
- ❑ Staff of the various centres consist of the Head of the Centre and suitably qualified persons (sections 31A and 45A)
- ❑ <http://www.ndmc.gov.za/Pages/whatwedo.aspx>



# WHAT MORE DO WE NEED? GOOD GOVERNANCE OF ALL GOVERNMENT SERVICES INCLUDING DISASTER RISK MANAGEMENT

- ❑ **What will good governance entail?** The international journal of Policy, Administration and Institutions defines Good Governance as referring to Performance and Results.
- ❑ Andrews W, Pritchett L & Woolcock M, 2017 in their book titled: Building State Capability argues that a good governance system is the one that rids itself of: *the seduction of isomorphic mimicry*. Isomorphic mimicry refers to a key “technique of successful failure” that perpetuates capability traps in development (Pritchett et al. 2013 in Andrews, et al., 20017).
- ❑ Successful failure refers to a manifestation of good appearance combined with real failures. We can only achieve desired public service and DRM results if all our efforts for a positive change (development) are fitted to the users (people)’s needs.
- ❑ South Africa’s adopted District Development Model (DDM) provides a framework for good governance of public services working with all role-players, stakeholders and communities.
- ❑ The DDM provides for this framework by: fostering joint planning at district or metro level, eradicating duplications and misalignment, minimising waste of resources, drawing in all role players including civil society and affected communities.

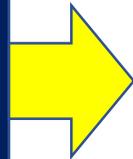
## THE STATE OF DISTRICTS AT A GLANCE



- ① **Every district has untapped potential** (people, tourism, agriculture, mining, manufacturing)
- ② **Levels of unemployment remains high** especially amongst women and youth
- ③ **Apartheid spatial planning** still defines settlement patterns and form
- ④ **Governance stability** is generally fragile (conflation of administration and politics)
- ⑤ **National and provincial government programmes** are not implemented in a coordinated manner
- ⑥ Infrastructure investment is remains fragmented
- ⑦ **Water provision** remains one of the biggest threats to unlock development and sustain livelihoods
- ⑧ **Local (district) economies** are on the decline
- ⑨ **Climate change** is threatening district development
- ⑩ **No long-term** planning

# WHAT IS THE DISTRICT DEVELOPMENT MODEL TRYING TO FIX? GOOD GOVERNANCE LAPSES

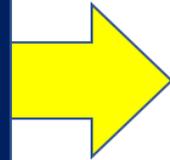
The specific lessons from past 25 years of IGR practice



1. Lack of coherence in planning, budgeting and implementation remains challenge;
2. Sector departments involvement in IDP processes very weak;
3. Constant changes in priorities and programmes is not driven by development logic and long-term outcomes;
4. There is a need to shift from alignment to Joint Plan approach

# WHAT IS THE DISTRICT DEVELOPMENT MODEL TRYING TO FIX? GOOD GOVERNANCE LAPSES

The specific lessons from past 25 years of IGR practice



5. IGR mechanisms have been poorly utilised to enable joint work and integration – IGR Framework Act (protocols);
6. Plans of spheres lack strategic and long-term approach and there is limited localisation of NDP, MTSF;
7. Growth and Development Strategies and Spatial Development Frameworks do not always have buy-in from all spheres
8. Integration needs a performance management structure and expressing it in an Intergovernmental Plan
9. Some service delivery interventions create disaster vulnerability as opposed to disaster resilience.

# THE PROGRESSION OF VULNERABILITY: A COMMON FEATURE OF MOST OF OUR DISTRICTS

## Root causes

### Social and economic Structures

- Distribution of power
- Distribution of wealth
- Distribution of resources

### Ideologies

- Nationalism
- Militarism
- Neoliberalism
- Consumerism

### History and Culture

- Colonial and post colonial heritages
- War and post war fragility
- Traditions and religion

## Dynamic pressures

### Societal deficiencies, thus lack of:

- Local institutions
- Training and scientific knowledge
- Ethical standards in public life

### Macro factors

- Rapid population change and displacement
- Rapid urbanisation
- Fluctuation of the world economic market
- Poor governance and corruption
- Land grabbing
- Deforestation, mining and overfishing
- Decline in soil productivity
- Land grabbing
- Deforestation, mining and overfishing
- Decline of biodiversity

## Fragile livelihoods and unsafe locations

### Natural Resources

- Lack of arable land and water
- Lack of biodiversity resources

### Physical Resources

- Dangerous locations
- Unprotected buildings and infrastructure

### Human Resources

- Fragile health
- Limited skills and formal education

### Social Resources

- Marginalised groups and individuals
- Limited social networks

### Economic Resources

- Poor access to market
- Low income levels

### Political Resources

- Lack of disaster preparedness
- Poor social protection

## Disaster risk

Disaster risk = Hazard x Vulnerability

## Hazards

### Climatological

- Coastal storm
- Thunderstorm and tornado
- Drought and floods
- Extreme heat and cold
  - Climate change

### Geomorphological and geological

- Land slides and earthquakes
- Tsunami & volcano
- Soil erosion and contamination

### Biological and ecological

- Human epidemic
- Plant disease, pests, invasive species,
  - Erosion and degradation of biodiversity
- Livestock plaque
  - Wildfire

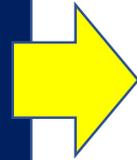
### Astronomical

- \* Hazards from space

Accentuation of some (not all) hazards)

# WHY IS THE DISTRICT DEVELOPMENT MODEL NEEDED?

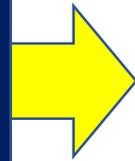
DDM is an operational model for Improved Cooperative Governance



1. Common vision for development of the country and broken down according to needs and opportunities of each district and metro geographic space (*52 spaces*);
2. Vision and priorities supported by well researched, credible and technically sound long-term, implementation plans;
3. Multi-year long-term and predictable objectives, targets and resource commitments to agreed programmes and projects extending beyond electoral cycles;
4. An accountability framework and responsibilities for tracking and reporting on implementation and actions within government and to stakeholders and the broader public.

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# DISTRICT DEVELOPMENT MODEL AS A GAME CHANGER

## DISTRICT DEVELOPMENT MODEL

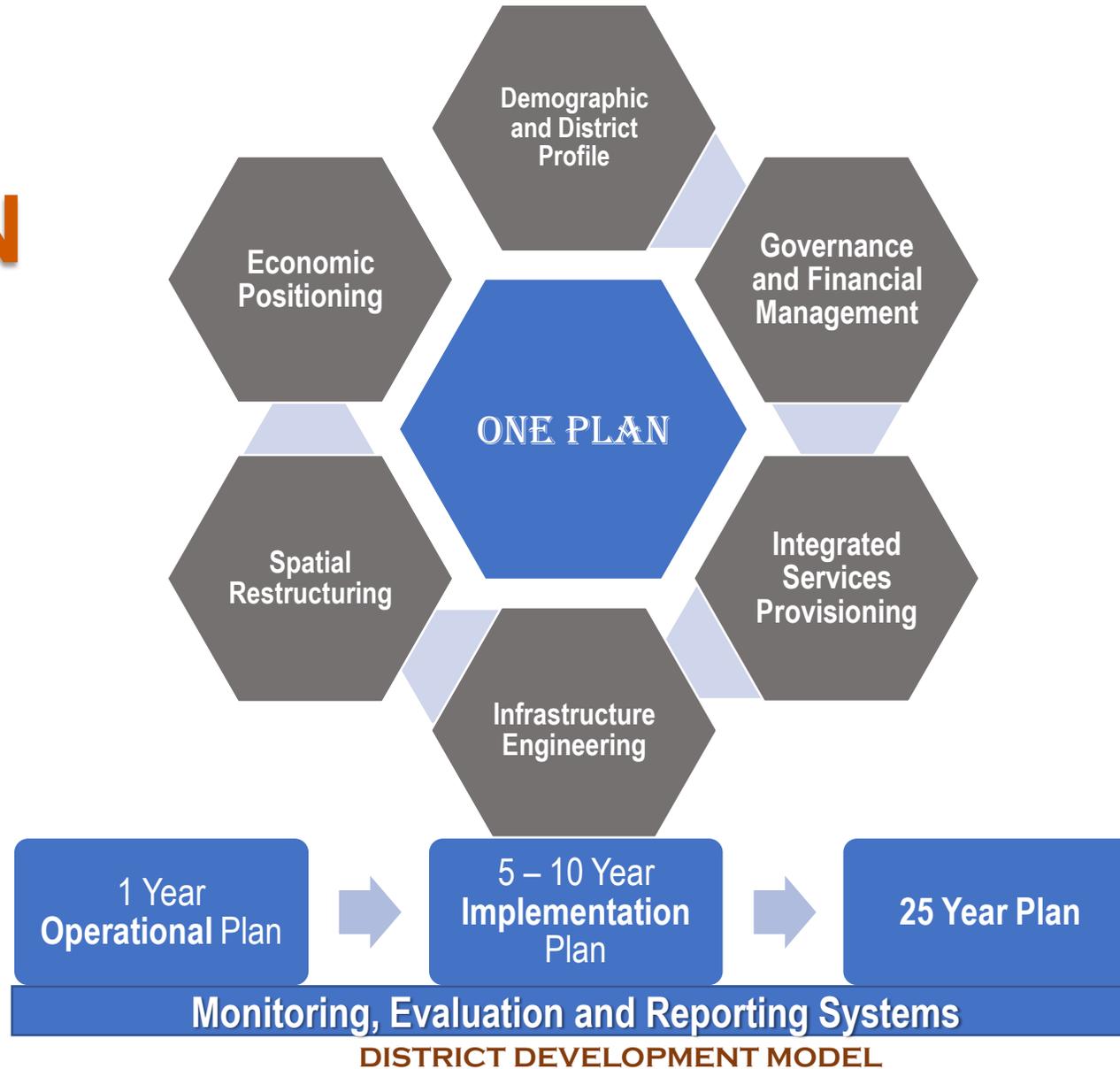


Introduces new IGR planning, budgeting and implementation paradigm and discipline (*spatial targeting and budgeting towards common long term outcomes*)

- Locate District geographic spaces as point of achieving country's developmental outcomes and integration;
- District state of development as baseline and unit of analysis for informing all spheres of government plans and budgets;
- Strategic response to socio-economic impact of Covid-19 and GBVF;
- Stimulate new thinking, new socio-economic paradigms, new and bold solutions and alternative;
- Fundamentally change conditions:
  - People
  - Economy
  - Space    } Poverty, unemployment and inequality
- Develop resilience and prosperity of the Country

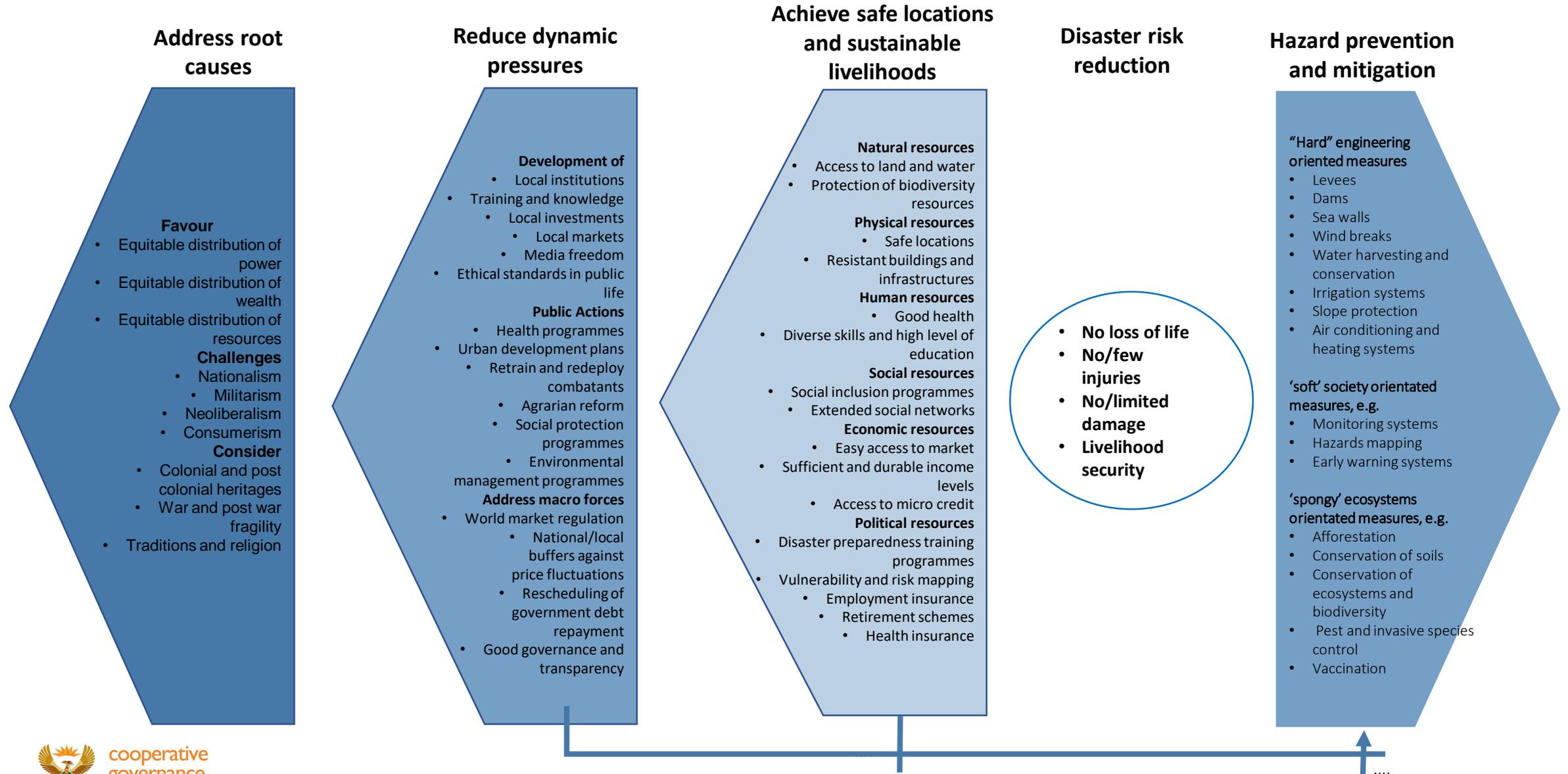
# DDM - CRITICAL MILESTONES FOR INSTITUTIONALISATION

## ONE PLAN



The fundamental purpose of long-term planning is to envisage a desired future and clearly illustrate how this future can become a reality.

# The progression of safety: A dividend of Good Governance of service delivery





## Summary and Conclusion

- Governments world over and in South Africa has a critical role to drive development and disaster risk management.
- Disaster Risk Reduction in South Africa and across its provinces is dependent on government providing a conducive environment and the active role of all relevant role players.
- The DDM has ushered in a paradigm shift in planning and service delivery discourses which enables all role players and stakeholders to drive the development agenda at local level.
- The outbreak of and resultant multi-sectoral responses to Covid-19 have revealed the need to move away from the management of disasters as events to managing underlying processes that create risk as part of multi-sectoral service delivery responsibilities within the context of the Disaster Development Model.

*Disaster Risk Management is Everybody's Business*



