



DISASTER RISK MANAGEMENT AND FOOD SECURITY SECTOR

MINISTRY OF AGRICULTURE

A large, light blue circular graphic that serves as a background for the main title. Inside the circle is a large, yellow star, similar in design to the one in the top logo. The text of the title is centered over the star.

**DISASTER RISK MANAGEMENT
STRATEGIC PROGRAMME
AND
INVESTMENT FRAMEWORK**

A. Executive Summary

Ethiopia unveiled the Growth and Transformational Plan (GTP) which sets the vision for the country as a middle income, democratic and developmental state and a carbon neutral climate resilient economy by 2025. As aggressive goals of broad based economic growth and social development are envisioned for the country in the coming five years, a comprehensive Disaster Risk Management (DRM) system is called for to reduce disaster risk and the impacts of disasters, and to protect development gains. The urgency behind this approach is conveyed by a host of national policy documents such as the GTP, the Agricultural Sector Programme and Investment Framework and the Policy on Disaster Risk Management. At the international level, the Hyogo Framework for Action and the Africa Regional Strategy for Disaster Risk Reduction give further guidance and thrust.

Ethiopia is exposed to a wide range of hazards associated with the country's diverse geo-climatic and socio-economic conditions. Drought and floods represent major challenges, but a number of other hazards affect communities and livelihoods. These include: frost and hail, crop pests and diseases, livestock diseases, human diseases, conflict and other manmade hazards, landslides, earthquakes and urban and forest fires. Climate change is predicted to further increase exposure to climate-related and hydrological hazard. Ethiopia is vulnerable to this given the importance of agriculture for the overall economy and the livelihoods of poor households, and the scarce diffusion of irrigation and water-shed management practices.

Much has been done in the last 30 years in the way of managing disaster risks. Large scale programs have been designed for prevention and mitigation, incorporating a focus on vulnerabilities, household asset building, and public works for environmental rehabilitation and generation of livelihoods. Preparedness has been enhanced through the early warning system, the strategic grain reserve, and the development of standard guidelines for assessment and intervention. Humanitarian response can currently count on an established risk financing mechanism, better coordination, and improved resource management and prioritization. A recovery strategic framework guides the community recovery from disasters and the protection of livelihoods.

Nevertheless, a number of systemic limitations and gaps persist, as identified by the policy on DRM. The DRM Strategic Programme and Investment Framework (DRM-SPIF) addresses these gaps within the overall goal of *reducing disaster risk and the impact of disasters through the establishment of a comprehensive and integrated disaster risk management system*. The system presented here is designed to bring about positive outcomes in all the phases of the disaster risk management cycle. Specific priority investment areas are identified as central to the achievement of the desired outcomes.

The DRM policy provides the direction for the kind of DRM system envisaged for Ethiopia in the future. It relies on organizational structures with appropriate and harmonized roles and responsibilities at federal, regional and wereda levels. Horizontal and vertical coordination among decision-making bodies and effective DRM systems, processes and procedures is ensured.

The system is based on an understanding of disaster risks; on effective and targeted information flows for decision making and for community DRM; on resources preparedness, ensuring appropriate and timely availability of key resources; on effective implementation capacity, including resource delivery; and on mechanisms for learning lessons and feeding into planning and decision-making.

The DRM SPIF envisions a future where, disaster risk is prevented, mitigated and forecast to enable effective response. A culture of risk reduction is built at all levels. To address identified gaps, an integrated DRM system encompasses all phases of the DRM cycle using common mechanisms. Programmes in risk reduction integrate with climate change adaptation (CCA) and disaster risk reduction (DRR) initiatives. Preparedness is achieved through strengthened early warning and rapid assessment systems linked to contingency plans and

finance, an improved food and non-food management system, and greater community responsibility for DRM.

An enabling environment for the implementation of DRM is created through extensive capacity building, coordination, and international collaborations and engagements programmes. Disaster risk profiles at wereda level provide extensive data on hazards, vulnerabilities and capacity to cope, which informs programmes throughout the framework. An overarching information management system ensures the analysis and compilation of all information generated by the DRM system.

B. Foreword

Our vision is that of a disaster resilient Ethiopia. The reduction of disaster risk and of the impacts of disasters are urgent priorities which contribute to the path of economic and social development set forth for Ethiopia by the Growth and Transformation Plan (GTP).

To best support the enactment of the GTP, efforts in the disaster risk management sector need to be scaled up, ensuring full synchronization and strategic complementary of the numerous initiatives and interventions. Moreover, maximized, coordinated, and efficient resource utilization should be a cornerstone of all of our activities. Success in delivering effective disaster risk management will then guarantee a strengthened resiliency for our communities, substantial reduction in the underlying vulnerabilities and, ultimately, the sustainability of economic and social development gains.

The Disaster Risk Management Strategic Programme and Investment Framework (DRM SPIF) is the tool that will enable the DRM sector in Ethiopia to fulfil this important role.

Throughout the years, much effort has gone into the management of disaster risk and many lessons have been learned: as our understanding improved, systems to ensure risk reduction, efficient response and rehabilitation have been established and refined. Nevertheless, the creation of a comprehensive system for managing disaster risk is not complete and a new framework is called for. Starting from recognition of the potential for DRM in Ethiopia and the strengths of established systems and practices, the DRM SPIF maps the required programme components of a comprehensive DRM system for Ethiopia. It presents clear investment options for partners desirous of supporting DRM efforts and designs mechanism for efficient and harmonized fund allocation and utilization.

The Government of Ethiopia is strongly confident that with the implementation of the present Strategic Programme and Investment Framework the economic and social development goals of the GTP will be safeguarded and reinforced and the vision of a disaster resilient Ethiopia realized.

Mitiku Kassa

State Minister

Disaster Risk Management and Food Security Sector,
Ministry of Agriculture

C. Acknowledgement

The development of the Disaster Risk Management Strategic Programme and Investment Framework (DRM SPIF) is a testament to the commitment and dedication of the Early Warning and Response Directorate (EWRD) of the Disaster Risk Management and Food Security Sector (DRMFSS), federal government line agencies, regional governments, development partners, humanitarian organizations, and civil society organizations to the effort of operationalizing the new comprehensive DRM approach.

We would like to express our appreciation to the representatives of UN agencies, development organizations, humanitarian agencies, and civil society organizations involved in the different sub-teams and the integration committee which critically reviewed the work on DRM in the country and developed the content of the DRM-SPIF. We would also like to thank the organizations and its representatives to the technical committee and the steering committee which guided the development and finalization of the DRM-SPIF.

We are grateful to the federal government line agencies, regional governments, and donor organizations which reviewed and provided critical inputs to the DRM-SPIF.

Finally, our deep gratitude to the DRMFSS staff, specifically the Early Warning, Response, and Hazard Monitoring Case Team and its seconded staff, for its steadfast resolve and leadership in the conceptualization, development and finalization of this strategic programme and investment framework.

Muluneh Woldemariam

Acting Director

Early Warning and Response Directorate

Disaster Risk Management and Food Security Sector

Ministry of Agriculture

D. Acronyms

AU	:	African Union
BPR	:	Business Process Reengineering
CBO	:	Community-Based Organisation
CCA	:	Climate Change Adaptation
COP	:	Communities of Practice
CSO	:	Civil Society Organisation
DCOC	:	Disaster Coordination and Operations Center
DPPB	:	Disaster Prevention and Preparedness Bureau
DRM	:	Disaster Risk Management
DRMFSS	:	Disaster Risk Management & Food Security Sector
DRMTWG	:	Disaster Risk Management Technical Working Group
DRR	:	Disaster Risk Reduction
ECA	:	Economic Commission for Africa
EDRI	:	Ethiopia Development Research Institute
EFSRA	:	Emergency Food Security Reserve Administration
EFY	:	Ethiopian Fiscal Year
EGTE	:	Ethiopia Grain Trade Enterprise
EIAR	:	Ethiopian Institute of Agricultural Research
ENCU	:	Emergency Nutrition Coordination Unit
EOC	:	Emergency Operations Center
EPA	:	Ethiopian Environmental Protection Agency
EWRD	:	Early Warning and Response Directorate
EWS	:	Early Warning System
FMIP	:	Food Management Improvement Project
FSCD	:	Food Security Coordination Directorate
GIS	:	Geographic Information System
GoE	:	Government of Ethiopia
GTP	:	Growth and Transformation Plan
HEA	:	Household Economy Approach
HFA	:	Hyogo Framework for Action
HRD	:	Humanitarian Requirement Document
HRF	:	Humanitarian Requirement Fund
ICPAC	:	IGAD Climate Predictions and Applications Center
ICS	:	Incident Command System
IFRC	:	International Federation of Red Cross & Red Crescent Societies
IMS	:	Information Management System
ISDR	:	International Strategy for Disaster Reduction
JOCV	:	Japan Overseas Cooperation Volunteers
JSOC	:	Joint Oversight Committee

LEAP	:	Livelihood – Early Assessment - Protection
LIAS	:	Livelihoods Impact Analysis and Seasonality
MAC	:	Multi-Agency Coordination
MDG	:	Millennium Development Fund
MERET	:	Managing Environmental Resources to Enable Transitions to more Sustainable
MoFED	:	Ministry of Finance and Economic Development
MoU	:	Memorandum of Understanding
MoWE	:	Ministry of Water and Energy
NGO	:	Non-Governmental Organisation
NIMS	:	National Incident Management System
NMA	:	National Meteorological Agency
PASDEP	:	Plan for Accelerated and Sustained Development to End Poverty
PSNP	:	Productive Safety Net Programme
RED&FS	:	Rural Economic Development and Food Security
SWG	:	Sector Working Group
TOR	:	Terms of Reference
UNDAF	:	UN Development Assistance Framework
VSO	:	Voluntary Service Overseas
WDRP	:	Wereda Disaster Risk Profiling

Table of Contents

A. Executive Summary.....	2
B. Foreword	4
C. Acknowledgement	5
D. Acronyms	6
1. Introduction	11
1.1 The Disaster Risk Management Strategic Programme and Investment Framework	11
1.2 The SPIF Process	12
2. Background	12
2.1 Disasters in Ethiopia and core DRM challenges.....	12
2.2 The Livelihood Context	13
2.3 National Policy Framework	15
2.3.1 Institutional Arrangements and Past Policy Context	15
2.3.2 DRM Policy.....	16
2.3.3 Linkages to Other Policies and Strategies	16
2.4 International Commitments on DRM	18
2.5 Analysis of Current DRM Interventions, Gap Analysis and Lessons Learned	20
2.5.1 Current DRM Interventions	20
2.5.2 Gap Analysis and Lessons Learned.....	23
3. Disaster Risk Management Strategic Programme and Investment Framework.....	29
3.1 Rationale for Investment.....	29
3.2 DRM Linkages.....	29
3.3 Disaster Risk Management Principles.....	30
3.4 Goals, Objectives and Outcomes	30
3.5 Disaster Risk Management Framework	31
3.6 DRM Strategic Programme Areas	34
3.7 Disaster Risk Management Investment Framework	37

3.8 Financial Arrangements	39
3.9 Disaster Risk Management Monitoring and Evaluation.....	40
3.10 Institutional Arrangements for Multi-Stakeholder Coordination	44
Annex 1 – Programme Options	46

Table of Figures

Figure 1.The Most Important Hazard (as perceived by rural households).....13

Figure 2.Disaster Risk Management Framework (Generic).....32

Figure 3. Ethiopia's Disaster Risk Management Framework.....33

Figure 4. Ethiopia’s Disaster Risk Management System Framework by Category.....36

Figure 5. Institutional Arrangement for Coordination.....45

1. Introduction

1.1 The Disaster Risk Management Strategic Programme and Investment Framework

The SPIF provides a strategic framework for the prioritization and planning of investments that will drive Ethiopia's Disaster Risk Management system. It is designed to operationalise the DRM policy by identifying priority investment areas with estimates of the financing needs to be provided by Government and its development partners. The SPIF is a strategic framework that outlines major areas of investment that can then be more fully fleshed out with development partners moving forward. In this way, the greatest buy-in and sense of ownership will be created while clearly following strong government leadership and direction.

The SPIF focuses on the creation of a comprehensive system for managing disaster risk that builds on past lessons and works to increase cross-sectoral multi-agency integration. The main components of the DRM system already exist and several of them have made important progress in effectiveness in recent years. However, the components do not function adequately as an integrated system and this limits overall effectiveness. This requires scaling up efforts in the disaster risk management sector, further developing capacity, and ensuring full synchronization and strategic complementarity of the numerous initiatives and interventions. The SPIF envisions a whole-of-Government initiative led by the DRM-FSS that reflects the priorities of the Government and a wide range of stakeholders. The SPIF is fully aligned with the Growth and Transformation Plan (GTP) which is a successor to the Plan for Accelerated and Sustained Development to End Poverty (PASDEP) and which realized for the country an average annual growth rate of 11 percent for the past five years. The GTP sets the vision for the country as a middle income, democratic and developmental state and a carbon neutral climate resilient economy by 2025.

Setting the enabling environment for sustained development is the shift in the government Disaster Risk Management (DRM) orientation from crisis management to a multi-sectoral and multi-hazard DRM approach. The Business Process Reengineering (BPR) was the basis for the redirection and which led to the formation of the Disaster Risk Management and Food Security Sector (DRM-FSS) comprising of the Early Warning and Response Directorate (EWRD) and the Food Security Coordination Directorate (FSCD). The BPR also led to the review and revision of the National Policy on Disaster Prevention and Management (1993) reinforcing the application of the multi sectoral and integrated DRM approach that incorporate aspects of risk reduction and recovery¹.

Recognizing the importance of strategic partnerships to maximize the DRM SPIF results and in line with the GTP, the Early Warning and Response Directorate (EWRD) and the Food Security Coordination Directorate (FSCD) will build on existing bilateral and multilateral partnerships and support new strategic alliances within the context of country ownership and leadership; alignment to government priorities, systems and processes and harmonization within the wider established Development Partners' coordination architecture, while also promoting involvement of Civil Society Organizations(CSOs) and the private sector.

This partnership strategy will take into account the following existing international agreements and practices as well as national strategic investment frameworks and practices: (i) Paris Declaration on the Aid Effectiveness; (ii) Rome Declaration on Harmonization; (iii) the Growth and Transformation Plan (iv) the Agricultural Sector Policy and Investment Framework (PIF) 2010 – 2020 which identifies a number of common

¹ The 'National Policy and Strategy on Disaster Risk Management' is currently in the draft stage and will come into effect once legislated and approved by the national parliament. The DRM-SPIF will be updated in line with the policy once it is approved.

strategic objectives and investment platforms namely; (a) achieve universal food security and protect vulnerable households from natural disasters (PSNP, HABP) and (b) reduce degradation and improve productivity of natural resources (SLM-ESIF, PSNP, AGP, ELALUDEP) and; (iv) the Climate Resilient Green Economy (CRGE) and Programme of Adaptation to Climate Change (EPA-CC) which recognizes DRM as a key tenet towards reducing adverse effects of climate change.

Further strategic linkages will be sought with key government sectors for a well-coordinated results based implementation of the DRM-SPIF.

It is recognized that further programme development will be required to ensure the DRM-SPIF can be effectively implemented. This will involve joint work between the DRMFSS and Development Partners which would take place after the launch of the SPIF. This will lead to the creation of investment programmes, followed by the development of associated operational manuals.

This approach is designed to further strengthen the DRM SPIF as a strategic guide and basis for results management and mutual accountability.

1.2 The SPIF Process

The SPIF has been developed through a collaborative process involving a wide range of stakeholders. The process has been led by the DRMFSS and began with an intensive and thorough internal analysis process that culminated in the production of the SPIF. The SPIF formulation process has included a review of key policy and strategic documents, the compilation of data and relevant background information, and consultations with key partners including Government, development partners, civil society, and private sector partners. A national consultation workshop was held in May 2012 to discuss the SPIF in detail which was followed by a series of meetings under the auspices of the SPIF Steering Committee which has key representatives from DRMFSS, the regions, development partners, and CSOs. A final consultation workshop with the same constituents was held in May 2013 to discuss final changes to the SPIF.

2. Background

2.1 Disasters in Ethiopia and core DRM challenges

Ethiopia is confronted by a wide range of natural and human-induced hazards. Millions of Ethiopians have been affected by drought and flood in the last decade. The number of people who suffered from drought peaked at 14 million in 2003 and, in the period between 2000 and 2007, was never below 1.5 million persons. The floods of 2006 were the most disastrous affecting about 1.7 million persons.² Rural households also often quote frost and hail, crop pests and diseases, livestock disease and conflict as important hazards.³ Human diseases, landslides, and earthquakes are also often reported by the existing early warning system.

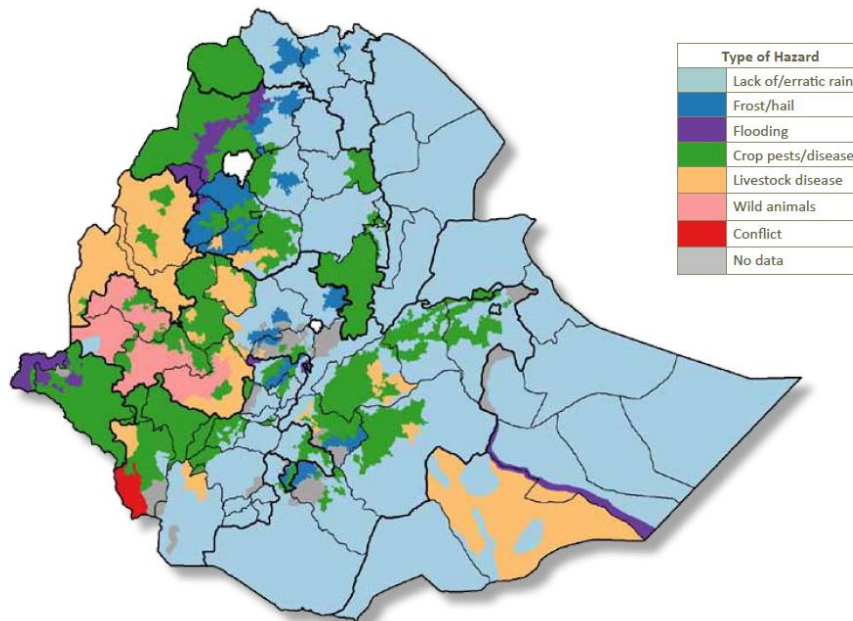
This wide range of hazards is associated with the country's diverse geo-climatic and socio-economic conditions. Furthermore, a regular and marked rainfall seasonal pattern compounds food security challenges

²Data on drought and flood affected population is compiled from the Risk Baseline dataset for Ethiopia

³LIU, *An Atlas of Ethiopian Livelihoods*, 2011

in critical periods of the year: the pre-harvest season in agricultural areas and the end of the dry season for pastoralists.⁴

Figure 1: The Most Important Hazard (as perceived by rural households)⁵



Climate change is predicted to further increase exposure to climate-related and hydrological hazards⁶ and the overall economic importance of agriculture, its prominent role in the livelihood of poor households and the scarce diffusion of irrigation and water-shed management practices make Ethiopia particularly vulnerable to these. As little as 4 to 5 percent of cultivated land is under irrigation, despite an estimated potential to increase this up to 30 percent.⁷ At the same time, small average land holdings and suboptimal yields, as determined by land degradation and the poor diffusion of agricultural technologies, constraint the incomes and food security of small-holders even in normal years. About 40 percent of Ethiopia’s small farms have a size of 0.4 hectares or less and yields on such farms are on average 50 percent lower than on large farms.⁸

Finally, human induced hazards include, among others, conflicts as a result of resource competition and other factors, war, transport accidents and fire (forest and urban). New hazards are also emerging in relation to the development of new infrastructures such as roads or irrigation canals that can adversely affect local populations.

2.2. The Livelihood Context

In Ethiopia, there are four main livelihood production systems across over 170 livelihood zones;

⁴Ibid.

⁵Ibid.

⁶World Bank, *Economics of adaptation to climate change*, 2010

⁷International Water Management Institute, *Irrigation potential in Ethiopia: constraints and opportunities for enhancing the system*, 2010

⁸ Alemayehu Seyou Taffesse, Paul Dorosh and Sinafikeh Asrat, *Crop production in Ethiopia: Regional patterns and trends*, March 2011, ESSPII Working paper 0016

- **Cropping:** The majority of Ethiopians inhabit highland areas and are primarily dependent on smallholder mixed farming. This means crops provide the major source of income, but animals for draught power and as supplementary income. The cropping area of the country includes the actually very low-lying areas in the far west of the country where rainfall nevertheless favours agriculture, as well as irrigated areas along the main rivers in Somali Region.
- **Pastoralism:** In the eastern and southern areas of the country, where rain is too low to support crops, rangeland is used for pastoralism. Pastoralists are primarily reliant on livestock and adopt mobile grazing patterns to maximize the use of rainfall that is highly variable both temporally and spatially.
- **Agro-pastoralism:** Where areas at slightly higher elevations get more rainfall or where rivers and seasonal water-courses allow 'flood-retreat' cultivation, people do grow crops but mix the risk and the profit with a major dependence on herding.
- **Other:** In all areas of the country, households with either no livestock for herding or no land for cropping, exist through a variety of means, including casual labour, petty trading.

These different production systems are also differently affected by Ethiopia's rainfall patterns, with cropping communities in the southern parts of the country relying more heavily on the belg rain (March-May) and the northern and western parts relying more heavily on the Kremt (June-October).

There is some differentiation within Belg dependent communities of the south. Pastoral communities in the South and East of the country, Gu (April-May) & Deyr (October-November) are the most important rainfall seasons. Rainfall in January and February (which can be thought of as early belg rainfall) is important in certain parts of the country. Coastal rains in these months are important for pastoral areas bordering northern Somalia, Djibouti and Eritrea (heys rains in Somali, dadac in Afar). In SNNPR rainfall in January-February (the sapia rains) is important for the successful cultivation of belg sweet potatoes.

Many poor households in Ethiopia are net food buyers. In food deficit areas, these rely on food purchases for 50 percent or more of their annual calorie needs.⁹ The recent volatility of national food markets, as exemplified by the food price hikes of 2008 and 2011, erodes the purchasing power of wages and livestock sales and poses a further challenge to the food security of household who rely on labour and livestock income to ensure their food needs.

Hazards and climatic changes have differential impacts on women and men as gender based differences have a strong impact on their vulnerabilities as well as the coping capacities. It is well recognized that women and men experience, perceive and are exposed to different levels of risks and vulnerabilities, with women more disproportionately affected. In Ethiopia, there is a higher incidence of poverty in female-headed households as more men are economically active than women (75.1% vs. 63.4%)¹⁰, and due to this prevailing lower economic and social status, women and female headed households are on average more vulnerable to disasters. In Ethiopia, only about 34.6% of women are literate¹¹ and lesser proportions of women attend school after the age of 15 and above¹². Women have therefore fewer years of schooling and traditionally having heavier workloads than men thereby impacting and limiting their access to information, knowledge, coping skills and capacities towards disaster; they on the other hand perform a significant proportion of manual farm and housework among other roles and responsibilities at home and in the society and tend to

⁹LIU, *An Atlas of Ethiopian Livelihoods*, 2011

¹⁰Central Statistics Agency, Population and Housing Census of Ethiopia, 2007.

¹¹ibid

¹²ibid

be excluded from control of farm income, inheritance of property and decision making processes. Women and girls also suffer disproportionately from environmental degradation as they have to walk longer distances to collect water and firewood and sometimes unknowingly get exposed to environmental hazards while performing their household roles. In as much as women's vulnerabilities are often highlighted, their positive contribution, participation and roles in building disaster resilience has not been adequately recognized nor acknowledged¹³.

From a DRM perspective, there is great variability across Ethiopia's diverse livelihood systems that directly affects the depth of household and community resources available to cope with disaster. It requires a disaster risk management system that can analyse and respond to different livelihood zones in an optimal manner including an understanding of the most important hazards and the impact on communities.

Recent strong positive trends in economic and agricultural sector growth and poverty reduction will undoubtedly moderate some of these underlying vulnerabilities. However, climate shocks and soil degradation and erosion may reduce the sustainability of further agricultural production growth if no mitigation measures are instituted. Furthermore, livestock yields will be affected negatively through the effects of temperature on annual growth, milk and wool production and reproduction; and indirectly through the changes in the quantity and quality of pasture, forage, grass and disease and increases in parasites. Because rural households are highly vulnerable to shocks, years of progress in building household assets can be quickly reversed. Effective disaster risk management is a critical component of the country's agricultural growth agenda – without the ability to protect gains in agriculture, overall resilience will not be achievable, and national GTP objectives will be compromised.

The DRM Policy confirms the significant impact of disasters on the lives of people and on the country's social, economic, and political development. Not only do disasters impose serious economic costs for response and rehabilitation, diverting national priorities and development resources, but they also reverse development goals and exacerbate poverty.

2.3 National Policy Framework

Existing institutional arrangements for Disaster Risk Management in Ethiopia are the result of a long institutional evolution. This will be explained below. Furthermore, a number of recent, major national development policies highlight the important role for DRM in future development activities. These will also be briefly presented.

2.3.1 Institutional Arrangements and Past Policy Context

The first formal governmental disaster management institution was the Relief and Rehabilitation Commission (RRC), established in the wake of the 1973/74 famine with a mandate to provide relief supplies to drought victims. The Government of Ethiopia reviewed its disaster management strategy and adopted the National Policy on Disaster Prevention and Management (NPDPM) in 1993. The accompanying policy directive was issued in 1993 and the policy implementation guidelines were developed in 1995. The major objectives of the NPDPM were to save lives, integrate relief assistance with development efforts in order to mitigate the impacts of disasters, and enhance the coping capacities of the affected population through the creation of assets in the affected areas. The NPDPM guided relief management policies, institutions, and processes whereby drought disasters were detected and resources, especially food aid, were mobilized and prioritized for affected areas.

¹³ISDR, Making disaster risk reduction gender sensitive; policy and practical guidelines.

In 1995 the government restructured and renamed the RRC. The Disaster Prevention and Preparedness Commission (DPPC) was created, with significant changes in mandate particularly giving emphasis to linking relief to development. Furthermore, since 1993, policy making and oversight responsibilities regarding disaster management have been vested on the National Disaster Prevention and Preparedness Committee (NDPPC). Key sector offices such as the Ministries of Agriculture and Rural Development, Health and Water Resources also became more involved in disaster management since 2003, through the establishment of emergency sectoral task forces. In 2004, the DPPC was split into the Disaster Prevention and Preparedness Agency (DPPA) and the Food Security Coordination Bureau (FSCB), with a revised mandate for DPPA to focus on emergency response while for FSCB to focus on responding to chronic food insecurity.

In 2007 following the BPR, the rights and obligation of the DPPA were transferred by proclamation to the Ministry of Agriculture and Rural Development (MoARD), which led to the establishment of the Disaster Risk Management and Food Security Sector (DRMFSS) within the MoARD. This new institutional arrangement brought a paradigm shift in the approach to disaster management in terms of moving from a drought and relief focused approach to a more pro-active multi-sectoral and multi-hazard Disaster Risk Management (DRM) approach.

2.3.2 DRM Policy

The Government of Ethiopia has endorsed a comprehensive DRM policy, based on lessons learned from previous experience.¹⁴ These include the necessity of a multi-hazard approach grounded in a deep understanding of specific disaster risk, and its link to development and vulnerability; emphasis on prevention, mitigation, preparedness and post-disaster modalities and capacities; de-centralization of resources and structures; a clear determination of DRM responsibilities, supported by the capacity for legal enforcement and a high degree of accountability.

The new DRM policy provides the direction for the kind of DRM system envisaged for Ethiopia in the future. Such system is based on an enabling policy environment and strategy. It relies on organizational structures with appropriate and harmonized roles and responsibilities at federal, regional and woreda levels. Horizontal and vertical coordination among decision-making bodies and effective DRM systems, processes and procedures is ensured.

Furthermore, the system is based on an understanding of disaster risks; on effective and targeted information flows for decision making and for community DRM; on resources preparedness, ensuring appropriate and timely availability of key resources; on effective implementation capacity, including resource delivery; and on mechanisms for learning lessons and feeding into planning and decision-making.

2.3.3 Linkages to Other Policies and Strategies

PASDEP (2005 -2009) and GTP (2010 – 2015)

Recent Government development strategies (PASDEP and GTP) have emphasized the importance of DRM. PASDEP had the main objectives of ensuring accelerated, sustained and broad based economic development as well as preparing the ground for full achievement of Ethiopia's MDG targets by 2015. One of the strategic pillars to achieve this was managing risk and volatility. Accordingly the government has increased investments in poverty reduction programs, including food security and other programs.

¹⁴Although the policy has yet to be formally approved, preparations are being made for adoption of a DRM approach.

The GTP emphasizes the importance of strengthening the Early Warning System and the capacity to respond to disasters. Ensuring a timely response to disasters will be included as part of agricultural support and economic development strategies and programs. Preparedness will be improved by increasing food and non-food reserves. The SPIF will ensure proper complementarity of DRM to the overall growth agenda so that development gains will be protected from the wide range of risks associated with disasters.

The Agriculture Sector Policy and Investment Framework (PIF)

The PIF stresses that improving the capacity to manage risk with an emphasis on climate change is critical in overcoming poverty and food insecurity. While the need to increase the rate of graduation of the chronically food insecure is a key issue, the government must ensure that vulnerable households and communities do not lose their productive assets due to external shocks, and that other risk management initiatives are maintained such as early warning systems, strategic food reserves and emergency response capacity. The DRM-SPIF contributes to further detailing DRM interventions to fully support the PIF and ultimately the GTP agenda.

Climate Resilient Green Economy (CRGE)

In November 2011 the 'vision' to build a Climate-Resilient Green Economy (CRGE) by 2025 was launched. This economy would be middle-income, resilient to the negative impacts of climate change and would be achieved with no net increase in emissions relative to today. The vision is supported by two strategy documents: the Green Economy Strategy (completed in 2011) and the Climate Resilience Strategy (to be launched in 2013 and at Ministerial Steering Committee at time of writing).

There is evidence that climate variability leads to extreme events and causes hazards. Within Ethiopia extreme climate events are common, particularly droughts and floods. Alongside the evidence of a changing climate, evidence suggests the incidence of droughts and floods have increased in the last 10 years relative to the decade before. Therefore, the Climate Resilient Green Economy (CRGE) vision as well as the accompanying Ethiopia Programme of Adaptation to Climate Change (EPA-CC) acknowledge the role of disaster risk management policies, strategies, programs and interventions' in enhancing their goals. This supports the GTP and the PIF which also both highlight the critical importance of managing risks associated with climate change in meeting the goals of reducing hunger and building a sustainable food secure country.

EPA has three main areas of priority: international negotiations, climate change mitigation/low carbon growth and climate change adaptation. The major overlap for the DRM Strategic Framework is on Climate Change Adaptation, where building resilience to a changing climate is inextricably linked with efforts to reduce vulnerability to current climate hazards and variability.

The implementation of CRGE vision and DRM SPIF would ideally rely on common assessments and related data and information on climate-related hazards, risks and vulnerabilities (such as the Wereda Disaster Risk Profile).

Social Protection Policy (2012)

The new Social Protection policy is under the auspices of the Ministry of Labour and Social Affairs (MOLSA) and addresses similar issues.¹⁵ It introduces a shift from the social welfare approach of the developmental social welfare policy to a more comprehensive framework leading to coordinated actions to protect citizens

¹⁵Federal Democratic Republic of Ethiopia, MOLSA, *National Social Protection Policy of Ethiopia, 2012*

from economic and social deprivation through emergency interventions and targeted cash transfers, preventive actions designed to avert deprivation or to mitigate the impact of adverse shocks including health and unemployment insurance, promotive actions that aim to enhance assets and human capital and income earning capacity, and transformative actions including legal and judicial reforms, budget analysis and policy evaluations to help the nation better manage social protection. Looking more broadly at the policy context, Disaster Risk Reduction, Climate Change Adaptation (CCA) and Social Protection all share a common goal – to manage risks to development from shocks while building resilient communities. However, significant overlaps exist in terms of conceptual understanding, policies, and programme implementation between these three conceptual frameworks. The risk is that separate processes and structures will be developed that will lead to duplication and the inefficient use of scarce resources. There have been important initiatives to bring these concepts together at the global level (e.g. the Stockholm Plan of Action, 2007) and at the national level (series of Ethiopian workshops and deliberations). Clearly structured coordination mechanisms are now required to ensure that a harmonised approach is developed around a common system with clear roles and responsibilities at each institutional level. The SPIF is consistent with building synergies and reducing overlap between these frameworks to ensure new funding opportunities are maximized, and greater overall impact is achieved.

In other policies and strategies, the government of Ethiopia has pointed out the need to concentrate on reducing, in the long and medium term, vulnerability of regions' to drought and other natural calamities:

- The Food Security Strategy (FSS)¹⁶, which emphasizes the need and plans activities to strengthen emergency response capabilities of the government, such as the early warning system and the quality of relief distribution;
- The Intergovernmental Authority on Development (IGAD) has worked with the GoE to draft a Country Programming Paper (CPP) entitled “To End Drought Emergencies in the Horn of Africa”. With a focus on pastoralists, it references the DRM policy in the component on Pastoral Disaster Risk Management.
- The National Women’s Policy and National Action Plan for Gender Equality also form the basis for mainstreaming gender in DRM¹⁷.

2.4 International Commitments on DRM

The Government of Ethiopia is highly committed to operationalizing the recommendations for action coming from the Hyogo Framework for Action (HFA) and the Africa Regional Strategy for Disaster Risk Reduction.

The HFA serves as the primary international framework on DRM. Its five areas for priority action are:

1. Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation;
2. Identify, assess and monitor disaster risk and enhance early warning;
3. Use knowledge, innovation and education to build a culture of safety and resilience at all levels;
4. Reduce the underlying risk factors;
5. Strengthen disaster preparedness for effective response at all levels.

¹⁶ Federal Democratic Republic of Ethiopia, Ministry of Finance and Economic Development Growth and Transformation Plan(2010), Policy Matrix, Volume II.

¹⁷Ministry of Women’s Affairs

The Hyogo Framework for Action also makes an explicit commitment to *gender stating that “gender perspectives should be integrated into all DRM policies, plans and decision making processes, including those related to risk assessment, early warning, information management, education and training.”*

The Stockholm Accord of 2007 stated that disasters and climate change are serious risks to economic growth and poverty reduction. The agreed priority actions are:

1. Disaster Risk Reduction and climate change adaptation cannot be dealt with in isolation. It requires common strategies for integrating DRR, climate change adaptation and poverty reduction strategies.
2. Disaster and climate change risk analysis must be integrated into national planning processes including the national poverty reduction strategy
3. DRR and climate change adaptation are not sectors but need to be factored into all sectors
4. DRR is an urgent national agenda to reduce poverty and adapt to climate change

The Africa Regional Strategy for DRR is consistent with the HFA and transforms the strategic documents produced by the joint initiatives of the AU, NEPAD, etc. into detailed actions for policy makers, decision makers, disaster managers, and development practitioners at sub-regional, national, and community levels. It points to the limited effectiveness of risk reduction policies and institutional mechanisms for DRR currently in place in Africa. In particular, it identifies gaps in the following areas: institutional frameworks, risk identification, knowledge management, governance and emergency response. A strategy is then devised to address these, revolving around six objectives:

1. Increase political commitment to DRR;
2. Improve identification and assessments of disaster risk;
3. Enhance knowledge management for DRR;
4. Increase public awareness of DRR, including the participation of women, youth and other vulnerable groups in decision-making in DRR.
5. Improve governance of DRR institutions;
6. Integrate DRR in emergency response management.

There are also a number of international institutions that are relevant to the present framework.

Ethiopia is a member of IGAD, the Intergovernmental Authority on Development. Initially established in 1986 as a body uniting six Horn of Africa governments involved in drought response and management, it has since then expanded its focus to promote intergovernmental cooperation in the areas of food security and environmental protection, promotion and maintenance of peace, security and humanitarian affairs, an economic cooperation and integration. Among its objectives is to achieve regional food security and encourage and assist efforts of Member States to collectively combat drought and other natural and man-made disasters and their natural consequences. IGAD also reiterates the importance of integrating gender and youth in the regional responses through their gender policy and strategy, including disaster risk management.

Ethiopia is also a priority country for the Global Facility for Disaster Reduction and Recovery (GFDRR), an international partnership initiative to help developing countries reduce their vulnerability to natural hazards and adapt to climate change. The GFDRR aims to mainstream DRR measures in development and help countries achieve financial resilience to disasters.

Finally, Ethiopia participates actively in DRM related African Union initiatives, such as the AU summits and the AU Technical Committee on DRR.

Alignment with HFA and Africa Strategy for DRR

With respect to the HFA, Ethiopia underwent numerous and significant adjustments in its DRM institutional framework culminating in the conduct of the business process reengineering (BPR) and the current set-up of the Disaster Risk Management and Food Security Sector (DRMFSS). The restructuring allowed the GoE to undergo a major shift in its approach from what was a traditional, reactive, ex-post emergency and relief work to a proactive, ex-ante preparedness and disaster risk reduction approach.

The 1993 National Policy on Disaster Prevention and Management was reviewed and revised leading to the National Policy and Strategy on Disaster Risk Management that currently serves the basis for the new DRM approach by government. The new policy provides for the reduction of disaster risks and impacts through a comprehensive and integrated DRM system under the context of sustainable development. The new policy also provides for the appropriate mainstreaming of gender issues noting that gender should be adequately integrated and mainstreamed in DRM planning, implementation, monitoring and evaluation.

With respect to the **Africa Regional Strategy for DRR**, for each of the six strategic areas of interventions, Ethiopia has operationalized the major activities articulated in the programme of action of the Africa Regional Strategy for DRR.

The DRM-SPIF addresses the facilitation of the GoE's engagement with the partners at regional and global levels. Reporting on the progress in the promotion and adoption of DRM approaches to the international community through the AU and NEPAD is not only being highlighted in the DRM-SPIF but the engagement with a wider DRM network and the use of south-south cooperation to share experience, knowledge, and resource to further the application of DRM in the country.

2.5. Analysis of Current DRM Interventions, Gap Analysis and Lessons Learned

2.5.1. Current DRM Interventions

Ethiopia's DRM landscape is composed of a large number of programs and initiatives pertinent to various phases of the disaster risk management cycle: prevention and mitigation, preparedness, response, recovery and rehabilitation. In recent years, Ethiopia has made substantial progress in terms of improving, streamlining and integrating the entire DRM cycle. While many gains haven't been made, greater levels of investment are required to ensure DRM is fully operational across the full sectoral and governmental spectrum.

Preparedness

Considerable progress can be documented in terms of preparedness to disasters. The need for early responses to both slow and fast-onset disasters has in fact long been recognized as vital to protecting lives and livelihoods.

Early drought and flood response guidance is currently available. The Government of Ethiopia National Guidelines on Livestock Relief set out appropriate activities which can be conducted at each stage of the drought cycle in pastoral areas and programmes with flexible contingency finance been made available to NGOs via USAID's Pastoral Livelihoods Initiative and ECHO's Regional Drought Decision. At the same time, the Risk Financing initiative of the Productive Safety Net Programme is being tested this year as a way of scaling up the food response to drought-affected communities. At the national level, drought contingency plans have been developed and strengthened. For floods, contingency plans are often drafted. This year, the early convening of the Flood Management Task Force which will compile Regional Flood Contingency Plans into a national flood contingency plan should enable more coordinated support to flood affected

communities. However, there is still a need to ensure that these plans are available earlier in the season in order to ensure resources will be available as soon as possible.

Whilst the PCDP made effective use of the regional Disaster Early Response Fund, the recent review highlights the need for locally owned wereda and regional contingency plans to be in place for timely implementation and cites delays in producing wereda contingency plans and lack of Regional approval of Regional Disaster Preparedness Strategy and Investment Plans (DPSIP) as key constraints.

Maintenance of adequate strategic reserves is also key for preparedness. The GTP plans for an expansion in the capacity and stock of the Ethiopia Strategic Food Reserve Authority (ESFRA). Moreover, the Government has enabled to construct about ten feed and cold stores in pastoralist areas in Oromia, Somali, SNNP, Afar and Amhara regions. These are essential to effectively manage livestock related disasters.

Significant investment into the **Early Warning and Information Management System** has been ongoing over the past few years. Ethiopia can count on a number of Early Warning Systems (EWS) which is both a strength and a weakness. The Government's EWS is one of the oldest in Africa and is characterized by significant expertise and a vast, de-centralized structure, with EW staff in every wereda. Recently, the EWS was reviewed, checklists were re-designed and roll-out of the system has been conducted at regional and wereda levels. The National Meteorological Agency (NMA) also publishes seasonal forecasts and meteorological bulletins, which help to inform humanitarian and development actors as well as farmers via local radio and DAs. In addition, the LEAP software also uses geo-spatial and meteorological data in order to provide information about the likely crop production outcomes and effects on livelihoods. Future work includes refinement and verification of LEAP outputs against actual data, software expansion to cover pastoral areas and to predict floods. Finally, a process to conduct regular analysis of food price data from both the CSA and the EWS has already been established.

Early Warning information is regularly shared through periodical bulletins and to DRM partners' fora, such as the DRM Technical Working Group (DRMTWG), so as to inform decision-making.

In addition, a variety of livelihoods and disaster risk information has been collected or is underway. The Livelihoods Integration Unit has produced Livelihood Zone profiles for the entire country which are analysed and compiled into the Livelihoods Atlas. In addition, this data is used as a baseline for the LIAS database which supports calculation of beneficiary numbers.

The Wereda Disaster Risk Profiling (WDRP) programme is in the process of preparing risk profiles for every wereda in the country, looking at disaster risk from the lens of hazards, vulnerability and capacity, and intended to inform development/DRR, contingency planning and early warning systems. These profiles form the basis of all DRM activities in the country.

Information flow and data quality on DRM has been greatly improved with the thrust in risk profiling, livelihood profiling, and the revamp of the early warning system that is decentralized down to the community level. The identification, assessment, and monitoring of hazards, vulnerabilities and capacities is supported by a strong capacity building component and enhanced communication and information exchange amongst stakeholders.

Building a culture of safety and resilience: the knowledge base on DRM in Ethiopia is slowly being built. Undergraduate and graduate degree courses and standardized training programmes on DRM have been established in Bahir Dar University, the programme offering is being enhanced through south-south cooperation with Asian countries (Philippines and Bangladesh) to address the professionalization and capacity development challenges of the DRM workforce. Local (community) level trainings and learning on

DRM have been initiated through the community DRM approach and the mainstreaming of DRM in the school curricula and sectoral plans and programs is going to commence under the DRM-SPIF

Prevention and Mitigation

The prevention and mitigation of disasters in an active area of engagement in Ethiopia, as it is supported by clear humanitarian and developmental rationales. On one hand, prevention and mitigation reduce the substantial social and psychological costs of disasters and the economic demands for response and reconstruction. On the other, when disasters strike, the gains of development activities that did not take into account an analysis of disaster risk and of the impacts of climate change may be eroded.

Programs in this area include large-scale engagements and a high number of smaller programs. Among the large-scale interventions, the Productive Safety Net (PSNP) program tackles chronic food insecurity through targeted cash or food for work assistance to vulnerable households in hunger season months. It is complemented by a household-asset building component and by contingency and risk financing options to scale up assistance when disasters strike. The Managing Environmental Resources to Enable Transition to Sustainable Livelihoods (MERET) programme also targets the chronically food insecure through food for work assistance. Public works under MERET focus on environmental rehabilitation and livelihood generation initiatives. In the arid and semi-arid pastoralist areas, the Pastoral Community Development Programme (PCDP) works to establish effective models of public service delivery, investment and disaster risk management and to increase the resilience of pastoral communities to external shocks. More broadly, a wider range of more development orientated programmes that work to address the root causes of vulnerability can be classified under this category. This leads to the need to encourage greater coordination and integration of similar activities that seek to reduce overall household and community level vulnerability to disasters.

Humanitarian Response

As mentioned above, the main fundraising mechanism for **humanitarian response** is the HRD. This is a joint government-partners' document which reflects the findings of the seasonal assessment teams. Livelihood profiles based on the Household Economy Approach are used to estimate the number of people requiring food assistance following a shock. Food is distributed through the Government food distribution mechanisms, the WFP Hubs and Spokes for Somali region and Joint Emergency Operation Plan (JEOP), while the bulk of funds in the non-food sectors are provided in form of grants to NGOs from the Humanitarian Response Fund (HRF), USAID, OFDA and ECHO (EC).

The Government has recently adopted elements of the National Incident Management System (NIMS) in order to improve its capacity to deliver fast and effective humanitarian response.

Where the resources available are inadequate for the needs, the 'Hotspot' classification is currently used to prioritize the areas which most urgently need assistance. This uses a range of indicators and a consensus-based decision making process to identify the hotspot weredas. The Prioritization Committee, led by DRMFSS, is multi-agency forum responsible to review the national relief food pipelines against the total requirement of relief beneficiaries to allocate food resources. In the last three years, it has enabled efficient utilization of scarce resources. The Food Management Task Force, a forum which coordinates all food management activities, has also been one of the effective all-partners' forums which is in place at federal level. Information is shared, problems and challenges are identified, and actions are taken among partners.

Further coordination and essential guidance on response is provided by the sectoral task forces. The Agricultural task force *La Nina Road Map* and the Emergency Nutrition Coordination Unit (ENCU)'s efforts to improve monitoring and evaluation of nutrition, to develop guidance for Moderate Acute Malnutrition and

to align the implementation of future nutrition interventions with the food security and livelihoods interventions as part of the DRM approach are examples of good practice¹⁸. Such initiatives need to be strengthened across the sectoral task forces.

Recovery and Rehabilitation

Recovery and rehabilitation is defined in Hyogo as reducing the underlying factors and if paramount to long term risk management post-disaster, and form a continuum with prevention activities. As noted above, DRR initiatives are closely linked with the poverty reduction, food security, and sustainable land management initiatives at all levels. Interventions intended to reduce vulnerability must be integrated with initiatives to improve poor people access to food and other essential services in chronically food insecure areas as is demonstrated through the plan to utilize the DRM SPIF to enhance planning and implementation of public works through the Productive Safety Net Programme (PSNP). A risk financing mechanism has also been established to ensure the protection of lives and livelihoods from shocks impacting on communities and this should be expanded to manage a wider range of disaster risks and non PSNP areas. The other sectoral line ministries have responsibility for development activities which in many cases contribute to the reduction of disaster risk, such as natural resource management, agricultural extension services, water infrastructure development and health and education services. These line ministries are often unaware of DRM principles and rarely use risk analysis to aid their planning.

Significant capacity is being built in the climate change sector. The development of climate change adaptation (CCA) plans at sectoral and regional level is underway. Many aspects of this process, such as the explicit consideration of vulnerability to climate related risks overlap with the DRM mainstreaming process. A gap exists in terms of seizing opportunities for collaboration across the mainstreaming of DRM and CCA agendas.

Urban risks are increasingly becoming a concern due to increasing exposure to hazards and vulnerabilities in urbanized and rapidly urbanizing areas. The DRM-SPIF will ensure that land use plans and building codes are risk sensitive and take into account the different resource use patterns of women and men.

Institutional capacity: a dedicated government agency- the Disaster Risk Management and Food Security Sector- has been created. The Early Warning and Response Directorate of the DRMFSS has responsibility for most elements of the DRM process, including risk analysis (via the LIU and WDRP), preparedness and early warning and assessment and response. The Food Security Directorate of the DRMFSS manages the food delivery and monitoring aspects of the Productive Safety Net and Household Asset Building Programmes. At regional and wereda level, the institutional arrangements vary, but in most cases the same functions are managed by Disaster Prevention and Food Security Bureaus or Early Warning and Food Security Bureaus.

2.5.2 Gap Analysis and Lessons Learned

The DRM system in Ethiopia has been evolving rapidly over recent years with substantial progress made in building the overall system envisioned in the DRM policy. This provides a dynamic base upon which to build future improvements to the system. In identifying the way forward, the SPIF includes an analysis of the gaps that need to be addressed and lessons learned.

2.5.2.1. Systems Level - Gap Analysis

¹⁸The Emergency Nutrition Coordination Unit of Ethiopia roles, responsibilities and achievements, Isaack B. Manyama, Gugsu Abate and Mathewos Tamiru, Field Exchange, 2011.

In the past, DRM has been implemented in a fragmented manner using separate instruments, processes and institutions without the integration required to effectively manage disasters and contribute to overall GTP goals. With the new approach comes the challenge of defining the DRM cycle and the establishment of its interrelationship with the more developed disaster response mechanisms. The need for a strategic framework becomes imperative as the uncoordinated and unguided implementation of DRM initiatives risks not only the duplication of efforts and resources but could render Ethiopia's DRM system confusing.

The lack of sector-wide linkages and synergies is evident in the emerging overlap between DRM, climate change adaptation and social protection. Both DRM and CRGE have a cross-cutting mandate that requires integration with other ministries. But If DRM and CRGE units are created independently in key line ministries and at regional or wereda level (as is outlined in both the DRM policy and the CRGE Vision statement), there is a risk of significant duplication in developing strategies and investment plans for DRM and Climate Resilience. The key is to avoid duplication whilst simultaneously maximising the benefits of the information and technical skills available within both the DRMFSS and the EPA. Cooperation between the DRMFSS and EPA is required in outlining joint requirements for DRM and CRGE investment plans.

System wide resourcing has traditionally been skewed towards emergency assistance, and food aid in particular, with not enough investment in building resilient households including protection from shocks. In the existing system, much of the DRM finance is mobilized for response and through the regular Humanitarian Requirement Documents (HRDs), which are informed by retrospective assessment of the agricultural season's performance. In the future, it is envisaged that needs and required prevention and mitigation measures can be effectively identified through a joint process of early warning and contingency planning and that resources can be readily available to implement such measures ahead of forecasted disasters. A DRM approach aims to balance resources more evenly across the full spectrum of the DRM cycle.

2.5.2.2. Institutional Gap Analysis

DRM responsibility is spread over many institutions using a multiplicity of instruments that are lead to fragmentation and lost opportunities. The organizational structures themselves do not have harmonized roles and responsibilities at federal, regional and wereda levels which can lead to duplication of effort in key functional areas. However, in practice disaster management has been seen as the responsibility of one institution.

There are systemic capacity limitations (number and quality of staff) and high staff turnover exist at all levels across the DRM spectrum. This is particularly severe at the wereda level. Quality human resources are scarce which means that duplication of function is particularly wasteful. Capacity limitations include physical office space, equipment, communications including appropriate technology, and other facilities. (for example, there is a lack of adequate communication facilities to transmit EW and Risk and Vulnerability Assessment information).

With the implementation of the DRM-SPIF, it is anticipated that further re-structuring of the EWRD may be needed to ensure that enough staff are available and appropriately organised to meet the implementation needs of the DRM approach.

2.5.2.3. DRM Component Gap Analysis

Prevention and Mitigation

The responsibility for Prevention and Mitigation is also spread across multiple government and other agencies which requires strong coordination at the highest levels. One of the central prevention and mitigation instruments is PSNP which, while integrating some of the DRR cycle components, is still treated as a programme rather than as part of an overall system for DRM. Moving forward, it will be essential that the interface between prevention and mitigation instruments such as the PSNP are clearly defined in relation to the overall DRM strategy. This will include clear policy level and administrative level clarification.

Preparedness

The system as a whole does not prioritize preparedness which is often equated with pre-positioning relief supplies by those outside of the DRMFSS. Gaps in preparedness exist in terms of contingency planning, early warning and the link to response.

Emergency response continues to attract a disproportionate amount of resources at the expense of addressing the root causes of vulnerability to disasters. While progress has been made to develop new instruments of response beyond traditional food aid, tools such as the contingency fund and risk financing need further integration within an overall DRM framework. Despite significant improvements in the timeliness of response, there are still challenges to increasing responsiveness and responding earlier to emerging crises.

Contingency Planning

Existing contingency plans are limited in scope and are not yet fully aligned to overall DRR planning which encompasses the full range of activities throughout the DRR cycle including development planning. They also do not cover all major hazards and hazard exposed areas. Communities are not fully involved in the contingency planning process, with a resulting low diffusion of knowledge about agreed preparedness measures. A stronger link should be established between the preparedness sector and the financial and decision-making processes for DRM, in addition to building wider linkages and mainstreaming the approach.

Risk and Vulnerability Assessment, Monitoring and Early Warning

Efforts to strengthen the early warning and information management capacity of the Early Warning and Response Directorate are already underway. Whilst data collection has been a strength, the use of this data in planning and decision making processes still remains weak which has also been a challenge in terms of providing timely early warning.

One of the biggest challenges is to bring greater coherence into the whole DRM information systems which is now characterized by a number of information based projects rather than a unified system. Risk Assessment, monitoring and early warning products (WDRP, LIAS, and the EWS) are not fully harmonized within one system which reduces efficiency, can lead to duplication and risks slowing response. For example, Risk Assessment tools are not used for guiding early warning which is a lost opportunity.

As pointed out in reviews of existing community level programmes, there is scope for communities to better engage with the EWS and to creatively use new technology, such as mobile phones, to establish early alert mechanisms. The creation of other programmes under the DRM-SPIF in contingency planning, DRR and community adaptation and risk reduction planning aim to remedy this as well as improvements in the development of information products which are more suitable for use.

The DRM-SPIF recognizes the need to enhance the linkage between Early Warning and early action and puts in place measures to do this. In addition, greater disaggregation of early warning data and guidance for gender-sensitive responses are areas where the DRM-SPIF should play a role.

Research, Mainstreaming and Communication: there are some efforts underway in research, but this will be further strengthened. The DRM-SPIF aims to improve the body of evidence available to all sectors and to effectively communicate this for DRM programming. Current support to academic institutions with DRM research programmes such as Bahir Dar University will continue and be linked with investment in international institutions and to the agricultural research system.

Building a culture of safety and resilience: the knowledge base on DRM in Ethiopia remains low and requires enhancement.

Response Financing

Main challenges of the sector include rapid mobilization of resources, availability of funding before disasters for mitigation and preparedness, the determination of non-food needs and the link with development efforts. Also, the work of the sectoral task forces has to date been mostly response-focused, whereas an expansion of their activities into the pre and post disaster phase is called for.

The possibility of involving private sector insurers in response financing has been tested in Ethiopia. An experiment with this was carried out at the onset of the PSNP programme and then abandoned. In addition, the HARITA project pilot enables PSNP beneficiaries to work additional days in exchange for weather-index crop insurance. A review of recent experiences with index insurance programmes¹⁹ around the world (including three pilots in Ethiopia) suggests that that index insurance could not only provide an additional effective, market-mediated solution to promote agricultural development, but it could also make disaster relief more effective. With this in mind, the DRM-SPIF recommends that the cost-benefit case for different insurance models be further explored.

Recovery and Rehabilitation

More gaps exist in terms of recovery and rehabilitation. Currently, the primary focus of the assessment process and the Humanitarian Requirements Document is on response and there are no standard methodologies in practice to assess recovery needs or to implement recovery activities, with the exception of *the Government of Ethiopia National Guidelines on Livestock Relief Emergencies*, which contains guidance on activities for the early response and recovery phase of drought emergencies. The widespread and fragmented responsibility for recovery and rehabilitation across multiple agencies is complicated as it is both internal and external to government. It is in this area that policy mandate overlaps could lead to confusion and duplication of effort, especially between DRM, climate change, and social protection. However, strong mechanism and incentives for collaboration are not fully developed to build adequate synergies and avoid duplication.

The DRM-SPIF aims to provide a framework for designing appropriate context-specific activities for recovery in different areas of the country, which will draw on the data available on appropriate livelihood strategies in particular areas. It is an opportunity to help build the synergies with other actors required to help reach the overall goals of the GTP.

2.4.3.5. Lessons Learned

The DRM SPIF was developed based on lessons learned from previous experience. These include the necessity of a multi-hazard approach grounded in a deep understanding of specific disaster risk, and its link

¹⁹International Fund for Agricultural Development and World Food Programme. 2010. *Potential for scale and sustainability in weather index insurance for agriculture and rural livelihoods*, by P. Hazell, J. Anderson, N. Balzer, A. Hastrup Clemmensen, U. Hess and F. Rispoli. Rome.

to development and vulnerability; emphasis on prevention, mitigation, preparedness and post-disaster modalities and capacities; de-centralization of resources and structures; a clear determination of DRM responsibilities, supported by the capacity for legal enforcement and a high degree of accountability. Lessons have been learned from the Drought Cycle Management approach developed in East Africa which emphasizes the linkages between mitigation, preparedness, relief assistance and reconstruction and a special emphasis on pastoral areas.

An important international lesson from the Hyogo process that reflects the Ethiopian experience is the need to ensure DRM is integrated into the response architecture across government and should not be the sole responsibility of any one ministry. DRM requires both horizontal and vertical integration to address the gaps noted above.²⁰

Other lessons to emerge include the importance of community-based approaches. The PCDP review points to the value of the community-driven development approaches and the capacity of the community to effectively plan and implement community development interventions with proper fund management. In addition, there are numerous examples of smaller-scale NGO programmes which have taken a community-based planning approaches to reduce the risk of disasters.²¹ These examples show the importance of community involvement in analysing risk and planning, incorporating gender sensitive strategies into analysis and plans, and the potential to mobilize community capacities for DRM and natural resource management activities. In addition, the experiences of CARE in piloting the Community Scorecard Approach²² to enable greater linkage between community priorities and local government service provision could also be applied to the DRM sector to strengthen the implementation of DRR programmes.

The DRMFSS Working Group on gender mainstreaming recognizes that gender is not an “add on” but rather an essential component to effective risk mitigation. It has proposed a number of initiatives moving forward including mainstreaming (ensuring gender is incorporated in all policies, strategies and work plans), coordination (developing synergies with various programmes) and monitoring and evaluation (monitoring how gender sensitive the DRM system becomes).

Experience within Ethiopia points to the necessity to include biological and natural resource management measures alongside physical infrastructure development. Watershed management approaches seem particularly effective. A recent PSNP evaluation²³, for example, reported clear benefits to communities in areas where environmental transformation measures have been implemented.

Furthermore, the *Agriculture Sector Programme Investment Framework* (PIF) indicates the high exposure and vulnerability to climatic risks amongst some households, particularly in light of the low capacity to store water and irrigate, and the low level of household savings. The persistence of such vulnerability highlights the existing gaps in prevention and mitigation efforts and the need for future DRR and climate change adaptation interventions targeted on these issues.

The integration of DRM concepts within the PSNP process has led to some important lessons. DRM functions are linked to the PSNP in response terms through the Risk Financing Mechanisms and the Contingency Fund, and the PSNP responds to DRMFSS assessments, Risk Assessment work and early warning reports. However,

²⁰ UNISDR. 1994. *Review of the Yokohama Strategy and Plan of Action for a Safer World* (A/CONF.206/L.1)

²¹ CORDAID and JEDCCO in Dire Dawa, FARM-Africa in South Omo, Save the Children US in Borena, Tearfund in Wolaitta Zone, Oxfam Canada and SEDA in East Showa Zone. See: *Documenting NGO Experiences in DRM: Best Practices from the NGO Community in Ethiopia*, 2011 (under finalisation).

²²The Community Scorecard in Ethiopia Process, successes, challenges and lessons, CARE, 2010

²³World Bank (2009). Project Appraisal Document on a Proposed Grant in support of the Third Phase of the Productive Safety Net Programme, 25 September 2009. World Bank Social Protection Unit, Africa Region.

these linkages are not systematic enough to avoid duplication of efforts, unnecessary operational overlaps, and the potential of delay in timely response. The PSNP demonstrates that a more integrated and joined up system is required to ensure that core DRM functions operate within one fluid process to build overall resilience.

3. Disaster Risk Management Strategic Programme and Investment Framework

3.1. Rationale for Investment

Despite significant gains achieved in the past decade, Ethiopia is still vulnerable to the impact of disasters which impose serious impediments to development, destroy years of effort, squander vast investments and perpetuate poverty. The vulnerability of the country to disasters is aggravated by rapid population growth, low agricultural productivity, environmental degradation, and climate change. Ethiopia's new DRM policy has been designed to respond to these challenges in conjunction with the national GTP strategy. However, the policy cannot be achieved without a sustained and coordinated investment framework that has broad consensus and support within Government, development partners and other stakeholders. The SPIF provides a clear statement of the goals and outcomes that the SPIF is expected to influence, and an outline of the investment parameters required to realize these goals.

3.2. DRM Linkages

DRM is multi-sectoral and involves a whole-of-government approach. It aims to ensure that ongoing interventions include a DRM component, but also that an integrated system is developed to ensure that poor communities are able to manage disasters and other risks using common instruments within a joined up system. While in line with government policy and international standards such as the Paris Declaration, this is a major challenge in practice given the predominant project based approach which can lead to duplication and fragmentation.

DRM therefore encompasses a system-wide approach and as such, must clearly demonstrate how to bridge the current gaps. In practice, this will include building clear external and internal linkages to help address identified gaps.

External Linkages:

- Policy level: Harmonize potential policy overlaps between Climate Change Adaptation/CRGE, Social Protection and DRM and work to jointly mainstream the policies in one process
- Institutional level: Develop clear coordination structures and through them elaborate the roles and responsibilities of each institution which demonstrates the synergy needed to reach common GTP objectives
- Operational level: Develop common implementation systems with the aim to integrate all aspects of the DRM cycle within a common set of instruments

Internal Linkages:

- Information systems: Further harmonize the various DRMFSS approaches and products so that Risk Assessment, monitoring and Early Warning is one continuum that informs decision making throughout the DRM cycle
- Contingency planning: Link contingency planning much more closely with regular development planning process and to the response through current and new instruments
- Response: Work to harmonize current emergency appeal system with risk financing instruments under overall DRM framework
- Funding modalities: Funding mechanisms along with contingency planning and preparedness are all system level requirements and must work clearly together. Funding mechanisms must deliver resources to the point of need in the time frame available for response and thus need to be streamlined and fully incorporated into the DRM cycle rather than as a separate process. Moves to tools such as risk financing help address such delays and put ownership and control firmly in government hands.

3.3. Disaster Risk Management Principles

The development and implementation of the different programme component of this DRM Strategic Plan and Investment Framework is guided by the following basic principles:

1. DRM shall be an integral component of national development efforts. Therefore, all development programs, including post-disaster recovery measures, shall incorporate disaster risk management components in their regular plans and programs;
2. Natural resource endowments in crisis-affected and crisis-prone areas shall be protected and promoted in the context of comprehensive risk management strategies;
3. DRM systems shall be decentralized and community-based whereby communities play decisive roles in the planning, execution, monitoring and evaluation of disaster risk management projects and programs;
4. DRM systems will ensure the proper participation of all stakeholders including the private sector, academic and research institutions, humanitarian organizations, etc.;
5. DRM systems will ensure accountability and responsibility of all concerned actors at all levels;
6. No human life shall be lost for want of basic relief assistance in times of disaster;
7. Information management is a vital element of disaster risk reduction, and early warning information in particular is a right of citizens;
8. DRM systems shall protect and fulfil the basic needs, rights, and dignity of affected populations;
9. Relief interventions shall impartially address the basic needs of all disaster victims, especially at the initial stages of fast onset emergencies;
10. DRM systems shall take into account the cultural norms, beliefs and practices of communities;
11. Relief efforts shall be followed by development initiatives in order to minimize detrimental effects such as dependency on relief assistance and promote the recovery of livelihoods;
12. DRM systems will give due attention to especially vulnerable groups such as women, children, the infirm, people living with HIV/AIDS, the disabled and the elderly;
13. DRM systems shall be free from all forms of malpractice;
14. Sustainable and comprehensive capacity-development is critical for DRM success. This includes the capacity building of institutions (government, civil societies, and private sector), communities and individuals on sustainable and continuous manner;
15. Disaster risk management in Ethiopia shall be grounded in a comprehensive and rigorous understanding of the specific disaster risk affecting the Country;
16. The DRM-SPIF builds on existing institutions and on lessons learnt from the past.

3.4. Goals, Objectives and Outcomes

The DRM strategic programme and investment framework emanates from the BPR exercise and is based on the objectives, targets, and development goals of the GTP. It is also consistent with the revised DRM Policy and the priorities enshrined in the Hyogo Framework for Action (HFA).

The Goal of the SPIF is **to contribute to Ethiopia's achievement of middle income status by 2020.**

This is a goal that DRM centrally contributes to but cannot achieve on its own. DRM is a fundamental component of sustainable and equitable economic growth because it protects the development gains made in all sectors while ensuring the poor can be supported to participate in overall development. This Goal

situates the SPIF squarely within the highest national development aspiration and highlights its central importance in helping to meet this objective.

The Development Objective is **to reduce disaster risks and the impacts of disasters through the establishment of a comprehensive and integrated disaster risk management system.**

This means that disaster risk and the overall impact of disasters will be reduced through an efficient, transparent and effective DRM system, able to provide timely information and resources to the most vulnerable people where and when needed.

It is anticipated that success in delivering effective disaster risk management will lead to a strengthened resiliency for communities, substantial reduction in the underlying vulnerabilities and, ultimately, the sustainability of economic and social development gains.

The Specific Objectives are:

1. **Reduce disaster risks and vulnerability that hinder development**, primarily by focusing on proactive measures, establishing a culture of risk reduction in regular development programmes, and addressing the underlying causes of recurrent disasters;
2. **Save lives and protect livelihoods** in the event of disasters and ensure the recovery and rehabilitation of all disaster-affected populations;
3. **Promote the resilience of people vulnerable to disasters;**
4. **Mainstream DRM into all sectors**, and ensure DRM is integrated into regular development programmes and implemented at all levels.

The achievement of these goals and objectives will lead to **five specific outcomes**:²⁴

1. Disaster risk is prevented and mitigated and a culture of risk reduction is built at all levels
2. Disaster risk is timely forecasted and effective mitigation and response are undertaken
3. Emergency services and public assistance during or immediately after a disaster are provided to save lives and meet the basic subsistence needs of the people affected
4. Livelihoods and living conditions of disaster affected communities are restored, and improved to withstand future disasters
5. An enabling environment for the implementation of DRM is created and strengthened

The HFA have established targets for 2015 which coincides with the timeframe of the Government of Ethiopia's Growth and Transformational Plan. This DRM Strategic Programme and Investment Framework also uses as a guiding framework the priority areas of the HFA and transforms the various priority actions into suggested programme areas in line with each pillar.

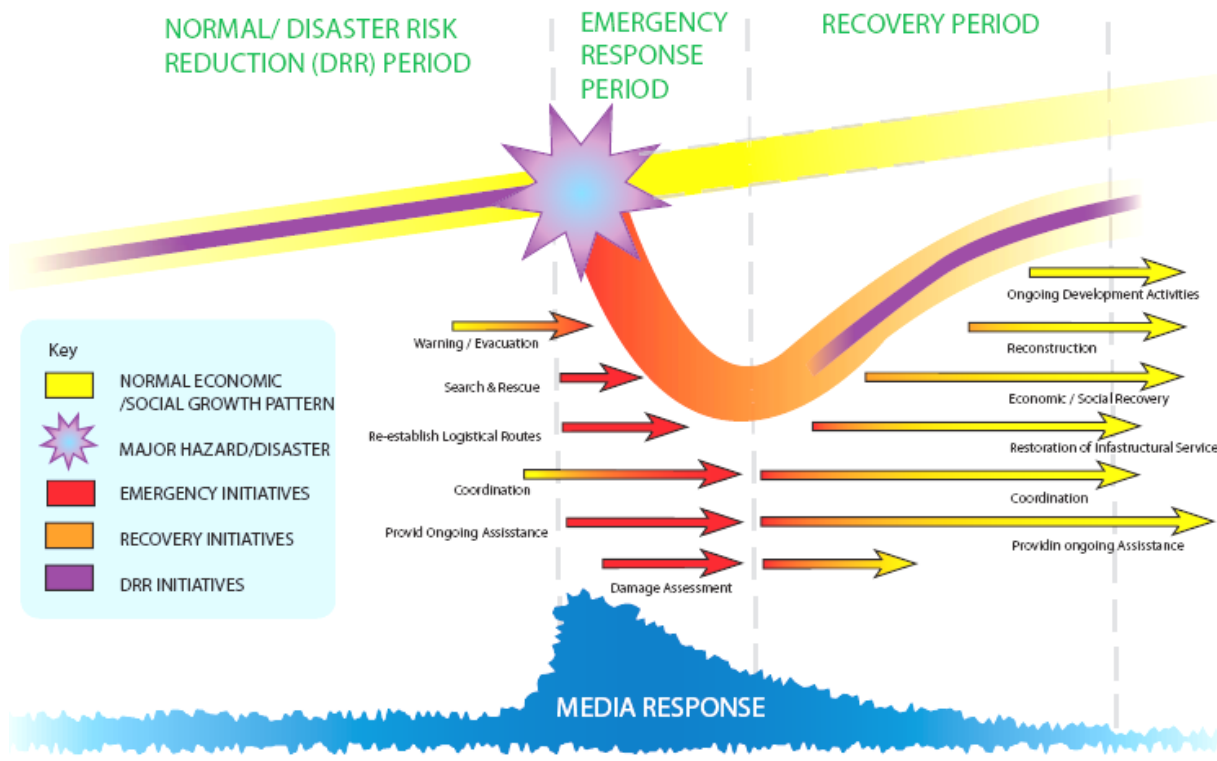
3.5 Disaster Risk Management Framework

The DRM SPIF is based on the DRM policy which provides the direction for the DRM system envisaged for Ethiopia in the future. It relies on organizational structures with appropriate and harmonized roles and responsibilities at federal, regional and wereda levels. The SPIF builds on the DRM policy commitment for strong horizontal and vertical coordination among decision-making bodies and effective DRM systems, processes and procedures.

²⁴More detail is presented in the attached DRM SPIF Log frame

The SPIF is based on an understanding of disaster risks; on effective and targeted information flows for decision making and for community DRM; on resources preparedness, ensuring appropriate and timely availability of key resources; on effective implementation capacity, including resource delivery; and on mechanisms for learning lessons and feeding into planning and decision-making.

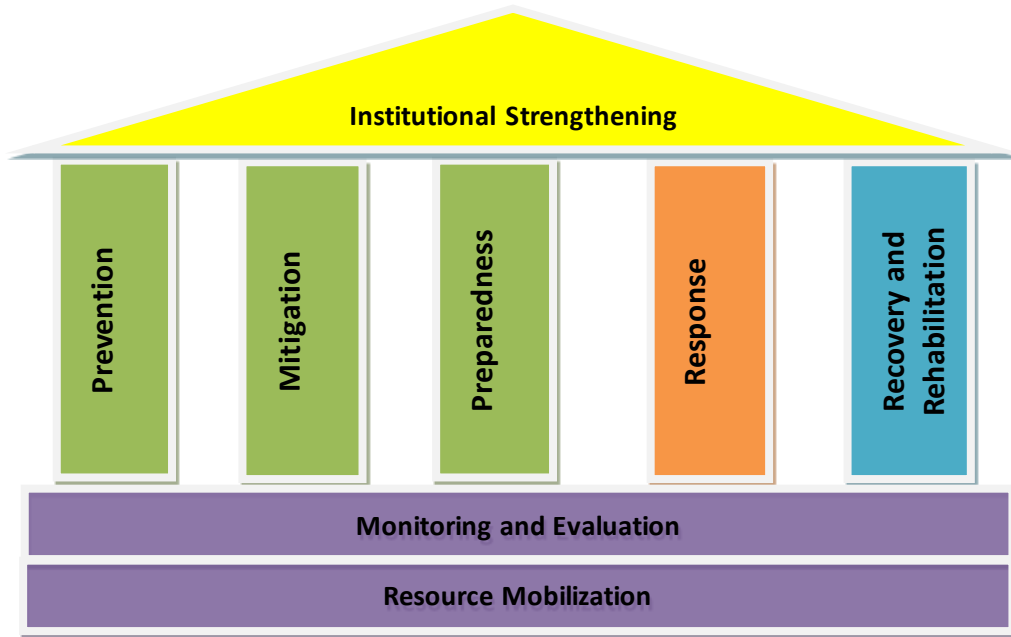
Figure 2: Disaster Risk Management Framework (Generic)



The DRM Framework indicated in Figure 1 demonstrates the relationships between hazard risks/disasters and development and the impact of these hazards/disasters given the level of vulnerability and resilience of communities. It also emphasizes the need for a holistic approach on DRM as both development and humanitarian actions are inextricably linked and provide a fluid transition towards the strengthening of capacities and resilience of households and communities to protect lives and livelihoods. It is critical that DRM is seen as an integrated system embracing a range of sectors and institutions rather than as a series of individual activities implemented in silos.

Ethiopia’s DRM system goes further in contextualizing the framework to the conditions in the country. The DRM system of Ethiopia is divided along seven pillars. Two pillars – prevention and mitigation and preparedness –constitute the core of disaster risk reduction and are essential to ensuring an early and effective response. This in turn mitigates the overall impact of the disaster and speeds recovery and rehabilitation. Institutional strengthening is the pillar which supports an enabling environment for the integration of these various components along the different phases of DRM. Providing the foundation for the DRM pillars is monitoring and evaluation and resource mobilization.

Figure 3: Ethiopia's Disaster Risk Management Framework



The seven pillars of the DRM Framework interact within a continuous process that guides a transparent and integrated system through three major phases: pre-disaster, during disaster, and post-disaster.

Pre-disaster Phase: This includes prevention, mitigation and preparedness activities with a focus on incorporating DRM elements into development strategies, policies and programmes, building the capacity for all actors to discharge their roles, building adequate physical and financial reserves, and ensuring the tools for response are in place including contingency planning and a holistic information system that encompasses early warning, risk assessment, livelihood analysis and monitoring systems.

Disaster Phase: This phase exercises the infrastructure and systems of response with a focus on communities and weredas as the first line of detection and response. Prior to the disaster, capacity to detect and respond to disasters will be built from the community level on up. Protocols and procedures of response will be based on a thorough understanding of household vulnerabilities and risks and innovative tools of response will be used such as risk financing.

Post-Disaster Phase: This phase manages the transition into development programmes and begins with a damage assessment as the basis joint early recovery programming. These activities aim to quickly move to stabilization and the promotion of resilience building activities. Resilience is the ability to withstand threats or to adapt to new strategies in the face of shocks and crises, in ways that preserve the integrity of individuals, households and communities (while not deepening their vulnerability) with a focus on merging humanitarian and development programming to better address overlapping risks and stresses.²⁵ It is an emerging concept that complements DRR.

²⁵FAO, UNICEF, WFP. A Strategy for Enhancing Resilience in SOMALIA: Brief, July 2012

The new approach to DRM is multi-disciplinary and multi-sectoral which requires a wide range of reliable data generated by the full spectrum of institutions, sectors and decision makers. It must operate within a timely and efficient communication system that is able to integrate these many diverse parts.

The DRM policy envisions a centrally managed DRM information system that integrates information from different sectors as well as harmonizing all internal information flows into one system. This would include all information on hazards and associated risks, vulnerability/livelihoods/coping strategies, and underlying and associated causes.

3.6 DRM Strategic Programme Areas

During the SPIF formulation process, a number of priority areas for investment have been identified within the DRM cycle. The DRM-SPIF provides an opportunity for funds to be fed into priority programmes to ensure a comprehensive and integrated response to the DRM challenges within Ethiopia.

Under the following six investment categories are a number of indicative programme areas that form the core of the SPIF.²⁶ If new DRM related initiatives are identified outside of, or cutting across the existing programmatic areas, the DRMFSS will work with partners to formulate solutions within the context of the DRM SPIF. The DRMFSS will work closely with key stakeholders to develop these options in more detail.

DRM Investment Categories	Priority Programmatic Areas
1. Early Warning, Risk Assessment, and Monitoring* <small>* This theme captures all information issues including knowledge management, communication strategy, research, Risk Assessment, Early Warning, assessments and M&E</small>	<ul style="list-style-type: none"> • Information management systems support including: <ul style="list-style-type: none"> • Early warning systems • Disaster risk profiling • Risk Assessment/Livelihoods analysis • Rapid assessment system • Post-disaster needs assessment • DRM research, communication and awareness raising • M&E strengthening
2. Prevention and Mitigation	<ul style="list-style-type: none"> • DRR programming • CAA/DRR/Social protection integration
3. Preparedness	<ul style="list-style-type: none"> • Contingency planning • Contingency fund • Food and non-food management system
4. Response	<ul style="list-style-type: none"> • Emergency response coordination • Humanitarian response
5. Recovery and Rehabilitation	<ul style="list-style-type: none"> • Post disaster recovery programming • Integrated rehabilitation programming
6. Institutional Strengthening	<ul style="list-style-type: none"> • DRM coordination • International collaboration and engagement • Capacity development

²⁶ These are described in more detail in the Annex

	<ul style="list-style-type: none"> • DRM mainstreaming • DRM volunteer scheme
--	---

Underpinning the DRM policy is an emphasis on a participatory approach that is both decentralized and community based. The DRM policy commits to establishing DRM systems whereby communities play decisive roles in the planning, execution, monitoring and evaluation of disaster risk management projects and programmes. It emphasizes the proper participation of all stakeholders including the private sector, academic and research institutions, humanitarian organizations, etc. Included is due attention to vulnerable groups, especially women, children, the infirm, people living with HIV AIDS, the disabled and the elderly.

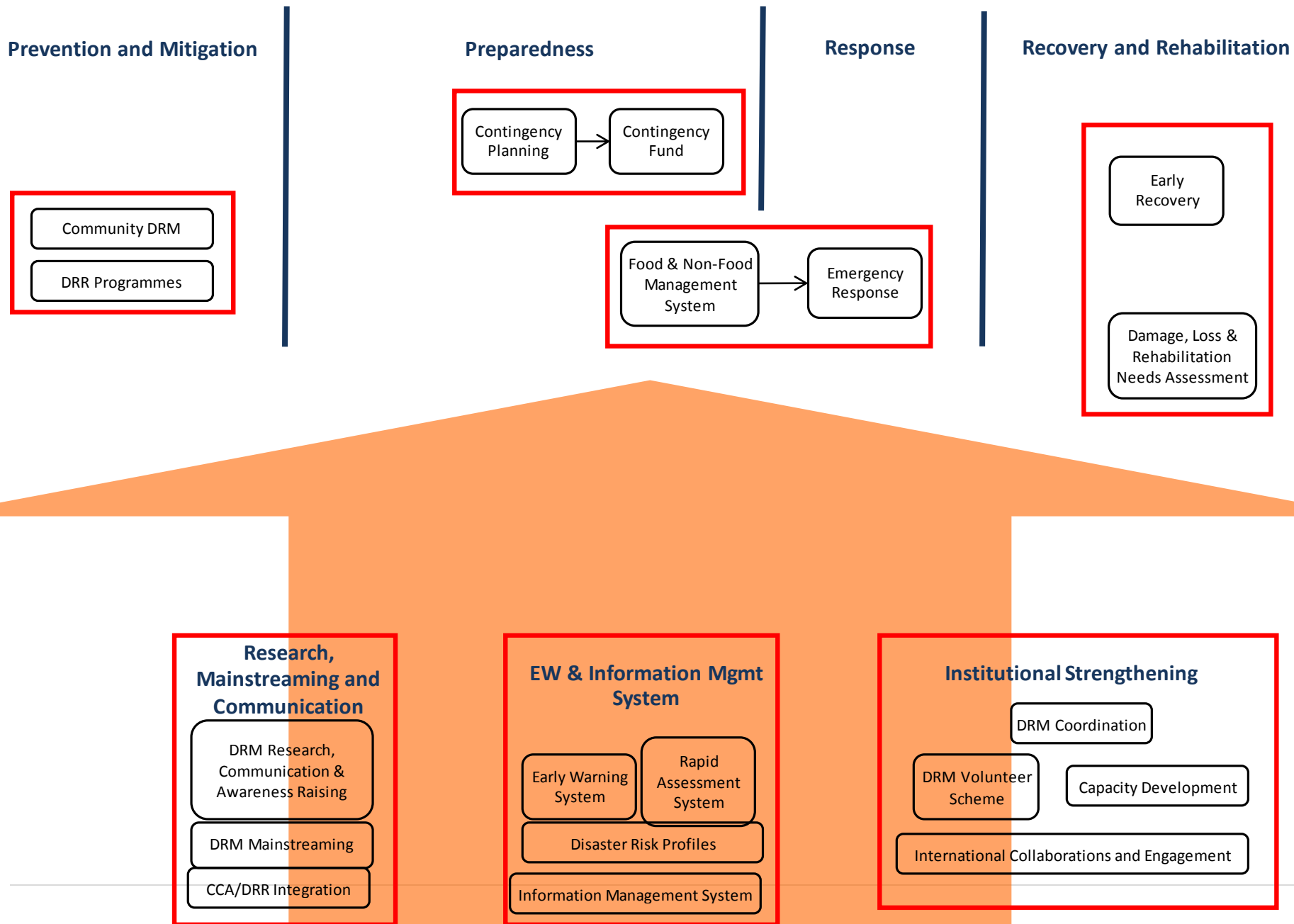
The importance of gender with the DRM system is recognized within the DRM policy and is reflected in the formation of a DRM working group on mainstreaming gender in disaster risk management within the RED&FS coordination structures (see section 3.10). This recognizes the essential role of women in building disaster resilience through knowledge and responsibilities in resource management, and in mobilizing communities to prepare for and respond to disasters.

The capacity development of DRM institutions will be based on a comprehensive institutional capacity assessment. The resource pool on DRM in the country is to be enhanced through the support to academic and training institutions in offering undergraduate and graduate degree courses and the conduct of specialized short courses on DRM. A DRM resource centre will anchor the capacity building activities. DRM will be mainstreamed in all sectors. Paramount in the DRM mainstreaming effort is the establishment of a strong link with education through the integration of DRM in the school curricula at primary, secondary, and tertiary levels. Complementing the capacity of DRM institutions is the DRM volunteer scheme which allows for the establishment of a substantial cadre of volunteer personnel that could be engaged on DRM activities.

Ethiopia’s engagement with the international community on DRM will be enhanced through its heightened involvement in the activities of ISDR and other DRM communities of practice activities. Of particular emphasis is the GoE’s focus towards developing south-south collaboration.

At the onset, baselines on the current status of the DRM Programme Components will be established. As per the DRM Strategic Programme and Investment Framework Monitoring and Evaluation Matrix, a monitoring database and regular feedback mechanism will be employed complemented by the documentation of good practices and lesson learned. Evaluations at mid-term and end of term will be undertaken to look into the effectiveness, efficiency, sustainability, and impact of the DRM Strategic Programme and Investment Framework.

Figure 4 -Ethiopia's Disaster Risk Management System Framework by Category



3.7. Disaster Risk Management Investment Framework

The priority pillars and programmes of Ethiopia’s DRM system with its inter-linkages and complementarity established constitute the overall DRM strategic programme framework. Each of these priority pillars have a number of programmes that will be further developed with partners to work towards the achievement of strategic objectives that in turn contribute to the achievement of the DRM goals. Support towards these priority pillars and programmes is therefore essential.

Development partners are already contributing to DRM in Ethiopia. The DRM SPIF provides an over-arching framework to accommodate existing investment in priority areas and to highlight areas where additional investment is required.

Matrix 1 DRM Investment Framework

Investment Framework is currently under review and it will be shared soon.

3.8 Financial Arrangements

Development partners have expressed intent in aligning and harmonizing support to the forthcoming DRM Policy and to the GoE's strategic framework on DRM. One of the options being looked into is developing a coherent donor position and investment for DRM programmes within an overall strategic framework. Resources channelled to support DRM initiatives in this manner avoids stand-alone engagements where benefits are not fully maximized due to the absence of linkages with other DRM initiatives.

It is essential for the success of the DRM SPIF initiatives that appropriate funding mechanisms to support and sustain the activities are created that allow for maximum flexibility to accommodate all possible funding streams. There are a number of possible financing modalities to be used for financing the DRM programmes and activities. Because the funding requirements will be significant, the recommended approach is to align support with the government system in a harmonised manner.

The envisaged funding mechanisms shall provide financial support to disaster risk management activities identified in the SPIF. There are a number of options for funding the DRM-SPIF, all of which must ensure there is adequate Government leadership and ownership.

- 1. National Budget:** The Government will continue to allocate national budget towards the priorities outlined within the DRM-SPIF.
- 2. A multi-donor funding facility.**

There are a number of options within Ethiopia that could be used for this purpose. Most common is a multi-donor trust fund mechanism such as the World Bank Trust Fund mechanism used to fund the Agriculture Growth Programme and the PSNP. Significant synergies could be built by looking to position DRM investments within existing funding and programming arrangements

Another option is the CRGE financing facility which has been created as a vehicle to contribute to Ethiopia's objective of pursuing a climate resilient green economy, which includes an effective DRM system. The Climate Resilient Green Economy (CRGE) Financing Facility is a national institution, closely linked to the Environmental Protection Authority, the Prime Minister's Office and the Ministry of Finance and Economic Development. There are two financing windows under the CRGE facility, one through MOFED and one through UNDP.

- 3. A pooled fund for a specific DRM programme**

A pooled fund could support a jointly designed programme that would capture priority elements of the DRM-SPIF by combining relevant and complementary programme components. It would build on existing investments in DRM and aim to build linkages with other sectors, with the close involvement of Government and donors.

The aim of these joint funding approaches is to reduce the transaction cost involved in accommodating multiple funding streams while simplifying the flow of funds. However, financing modalities must be sufficiently flexible to maximise funding opportunities while ensuring full alignment with the SPIF.

3.9. Disaster Risk Management Monitoring and Evaluation

The M&E function is critical to the SPIF process in terms of guiding implementation, identifying problems and constraints, documenting results, and ensuring impact is achieved. It is critical for ensuring accountability and transparency for pooled funds jointly managed, and for building rigour within the waiting system.

The DRM Log frame puts into context the overall results to be achieved in the DRM Strategic Programme and details how results will be measured and how the information generated will be able to support evidence-based decision making. The main objective of the DRM Policy is to reduce risks and impact of disaster which translated into realistically measurable impact indicators would be a) percent reduction in the number of persons affected by disasters (compared to baseline 2011); and b) percent reduction in disaster losses - lives and livelihoods lost (compared to baseline 2011) or reduction in the proportion of disaster losses to GDP.

The DRM Log frame makes provisions for ensuring that evidence-based decisions regarding service delivery are made, resources are effectively and efficiently utilized, and mechanisms for tracking implementation and determining whether expected results are being achieved is in place. The DRM M&E Matrix provides for the summary of outcome indicators and critical output indicators that influences the achievement of the outcome/s.

Monitoring

Monitoring the progress of implementation of the DRM Strategic Framework and Investment Framework is vested in the DRMFSS and the DRM Technical Working Group (DRMTWG). The DRMFSS will ensure that information with regards to progress on the implementation of the strategic plan is compiled and discussed in the DRMTWG. The DRMFSS will develop a database and facilitate regular reporting from various stakeholders. The DRMTWG will ensure the close monitoring of the progress of DRM funded programmes and resolve any constraints that may hinder progress in implementation.

Given the scale of programming under the DRM SPIF the indicators are limited in each programme component. However, monitoring will not be confined to these indicators and will include a comprehensive documentation of good practice and lesson learned.

Evaluation

Regular evaluations of the DRM Strategic Programme will be conducted to determine its effectiveness, efficiency, sustainability, and impact. Prior to the conduct of any evaluation exercise, a baseline exercise will be undertaken to establish the benchmark for the implementation of the DRM SPIF. This will include a mid-term and end of term evaluation.

In both evaluation exercises, DRM stakeholders (government, donors, UN agencies, and NGOs) will be extensively involved in the spirit of participation and transparency which characterizes the implementation of the DRM SPIF. Both evaluations will be conducted under the purview of the DRMTWG with the results presented and discussed in the said group, as well as, in other bodies of the Rural Economic Development and Food Security (RED&FS) structure.

Matrix 3 - DRM SPIF Logframe

Hierarchy of Objectives	Objectively Verifiable Indicators (OVIs)	Means of Verification (MoV)	Assumptions and Risks
<p>Development Goal</p> <p>Disaster risks and the impacts of disasters reduced through the establishment of a comprehensive and integrated disaster risk management system</p>	<p>The reduction in the number of lives lost as compared to previous similar disasters</p> <p>The reduction in the value of economic losses incurred as compared to previous similar disasters</p> <p>The reduction in the number of people and children affected by severe malnutrition</p>	<p>Annual analysis of weekly EW reporting on lives lost.</p> <p>Annual analysis of crop and livestock losses (disaggregated by major hazards) from monthly EW reporting.</p> <p>CGE analysis of CSA data of patterns of household expenditure and GDP in relation to disaster events (conducted every 5 years).</p> <p>Annual analysis of ENCU data</p>	<p>Sufficient capacity and resources are available to analyse the data.</p> <p>There is effective coordination and collaboration between stakeholders to arrive at reliable information.</p> <p>Disaster events are difficult to compare and validity may be limited.</p>
Outcomes			
<p>1. Prevention and Mitigation</p> <p>A comprehensive national system for disaster risk reduction and mitigation is established and becomes operational by 2020</p>	<p>The number of regions and districts that refer to the DRM policy and operational guidelines and that integrated Early Warning, Contingency Planning, Mitigation and Response.</p>	<p>Assessment of regional and district reports.</p> <p>Inventory and assessment of agreements and approved development programs, based on their contribution to the Disaster</p>	<p>DRM Policy and operational guidelines are available at all administrative levels.</p> <p>Staff of government, donors, NGOs and CBOs are aware of policy and guidelines.</p>

Hierarchy of Objectives	Objectively Verifiable Indicators (OVIs)	Means of Verification (MoV)	Assumptions and Risks
	<p>The number of regions and districts that access funding, which allows for planning and implementation of interventions, to prepare for, prevent and respond to disaster events.</p> <p>Percentage of all development programs that include elements and interventions directly contributing to the Disaster Reduction Objectives, as described in the national DRM framework.</p>	<p>Reduction Objectives, as described in the national DRM framework.</p> <p>M&E and reports of development programs.</p>	<p>Sustained commitment of government, donors and development partners to finance, build capacity for and implement DRR programs and to respond to disaster events.</p> <p>All relevant stakeholders and actors participate in the coordination structures and follow up the decisions made and information disseminated as regards required action.</p>
<p>2. Preparedness The national capacity to effectively anticipate, respond to, and recover from, the impacts of likely, imminent or current hazard events or conditions enhanced</p>	<p>The frequency and effectiveness of national coordination meetings, during which early warning information, derived from all levels, is assessed to predict the likelihood of any disaster risks and leads to timely early contingency action.</p> <p>The percentage of the amount of required contingency funding that is available and directly accessible to activate contingency plans.</p>	<p>Periodic (mid-term and 5 year) evaluation surveying participating agencies to identify what decisions were made based on early warning information.</p> <p>Available funding as compared to the identified requirements.</p>	<p>SPHERE standards are adhered to in planning and implementing emergency response interventions. Adequate and timely resources allocation from the government and external sources.</p> <p>Availability of logistical facilities and infrastructure to facilitate timely response.</p> <p>Allocation of adequate resources for recovery and rehabilitation from government and external sources.</p>
<p>3. Response Emergency services and public assistance during and/or</p>		<p>Weekly early warning reports and damage and loss assessments</p>	

Hierarchy of Objectives	Objectively Verifiable Indicators (OVIs)	Means of Verification (MoV)	Assumptions and Risks
<p>immediately after a disaster, is effectively provided to save lives and meet the basic subsistence needs of the people affected</p>	<p>The number of lives lost and livelihoods disrupted amongst the affected population.</p> <p>% of relief food dispatch rounds and non-food responses completed in line with needs assessments</p> <p>The volume of distress sales of livestock linked to major hazards.</p>	<p>Relief food dispatch records and sectoral task force reports on non-food responses.</p> <p>Early Warning data on supply ratings for livestock.</p>	<p>Macro-economic factors (market access, prices, and infrastructure) do not hinder recovery efforts.</p> <p>Management and coordination mechanisms are established at all levels</p> <p>The institutional capacity (staff, system, structure, physical, coordination etc.) is adequate to manage DRM issues in an effective manner.</p>
<p>4. Recovery and rehabilitation Livelihoods and living conditions of disaster-affected communities restored, and improved to withstand future disasters.</p>	<p>Percentage of people affected, whose livelihoods are restored to pre-disaster levels.</p> <p>Percentage of communities whose assets are either rehabilitated or improved to pre-disaster levels.</p>	<p>Comparative analysis of CSA data on annual household expenditure for comparable hazard years over time.</p> <p>Mid-term and final evaluations surveying the achievements of recovery programs</p>	<p>Sufficient resources are allocated to manage and coordinate DRM.</p>
<p>5. Institutional strengthening Institutional capacity to manage and coordinate the DRM interventions and linkages with other programmes enhanced</p>	<p>Number and proportion of regions and districts with established DRM coordination mechanisms (i.e. DRMTWG).</p> <p>The number of line ministries or regions reporting an increase in DRR and/or climate change adaptation investment.</p>	<p>Minutes of DRM coordination meetings.</p> <p>Institutional capacity assessments produced as part of the programme.</p>	

3.10 Institutional Arrangements for Multi-Stakeholder Coordination

Primary responsibility of coordinating and monitoring progress of the DRM Strategic Programme lies with the DRM Technical Working Group (DRMTWG) which also supports the implementation of the new multi-sectoral and multi-hazard DRM approach in Ethiopia, besides providing platform for the mutual engagement and support of humanitarian organizations and development partners.

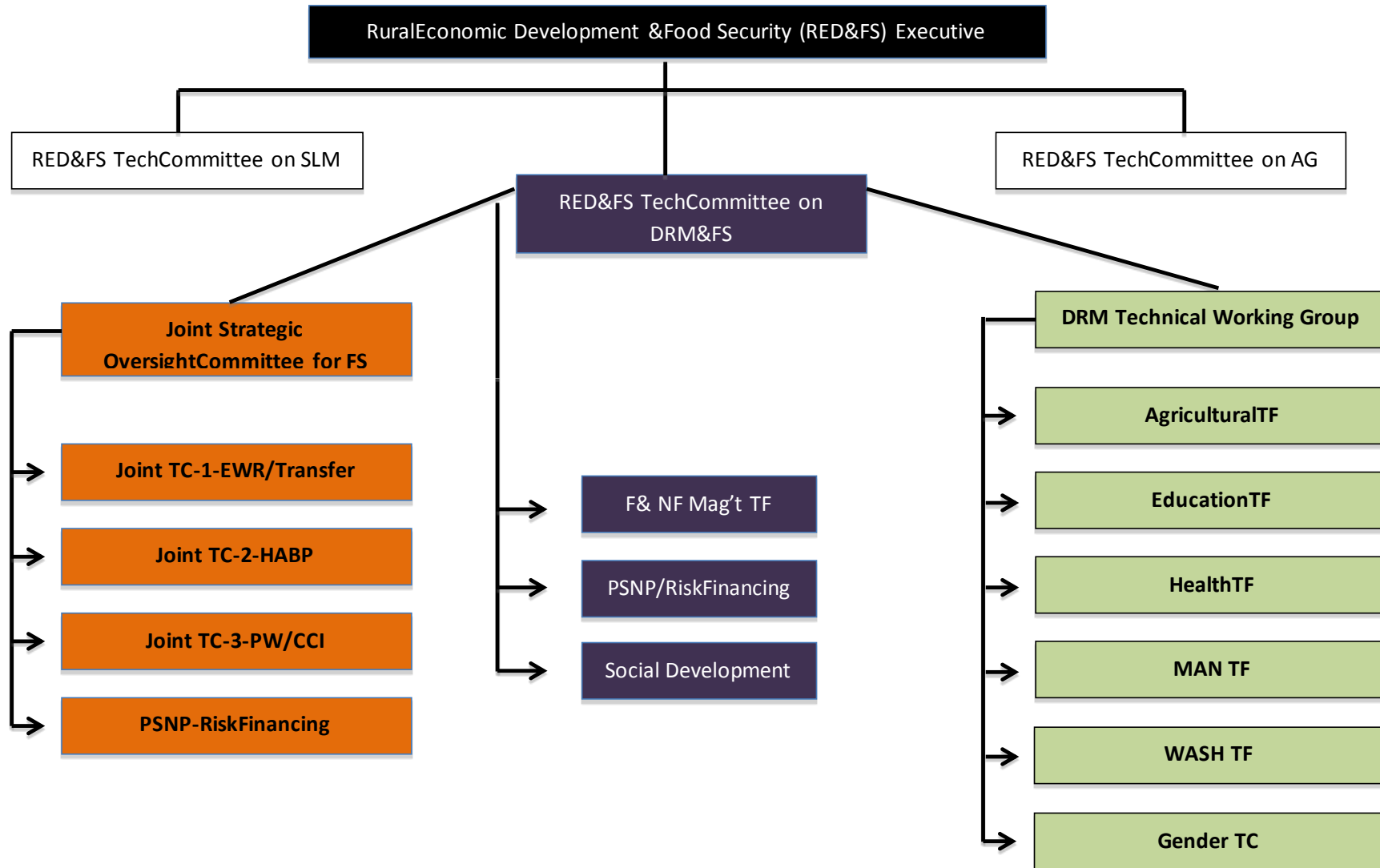
The DRMTWG also forms link between this DRM coordination structure and the Rural Economic Development and Food Security - Sector Working Group (RED&FS - SWG), particularly the Joint Strategic Oversight Committee on DRM (JSOC-DRM).

The DRMTWG continues to work as the nodal coordination forum on all DRM phases – pre-disaster (prevention, mitigation and preparedness), during disaster (response) and post-disaster (recovery and rehabilitation). The DRMTWG is supported by a set of technical and sector Task Forces. These task forces are primarily responsible for the coordination and actions under each sector and are headed by respective relevant government line ministries and are supported by organisations from other line ministries, UN agencies and civil society organisations. Cross-cutting to all these is the Working Group on Mainstreaming Gender in DRM that will work with DRMTWG and all other sector task Forces to mainstream discussions on vulnerabilities associated with gender and other socially vulnerable groups. Figure 4 below depicts the complete DRM institutional structure for coordination.

It has been observed that in many of these forums the discussions largely centre on disaster management issues while risk reduction and recovery aspects get only residual attention. Hence, specific and redirected emphasis will be paid to mainstream DRR and recovery issues in discussions, activities and decisions of all these coordination forums. The constituents of these groups will also be reviewed to ensure that all relevant stakeholders are encouraged to attend and where appropriate the coordinating agencies reflect the requirements of the group. The ToRs of groups will be revised and monitoring and evaluation indicators relevant to DRR and Recovery will be included in work plans and reviews. The DRMTWG will be provided with required technical assistance and support to realise this.

Nevertheless, given the recurrent severity of disasters in Ethiopia, special multi-agency coordination structures would be activated at the times of crises. This includes both Technical and Strategic Multi-Agency Coordination (MAC) groups within the framework of National Incident Management System (NIMS). The NIMS will also facilitate establishing an Emergency Operation Centre (EOC) that will monitor and collate information from all parts of the country on a regular basis, thus enabling early and smooth response.

Fig 5: Institutional Arrangement for Coordination



Annex 1- Programme Options

DRM Programme Options Summary

No.	Programme	Objectives	Interventions	Outcome	Deliverables
1.	Risk Assessment / Disaster Risk Profiles	<ul style="list-style-type: none"> To examine the underlying causes of disaster risk and inform the design of risk reduction programmes; To inform the kind of early warning and response system that needs to be framed in different risk contexts; and To inform a comprehensive contingency plan at wereda level. To identify specific gender based risks and vulnerabilities to inform risk reduction programmes 	<p><i>Training and Workshops.</i> Government and partners institutions and staffs will be trained on data collection tools and methodologies.</p> <p><i>Survey.</i> Data collection conducted at wereda and kebele levels that include sex and age disaggregated data and information.</p> <p><i>Data Entry, Analysis, and Validation.</i> Entry of data into the WDRP database and analysis. GIS-based maps will be prepared and included in the development of the profile of the weredas. Vertical and horizontal (wereda, regional, and national levels) validation and dissemination of wereda profiles.</p> <p><i>Publication.</i> The complete and validated wereda profiles published through the digital library and made available through the Internet.</p>	Stakeholders and actors have better information system to manage disaster risks and take timely action in the event of a disaster.	<ul style="list-style-type: none"> Disaster Risk Profile, including an analysis of specific gendered risks and vulnerabilities for each wereda Digital Library for a wereda Consolidated Overview of Disaster Risk
2.	Information Management System	<ul style="list-style-type: none"> Provide information management services for the creation of a strengthened early warning system and a 	<p><i>Strengthening of connectivity.</i> Strengthening of both vertical and horizontal connectivity between various level of governments and its partners;</p>	Enhanced information systems, improved information use and exchange to	<ul style="list-style-type: none"> Early Warning and Information Systems

No.	Programme	Objectives	Interventions	Outcome	Deliverables
		<p>number of further required information systems</p> <ul style="list-style-type: none"> • Improve connectivity and communication with regional and sub-regional DRM and food security structures; • Strengthen and consolidate existing IT resources and personnel's skills developed within the DRM, ensuring sustainability of current and future achievements; and • Advancing automation of operations within DRM. 	<p><u>Software and database development.</u> Improve DRR information analysis capacity through the creation of software and databases and by emphasizing geo-spatial information systems;</p> <p><u>Information dissemination.</u> Improve DRR information dissemination through the development of systems that are user-friendly, interactive, dynamic, but also centralized;</p> <p><u>Stakeholder engagement.</u> Engage with providers and beneficiaries of the various DRR activities, so that services delivered by the Information Management Support Unit are demand-driven;</p> <p><u>Staff training.</u> Heavily investing in selection and training of local staff, in view of ensuring long term sustainability of all IT related functions.</p>	<p>support the expanded information needs on DRM.</p>	<ul style="list-style-type: none"> • Information Dissemination System • Digital Library • Data Mapping Facility • 3W Database • General Support to Information Management in the DRM Sector
3.	Community Disaster Risk Management	<p>To ensure community ownership of disaster risk reduction initiatives.</p>	<p><u>Community Participatory Risk and Vulnerability Analysis.</u> With available data from the WDRP, risk and vulnerability analysis would be conducted while ensuring that women's and other vulnerable groups' are consulted and their risks and vulnerabilities adequately analysed and documented.</p> <p><u>Community Education.</u> Making communities aware of the nature of hazards and their potential for causing disasters, and understanding all aspects of disaster management, including information on contextual vulnerabilities to those hazards for specific groups such as women and other vulnerable groups.</p>	<p>Revitalization and up scaling of existing community managed disaster risk management initiatives.</p>	<ul style="list-style-type: none"> • Risk and vulnerability analysis led and undertaken by vulnerable communities; • Functioning community early warning system; • Community risk reduction and climate adaptation program/community development plans; • Community contingency and recovery plan; and • Comprehensive community education on DRM

No.	Programme	Objectives	Interventions	Outcome	Deliverables
			<p><u>Community Networking</u>. Communities and community institutions such as youth and women’s associations organized to build a common platform and pursue a common program and aspirations on DRM linked with local, regional, and federal level DRM institutions.</p> <p><u>Community Mitigation Programming and Implementation/Community development plans</u>. Community-based disaster mitigation and climate adaptation programs based on innovations, local knowledge, coping capacities and practice, while ensuring active participation and contribution of men, women, girls and boys is linked to the overall development of their community and provide the integration between DRR mitigation and Climate Change adaptation measures.</p> <p><u>Community Early Warning System</u>. A community managed process of monitoring specific hazards and of communicating the nature and magnitude of the said danger/s through a system of alert/warning that is understood by everyone, in particular women and other vulnerable groups will be promoted.</p> <p><u>Community Contingency and Recovery Planning</u>. Communities will be assisted in the development of their respective community contingency and recovery plans while ensuring that women and girls adequately participate.</p>		

No.	Programme	Objectives	Interventions	Outcome	Deliverables
4.	DRR Programmes	Build up and sustain resilient capacities of vulnerable communities through diversified livelihood opportunities, natural resources management and environment protection.	<p><i>Informed DRR Programmes:</i> It will be ensured that the WDRPs and other available risk databases including active engagement of community institutions form the basis of decisions regarding type of activities to be undertaken and geographical areas and populations to be targeted.</p> <p><i>Programme Implementation:</i> The government will ensure that adequate resources (financial, technical and human) are available to implement all decided programmes. To the extent possible, all resources will be drawn from the government sources.</p> <p><i>Documentation of Lessons Learnt:</i> Efforts will be made to document best practices stories, lessons learnt and publish regular advocacy materials for an enhanced visibility of such programmes and also mainstreaming DRR issues in public forums.</p> <p><i>Regular Monitoring and Evaluations:</i> All implemented programmes will be monitored regularly and evaluated for results periodically to assess their success and document lessons learnt to improve the programmes further.</p>	More informed DRR programmes resulting in mitigation of disaster risks.	<ul style="list-style-type: none"> Well-informed and harmonised DRR programmes implemented Resources available from government for agreed DRR programmes
5.	Climate Change Adaptation and Disaster Risk	Ensure climate change adoption policies and development plans	<i>Availability of Appropriate Climate Data.</i> In collaboration with the national and international technical institutes, DRMFS	Integration of DRM knowledge and capacities in efforts	<ul style="list-style-type: none"> Downscaled climate data based on livelihood zones are available via the DRMFS database.

No.	Programme	Objectives	Interventions	Outcome	Deliverables
	Reduction Integration	and interventions capture DRR and vice versa	<p>will make more specific and appropriate climate projections and seasonal forecasts available to regional and wereda bureaus. These projections are also integrated into the WDRP database to provide comprehensive data for risk reduction and adaptation planning.</p> <p><i>Analysis of risk data to support development of CCA Sector Action Plans in other Line Ministries.</i> Ensure that DRMFSS datasets like WDRP, LIU etc. are taken into account by Line Ministries and Regional Bureaus when they develop their Sector Action Plans for Climate Change Adaptation.</p> <p><i>Capacity Development for CCA/DRR Integration in Development Planning.</i> It will be ensured that the training and awareness programme on integrating disaster risk and climate change into development planning (led by EPA) is conducted in liaison with DRMFSS.</p> <p><i>Incorporation of CC considerations into mainstreaming plans.</i> The outcomes of the information generated above should result in the alignment of mainstreaming initiatives between EPA and DRMFSS and to ensure efficiency in the efforts made by Sector Line Ministries.</p>	to mainstream climate change undertaken by the EPA	<ul style="list-style-type: none"> • Enhanced harmonization between EPA and DRMFSS • Specific analysis of risk profile data to inform sector action planning processes on climate change adaptation • Training materials on using available risk information in development planning are developed and disseminated to line ministries and regions

No.	Programme	Objectives	Interventions	Outcome	Deliverables
6.	Early Warning System	<ul style="list-style-type: none"> Establish a systematic and standardized process to collect, analyse and share data, maps and trends on hazards and vulnerabilities and relate these to the livelihoods of affected populations Establish an effective hazard monitoring and warning service with a sound scientific and technological basis and utilizing local technologies Develop Wereda Net-based communication and dissemination systems to ensure people and communities are warned in advance of impending natural hazard events. 	<p><u>Capacity-Building.</u> Streamlined training and capacity development of relevant staffs at various levels will be done on EWS data collection, including that for LEAP software, and analysis.</p> <p><u>Database Establishment and Management.</u> Baseline and databases at regional and federal levels will be kept and linked with each other for easy accessibility.</p> <p><u>LEAP Software Update.</u> A number of LEAP software updates will be produced including refinement and verification of LEAP outputs using retrospective analysis and forecast for belg 2011; finalization of LEAP-LIAS integration; development of pastoral index (possibly combined with LEWS outputs); develop flood index; integrate climate change model.</p> <p><u>Strengthening of meteorological infrastructure.</u> Setup of automated weather stations; install Geonet Cast satellite data receiver and related server at DRMFSS and NMA; installation of automated hydrological telemetry along the Awash river are some notable interventions.</p> <p><u>Multi-hazard and ad hoc analysis team.</u> The EWS will establish a small, dedicated multi-hazard analysis team within the DRMFSS: This team will continuously</p>	Federal, regional and wereda level capacity for early warning system linked to the WDRP and vigilance to eminent risk/disaster is efficient, sound and timely.	<ul style="list-style-type: none"> Training on EWS from federal to wereda levels on transmitting information; Roll-out of EWS reporting and database; Maintenance/Updating of EWS database and mapping capacity; Creation of statistical routines for analysis of WDRP and EW data; Integration of LEAP-HEA-EW; Establishment of EWS alert/warning communication network; Production and dissemination of EWS monthly and fortnight bulletins; Support to community-based early warning system; Integration with contingency finance and planning to perform "trigger" function; and Integration with traditional response mechanisms. Extensions of LEAP software released: pastoralist index, flood forecast, climate change integration, HEA integration, LEWS and Geonet Cast data integration Setup and installation of Hydro-meteorological infrastructures:

No.	Programme	Objectives	Interventions	Outcome	Deliverables
			<p>collect and analysis the information from the different available EW tools and disseminate its findings. Furthermore, the creation of ad-hoc multi-agency team will be considered for major hazards such as droughts. Such ad-hoc teams will focus on one hazard and report to senior policy makers updated scenarios and prioritized DRR and response plans.</p> <p><i>EWS Analysis.</i> Multi-hazard analysis combining information from the EW checklists' dataset, baseline information from the WDRPs, LIAS database, and agro-economic forecasts based on LEAP outputs will be done.</p> <p><i>Alert and Communication Systems.</i> Regular bulletins, a re-designed website complemented with an effective alert system will ensure EW analysis and information reaches the whole community of DRM actors in the country.</p> <p><i>Food markets monitoring.</i> The DRMFSS will perform continuous food markets monitoring after the development of guidelines and conduct of trainings on market analysis and will disseminate all relevant information to stakeholders.</p>		<p>automated weather stations and , hydrological telemetry</p> <ul style="list-style-type: none"> • Setup and installation of Low Cost GEONETCAST Infrastructures and application of toolbox for DRM
7.	Contingency Planning	<ul style="list-style-type: none"> • Design effective, comprehensive, gender responsive and decentralised response plans for major hazards based on the WDRP; 	<p><i>Manual Development.</i> Development of a comprehensive contingency planning manual.</p>	Enhanced preparedness of actors at federal, regional, wereda	<ul style="list-style-type: none"> • Trainings of federal, regional and wereda level staff; • Manual on Contingency Planning for Ethiopia; and

No.	Programme	Objectives	Interventions	Outcome	Deliverables
		<ul style="list-style-type: none"> • Create conditions for effective coordination and collective action in response to both occurring and impending emergencies; • Build and strengthen preparedness capacity at all levels; and • Build upon existing early warning and contingency planning initiatives promoting a shared culture of preparedness among institutions and communities. 	<p><u>Capacity-Building.</u> Based on the manual, an extensive training program will be undertaken targeting first federal and regional officials and subsequently cascaded to the weredas.</p> <p><u>Development of Contingency Plans.</u> Application of the contingency planning manual to produce multi-hazard, comprehensive contingency plans using information from the WDRP, EWS, and other sources, establish “triggers” to be monitored and design response systems which take into considerations communities’ vulnerabilities and capacities.</p> <p><u>Database Development, Resource Mapping, and Pre-Positioning.</u> Maintain a database of existing up-to-date plans and map available resources that can be tapped in the event of a disaster.</p>	and sub-wereda level against impending disasters.	<ul style="list-style-type: none"> • Wereda level and regional level multi-hazard and multi-stakeholders contingency plans
8.	Contingency Fund	<ul style="list-style-type: none"> • Establish financial mechanism ensuring adequate, timely funding is available for the implementation of contingency and recovery plans at wereda, regional and national level; • Design incentives to avoid over spending and poor utilization of funds. 	<p><u>Review of existing practices and arrangements and other countries’ practices.</u> Existing funds and arrangements like the NDPPF, HRF, RF, etc., together with practices in other countries, will be reviewed.</p> <p><u>1. Disaster and Recovery Fund Stakeholder workshops.</u> A series of stakeholders’ workshops will be organized to detail users’ and providers’ needs in the design of the reformed funding mechanism.</p> <p><u>Development of implementation manual.</u> A concept note and an implementation</p>	Steady stream of timely and adequate financial support enabling implementation of contingent and planned DRM interventions along all phases of the DRM cycle and with the funding mechanisms established to enable the scaling up of support.	<ul style="list-style-type: none"> • Concept note and implementation manual on reformed funding mechanism produced; • New fund established, including setting up of all specified committees and components; • Bi-annual resource allocation reports produced and circulated;

No.	Programme	Objectives	Interventions	Outcome	Deliverables
			<p>manual on the reformed funding mechanism.</p> <p><i>Fund establishment.</i> Once the concept note and implementation manual have passed the stage of final revision, the fund will be established.</p> <p><i>Major fund review after 2 years.</i> A major review of the fund's operation will be undertaken after 2 years of operations.</p> <p><u>2. National Insurance Program</u></p> <p><i>Cost-benefit study.</i> A cost-benefit analysis exercise will be carried out to explore the feasibility of a national insurance program.</p> <p><i>Government-donors workshop.</i> If the cost-benefit study reveals potential gains in buying a national insurance programme, a large consultative workshop will be organizing, to incorporate donors' views.</p> <p><i>Extension of disaster and recovery fund.</i> In case the cost-benefit analysis and stakeholder workshop have a positive outcome, the emergency/contingency fund will be augmented by a separate pot where donors and government can contribute money to pay for the premium on the insurance product. Donors will then be able to commit a predictable and stable flow of funding, while decreasing contributions to the contingency part of the fund.</p>	<p>Over-spending and poor utilization will be discouraged through extensive monitoring and performance based incentives.</p>	<ul style="list-style-type: none"> • Review document produced after stakeholder workshop; • Cost-benefit analysis document on national insurance; • Government-donors workshop report.

No.	Programme	Objectives	Interventions	Outcome	Deliverables
9.	Food and Non-Food Management System	<ul style="list-style-type: none"> To establish and maintain food and non-food reserves in different strategic locations across the country for emergencies, market stabilization and export. To design and develop commodity tracking system by strengthening national & regional capacities for effective implementation of food and non-food movements 	<ul style="list-style-type: none"> Procurement of food (including non-grain food) and non-food items order to build up the reserve Make arrangements for electricity installation in the new warehouses. Hiring of consultant Civil Engineer/advisory institution Construction of warehouses, silos, cold stores and other storage facilities for food and non-food items Procurements of warehouse equipment Enhancing transportation capacity through purchase of additional vehicles Develop a database for commodity tracking 	DRMFSS and other implementing partners will be able to acquire capacities for good commodity tracking system, and contingency food and non-food reserves	<ul style="list-style-type: none"> Effective and trust worthy humanitarian food and non-food items management system will be developed in the country. warehouse with electricity installed new warehouses constructed new silos constructed new cold stores and other storage facilities constructed new additional vehicles secured
10.	Rapid Assessment System	To provide early warning and assessment information in case of fast-onset hazards and disasters which exceed the Early Warning System capacity for analysis	<p><u>Development/Revision of assessment guidelines.</u> Gender sensitive Assessment guidelines and methodologies for various sectors will be produced or revised if existent to enhance the collection and analysis of sex and age disaggregated data and information.</p> <p><u>Training on assessment guidelines.</u> A series of trainings will be conducted for DRMFSS staff and staff of other relevant organizations.(male and female staff)</p> <p><u>Introduction of rapid assessment in TOR of DRMTWG.</u> The TOR of the DRMTWG will</p>	Extended early warning system capable of mobilizing appropriate human and financial resources to assess hazards and disasters of particular magnitude or special features.	<ul style="list-style-type: none"> Gender responsive Assessment guidelines produced Training on assessment guidelines produced and training report produced TOR of DRMTWG amended to include role of Assessment Missions

No.	Programme	Objectives	Interventions	Outcome	Deliverables
			<p>be reviewed to include the power to call a rapid assessment mission.</p> <p><u>Support to ENCU.</u> The ENCU within DRMFSS will be strengthened and supported to keep coordinating specialized nutrition assessments.</p>		
11.	Emergency Response	<p>To address humanitarian needs emerging from manmade and natural disasters and effectively avert the risk of loss of life, livelihoods of affected population, alleviate suffering and restore dignity</p> <p>To build required capacity at all levels, enhancing the speed, quality and effectiveness of emergency response</p> <p>To facilitate effective response through close monitoring, and timely identification of needs and continued gap analysis;</p>	<p><u>Response.</u> Comprehensive & effective food and non-food emergency supplies, while ensuring the special needs of women and girls are included, for disaster affected population in accordance with the emergency plan and guidelines</p> <p><u>Operational or emergency response plan based on pre-developed contingency plan</u></p> <p><u>Information systems.</u> Information and communication management systems in place to facilitate informed decision making and manage media relations</p> <p><u>Multi-agency coordination.</u> Multi-agency coordination structure including MAC, relevant sector task forces and EOC at all levels. This will facilitate effective response and avoid overlaps.</p>	<p>Coordinated and enhanced humanitarian response operational mechanisms and interventions within government structures and among partners taking part in relief response</p> <p>Improved inter-agency coordination at all levels</p> <p>Enhanced strategic partnerships and effective networking government and aid partners</p>	<ul style="list-style-type: none"> • Reduced or alleviate suffering mortalities, casualties, livelihood, asset losses and human dignity from disasters • Improved sectoral humanitarian response in addressing the needs of affected population • Minimize duplications and overlaps • Improve sectoral accountability with clear reporting lines • Increased joint planning and response (needs identification, coordination and gap analysis) • Rapid assessment reports • Operational/Response plan • MOU with partners

No.	Programme	Objectives	Interventions	Outcome	Deliverables
12.	Post-Disaster Needs Assessment	To identify the magnitude and extent of damage, loss, and recovery needs caused by disaster	<p><u>Guidelines development:</u> Guidelines appropriately adapted to the Ethiopian context and expanded to include rehabilitative needs, will be developed.</p> <p><u>Assessment training:</u> Multi-disciplinary teams will be formed and trained to conduct the assessments.</p> <p><u>Reports on PDNA needs:</u> The teams will produce PDNA needs assessment reports to inform decision making, set priorities for interventions, suggest coordination measures among relevant actors and identify channels to mobilize the required resources.</p>	Accurate determination of the damage, loss, early recovery, and rehabilitative needs and allow communities to “build back better”.	<ul style="list-style-type: none"> • PDNA needs assessment guidelines developed • Highly capable multi-disciplinary and multi sectoral assessment team formed and maintained • PDNA needs report produced and disseminated.
13.	Recovery	<p>Bridge the gap between immediate relief and longer term recovery and development with an integrated and coordinated approach which complements humanitarian actions and reinforces development activities</p> <p>To stabilise a situation, prevent further deterioration in national capacity, and reduce the gap between humanitarian and full recovery programmes.</p>	<p><u>Institutional Capacity-Building.</u> Federal, regional and wereda government institutions capacity in post-disaster/crisis governance will be strengthened and local community structures coping strategies and systems for community security and social cohesion promoted.</p> <p><u>Recovery Planning:</u> Recovery guidelines for the development of community contingency and recovery plans. Working with all sectors to plan and implement recovery interventions within the context of the specific sectoral areas of work. Network of recovery focal points</p> <p><u>Return, Resettlement, and/or Reintegration Support:</u> Support towards the return process and other durable solutions through recovery interventions that deliver a quick coping mechanism</p>	<p>Enhancement of community resilience to shocks leading to food security and sustainable livelihoods.</p> <p>Ensure restoration of basic services, livelihoods, shelter, governance, security and rule of law, environment and social dimensions, including the reintegration of</p>	<ul style="list-style-type: none"> • Recovery assessment guidelines and tools developed and available • Recovery planning guidelines and templates developed • Trainings for federal, regional, and wereda institutions on recovery planning and coordination • Strengthened community governance structures or recovery planning and programme implementation • Watershed management, flood mitigation measures promoted • Return, resettlement planning and implementation capacity insured

No.	Programme	Objectives	Interventions	Outcome	Deliverables
			<p>and rebuilding of livelihoods and household assets.</p> <p><i>Skill acquisition.</i> Promote skill acquisition and transfer for livelihood diversification and asset building (on farm, non-agricultural)</p> <p><i>Agriculture recovery.</i> Provision of seeds, vet drugs and other inputs to restore production</p> <p><i>Restore water supply.</i> Undertake surveys on water supply situations in disaster affected areas and identify rehabilitation needs and post construction community management systems</p> <p><i>Productive assets rehabilitation.</i> Protect and rehabilitate productive assets (fodder banks, veterinary posts, natural resources, seed banks).</p> <p><i>Environment protection mainstreaming.</i> Mainstreaming environment protection and ecosystem approaches into emergency response and recovery planning.</p> <p><i>Community based recovery system.</i> Promote community based recovery system.</p>	displaced populations	<ul style="list-style-type: none"> Return, resettlement, and/or reintegration of affected population and communities supported Restored and strengthened basic social service delivery in affected areas; and strengthen social services in host communities. Rebuilt and strengthen or established community infrastructure and livelihoods.
14.	Rehabilitation	To restore socio – economic infrastructure and hence livelihoods as well as the psychosocial aspects of the affected communities.	<p><i>Guidelines development:</i> The guidelines will be developed and used for rehabilitation management.</p> <p><i>Training/sensitization workshop:</i> Based on the rehabilitation guidelines, staffs will be trained in agendas related to rehabilitation need assessment, planning</p>	Basic services resume functioning, economic activities are revived and persons and households lives	<ul style="list-style-type: none"> Rehabilitation management guidelines and tools developed and available Priority rehabilitation needs identified and validated

No.	Programme	Objectives	Interventions	Outcome	Deliverables
			<p>and implementation, monitoring and evaluation.</p> <p><i>Rehabilitation plan:</i> Once the specific rehabilitation needs assessment report is produced, the next step is the preparation of the rehabilitation plan that shows the interventions required to address the needs of different sectors.</p> <p><i>Monitoring & Evaluation:</i> The implementation of the rehabilitation plan requires monitoring to be assured whether activities, the targeted inputs, and outputs are achieved timely, effectively and efficiently and also for corrective actions to be taken. In addition, the rehabilitation effort should also be evaluated to ascertain whether the required change and impact on communities is realized and the broader goals are attained.</p>	are able to return to normal.	<ul style="list-style-type: none"> Rehabilitation plan developed The capacity of federal, regional, and weredas and communities strengthened in rehabilitation planning, implementation, and monitoring
15.	DRM Coordination	<ul style="list-style-type: none"> To ensure effective coordination between the government, its DRM partners and civil society in the design and implementation of DRM; To increase the momentum of the current DRM approach by engaging a wider range of stakeholders. To have different forums for disaster impact prioritization, critical resource allocation, communication system integration, and information coordination. 	<p><u><i>Incorporate Relevant NIMS components into DRM system at various levels.</i></u></p> <p>Relevant Components of NIMS such as MAC, EOC and ICS will be piloted at Federal and Regional and federal levels. The existing Multi-agency coordination will be strengthened and established at different levels (federal, regional and wereda level) by integrating the best practices learnt from USA NIMS. In addition to these, command posts and EOCs with minimum requirement will be established in different disaster prone areas.</p>	Effective multi-stakeholder coordination for concerted DRM action; coordinated prioritization of projects and resources; and effective pooling of information on DRM among stakeholders.	<ul style="list-style-type: none"> Established MACs, EOC and ICS at various levels. Mapping of existing DRMTWGs and assessment of their level of activity and capacity needs; Establishment of DRMTWGs at regional and wereda levels, where such is not in existence; Delivery of customized training and technical

No.	Programme	Objectives	Interventions	Outcome	Deliverables
			<p><u>Establishment of and support to DRM TWGs at federal, regional, and wereda levels.</u> Existing DRM TWGs must be supported and where such does not exist at regional and wereda levels, its establishment should be supported linking with Government lead Donor coordination mechanisms.</p> <p><u>Capacity-building of DRM TWGs.</u> The DRM TWGs at regional and wereda levels will be established, as well as, sector task forces at federal level, will be strengthened through the conduct of orientations and workshops on DRM that is customized to the needs of the said institutions.</p> <p><u>Linking with Donor-led DRM Coordination Mechanisms.</u> The Federal DRM TWG will link with the DRM Sub-Group of RED&FS to ensure that DRM activities in the country are well synchronized and coordinated.</p>		<p>support and system to DRM TWGs and sector task forces;</p> <ul style="list-style-type: none"> • Quarterly workshops for sharing of good-practices among chairs and secretariats organized at regional level (for weredas) and federal level (for regions); • Annual meeting to look into the implementation of DRM; • Harmonized coordination and financing processes that reinforce existing government-led DRM structures; and • Better coordinated and flow of information between the federal DRM TWG and donor-led coordination groups like the RED&FS.
16.	International Collaborations and Engagement	<ul style="list-style-type: none"> • Representation in ISDR and other international fora on DRM • Engagement with DRM networks and communities of practice • Promotion of south-south cooperation on DRM 	<p><u>International Representation.</u> Ensure effective representation of the Government of Ethiopia, through the DRM-FSS, in ISDR, the African Union, and the UN Economic Commission for Africa. Such representation will involve participation in international fora and events, meetings and activities organised by the said international bodies.</p> <p><u>Engagement with DRM Networks and Communities of Practice (COP).</u> The</p>	Increased visibility of the Government of Ethiopia and its wider cooperation with other governments and institution in the international DRM arena.	<ul style="list-style-type: none"> • Participation of DRM-FSS and highlighting of Ethiopian progress and achievement on DRM in international fora, meetings, and events organised by ISDR, AU, UN-ECA, IGAD, RECs, and other international DRM organizations and institutions; • Establishment of Ethiopia's DRM Policy and Practice forum

No.	Programme	Objectives	Interventions	Outcome	Deliverables
			<p>DRMFSS will be supported in its engagement with DRM networks and COP through the sponsoring of international experts and counterparts in other countries to participate in a DRM Policy and Practice Forum. In-country representation from the UN and international NGOs will also be encouraged to participate in the forum.</p> <p><i>South-South Cooperation.</i> Build on the networks established with other governments and institutions through the temporary deployment/cross-posting of experts to help out in the full implementation of the new DRM approach in the country. In the same manner, Ethiopian experts would be cross-posted to gain practical knowledge and skills on DRM from other countries and complemented by joint study visits and research on DRM to promote better south-south learning and cooperation.</p>		<p>with the participation of international experts, counterpart from other governments, and in-country expertise from the UN and international NGOs and institutions;</p> <ul style="list-style-type: none"> • Exchange of experts with developing countries experienced on DRM; and • Joint study visits, research, and initiatives on DRM with developing countries, especially in Africa and Asia.
17.	Capacity Development	<ul style="list-style-type: none"> • Ensure enough capacity exists in government offices at various administrative levels to support the implementation of the DRM framework • Promote efficient use of capacity • Engage academic institutions and promote their role as major capacity providers to the DRM sector 	<p><i>Capacity needs assessment.</i> Federal institutions involved in the DRM framework and regional DPPBs Institutional will carry out organizational capacity needs assessments.</p> <p><i>DRM higher education.</i> MoUs can be signed and dialogue can be established between academic institutions working on DRM and the DRMFSS to strengthen the links of the academe with the institutional DRM community and the job market. On the other hand, DRMFSS will ensure a</p>	Increased government capacity fitted to the needs of the DRM framework.	<ul style="list-style-type: none"> • Capacity needs assessment document for the federal DRMFSS and regional, Zonal, and Wereda DPPBs; • Support to capacity expansion where requested by the capacity needs assessments; • Standardized DRM short courses prepared and delivered;

No.	Programme	Objectives	Interventions	Outcome	Deliverables
			<p>growing pool of qualified graduates will be available in the Country to work in the expanding DRM sector.</p> <p><i>DRM short courses.</i> Standardized and specialized DRM short courses can be developed with support from academic institutions in Ethiopia and abroad.</p> <p><i>Scholarship program.</i> Twinning with academic institutions in Ethiopia and abroad will also be realized with the aim of creating scholarship programs for graduate study (masters, PhDs) in distinguished institutions.</p> <p><i>Support to the National Meteorological Agency.</i> Specific support will also be given for capacity development in the National Meteorological Agency thru specific scholarships and short courses to the study of meteorology, the links between DRM and meteorology, and climate change.</p>		<ul style="list-style-type: none"> • DRM-related professional certification courses delivered; • Scholarship program for graduate studies in DRM related areas.
18.	DRM Mainstreaming	To ensure key DRM elements are integrated across all sectors and development activities	<p>Assess key sectors areas of the country. Sectoral assessments of successful DRM mainstreaming in public construction, urban land use planning, water management and irrigation, including an analysis of climate change, where relevant.</p> <p>Produce and implement operational guidance on DRM mainstreaming. Integration of DRM into the development</p>	<ul style="list-style-type: none"> • Government staff at all levels aware of the need to consider disaster risk in policy, strategy, programs, and plans. • Communities in disaster prone 	<ul style="list-style-type: none"> • Clear assessment documenting priority sectors for DRM mainstreaming and key constraints to its implementation. • Guidance on mainstreaming DRM. • Dissemination of guidance document on DRM Mainstreaming.

No.	Programme	Objectives	Interventions	Outcome	Deliverables
			<p>policies legislation or mandatory guidance.</p> <p>Networking and influencing development organizations/institutions. This includes the dissemination of operational guidance document/s to all relevant development actors, ensuring relevant task forces conduct trainings for members on the operational guidance documents, and ensuring that risk analysis and implementation of the operational guidance document is established as a criteria for all new funded projects.</p> <p>Integration of DRM in school curricula. Development and integration of the DRM module in the elementary and secondary level curriculum. Specialized DRM modules will also be developed and included in tertiary level courses.</p>	<p>areas aware of the need to reduce disaster risk and their responsibility to creating disaster resilient communities.</p> <ul style="list-style-type: none"> • Guidance and legislation on DRR implemented in key sectors. • DRM is integrated in the school curricula at elementary, secondary, tertiary levels. 	<ul style="list-style-type: none"> • Reviewed and amended guidance documents on DRM mainstreaming. • Inclusion of DRM on the national curriculum at primary, secondary and tertiary levels;
19.	DRM Research, Communication and Awareness Raising	To build a culture of safety and resiliency for men, women, boys and girls	<p><u>DRM Research.</u> The conduct of research will be encouraged and funding sourced and made available. Researches will include the development of methodologies and models to avert future disasters; knowledge building, innovation and education to boost confidence and resilience of stakeholders against impact of disasters.</p> <p>Research will also aim at identifying social, economic and cultural issues impacting on the vulnerabilities of specific community</p>	Research, documentation of best practices, genderspecific vulnerabilities and risks, enhanced sharing of information and experiences, increased public awareness on DRM concepts, the DRM cycle and national	<ul style="list-style-type: none"> • Communication plan for DRM; • Media products in different languages suitable for diffusion on TV, radio, newspapers, and the internet; • Organisation of annual DRR day; • Organisation of annual DRM Policy and Practice Forum; and

No.	Programme	Objectives	Interventions	Outcome	Deliverables
			<p>groups and their coping capacities to enhance analysis and building resilience.</p> <p><u>DRM Communication Plan.</u> A comprehensive DRM communication plan from the federal to kebele levels will be developed and implemented. The Communication Plan will serve as the roadmap for awareness-raising on DRM in the country and will in particular ensure strategies that reach the most vulnerable groups, youth (boys and girls) and women.</p> <p><u>Development of DRM Information Products.</u> Media products (print, radio, television, and digital/internet) that are culturally and gender sensitive will be produced as a tool to raise awareness on DRM and communicate to communities (and ensure they target women and youth) and civil society about DRM opportunities and achievements. Good practice documents and lessons learned that highlight how DRM has been implemented in different sectors will also be developed.</p> <p><u>Conduct of National Events on DRM.</u> The celebration of the International Day for Disaster Reduction will be the main event underpinning the promotion and awareness raising of DRM at the national level. Linked to the commemoration of the International DRR Day is the conduct of the DRM Policy and Practice Forum.</p>	<p>priorities and policies;</p> <p>Strengthened research capacity and a more explicitly demand-driven orientation of research programmes for improved DRM systems and increased effectiveness. This include also documentation of best practices in the areas of existing programmes</p>	<ul style="list-style-type: none"> • Organisation of Quarterly DRM Implementation Forum. • Research papers, publicly available on DRMFSS website, on topics of current interest to DRM practitioners in the country; • Best practices consolidated, documented and communicated to all stakeholders; • MoUs with institutions such as Ministry of Education, Addis Ababa University Institute of Journalism, Bahir Dar University, Haramaya University and EDRI.

No.	Programme	Objectives	Interventions	Outcome	Deliverables
20.	DRM Volunteer Scheme	<ul style="list-style-type: none"> To promote the culture of volunteerism in the field of Disaster Risk Management To create a pool of citizens (men and women) willing to participate in disaster management activities 	<ul style="list-style-type: none"> <u>Study on potential for volunteerism in Ethiopia.</u> A study to assess existing volunteerism in Ethiopia and potential for further expansion, especially with relation to major hazards such as drought and flood. <u>DRM-Volunteers Policy:</u> A strategic gender sensitive policy followed by standard operating procedures will be developed together with relevant actors. <u>Awareness Raising:</u> The identified volunteers in various parts of the country will be duly exposed to DRM issues through workshops and relevant advocacy materials. <u>Training and Simulation exercises:</u> Training on DRM, to include simulation exercises based on contingency plans, will be conducted. <u>Roster maintenance:</u> An online database of volunteers on rolls will be prepared to act as a national volunteer management database resource and also help tracking volunteers in the event of a disaster. 	Aware citizens acting as capable human resources in the field of DRM	<ul style="list-style-type: none"> Study on DRM volunteerism National Policy on DRM Volunteers Trained and deployed DRM volunteers Online database of DRM volunteers