



# DISASTER RISK REDUCTION MAINSTREAMING GUIDELINES

March 2021



Building Disaster  
Resilience in  
Sub-Saharan Africa



Implemented by/à la œuvre par:



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## DOCUMENT INDEX

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- Mozambique
- Namibia
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## ACRONYMS

CPU	Civil Protection Unit
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
FANR	Food Agriculture and Natural Resources Directorate
ICT	Information Communication Technology
I&S	Infrastructure and Service Directorate
ISO	International Organization for Standardisation
M&E	Monitoring and Evaluation
NDMA	National Disaster Management Agency
NGO	Non-Governmental Organisations
PoA	Programme of Action
PPRM	Policy and Programme Resource Mobilisation Directorate
PRM	Peer Review Mechanism
REC	Regional Economic Community
RISD	Regional Indicative Strategic Development Plan
SADC	Southern African Development Community
SDGs	Sustainable Development Goals
SHD	Social and Human Directorate
SFDRR	Sendai Framework on Disaster Risk Reduction
TWG	Technical Working Group
UN	United Nations
UNDRR	United Nations Office for Disaster Risk Reduction
UNISDR	United Nations International Strategy for Disaster Reduction
WASH	Water and Sanitation Hygiene

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## GLOSSARY OF TERMS

**Adaptation** means adjustment in natural or human systems in response to actual or expected climatic stimuli or their effects, which moderates harm or exploits beneficial opportunities (UNISDR, 2009).

**Climate change** means a change in the state of the climate that can be identified (e.g., by using statistical tests) by changes in the mean and/or the variability of its properties, and that persists for an extended period, typically decades or longer.

**Disaster risk management** means the application of disaster risk reduction policies and strategies to prevent new disaster risk, reduce existing disaster risk and manage residual risk, contributing to the strengthening of resilience and reduction of disaster losses (United Nations, 2016).

**Disaster risk assessment** means a qualitative or quantitative approach to determine the nature and extent of disaster risk by analysing potential hazards and evaluating existing conditions of exposure and vulnerability that together could harm people, property, services, livelihoods and the environment on which they depend (United Nations, 2016).

**Early warning system** means an integrated system of hazard monitoring, forecasting and prediction, disaster risk assessment, communication and preparedness activities systems and processes that enables individuals, communities, governments, businesses and others to take timely action to reduce disaster risks in advance of hazardous events (UNDRR, n.d.).

**Exposure** means the situation of people, infrastructure, housing, production capacities and other tangible human assets located in hazard-prone areas (United Nations, 2016).

**Mitigation** means the lessening or minimising of the adverse impacts of a hazardous event.

**Post-Disaster Phase** means the period, following the emergency phase, during which actions are taken to enable victims to resume normal lives and means of livelihood, and to restore infrastructure, services and the economy in a sustainable manner appropriate to long-term needs and defined development objectives.

**Pre-Disaster Phase** means a period when there is no immediate threat, but long-term actions are required in anticipation of the impact, at some unknown time in the future, of known hazards.

**Preparedness** means the knowledge and capacities developed by governments, professional response and recovery organisations, communities and individuals to effectively anticipate, respond to, and recover from, the impacts of likely, imminent or current disasters.

**Prevention** means activities and measures to avoid existing and new disaster risks.

**Reconstruction** means the actions taken to re-establish a community after a period of rehabilitation following a disaster. Actions might include the construction of permanent housing, the full restoration of all services, and the complete resumption of the operations of the pre-disaster state (UNDRR, 2017).

**Recovery** means decisions and actions aimed at improving livelihoods, health, as well as economic, physical, social, cultural and environmental assets, systems and activities, (the restoration, and improvement where appropriate, of facilities, livelihoods and living



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conditions) of disaster-affected community or society, aligning with the principles of sustainable development, including build back better to avoid or reduce future disaster risk.

**Resilience** means the capacity of the system to experience a disturbance or change and still retain its basic function, structure, and identity; the ability to self-organize; and the ability to increase its capacity to learn and adapt (SADC, 2020).

**Response** means actions taken during or immediately after a disaster and /or the provision of emergency services and public assistance during or immediately after a disaster in order to save lives, reduce health impacts, ensure public safety and meet the basic subsistence needs of the people affected (UNDRR, 2016).

**Risk** means the combination of the probability of a hazardous event and its consequences which result from interaction(s) between natural or man-made hazards, vulnerability, exposure, and capacity (negative consequences) (SADC, 2017).

**SADC** is the Southern African Development Community comprising of 16 Member States (Angola, Botswana, Comoros, Democratic Republic of Congo, Eswatini, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, The United Republic of Tanzania, Zambia and Zimbabwe).

**Sustainable development** means development that meets the needs of the present without compromising the ability of future generations to meet their own needs (IPCC, 2015).

**Vulnerability** means the conditions determined by physical, social, economic and environmental factors or processes which increase the susceptibility of an individual, a community, assets or systems to the impacts of hazards.

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## **1 INTRODUCTION**

The Africa Report on Disaster Risk Reduction 2015-2018 found that droughts, floods, and epidemics lead to the most loss in lives, livelihoods, and damage to critical infrastructure, causing significant impact on the Southern African Development Community (SADC) region countries economic growth prospects. These hazards hamper regional integration and the attainment of sustainable development targets. Disaster Risk Reduction (DRR) involves the development of policy objectives aimed at preventing new and reducing existing disaster risks and managing residual risk impacts, all of which contribute to strengthening resilience. The DRR Mainstreaming Guideline highlights the various disaster risks that affect the region and the impacts that these have on economic growth and sustainable development. The Guideline also outlines the global, continental, and regional instruments that cement the regional efforts to address DRR mainstreaming. A gap analysis of the challenges met in Disaster Risk Management (DRM) at both strategic and operational levels that require improvement through DRR mainstreaming are discussed.

The Guideline then proposes interventions for mainstreaming DRR with emphasis on strengthening sectoral risk management at policy and programming levels, and along with the DRM phases: risk identification and analysis, preparedness, response and recovery. Awareness creation and information sharing on the implementation of the guidelines is envisaged to lead to the strengthened institutional organization, coordination and development of the relevant capacities for mainstreaming DRR.

A DRR Mainstreaming Scorecard with several interventions is proposed for guiding implementation at both regional and national levels together with measures for monitoring and evaluation. This is aimed at improving the management of disaster risks in regional economic growth and development in SADC.

## **2 OBJECTIVES OF DRR MAINSTREAMING GUIDELINE**

The guideline focuses on enabling the integration of disaster risk reduction in the sustainable development of the region. The objectives of the guidelines are to promote and provide for DRR Mainstreaming in development and resilience building in the region.

The specific aims of the guidelines are to:

- (i) Provide guidance to the development of policy, strategies and interventions for enhanced mainstreaming of disaster risk reduction;
- (ii) Guide improved institutional and organisational capacities, as well as coordination for DRR mainstreaming; and
- (iii) Supply a framework for the mainstreaming of DRR monitoring and evaluation measures.

The guideline will focus on supporting SADC development sectors in mainstreaming DRR in their policies, strategies, protocols, programming through various organisational and sectoral interventions. These sectors include energy, water, health, gender, Information Community Technology (ICT), infrastructure development and services, agriculture and food security, education, Water and Sanitation Hygiene (WASH), urban resilience, environment and natural resources management and tourism. Separate DRR Mainstreaming Guidelines

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have been developed that provide objectives, essential guidelines and interventions, and Monitoring and Evaluation (M&E) measures specific to each sector.

### **3 CONTEXT**

According to the 2020 Regional Disaster Risk Situational Assessment Report, the SADC region is affected by several natural hazards mainly stemming from hydro-meteorological hazards which are climate change related, as well as disease outbreaks that affect both humans and animals.

Recurrent protracted droughts have incrementally impacted the region for the last three decades leading to chronic food insecurity, affecting over 40 Million and contributing to high malnutrition rates that average over 25% in the region. The food security situation is also made worse by the destruction caused by the outbreak of the African Migratory locusts, which was reported in over eight (8) countries in the 2019/2020 rainfall season, which destroyed vegetation and planted crops with the potential to contribute to decreased crop yields in the region.

The increased frequency of cyclonic disturbances in the South Indian Ocean has increased from an average of four (4) in 2016/17 to over 10 in the 2020/21 rainfall season. The cyclones that make landfall, together with storms (windstorms and hailstorms) bring torrential rains and excessive flooding that destroys development infrastructure (houses, dams, roads, bridges, schools, clinics) resulting in disruption of services, and damage to community assets, livelihoods and as well as costing lives. Some areas have also been identified in the region as 'hotspots' for earthquakes and tremors that can also result in landslides, when there are heavy rains and floods.

The regional economic performance is highly dependent on agricultural productivity which is also affected not only by droughts and flooding but also by crop and livestock epidemics. Recurring outbreaks of Avian Influenza, Foot and Mouth Disease (FMD) and Fall Army Worm (FAW) are amongst the numerous disease risks experienced by both commercial and smallholder farmers in the region. Similar impacts affect the wildlife, aquatic flora and fisheries, and natural resources, which sustains the tourism sector in Africa and the SADC Region.

The increasing impact of wildfires and over-reliance on natural resources has also resulted in environmental and land degradation, which are compounded by the impacts of climate change and climate variability. These impacts also contribute to increased migration and urbanisation, leading to the creation of informal settlements in cities and towns in the region. According to the Regional Vulnerability Assessment and Analysis Programme (RVAA), urban vulnerabilities are on the increase causing food insecurity in urban settings due to poor coping capacities, limited provision of basic service amenities and income generation opportunities, which in turn escalates riskier survival activities and violence (gender-based violence) in such situations.

Further, the region has one of the epicentres of EBOLA in the Democratic Republic of Congo (DRC). Malaria is also widespread in the region together with other diarrheal diseases such as cholera and typhoid. Since 2020, these disaster risks have been compounded by the impacts of the global novel coronavirus (COVID-19) pandemic that has cost thousands of

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lives and caused deepened socio-economic problems in all 16 SADC region Member States.

The multiple disaster risks and hazards heighten the scale of vulnerabilities in the region, disables the ability of SADC to meet the targeted development milestones, therefore requiring the employment of DRR mainstreaming to engrain risk reduction at all levels.

## **4 GUIDING INSTRUMENTS FOR DRR MAINSTREAMING**

Regional and global instruments including the Regional Indicative Strategic Development Plan (RISDP), the Sendai Framework on DRR 2015-2030 (SFDRR), Agenda 2030 for Sustainable Development, the Africa Strategy of Disaster Risk Reduction Programme of Action (PoA) and the Regional Resilience Framework 2020-2030 supply policy guidance for the mainstreaming of DRR.

### **4.1 Regional Frameworks and DRR Mainstreaming**

The RISDP 2020-2030 strategic objective defines improved disaster risk management as an important element for resilience building and strengthening risk-sensitive regional development. The Plan also highlights the need for DRR mainstreaming to address the impact of climate change and natural disasters through its integration in regional and national development policies and programmes. The RISDP further identifies the development of capacities and establishment of structures to manage DRR mainstreaming and track the achievement of the set measures across the development sectors.

The Regional Resilience Framework 2020-2030 provides a broad strategic framework for SADC and partner organisations to align their resilience strategies and promote an understanding of the region's disaster risk complexity. The Framework outlines seven priority areas including one on integrated decision making that also provides DRR Mainstreaming as a critical activity to be undertaken at regional and national levels. The identified priorities of the Framework must be included in all relevant SADC instruments, including protocols, policies, strategies, programmes as well as DRR mainstreaming<sup>1</sup> as one of the interventions to facilitate integrated DRM governance for resilience building.

### **4.2 Global Instruments for DRR Mainstreaming**

The SFDRR 2015-2030 has four (4) priorities for action, which include: understanding risk; strengthening disaster risk governance to manage disaster risk; investing in DRR and enhanced resilience for disaster preparedness and effective response and to "Build Back Better" during recovery, rehabilitation, and reconstruction. Implementation of all these actions aim at systematically addressing DRM in development at all levels.

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<sup>1</sup> Priority Action 1.2 on Disaster Risk Reduction Mainstreaming for resilience building, Regional Resilience Framework 2020.

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The African Union under the provisions of the Africa Strategy for DRR developed the PoA for the Regional Economic Communities (RECs), including SADC for the implementation of the Sendai Framework. Amongst the DRR measures (see Box 1) to be undertaken is DRR Mainstreaming, awareness creation, investments for integration of DRR in policies and regional and national interventions.

The UN Agenda 2030 for Sustainable Development and the AU Agenda 2063: represent an aspiring and voluntary undertaking by governments to implement and monitor progress on sustainable development as outlined in Box 2. The Sustainable Development Goals (SDGs) include an end to poverty, hunger, ensure healthy lives, confirm availability and sustainable management of water and sanitation, and reduction of inequality within and among countries. The implementation of the goals is monitored using targets and indicators as shown in Box 2 for DRR

**Box 1: Disaster Risk Measures in The Programme of Action for The Implementation of The Sendai Framework**

- (i) Increasing awareness of and advocacy for increased commitment to investing in DRR;
- (ii) Demonstrate efficient use of existing resources;
- (iii) Enhance capacity to scale-up the development of project documents and actionable programmes at all levels;
- (iv) Making stronger case for increasing financing and investment in DRR, including providing evidence of effectiveness and governance of mobilized resources;
- (v) Demonstrating alternative funding mechanisms available to countries, beyond public budget funding, which can be employed to enhance financing for implementation of the PoA;
- (vi) Mobilizing adequate voluntary contribution to continental, regional and national trust funds and other financing mechanisms for DRR;
- (vii) Increasing use of risk-reducing investments in sector strategies, plans and programmes;
- (viii) Developing partnerships to implement schemes that prevent risk, promote the culture and expansion of risk transfer, and increase financing for post-disaster recovery and reconstruction, including through public-private partnerships; and
- (ix) Enhancing coordination of fund raising to countries by the programmes of the United Nations and other international and regional organizations, international and regional financial institutions and donor agencies.

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## **Box 2: SDG Targets Related to Disaster Risk Reduction**

1. By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters:
  - 1.1. Number of deaths, missing persons and persons affected by disaster per 100,000 people.
  - 1.2. Direct disaster economic losses in relation to global.
  - 1.3. Number of national and local disaster risk reduction strategies
2. By 2030, ensure sustainable food production systems and implement resilient agricultural practices that increase productivity and production, that help maintain ecosystems, which strengthen capacity for adaptation to climate change, extreme weather, drought, flooding and other disasters and that progressively improve land and soil:
  - 2.1. Proportion of agricultural area under productive and sustainable agriculture.
  - 2.2. Maintain the genetic diversity of seeds, cultivated plants and farmed and domesticated animals and their related wild species, including through soundly managed and diversified seed and plant banks at the national, regional and international levels, and promote access to and fair and equitable sharing of benefits arising from the utilization of genetic resources and associated traditional knowledge, as internationally agreed; 2.5.2 Proportion of local breeds classified as being at risk, not-at-risk or at unknown level of risk of extinction;
3. By 2030, significantly reduce the number of deaths and the number of people affected and substantially decrease the direct economic losses relative to global gross domestic product caused by disasters, including water-related disasters, with a focus on protecting the poor and people in vulnerable situations:
  - 3.1. Number of deaths, missing persons and persons affected by disaster per 100,000.
  - 3.2. Direct disaster economic loss in relation to global GDP, including disaster damage to critical infrastructure and disruption of basic services.
4. By 2020, substantially increase the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change, resilience to disasters, and develop and implement, in line with the Sendai Framework for Disaster Risk Reduction 2015-2030, holistic disaster risk management at all levels.
  - 4.1. Proportion of local governments that adopt and implement local disaster risk reduction strategies in line with the Sendai Framework for Disaster Risk Reduction 2015-2030.
  - 4.2. Number of local authorities with national and local disaster risk reduction strategies.
  - 4.3. Support least developed countries, including through financial and technical assistance, in building sustainable and resilient buildings utilizing local materials.
  - 4.4. Proportion of financial support to the least developed countries that is allocated to the construction and retrofitting of sustainable, resilient and resource-efficient buildings utilizing local materials.
5. Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all

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## 5 GAP ANALYSIS

Several challenges impede the effective mainstreaming of DRR in the various socio-economic and development sectors across the SADC region. The gap analysis aims to identify gaps and barriers regarding the mainstreaming of DRR across regional development sectors which will form the basis for the interventions for mainstreaming DRR. These challenges, among others, include weak policy frameworks and institutional environment for mainstreaming DRR, lack of effective coordination, inadequate awareness and knowledge, and lack of monitoring of the implementation of DRR measures.

### 5.1 Poor Environment for Mainstreaming DRR

Mainstreaming DRR requires a conducive environment to facilitate the integration of DRR in policies, strategic and programme interventions. While the SADC region has outlined the five disaster risk management strategic objectives in the RISDP Implementation Plan for 2020 to 2030, these lack a DRM Strategy and Action Plan to guide DRR mainstreaming. Such a strategy will foster disaster risk integration in policy formulation and guidance for institutional programming. It will also ensure that each development sector mandate is risk reduction averse and integrates the appropriate DRR considerations into their organizational processes and interventions.

Most sectors in the region have an enabling and conducive environment for mainstreaming DRR, but they mainly focus on their mandate and not the broader implementation of related DRR measures. For example, health will concentrate on pandemics and disease outbreaks, and they will only react to disastrous events on health when they occur. Likewise, infrastructure will solely focus on infrastructure construction, without necessarily building resilience into the sector and only respond to disaster impact on infrastructure development when they occur.

### 5.2 Institutional Organisation for Mainstreaming DRR

The Secretariat has established the DRR Unit with the mandate of coordinating DRM in the region and facilitating the translation of global instruments such as the Sendai Framework into the regional integration agenda. According to the Sendai Framework PoA, the Unit has the responsibility to promote the integration of DRR in the sectors, as well as at both regional and Member States level by advancing DRR responsive policy and programme interventions.

The DRR Unit works with the various Directorates and Units (Figure 1), including the:

1. Policy Programme and Resource Mobilisation Directorate (PPRM);
2. Organ for Peace and Security;
3. Infrastructure and Services Directorate (I&S) for climate services, infrastructure and services, energy, transport, adequate and safe water supply and reticulation and sanitation, Information Communication Technology (ICT).
4. Social and Human Development (SHD) for health, nutrition and education.
5. Gender Unit for gender equality considerations; and
6. Food Agriculture and Natural Resources for Agriculture and Food Security, Natural Resources Management (and wildlife), Aquaculture and Fisheries, Environment and Climate Change and Tourism.

The Secretariat has also created the DRR Technical Working Group (TWG) that facilitates the participation of the Directorates and Units listed above in DRR in a coordinated

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approach. While some of the Directorates and Units consider DRR (in particular the I&S, SHD and FANR Directorates), the institutional arrangement in the Secretariat does not provide opportunities for mainstreaming DRR as all sectors focus on their particular mandates.

At the national level, a similar practice exists where the National Disaster Management Agencies (NDMAs), Departments and Civil Protection Units (CPUs) coordinate DRM, with limited DRR mainstreaming across the other sectors, which only react to disaster events as they happen.



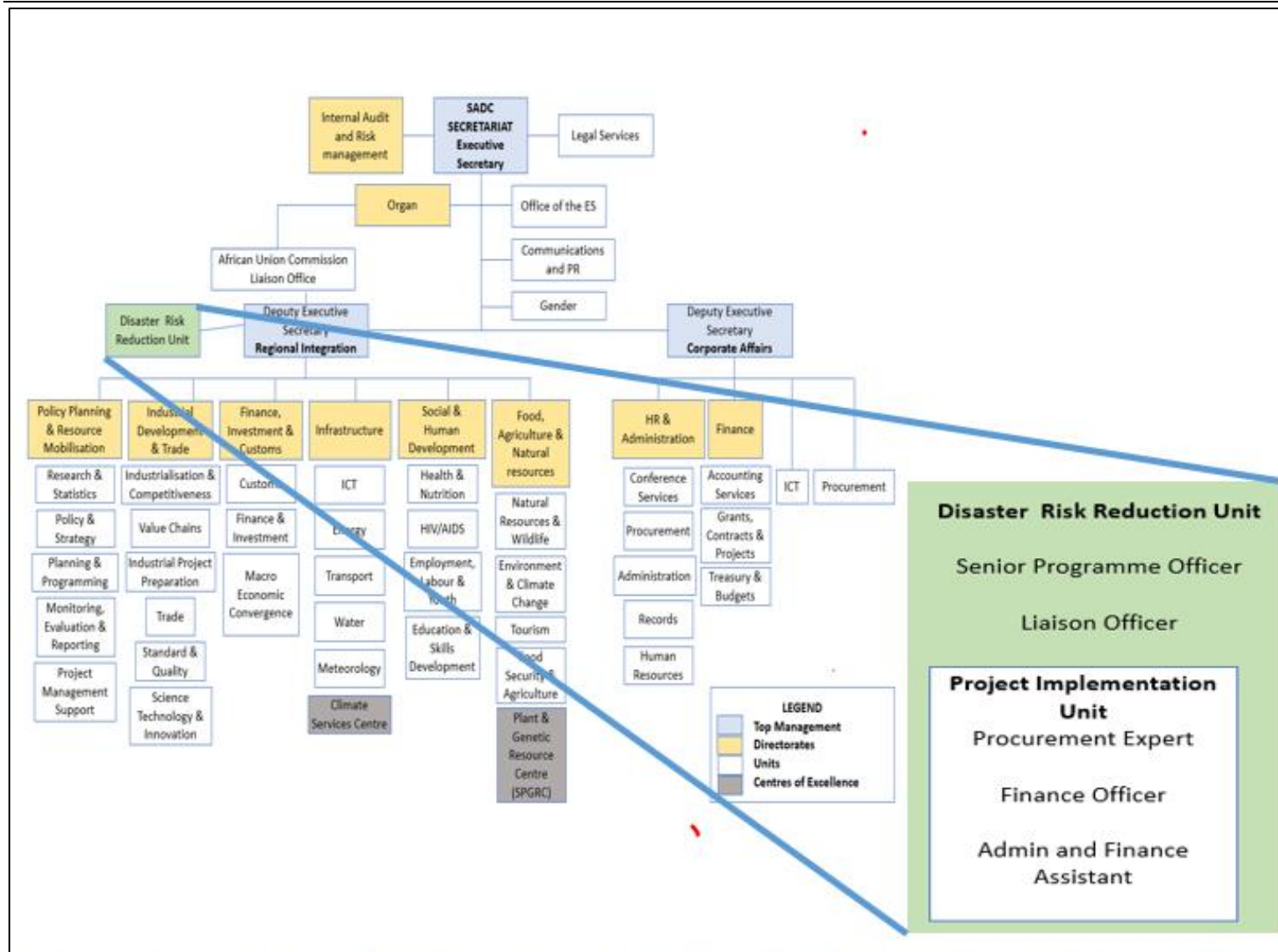


Figure 1: Disaster Risk Reduction Unit Organogram

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### 5.3 Lack of Effective Coordination for DRR Mainstreaming

The silo effect and the lack of DRR awareness contribute to limitations in DRR mainstreaming at the Secretariat level. As a result, coordination practices focus on sharing technical information between Directorates and Units through the DRR TWG and International Cooperating Partners (ICPs) such as the UN agencies (RIASCO), and international non-governmental organisations (INGOs). DRR Mainstreaming is very limited or non-existent.

At the national levels, the NDMAs and CPUs have established DRM National and Provincial Platforms that promote DRR mainstreaming through cluster approaches. However, the focus for these platforms is on disaster risk preparedness and response and not necessary DRR mainstreaming in sectors and their development programmes.

### 5.4 Capacity for DRR Mainstreaming

Effective policy development and programme planning and implementation for DRR requires institutional capacity. Adequate capacity creates an interest in the development of DRR measures as an organizational responsibility in the various development sectors. The region and most Member States have not developed the DRR Mainstreaming Guidelines and measures for ownership and stewardship, and this is also due to limited training and capacity development at the sectoral levels.

### 5.5 Lack of Awareness

The knowledge-based and knowledge induced risk awareness and understanding are central to generating informed risk reduction behaviour. Awareness and information on risk is not only for individual, communities and institutions decision making but to also influence policy and interventions for effective DRM practice and take effective action to reduce the impact of the risk at all levels. Awareness building includes measures to achieve behavioural change. It is often the start of capacity building and needs to occur at regional, national, provincial, community, household and individual levels.

For disaster risk information to be useful in facilitating the implementation of risk reduction measures in development, there has to be an individual and institutional commitment to prioritize information and knowledge to influence prevention and reduction of the impacts of disaster risk. Disaster risk information must also be easy to understand, assimilate and utilise by all the relevant stakeholders. The slow response and resulting impacts of COVID-19 globally and in the region illustrated the general lack of knowledge and awareness of DRR and its impacts on sustainable development.

### 5.6 Inadequate implementation and monitoring of DRR measures

Monitoring and evaluation are critical for enforcing the measures for mainstreaming and integration of DRR in policies and programmes, as well as in helping to detect challenges and shortfalls in the design and implementation of DRR integration. It also enables the development of alternative and more effective implementation modalities. While some sectors illustrate the sensitivity and have incorporated DRR in their policies and programmes, efforts on the ground to collectively and individually mainstream DRR are inadequately undertaken at both regional and national levels. This includes inadequate measures to inform the Loss and Damage Databases, and the expected regular updates on the PoA Sendai Framework Monitor (SFM).

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## **6 DISASTER RISK REDUCTION MAINSTREAMING GUIDELINES**

Mainstreaming of DRR is the process of institutionalization of disaster risks supported by provisional policies and interventions as well as organisational structures and cultures incorporated within development intervention.

"Mainstreaming DRR into the development planning process essentially means looking critically at each programme, activity, and a project that is being planned, not only from the perspective of reducing the existing risks of disasters but also from the perspective of minimising its potential contribution to the creation of new risks of disasters."

### **6.1 Mainstreaming Methodology**

Mainstreaming of DRR entails incorporating all components of the Disaster Management Cycle (mitigation, preparedness, response, and recovery). In this regard, SADC and SADC Member States need to incorporate these components into their development plans and strategies. Table 1 shows the sub-elements of the phases of the DRM Cycle.

**Table 1: Components of the Disaster Risk Management Cycle**

Mitigation →	Preparedness →	Response →	Recovery
<ul style="list-style-type: none"> <li>• Hazard/ Risk assessment</li> <li>• Vulnerability analysis</li> <li>• Vulnerability reduction/ mitigation strategies</li> <li>• Integration of DRR activities in all development sectors</li> </ul>	<ul style="list-style-type: none"> <li>• Prediction/ forecasting</li> <li>• Contingency Planning</li> <li>• Early warning</li> <li>• Awareness Creation</li> <li>• Capacity training (Drills and simulation exercises)</li> </ul>	<ul style="list-style-type: none"> <li>• Technical and Resource Mobilisation</li> <li>• Rapid assessment</li> <li>• Rescue and evacuation</li> <li>• Emergency assistance</li> </ul>	<ul style="list-style-type: none"> <li>• Rehabilitation</li> <li>• Reconstruction</li> <li>• Psychological counselling</li> <li>• Long-term assistance and rebuilding</li> </ul>

Successful DRR mainstreaming requires leadership, capacity enhancement, advocacy, and willingness among stakeholders to implement mainstreaming activities during planning, policymaking, and implementation.

A five-step process for DRR mainstreaming is adopted that includes: enabling mainstreaming, screening current policies for DRR, assessing information regarding DRR, adjusting for DRR and monitoring the implementation of interventions:

- (i) **Step 1 Enabling Measures:** Requires the creation of an enabling environment to mainstream DRR;
- (ii) **Step 2 Screening of current policies and strategies:** This stage deals with Screening/investigation of current policy documents to identify gaps in mainstreaming of DRR to be addressed in future policy documents;
- (iii) **Step 3 Assessment:** Assessment of information about DRR to include hazards, risks, and disaster reduction measures;
- (iv) **Step 4 Adjustment:** During the adjustment phase, possible risk reduction measures per sector need to be identified, and the most appropriate measures included in mainstreaming; and
- (v) **Step 5 Monitoring:** Monitoring of the level of adoption and implementation of DRR mainstreaming measures across frameworks, strategies, plans and programmes, is critical to facilitate adjustments. The process should involve the review and evaluation of actions that may identify policies and other instruments that may require adjustment.

Figure 2 Figure 2 shows a diagrammatic illustration of the five-step methodology for mainstreaming DRR.

## Mainstreaming Disaster Risk Reduction in Sector Development Planning and Programmes

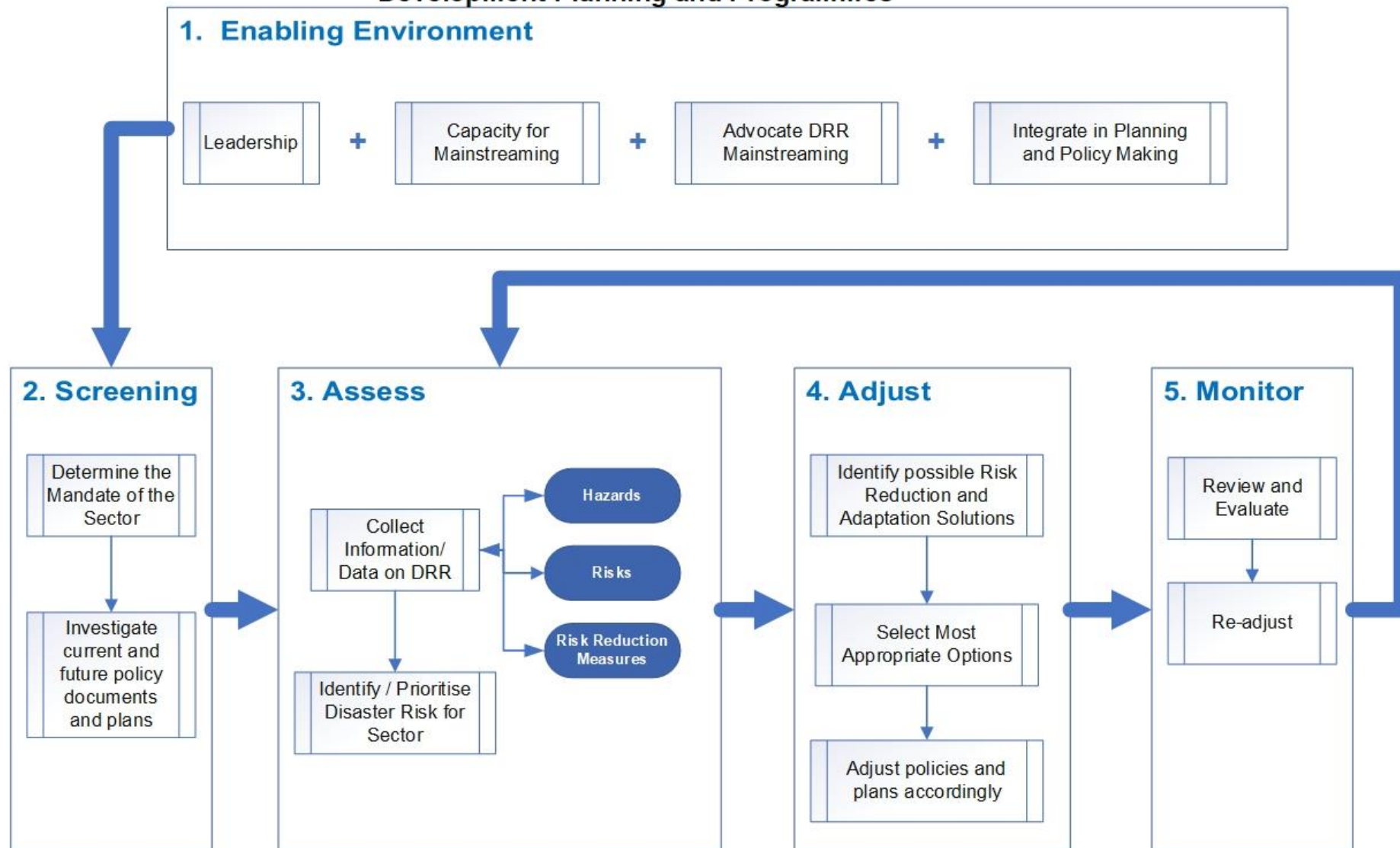


Figure 2: Mainstreaming methodology to form the framework for the general guideline

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Along the methodology described above, interventions for mainstreaming DRR across the region and Member States are elaborated below:

## 6.2 Disaster Risk Identification

The Sendai Framework indicates that DRR should be based on the understanding of disaster risk in all its dimensions of vulnerability, capacity, exposure of persons and assets, hazard characteristics, and the environment. Such knowledge can be used for pre-disaster risk assessment, prevention and mitigation and the development and implementation of appropriate preparedness and effective response measures to disasters (UNISDR, 2018).

Disaster risk assessment should aim to identify relevant disaster risks for the sector to guide the development of hazard specific DRR measures. This will enable the sector to develop appropriate disaster risk reduction measures to be included in its development plans, policies, strategies and programmes.

The selection of appropriate disaster risk reduction measures can involve multiple criteria, such as relevance based on socio-economic and environmental impacts and costs and anticipated benefits:

- (i) Relevance, in terms of the impacts of the disaster or event on the sector activities and or the contribution of the sector to the occurrence of the disaster. Impacts could include:
  - Physical, psychological and health;
  - Disruption of services such as health, education, transport etc.;
  - Displacement of people to have to leave their homes to live away from home;
- Household disruption; and
- Community and neighbourhood changes, etc.
- (ii) Benefits include:
  - Reduced disaster impacts;
  - Mitigation of disruption;
  - Reduction in damage; and
  - Effective M&E.
- (iii) Costs: The cost of recovery and rebuilding is usually much higher than the cost of the initial construction. In this regard, sectors should prioritise mainstreaming interventions to minimise impacts and reduce the cost of recovery and reconstruction.

## 6.3 Creating an Enabling Environment for Mainstreaming of DRR

The assessment of disaster risk impacts in the various sectors, agencies, and themes that have traditionally not been involved in sector-wide disaster resilience and post-disaster recovery programs and determine the status of integration of DRR. This is to promote sustainable development measures that will contribute towards the eradication of poverty, and resilience building.

The following interventions can enable DRR mainstreaming in the region:

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- (i) Develop and review appropriate and responsive regional policies and frameworks including the SADC DRM Strategy and Action Plan to guide institutional alignment to the Sendai Framework for DRR; and
  - (ii) Create awareness of the policy provisions and promote their implementation.

#### 6.4 Institutional Arrangements and Capacity Development

Appropriate institutional arrangements and capacity building is critical for making DRR mainstreaming possible. Potential barriers to mainstreaming DRR at the institutional level should be identified and interventions developed and implemented to remove these barriers. Several factors need to be in place to ensure effective institutional alignment for mainstreaming of DRR across sectors, and these among others include to:

- (i) Build the necessary institutional and technical capacities and capabilities for mainstreaming DRR;
- (ii) Identify broad-based measurable organisational owned DRR activities and outcomes that are to be addressed by policy development and programming. This can include the development of sectoral goals and objectives for mainstreaming DRR; and
- (iii) Promote mainstreaming of DRR in sectors and their development plans and policies to reduce disasters risks. This includes building the necessary capacity regarding mainstreaming DRR and providing the necessary financial, logistical, and human resources.

Several countries have established disaster management institutions and cross-sectoral committees with membership from different economic sectors and interests, to facilitate the mainstreaming process. However, line ministries at the national level can undertake the policy and programming for enhanced sectoral DRR performance.

#### 6.5 DRR Mainstreaming Coordination in Development Sectors

Gains for DRR Mainstreaming are enhanced through deliberate sectoral institutional undertakings. Therefore, at the regional level, the DRR Unit has to facilitate the adoption and inclusion of sector specific DRR mainstreaming measures in the Directorates and Units sectoral mandates. This should be facilitated through the regional DRR Technical Working TWG and cascaded to the national DRM Platform.

To achieve this there will be a need to:

- (i) Define and standardize DRR mainstreaming measures for the various sectors and develop and adopt matching tools and methodologies through policy development and review and programming interventions;
- (ii) Develop and undertake capacity-building initiatives and interventions for each sector;
- (iii) Promote DRR Mainstreaming measures to facilitate the adoption of DRR in sector programmes; and
- (iv) Strengthen M&E systems to monitor the implementation of DRR interventions and lesson learning.

The SADC DRR Unit will be responsible for coordinating DRR, including mainstreaming at the regional level while the NDMAs and CPUs assume coordination responsibilities for the various ministries and departments and mandated entities conducting sectoral work, at the

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national level.

This generic guideline covers sectors outlined in Section 1.4 above. Detailed DRR mainstreaming guidelines have been developed for Infrastructure (Energy, Water and Transport), Gender, Agriculture and Food Security, Education and Water Sanitation and Hygiene (WASH).

## **7 MONITORING AND EVALUATION**

Identification of disaster risks across sectors is aimed at facilitating the development of DRR measures and interventions, for mainstreaming DRR at sectoral levels.

M&E will provide milestones, progress on these milestones and interventions to be adopted to ensure that mainstreaming of DRR is on track. The DRR Unit will be central to tracking the implementation of the DRR mainstreaming guidelines in the region at strategic and operational levels. The process is to draw from the implementation of the DRR mainstreaming in the various sectoral strategies, policies, interventions, and overall regional integration through a regional DRR Mainstreaming Score Card.

Sector Specific DRR Mainstreaming Guidelines have been developed with M&E systems that outline activities, output indicators and the proposed timelines for implementation. These systems will inform the SADC Region DRR Mainstreaming Score Card that will be managed by the DRR Unit at the Secretariat. The impact of DRR Mainstreaming will also be drawn from the SADC DRM Peer Review Mechanism (PRM) for the Members States to learn from the operationalisation of DRM policies and programme implementation.

## **8 CONCLUSION**

Mainstreaming DRR is a critical component of sustainable development and a priority when compiling new policies and reviewing existing policies. To ensure this, the DRR Unit of SADC plays a prominent role by guiding the mainstreaming of DRR when sectors are compiling development plans, policies and protocols. The inclusion of SFDRR initiatives in policies and planning instruments is required to ensure that SADC policies and planning instruments comply with DRR principles.

The implementation of DRR measures is not only necessary for the existing policies and programmes but also needs to be prioritized in future policies as vital for ensuring disaster risk reduction in the SADC region. Lack of implementing DRR constrains sustainable development in the region while compounding secondary impacts such as poverty and low standards of living.



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## Annexures

### Annex 1: SADC Disaster Risk Reduction Mainstreaming Score Card

RISDP DRM Strategic Objective		Improved Disaster Risk Management for resilience building		
Mainstreaming Objectives	Key Performance Indicator	Target	Responsibility	Timeline
Disaster risk identification and profiling	Development of the Disaster Risk Situational Analysis, and identification of cross-sectoral and transboundary disaster risks (hazards, vulnerability, and capacity to cope) per sector.	Regional Disaster Risk Situational Analysis Report	DRR Unit	2020
The DRR Mainstreaming enabling environment	Regional Disaster Risk Reduction Management Strategy and Action Plan 2022-2030	Regional Disaster Risk Reduction Management Strategy and Action Plan 2022-2030	DRR Unit	2022
	Regional Disaster Risk Reduction Mainstreaming Guidelines	Regional Disaster Risk Reduction Mainstreaming Guidelines	DRR Unit	2022
	Disaster Risk Reduction Mainstreaming in Specific Sectors Guidelines.	10 Disaster Risk Reduction Mainstreaming Guidelines in: Agriculture Food and Security Nutrition, Infrastructure and Services (Water Resources Management, Energy, ICT, Transport), Water and Sanitation Hygiene (WASH), Education, Gender, Urban Resilience, Health, Wildlife Management and Tourism	DRR Unit	2025
	National Disaster Risk Reduction Mainstreaming Guidelines	16 Member States with Disaster Risk Reduction Mainstreaming Guidelines	Member State(MS)	2028

RISDP DRM Strategic Objective		Improved Disaster Risk Management for resilience building		
Mainstreaming Objectives	Key Performance Indicator	Target	Responsibility	Timeline
Mainstreaming capacities	Capacity building for DRR mainstreaming interventions.	2 Trainings on DRR Mainstreaming for SADC Secretariat and Member States	DRR Unit	2023
Disaster risk reduction measures	Development of disaster risk reduction mainstreaming objectives, measures: Score Card, DRM M&E Systems, Loss and Damage Database	The SADC Region and All Member States with a system to measure DRR mainstreaming:	DRR Unit MS	2022
	SADC Regular Update of the Sendai Monitoring Framework biannual.	16 Member States updating on DRM Programme of Action indicators	MS	2025



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