
GUIDELINE

INTEGRATION OF DISASTER RISK REDUCTION INTO MUNICIPAL INTEGRATED DEVELOPMENT PLANS

SOUTH AFRICA

Prepared By:



Directorate: Disaster Risk Reduction and Planning

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VERSION CONTROL

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Short description	Guideline to assist municipalities to integrate disaster risk reduction into Integrated Development Plans
Applicability	Municipalities
Authority	This guideline has been approved by the Head: National Disaster Management Centre in terms of Section 12(1)(a) of the Disaster Management Act, 2002
Responsible Officer	Senior Manager: Disaster Risk Reduction and Planning
Responsible Directorate	Disaster Risk Reduction, Planning and Strategies
Related legislation	<i>Disaster Management Act, 2002 (Act 57 of 2002)</i> <i>National Disaster Management Framework, 2005</i> <i>Local Government Municipal Systems Act 32 of 2000</i> <i>Local Government Municipal Finance Management Act 56 of 2003</i>
Key words	Guideline, Disaster Management, Disaster Risk Reduction, National Disaster Management Centre, Integrated Development Plan

Elias Sithole

Dr. Bongani Elias Sithole

Head: National Disaster Management Centre

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ACRONYMS



Abbreviation	Explanation
ARSDR	Africa Regional Strategy for Disaster Risk Reduction
D: DRR & P	Directorate: Disaster Risk Reduction and Planning
IDP	Integrated Development Plan
DDM	District Development Model
DMA	Disaster Management Act, 2002 (Act 57 of 2002)
DRR	Disaster Risk Reduction
Head: NDMC	Head: National Disaster Management Centre
MDGs	Millennium Development Goals
NDMC	National Disaster Management Centre
NDMAF	National Disaster Management Advisory Forum
NEPAD	New Partnership for Africa's Development
RISDP	Regional Indicative Strategic Development Plan
SADC	The Southern African Development Community
SFDRR	Sendai Framework for Disaster Risk Reduction, 2015-2030
SDGs	Sustainable Development Goals

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Table No.	Description
Table 1	Integration of disaster risk reduction into IDPs
Appendix A	DRR Integration – IDP Analysis Framework



1. Introduction

The Disaster Management Act 57 of 2002 (The Act) assigns various powers and duties to the National Disaster Management Centre (NDMC) which, among others, include not only advisory and consultative functions, but also in Section 22, which gives the power to provide guidance and advice to stakeholders regarding disaster management. Section 19 (e) also requires that NDMC develop guidelines for the integration of the concept and principles of disaster management, and particularly strategies on prevention and mitigation, with national, provincial and municipal development plans, programmes and initiatives as well as support and assist in the integration.

This guideline therefore provides guidance to municipalities in the integration of disaster risk reduction (DRR) into municipal Integrated Development Plans (IDPs). It aims to co-ordinate the work of local and other spheres of government in a coherent plan.

The Department of Cooperative Governance (DCOG) assess IDPs annually and findings have revealed that most municipalities in the country have fallen short to incorporate DRR into IDPs. The subsequent result is that essential DRR projects and programmes are left out when other municipal projects are funded. There is a need therefore to guide municipalities on how to ensure that DRR programmes and projects form part of IDP processes. The Act places a legal obligation for all municipal disaster management plans (DMP) to form an integral part of the municipality's IDP.

2. Purpose

This guideline is developed in terms of the Section 53(2)a of the The Act, NDMF and Section 26(g) of the Municipal Systems Act (32 of 2000) to give guidance and provide a uniform approach of integrating DRR into IDPs, municipal super plans that give an overall framework for development



3. Scope



This guideline provides concept guidance on incorporating sector specific DRR projects and programmes in the IDPs.

4. How to use the Guideline

The proposed integration guide provided, **Table 1** and **Appendix A**, are possible approaches that municipalities can utilise to integrate DRR throughout the phases of IDPs. This approach is also in line with the National Disaster Management Framework (2005) prescripts for DRR projects or programmes.

The guideline gives guidance in line with the IDP planning phases:

- Preparation
- Phase 1: Situation Analysis
- Phase 2: Strategy
- Phase 3: Municipal Projects implementation
- Phase 4: DRR-IDP Integration
- Phase 5: Approval of DRR projects

The Guideline is also in sync with the newly established national system, i.e., the District Development Model (DDM), approved by Cabinet as a method by which the three spheres of government and state entities work in harmony for more effective joint planning, budgeting and implementation over multi-year planning and electoral cycles. One Plans of the DDM are to be implemented through IDPs and this

This Guideline aims to achieve the following objectives:

- Development of a base instrument to guide and monitor the integration of DRR into the Municipal IDPs and obtain human capital, financial and political support.
- Provision of practical method to support municipal developmental planning and thus facilitate implementation of the Disaster Management Act, No. 57 of 2002,



the National Disaster Management Framework of 2005, Municipal Systems Act (32 of 2000) and the Sendai Framework for Disaster Risk Reduction 2015-2030.

5. Integration stages

Table 1 below is an essential guide stages that can be adopted to properly integrate DRR and resilience building measures within projects and programmes in the IDP adopted by municipal council. It is important to ensure that all development projects have incorporated DRR elements and resilient building measures to mitigate towards existing risks and avoid future risks.

Table 1: Integration of disaster risk reduction into IDPs

Executive Summary
a. Strategic placement of disaster management function must be reflected in the organisational structure of the municipality as well as brief outline of DM related plans over five (5) years.
Phase 0: Preparation
a. The Head of Centre for Disaster Management in the municipality must establish an informed multidisciplinary team (Municipal Disaster Management Advisory Forum) with capacity to plan for sector specific hazards and risks.
b. Roles and responsibilities clarified.
Phase 1: Situation Analysis - <i>Where are we?</i>
a. Establish processes and procedures to ensure that no development must take place in hazard-prone areas.
b. Disaster Management Centres in collaboration and consultation with sectors should assist with spatial mapping of hazards. Environmental Impact Assessment must articulate risk issues for new development.
c. Assessment of risks within the municipality should include hazard, vulnerability and capacity assessment as follows:



❖ **Hazard assessment**

- Identify all the hazards that may affect the municipality (historical data, indigenous knowledge, scientific)
- Each department should assign designated person(s) to identify sector-specific hazards, rank the hazards and monitor implementation of DRR initiatives and ensure that such DRR activities are included in the performance agreements of the identified resources.
- Determine: historical information; probability frequency; potential magnitude; predictability; exposure impact.

❖ **Vulnerability assessment**

- Identify and assess multiple vulnerabilities which will be affected by the hazard event:
 - physical (critical infrastructure, community centres),
 - social (networks, family, urbanisation and human settlements, historic and cultural resources),
 - economic (businesses, wealth, resources),
 - environmental (natural resources and nature conservation, biodiversity) and
 - political (decision-making)
- Development of Risk profile maps
- Rank the hazard as per their severity and frequency

❖ **Capacity assessment**

- Assess the capacity and existing coping mechanisms within the municipality to deal with identified hazards (resilience, livelihoods, critical facilities analysis) and lack thereof.

d. Document disaster risk assessment findings and agree on DRR priority elements/measures and programmes to be incorporated in the IDP.

Phase 2: Strategy - *Where are we going? How do we get there?*

- a. Formulation of long-term vision and mid-term objectives.
- b. Alignment of DRR strategic priorities with municipal objectives and targets.
- c. Capacity building.



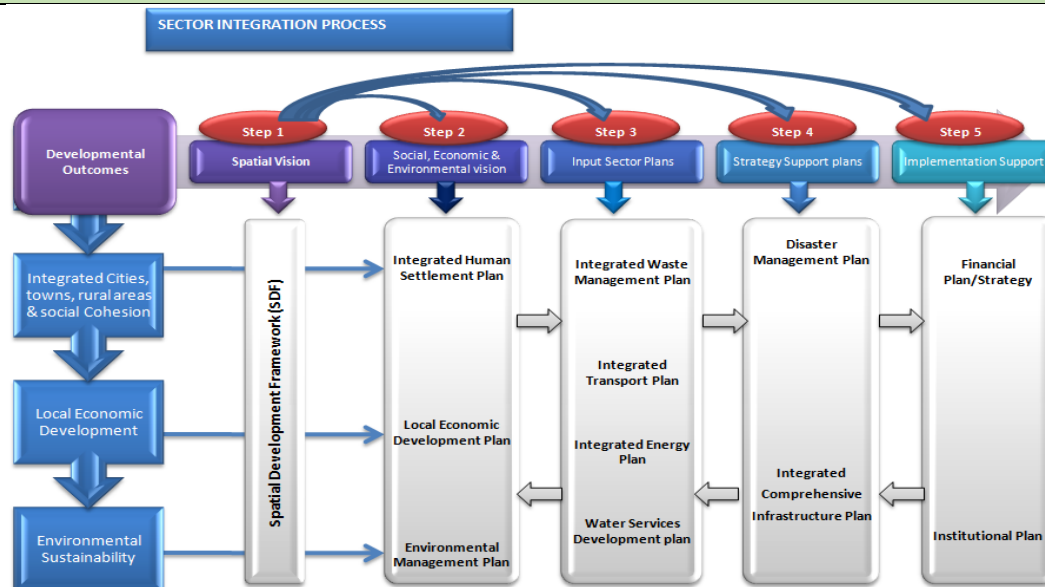
Phase 3: Municipal Projects implementation – *How do we realise the strategies?*

- a. Design of project proposals and setting of project objectives, targets and indicators (sector specific projects that address vulnerability); outline how projects will contribute to DRR.
- b. Preliminary budget allocations.
- c. All DRR projects and programmes are to be outlined and in line with the following key planning points of the National Disaster Management Framework:
 - Utilising disaster risk assessment findings for providing insights into the frequency, seasonality, severity and spatial extent of recurrent threats as well as detailed information on the social, environmental and economic vulnerability factors that increase losses.
 - Establishing an informed multidisciplinary team with capacity to address the disaster risk and identifying relevant sectors to address sector-specific risks.
 - Actively involving communities or groups at risk to allow for the inclusion of local knowledge and expertise.
 - Addressing multiple vulnerabilities through improving socio-economic conditions and building community cohesion; ensuring the continuity of protective environmental services; and increasing resilience and/or continuity of public services and infrastructure to better respond to expected external shocks.
 - Planning for changing risk conditions and uncertainty and ensuring that plans are not only robust enough to manage anticipated and expected threats but also sufficiently adaptive to minimise the impacts of unexpected events or processes.
 - Applying the safety principle to avoid unintentionally increasing disaster risk.
 - Avoiding unintended consequences that undermine risk-avoidance behaviour and ownership of disaster risk.
 - Establishing clear goals and targets for disaster risk reduction initiatives with monitoring and evaluation criteria and using assessment findings as lessons learnt for future projects and programmes.



Phase 4: DRR-IDP Integration – Outputs

What can be done to better prevent, prepare for, respond to and recover from disasters?



Step 1: Spatial Vision

- The municipality must indicate the short and long-term spatial vision including DRR taking into consideration integrated cities, towns, rural areas and social cohesion. Also considering Local Economic Development (LED) and Environmental Sustainability.

Step 2: Social, Economic, Environmental Vision

- Defining the Spatial vision sets the tone for Integrated Human Settlement, the LED and the Environmental Management Plans.

Step 3: Input Sector Plans

- As soon as the municipality is certain of where people are, what the viability of economic activity is and taking into consideration disaster mitigation measures and ensuring that projects are undertaken in an environmentally sustainable manner,



services maybe rendered accordingly, in alignment with Integrated Human Settlement, the LED and the Environmental Management Plans.

Step 4: Strategy Support Plans

- The Disaster Management Plan should be aligned with other municipal sector plans and highlight the municipal risks and the required infrastructure to address the risks.

Step 5: Implementation Support

- The Municipality must indicate the capacity it has to perform the disaster management function both in terms of quality and quantity.
- The municipality should reflect different funding sources for financing the DRR programmes.
- Funding of Projects
 - Five-year program
 - Budget projections must be reflected with clear indication of funding sources.
 - More detailed financial and other resources must be reflected.
 - Annual Plan of projects must be detailed and consistent with the Service Delivery Budget Implementation Plan (SDBIP).

Phase 5: Approval of development projects with DRR measures

- a. Approval of development projects with DRR and resilience building measures (public comments, provincial and national government departments).
- b. Adoption of development projects with DRR measures by Municipal Council.

Implementation

- a. Key delivery challenges identified during the planning process are addressed by implementation of development projects with realistic and sound DRR and resilience building measures.

Monitoring and Evaluation of DM Integration



- a. Monitoring and evaluation of implementation of DRR and resilience building measures within developmental projects and programmes in line with municipal objectives.

6. Recommendation

The fact that municipalities in South Africa continue to suffer losses because of disasters demonstrates an urgent need to integrate efforts to reduce disaster risks in development planning initiatives. It is recommended that municipalities utilise this guideline taking into consideration IDP phases and sector integration processes which are key requirements that will assist municipalities in their efforts to integrate DRR measures within the projects and programmes in development planning initiatives.



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Appendix A: DRR Integration – IDP Analysis Framework

Evidential Criteria / KPIs		Yes/No	Level of Integration			Improvement Measures/ Strategic Intervention	Timeframe/Financial Year	Responsible Department
			Compliant	Partially Compliant	Non-Compliant			
Preparation	<ul style="list-style-type: none"> Has the municipality established disaster management institutional arrangements? 							
Phase 1: Situation Analysis <i>Where are we?</i>	<ul style="list-style-type: none"> Risk Assessment: Hazard assessment (hazard identification - frequency; potential magnitude; predictability, impact). 							
	<ul style="list-style-type: none"> Vulnerability Assessment 							



	<ul style="list-style-type: none"> - physical (critical infrastructure, community centres), - social (networks, family, urbanisation and human settlements, historic and cultural resources), - economic (businesses, wealth, resources), - environmental (natural resources and nature conservation, biodiversity) and - political (decision-making). 							
	<ul style="list-style-type: none"> • Capacity assessment -Assessment of the capacity and existing coping mechanisms within the municipality to deal with identified hazards. 							
Phase 2: Strategy	<ul style="list-style-type: none"> • Does the municipality have an integrated Disaster 							



Where are we going? How do we get there?	Management Plan?							
Phase 3: Municipal Projects implementation <i>How do we realise the strategies?</i>	<ul style="list-style-type: none"> Are any disaster risk reduction considerations integrated in sectoral programmes and projects as contained in the IDP of the municipality and budgeted for? 							
	<ul style="list-style-type: none"> Are there any disaster management education, public awareness and research programmes? 							
	<ul style="list-style-type: none"> Is there budget allocated for disaster response and recovery? 							
	<ul style="list-style-type: none"> Does the municipality have fire services? 							
Phase 4: DRR-IDP Integration <i>What can be done to better prevent, prepare for, respond to and recover from disasters? Outputs</i>	<ul style="list-style-type: none"> Are there sector specific interventions for all hazards in the municipality? <p>E.g., Flood Prevention</p>							



	<ul style="list-style-type: none"> - relocation/moving housing and critical infrastructure to flood free sites. <p>Mitigation</p> <ul style="list-style-type: none"> - storm water drainage system. <p>Preparedness</p> <ul style="list-style-type: none"> - inculcating a culture of risk avoidance behavior in a community. - developing evacuation plans. 							
Implementation resources	<ul style="list-style-type: none"> • Funding of projects/ budget projections and funding sources. 							
Phase 5: Approval of DRR projects	<ul style="list-style-type: none"> • Have the DRR projects been approved? (public comments, provincial and national government departments. 							
	<ul style="list-style-type: none"> • Have the DRR projects adopted by the Municipal Council. 							
Implementation	<ul style="list-style-type: none"> • Have the DRR projects been implemented. 							

The report is supported/ ~~not supported~~.

A handwritten signature in black ink, appearing to read "J. Kolokoto", is written over a horizontal dotted line.

Ms Jennifer Kolokoto
Chief Director: Disaster Risk Reduction, Planning and Capacity Management

Date: 27 March 2023

The report is supported/ not supported.

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Mr Jurgens Dyssel
Chief Director: Disaster Risk Reduction, Planning and Capacity Management

Date:

The report is supported/ not supported.

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Dr Bongani Elias Sithole
Head: National Disaster Management Centre

Date: