

RETREAT OUTCOMES

ETHIOPIA LESSONS LEARNED FROM THE EL- NIÑO DROUGHT, 2015-16

STAIT MISSION DATES: 28 NOV –
05 DEC, 2016

CONTEXT

1. Starting from June 2015 until the end of 2016, Ethiopia experienced one of the worst droughts in decades with a devastating impact on people's lives and livelihoods. At the peak of the crisis in April 2016, 10.2 million people were targeted with life-saving food assistance and an additional 7.9 million people benefitted from the Productive Safety Net Programme (PSNP). The El Niño-induced drought was followed by extensive flooding that affected 480,000 people, of whom 190,000 were displaced. The severe drought combined with the floods and disease outbreaks such as the Acute Watery Diarrhea, substantially eroded people's coping capacities which further increased the level of needs. The impact of the crisis on livelihoods, people's nutritional and health status and the provision of basic services has also been significant.
2. The international and national response to the needs in Ethiopia was substantial. Since the scale of the crisis became clear in the latter part of 2015, international donors contributed US\$ 985 million to the humanitarian response effort, and the Government of Ethiopia made available US\$ 735 million. By the end December 2016, the Ethiopia Humanitarian Response Document (HRD) was funded at 67 per cent making it one of the best funded appeals in the world (de-facto around 90% funded when Government funding attributed to the specific sectors).
3. The generous financial support enabled humanitarian partners to mobilize an extensive response to meet the needs of the affected people. In addition to the provision of large-scale food assistance, which delivered an estimated 3.3 million metric tons of food to people in need, the Government and international partners rolled out the biggest ever emergency seed response in Ethiopia. More than 1.5 million households received seeds for the main *meher* harvest, and another 83,000 households received seeds for the *belg* (short rainy) season. At the peak of the drought water was trucked regularly to 2.7 million people, and a further 2.6 million received water treatment chemicals to make water safe to drink. The Government and humanitarian partners treated approximately two million cases of Moderate Acute Malnutrition (MAM) in children under five with targeted supplementary feeding. In addition, more than 320,883 cases of Severe Acute Malnutrition (SAM) had been treated by the end of December 2016 and around 14,880 Outpatient Therapeutic Feeding Programme (OTP) sites had been set up in hotspot priority *woredas* to treat the malnourished.
4. The response mobilized by the Government and international partners was largely successful, well-coordinated and gathered a strong commitment from national and international partners. The response arguably helped to prevent mass mortality and preserved livelihoods. At the same time, there is a recognition that some aspects of the response could have been better, and more efforts could be made to prepare for similar crises in the future to allow for an earlier response. This will require a more joined up and coordinated approach between development and humanitarian actors and with the Government to ensure complementarity of approaches, and an efficient use of resources to respond.

METHODOLOGY

1. The Senior Transformative Agenda Implementation Team (STAIT) were requested to support a Humanitarian Coordinator (HC) instigated, and OCHA-led lessons learning exercise to identify the positive outcomes of the

humanitarian response to the El Niño drought crisis, areas where the response could have been better, and to provide suggestions on how the international humanitarian community can improve the response to similar crises in the future, in support of national plans and action.

2. The STAIT team was led by Panos Moumtzis (Director, STAIT) and supported by Stuart Kefford (Senior Humanitarian Affairs Officer, STAIT). The mission took place between 28th November and 5th December, 2016.
3. The STAIT team was purposefully light and worked with members of the Ethiopia Humanitarian Country Team (EHCT), cluster coordinators and the inter-cluster group coordination (ICCG), ICRC, the humanitarian international NGO group (the HINGO), donors, national authorities, and the national Red Cross society. The team carried out two light self-assessment exercises with the ICCG and the HINGO, and held numerous bilateral meetings and small focus group sessions with other interlocutors.
4. The results of the OCHA online lessons learning survey conducted in November 2016 provided a substantial and validated range of views and opinions from 116 representatives of donor and humanitarian organisations. The survey results included overwhelmingly positive conclusions from both humanitarian partners and donors regarding the success of the overall response which was largely attributed to the strong coordination and funding from Government side. At the same time some concern was expressed on the initial slowness of the donor response which picked up significantly by mid-2016. OCHA's role was also valued, in particular in ensuring coordination of humanitarian partners with Government leadership, including through strong information management and advocacy. Cluster performance was generally seen as effective with some variation in performance across sectors and it was recognized that having experienced and senior coordinators was key to successes. Pivoting/flexing of development resources was considered valuable in bringing new humanitarian response to areas where partners were already active on the ground (though not without trade-offs in some cases). As the "biggest missed opportunity" the survey responders saw the livestock response in pastoral areas, which was too slow and small, resulting in significant recovery needs. The complete survey results are included as an annex to this report and are referred to throughout the text.
5. Following the consultations the HC, with OCHA's support, organised a one-day retreat/workshop on 5th December with an expanded EHCT, Clusters, the Humanitarian Resilience Donor Group (HRDG) and the donors' Development Assistance Group (DAG). The retreat divided participants into four groups which looked at the humanitarian-development nexus; early warning and evidence-based decision making; leadership and coordination of the response by humanitarian partners; and protection, protection from sexual exploitation and abuse (PSEA) and a collective approach on accountability to affected people (AAP). This together with the OCHA-led lessons learning survey provided the basis for this report. The suggested action plans resulting from the group discussions at the workshop have been edited and are included as an annex in this report (annex 1).

NEXT STEPS

6. The Humanitarian Coordinator (HC) has committed to taking forward the actionable outcomes from the retreat for discussion with the Government, and to strengthen the humanitarian response system to prepare for and respond to predictable humanitarian crises and to enhance the ability of the system to prepare for and respond to exceptional shocks, such as the El Niño phenomenon that affected the country last year. These efforts will be reviewed periodically with the EHCT and key development partners.

SUMMARY OF MAIN ISSUES AND ACTIONS

THE HUMANITARIAN – DEVELOPMENT NEXUS	
Common five-year vision to link humanitarian and development systems	<p>Develop a common vision under national leadership that illustrates how development and humanitarian programmes are mutually reinforcing and target areas that are most at risk to systematic shocks such as droughts. The development system supported by the Development Assistance Group (DAG) and the UN Country Team (UNCT) and the humanitarian system under the EHCT should be linked more effectively, and have the ability to adapt and scale up to crisis situations when required. The relationship and complementarities between the two systems needs to be clearly articulated to ensure joined up approaches for a common purpose: better preparedness, stronger national capacity, more predictable systems, better planning, and a better response.</p> <p>The HC can also establish a Task Force to take forward a “common vision” with the Government and international partners to articulate how to bring humanitarian and development operations to be mutually reinforcing. The HC can also convene a semi-annual retreat to plan and review priorities and plans between the EHCT, the DAG and the UNCT/RCO. This should include analyzing a mapping of development and humanitarian structures and programmes to identify overlaps, gaps, and complementarities.</p>
More predictable arrangements to ‘flex’ development funding and programmes	Identify ways to ensure predictability in “flexing” development funding and programmes to respond to humanitarian crises, such as droughts, and to allow for a more timely response. This relates to the donor community in Ethiopia as well as globally.
Strategic and operational integration of the PSNP and relief food assistance (HRD)	Advocate for a more strategically and operationally integrated approach between the PSNP and relief food to deliver assistance to beneficiaries in a more consistent, cost-effective and predictable manner.
Strategic and operational integration of approaches on Severe and Moderate Acute Malnutrition (SAM / MAM)	<p>Health and nutrition partners can articulate an advocacy strategy, underpinned by a strong evidence-based argument, to support an integrated approach to the management of SAM and MAM issues currently managed separately by NDRMC and the Ministry of Health.</p> <p>Partners should develop a road map on how the integration of SAM/MAM would support the national nutrition plan.</p>
EARLY WARNING AND EVIDENCE-BASED DECISION MAKING WITH THE GOVERNMENT	
Strengthen data, information systems, and the evidence-base for collective decision-making, early warning, and early action	Further efforts needs to be made to analyse information to reliably inform decision-making for planning and programming. The EHCT and UNCT can take a two-pronged approach to the issue: (1) bring the collective resources of development and humanitarian partners together to collate all available information for the best planning and programme response possible; and (2) support long-term projects to build national information management systems to improve the quality of data analysis for the NDRMC and line ministries’ humanitarian and development activities. This includes the need to review targeting procedures, transfer modalities and monitoring and reporting systems.
LEADERSHIP & COORDINATION OF INTERNATIONAL HUMANITARIAN ACTORS	
Ensure strategic direction for the EHCT for issues that fall under its decision-making sphere.	<p>Ensure that the EHCT is utilised as a strategic decision-making body to provide a clearer direction to the international community on humanitarian response plans, programmes and priorities in support of the Government of Ethiopia. Ensure joint position for issues that need advocacy with the Government for issues that the EHCT does not have decision making authority.</p> <p>Strengthen linkages between the EHCT and the relevant donor groups (HRDG and DAG) and a clear system to communicate EHCT decisions to donors, to ensure operational agencies and donors have a common understanding of issues and are working towards common objectives.</p>

PROTECTION, GENDER, AAP, IDPs AND PSEA	
Senior leadership on protection strategy (Centrality of Protection)	<p>Ensure strong leadership from the most senior levels of the humanitarian and development community to identify two-three of the most critical protection issues in Ethiopia.</p> <p>The EHCT should finalise a Senior Leadership on Protection Strategy (also known as a Centrality of Protection, CoP, Strategy) that articulates key issues, and sets out a plan of action to address these issues with the Government. NOTE: a draft strategy has already been produced.</p>
Contextual analysis on protection	<p>The Protection Cluster can strengthen its information collection and analysis to provide a solid, reliable and valuable contextual analysis on protection concerns for the humanitarian response broadly. This should include reference to diversity within the response and the need to provide analysis on the specific situation regarding gender, age, disability, location etc.</p>
Collective mechanism on Accountability to Affected People (AAP) with the Government.	<p>The EHCT should look at establishing a system that collates the feedback from different agencies and NGOs in the form of a collective approach on AAP. Individual agencies and NGOs have systems in place to engage in a two-way dialogue with communities, but this is not brought together to produce a 'big picture' to support the EHCT's strategic and decision-making role on how the humanitarian strategy can adapt in response to feedback.</p> <p>The Government of Ethiopia has indicated an interest in establishing a feedback mechanism for the response in the regions. The EHCT should capitalise on this and support the Government's ambition to establish such a system in the appropriate way.</p>
Collective mechanism on Protection from Sexual Abuse and Exploitation (PSEA)	<p>Ensure a collective approach between different parts of the humanitarian community on PSEA.</p> <p>The EHCT should finalise the draft strategy on a collective PSEA mechanism to ensure the senior leadership are united on a zero tolerance approach on PSEA.</p>

NARRATIVE MISSION REPORT

CONTEXT AND OVERALL IMPRESSIONS

- The response to the El Niño-induced drought crisis must be measured on the ability of the combined efforts of the Government of Ethiopia and the international community to deliver assistance. In this regard, Ethiopia should be seen as a success. It delivered twice the volume of food assistance than has ever been done before, provided seeds to 1.5 million households, and trucked water regularly to 2.7 million people, amongst many other achievements. The humanitarian effort was immense, and any suggestions for improvement need to be framed within the context of a successful response. This is reflected in the lessons learned survey where more than 90 per cent of respondents considered the response to be 'good' (NOTE: only 4 per cent considered it to be very good, and 4 per cent considered it to be weak).

THE HUMANITARIAN – DEVELOPMENT NEXUS

- The importance of linking development activities and humanitarian response was clearly recognised by the workshop participants, and the response to the El Niño-induced drought emergency illustrated how successfully development funding and programmes can be adapted to address humanitarian needs. Donors actively supported operational organisations to adapt their programmes to respond to the crisis, and effectively flexed/pivoted development funds to support humanitarian objectives (in some cases at the cost of ongoing or planned development work in underserved areas). This was confirmed throughout group discussions and bilateral meetings during the STAIT mission and by the results of the lessons learned survey (60 per cent of respondents confirmed the success of flexing development programmes towards humanitarian objectives). At the same time there was a recognition that formal linkages between humanitarian and development partners need to be strengthened to ensure an efficient use of limited resources that can address common issues. There is also a need to make the so-called "flexing" arrangements more predictable. There were also significant delays in the way "flexing" was done which needs to be addressed in future responses.

Common vision needed to link humanitarian and development systems

- The lessons learning survey was inconclusive on how the response had implemented an 'early recovery' approach. Nearly 60 per cent of operational respondents (agencies, NGOs) agreed or strongly agreed that the response

supported early recovery, while only 22 per cent of donors agreed. Notably, and strangely, nearly 40 per cent of donors answered “not sure” to this question. These mixed views were backed up in the STAIT’s bilateral meetings and group discussions, where partners repeatedly referenced the importance of developing a stronger and clearer common vision on how the humanitarian and development systems can work effectively together in a coherent and predictable manner to address the underlying causes of food insecurity, in a consistent long-term plan.

10. There was a strong sense among the workshop participants that the development system under the UNCT and DAG and the humanitarian system under the EHCT needed to be linked together more effectively, or perhaps even seen as one system with the ability to adapt to humanitarian issues when required. It was suggested, as a first step, that the EHCT should consider establishing a Task Force (or similar) to elaborate a common vision on how the development and humanitarian systems can work more effectively together to address the underlying causes of crises, and to respond in a complementary manner when they happen. The group should also work on developing an “evidence base” to illustrate the rationale for linking humanitarian and development programmes to ensure efficient and effective preparedness and response in crisis situations.
11. In terms of concrete actions, the working group that discussed the humanitarian-development nexus in the workshop suggested the RC/HC to convene a semi-annual retreat between the development and humanitarian community (UNCT, RCO, EHCT, DAG, HRDG) to review plans, priorities, and the implementation modalities of the two systems to ensure they are mutually reinforcing. This should include analyzing a mapping of development and humanitarian structures and programmes to identify overlaps, gaps, and complementarities. In addition, it could also be useful for the EHCT and DAG/UNCT to look at how different funding streams e.g. the Africa Risk Financing Strategy, ADB funds etc., support disaster risk reduction and the ability to respond to crises, and to make sure that development actors and humanitarian actors are aware of how different funding streams are supporting similar programmatic areas.
12. In the same manner, humanitarian sectors/clusters should work closely with development working groups that have been established in the same thematic area, if this not be already happening. Bilateral discussions during the STAIT mission suggested that development programmes do not necessarily relate to (or target) the most vulnerable communities or appreciate the impact of recurrent drought. Humanitarian and development objectives should be reinforcing and this needs to be reflected through joint planning between the clusters and their corresponding development working groups to orient development activities to be focused on the most vulnerable communities.

Logistics, supply chain, and early action

13. The humanitarian response successfully mobilised sufficient resources from the Government and international donors to respond to the crisis, but not without difficulties, partly due to the slow-onset nature of the crisis. Donors responded ‘just in time’ to avert a human crisis, and there were significant delays in the logistics and the supply chains to bring essential food into the country, and there were inconsistencies in delivering assistance to the PSNP and relief food (HRD) beneficiaries.
14. The workshop participants recommended that the EHCT and the DAG/UNCT can work together with Government institutions to build systems that have the ability to respond sufficiently early to crises, such as droughts, in areas where the most vulnerable people are living. A unified logistics and supply chain was also suggested, it will be critical for scaled up operations when required, and clear and accurate information on vulnerable communities will be important for delivering assistance to the people that need it the most, and for targeting development programmes to build resilience for marginalised communities. Again, the importance of the development and humanitarian community to work together in these areas is critical, and the analysis of development and humanitarian programmes (para. 14) will support coherent interventions. It was also agreed that a vision is needed to support the development of rural livelihoods that are less dependant on rains.

More predictable arrangements to ‘flex’ resources and programmes to critical needs

15. The flexibility of international donors in utilising development funds for humanitarian purpose was recognized during the consultations and at the workshop. However, exercising such flexibility was considered extraordinary, and there was a recognition that more predictable systems are needed to enable early action to predictable drought crises. In this regard, Capitals need to support flexible systems that allow their funds to be flexed/pivoted in-country when the need to shift focus, amend approaches and re-allocate funding is clear.
16. The use of crisis modifiers to enable flexing/pivoting is a useful mechanism for adapting development funding for different purposes. But there needs to be more consistency and predictability in how these mechanisms are utilised between different donors, and how Capitals interpret the crisis modifier to permit funds to be used flexibly when needed. This is particularly relevant in slow onset drought disasters where evidence (data) on the severity of the

situation might not be instantly available, but where resources are urgently needed to prevent a large-scale humanitarian crisis. Donors need to look at establishing more predictable and simpler ways to make their funds more readily available for life-saving humanitarian needs when confronted with a pending crisis. Decisions on such matters need to be made based on evidence *and* accounts of the situation on the ground. This should include looking at the situation in real-life as it unfolds, and making decisions based on expertise from the field, and not only according to data/statistics which do not always reflect the gravity of the crisis until it is too late i.e. the situation is clear, but the data does not indicate a measurable change until it is too late.

17. Donors and humanitarian organisations need to be able to adapt their programmes based on first hand reports and expert advice from the field, as well as statistical evidence. This is not just relevant to Ethiopia, but in other crises (particularly food security).

Utilising the development system to build national disaster preparedness and response systems and capacity

18. While the ability to flex/pivot funds and programmes was critical in addressing the crisis, participants at the workshop recognized that the Government of Ethiopia and the international community need to strengthen preparedness measures for droughts and other disasters and work more closely together to build preparedness and response systems that are more predictable and robust, and to look at ways to mitigate the impact of predictable crises in the future.
19. As a way forward, the workshop participants suggested that long-term development programmes need to support national systems to prepare for crises and orient their programmes to address the underlying causes of food insecurity. The two systems (development and humanitarian) do relate to each other in Ethiopia, but there is insufficient coherence between them. The UNDAF has a group on disaster risk management (Resilience and Green Economy Pillar) which looks at building the capacity of national and sub-national institutions and partners to effectively anticipate and respond to hazards and emergencies. Similarly, the same document references the importance of diversified income sources, building community assets to cope with crises; and supporting programmes for resilience. All these relate to issues the humanitarian community is also working on. But there is insufficient understanding across the two distinct (but similar) systems in terms of planning and implementation.

Consistency in resilience and humanitarian programmes / systems: Strategic and operational integration of the PSNP and relief food assistance (HRD)

20. One of the most discussed issues during the mission was the existence of separate systems to address predictable humanitarian needs in Ethiopia, and additional needs which occur because of extreme climatic fluctuations brought about by, for example, the El Niño phenomenon. The Government of Ethiopia has two separate systems to provide assistance to food insecure communities: (1) the PSNP and (2) relief food under the HRD. The two systems fall under two different line ministries. The lessons learning survey provided quite contrasting results on the ability of these two systems to work in a harmonised manner. The majority of donors considered the coordination between the two systems to be weak or very weak (except when it came to donor involvement in the coordinated effort between PSNP and relief food), but the majority of operational organisations were more positive about the existing level of coordination. However, it should be noted that a significant number (40 %+) said they were 'not sure' in regard to coordination between the PSNP and food relief (HRD).
21. Consequently, the survey results do not show a clear trend on donors and implementing partners' perceptions as to whether the PSNP and relief food operated in a coordinated/harmonised way. But it is fair to say that the two systems successfully delivered assistance to a combined number of almost 18 million people. Equally, it is fair to say that there were significant delays and inconsistencies in how they delivered.
22. Despite the contrasting results (and high numbers of 'don't knows') in the survey results, individual and group discussions with partners during the STAIT mission, suggested that the two systems could deliver more effectively and consistently if they were more strategically and operationally integrated. The Government is undertaking their own lessons learned exercise on their response to the crisis, and this will provide an opportunity for the international community to compare notes with the Government on how the two systems can be more strategically and operationally aligned, and where preparedness and response can be strengthened. It should also provide an opportunity to talk more generally about how the international community can work more effectively with the Government.
23. Similarly, there was an overwhelming feeling during the STAIT missions and in the workshop that a more strategically and operationally integrated approach on severe and moderate acute malnutrition (SAM/MAM) would support a common approach to a fundamentally linked issue. Currently, at the national level, SAM and MAM fall under the responsibility of two separate Ministries. Consequently there would be value in humanitarian and development

partners that are involved in health and nutrition articulating an advocacy strategy, underpinned by a strong evidence-based argument, to support an integrated approach to the management of SAM and MAM. This should be accompanied with a road map on how the integration of SAM/MAM would support the national nutrition plan to underpin the advocacy approach to the Government.

High indebtedness and the erosion of coping mechanisms in future crises.

24. There are numerous issues which are of mutual interest to the development and humanitarian communities and where the two systems need to work together and/or agree on a division of responsibilities. This report will not provide a comprehensive list of such issues, but it will highlight one area that was referenced several times during bilateral meetings and groups sessions: high indebtedness.
25. High indebtedness has become a serious concern as a result of recurrent crises where households have extended their lines of credit to cope with the crisis. This will become an even more critical issue as new droughts affect communities that have already exhausted their coping mechanisms. OCHA, Tufts, WFP and the World Bank have started to look at this issue and how it can be taken forward. The EHCT and the DAG need to identify a road map for engagement with the Government on how to deal with this in view of the new drought, including having discussions on debt relief initiatives, loan forgiveness etc. The UNCT and broader development community should also be involved in this.

EARLY WARNING AND EVIDENCE-BASED DECISION MAKING WITH THE GOVERNMENT

Strengthening data, information systems, and building national disaster management capacity

26. The ability to be prepared to respond to crises based on accurate information is critical to organising and coordinating a successful, and sufficiently early, response to any humanitarian crisis. The international humanitarian and development systems need to work together to strengthen the analysis of existing data and how it is brought together, and support the development of national systems for information management to produce a credible evidence base to prepare for, plan for, and respond to humanitarian crises in the right place, at the right time, in the right way.
27. There was a recognition among the workshop participants that the establishment of the NDRMC was a positive development, however further efforts are needed to clarify its role. The NDRMC is a relatively newly established organisation in Ethiopia many people feel it would provide value as the national body for coordinating humanitarian preparedness and response (including early warning and early action). However, this is not yet clear and its responsibilities vis-à-vis different line ministries in responding to crises needs to be clearer and more defined.
28. The international community needs to work with the Government to enhance the current system for disaster preparedness and response, clearly articulate the NDRMC's role, support the development of its resources to fulfil the role, and to work with implementing line ministries in a coherent, predictable and consistent way to consolidate data and information, and to coordinate a multi-ministry response that responds to all humanitarian needs.
29. The NDRMC can be supported in several areas: clarify its operating procedures vis-à-vis line ministries; enable strong leadership in the NDMRC to coordinate with line ministries and operate alongside the international community; and develop its capacity to manage and analyse data to coordinate a scale up of operations with line ministries when required to do so, from a credible evidence base. The latter may include establishing a set of triggers based on early warning data and analysis which line ministries should respond to, to scale up existing programmes to cover additional humanitarian needs that occur as a result of a shock.

Centralised procurement capacity in the Government, and long-term commitment to developing a supply chain and operations management system

30. While the response to the El Niño crisis delivered an estimated 3.3 million metric tonnes of food, more than twice the volume than ever before in a single response, the delivery was impeded by a procurement and logistics system that did not immediately have the ability to respond at the required scale. There was a suggestion during the workshop that there needs to be a long-term commitment to support the Government to establish a centralised procurement capacity within the Government, and a long-term commitment to develop a supply chain and operations management system to manage the logistics and supply challenge. If this would be of interest to the Government, a relevant agency would need to develop a proposal to build Government systems and capacity in this area.

Predictable financing and planning arrangement for development, the ‘planned for’ food security (PSNP) and additional humanitarian needs caused by shocks

31. In addition to building the capacity of national institutions to prepare for and respond to crises, the EHCT together with humanitarian and development donors needs to establish a clear plan on how to finance development activities that support early planning and humanitarian response. Part of this plan will include funding capacity development efforts to build the NDRMC and the Government’s preparedness and response capacity. But there also needs to be a transparent system that allows donors to channel development funds that are used for existing development programmes and predictable humanitarian needs that happen year-on-year (and are planned for) into a system which provides ‘new’ financing to respond to crises that generate unexpected additional needs (as happened in the El Niño induced drought this year).
32. One option that the working group at the retreat suggested was for the EHCT and donors to devise a financial support system that provides (1) long-term development assistance to existing development programmes that are designed with the occurrence of a major slow-onset disaster such as a serious drought within the life-time of the project and that builds in flexing capacity; (2) a contingency budget for predictable humanitarian needs e.g. needs addressed through the PSNP; and (3) a mechanism to unlock ‘new’ money in exceptional circumstances that are beyond the scope of the contingency budget. This type of approach would put significant pressure on the development system to actively respond to smaller scale and predictable crises i.e. the crises which Ethiopia deals with every year, but also be ready to scale up further and take on a quasi-humanitarian function when required through an appropriately designed development system designed to manage droughts and other crises. It would look like one system that supports long-term development, covers predictable humanitarian caseloads (such as that covered by the PSNP) and has the scalability to respond to additional humanitarian needs which result from climatic extremities and would be triggered by accurate, verified early warning data and reports from the field that have been critically analysed.
33. The details of such a system needs to be clarified and agreed between the EHCT, the UNCT, the DAG and the HRDG and with the Government, but it could mean strengthening development plans to be more ‘delivery’ oriented in areas where communities are most vulnerable to crises (there were suggestions during the STAIT mission that development programming is less targeted to vulnerable communities in operationally difficult environments, and more targeted in areas where programmes will deliver positive results).

Targeting development assistance to build resilience, and to support the most vulnerable communities, and areas most prone to crises

34. As mentioned briefly (para 14) the DAG and UNCT (supported by the RCO) could provide a mapping of all development activities in Ethiopia and overlay it with a mapping of highly vulnerable communities that are affected by humanitarian crises to clearly illustrate if development programming and resources are directed to the most vulnerable, to verify or dispel the claim that development programmes are not addressing the most critical needs. It should be noted that OCHA has initiated work in this area already with inputs from Clusters and development partners; the knowledge on development programmes should rest with the UNCT, DAG and RCO and this needs to complement OCHA’s work.

A stronger and more pro-active role for the development system in the humanitarian fora

35. If development plans are to be strengthened to address issues affecting the most vulnerable communities and de facto, respond to predictable humanitarian needs through social safety net systems and building resilience, the humanitarian community may only be required to mobilise to support in situations where the needs escalate significantly and ‘new’ money is required. Based on the frequency of significant humanitarian issues in Ethiopia and the importance of responding to humanitarian needs, the permanent presence of humanitarian organisations in Ethiopia is still critical. But the role of the humanitarian community could look different. The potential for traditional humanitarian agencies and NGOs to support the development system to strengthen humanitarian preparedness through long-term capacity building programmes with the NDRMC and relevant line ministries, while also ensuring agencies and NGOs have the response capacity to scale up when needed, should be considered.

LEADERSHIP AND COORDINATION OF INTERNATIONAL HUMANITARIAN ACTORS

Clear strategic direction for the EHCT

36. There was a recognition among the survey responders that the overall response to the drought was successful in terms of lives saved, and assistance provided, with 75 per cent of respondents considering the performance of the EHCT to be 'good'. At the same time, bilateral interviews and self-assessments during the STAIT mission indicated that a clearer and more strategic direction from the EHCT could have strengthened the overall response, and that action could have been taken earlier to respond in a more coordinated and predictable way.
37. It was also noted that more could be done to emphasize the role of the EHCT as a strategic decision-making body that provides a clear direction for humanitarian actors and the Inter-Cluster Coordination Group (ICCG) within its sphere of influence. Furthermore, it was agreed that a more focused meeting agenda would allow for more purposeful discussion to inform decision-making. The EHCT members also acknowledged that the group makes decisions only within its sphere of influence and that EHCT members should hold each other accountable on their implementation.

Coordination with the donor community

38. There was a request that decision-making by the EHCT be more quickly and widely disseminated to partners and donors. Donors that do not participate in the EHCT suggested the communication between the EHCT and the donor coordination groups such as the HRDG and the DAG could be clearer and could be made more effective and systematic channels of communication to these groups and the ICCG need to be collectively re-clarified.

Revise the terms of reference of the EHCT

39. The group session at the workshop suggested the EHCT could review and revise its Terms of Reference (TOR) to ensure meetings are structured to enable the leadership of the operation to provide a clearer strategic direction to humanitarian operations in Ethiopia. And as the most senior international humanitarian body in the response it needs to define the role, strategies, and priorities of the international response (in support of the Government).
40. The group also suggested that the TOR should stress the importance of having a manageable agenda that supports substantive discussion and leads to clear decisions on issues that are considered important and need decisive action. This means that the EHCT should minimise agenda items to two or three issues, ideally, and should consider holding specific sessions to discuss and address high priority issues that require in depth discussion, and need a clear cut decisions. The working group suggested that discussions could be framed around a format of "*problem statement → context analysis → options and solutions → decision*", which will guide the EHCT to make informed decisions and provide clear direction for all humanitarian partners.

EHCT linkages with the inter-cluster group

41. The lessons learned survey suggested the ICCG was generally well-organised and often made decisions which were clearly communicated to partners. The STAIT's self-assessment exercise with the ICCG also indicated that the two-way relationship between the ICCG and the EHCT was strong. However, there was less agreement on the latter point during some focus group discussions and bilateral meetings, and in the working group sessions in the retreat/workshop. Some participants also suggested that the quality of Cluster coordinators varied which also impacted the performance of the ICCG as a whole and its relationship with the EHCT. This could suggest that the two-way relationship between the ICCG and the EHCT is generally solid, but there is also room for improvement. Some partners suggested that the ICCG should table agenda items to the EHCT more frequently based on feedback from operational partners; and also suggested that the EHCT could do better at providing the ICCG with clear strategic direction to operationalise the response (reflecting the issues mentioned in the preceding paragraphs).

The EHCT and evidence-based decision-making

42. The discussions between humanitarian partners and the STAIT team suggested that some structural issues were also hindering the effectiveness of the EHCT in providing the clear direction which all partners desire. Humanitarian partners felt that information is not sufficiently available or analysed and this undermines the EHCT's ability to provide a clear strategic direction and to take informed decisions (as is the case also for decision-making bodies with Government).

Two approaches were suggested to improve the situation. Firstly, the EHCT in close partnership with the ICCG can work collectively to bring the data and information together from different partners on specific issues, analyse it, and use it to support decision-making based on the best information available at the time. This is already happening to a degree, but the EHCT can review the extent to which this is happening and look at ways to harmonize or rationalise the plethora of early warning / early action systems which exist to help decision-making. Better information can also provide a platform to advocate with the Government on critical issues and provide the

foundation for common approaches to address critical issues together. The EHCT could also consider commissioning studies on particular issues where more in depth analysis is required. Secondly, the EHCT can work with development partners to build information systems with line ministries which will improve the quality of data and information within the ministries. This will help long-term development planning, and help to prepare for, and respond to humanitarian needs when critical situations arise.

National coverage, coordination with the regions & working with the Government

43. In terms of national coverage and the two-way coordination relationship between the capital and regions, there was a feeling that the presence of international organisations and coordination structures was inadequate to comprehensively cover the needs in a country the size of Ethiopia (1.1 million km² or almost twice the size of Spain). Again, partnerships with national and regional authorities are crucial to delivering assistance in such a vast geographical area as they have much greater coverage than international organisations, and are the primary agent that delivers assistance. It was agreed that the EHCT (or more specifically relevant agencies and NGOs, with direction provided by the EHCT) needs to work closely with line ministries to help increase their capacity at points of delivery to overcome the coordination and delivery challenge vis-à-vis the capital and the regions. This could include agencies and NGOs working with the ministries to develop a national surge plan with consistent processes and incentives across ministries for their staff to deploy and operate in areas where people are most affected by crises which could be embedded in a broader plan to build the capacity of the Government to be ready for and respond to crises earlier, and consistently, as mentioned earlier in this report (para 30 and 31). But as part of its leadership function, the direction to move forward with such a plan should be provided by the EHCT (with the inputs and support of the DAG and UNCT).

Cluster coordination: Specific arrangements for the Ethiopia context

44. The lessons learned survey suggested that the performance of the clusters in terms of timeliness, appropriateness, and scale up was generally good (with some exceptions). The bilateral consultations also revealed that individual clusters had proactively engaged with the Government in a partnership function, and set up effective systems customized to the Ethiopia context, and less to policy guidance and standard operating procedures from headquarters which tend to prescribe the rapid deployment of experienced cluster coordinators for short-term positions on surge, which is typical in a 'normal' humanitarian emergency.
45. The international humanitarian community in Ethiopia established a predictable coordination structure staffed with generally the right people for the context, although perhaps not immediately. As mentioned, Ethiopia does not necessarily fit the context of a typical humanitarian response where senior expertise can be deployed rapidly on a 'no regrets' basis for a short-term assignment. Long term engagement and a trustful working relationship with line ministries and the NDMRC, are critical to a successful and well-coordinated response, and a long term and predictable relationship does not necessarily happen with rapid deployments for short periods of time. After some initial challenges, the Cluster Lead Agencies (CLAs) found solutions to the cluster coordination arrangements by engaging long-term senior programme staff to manage a relationship with the relevant Line Ministry and often take on cluster coordination and Strategic Advisory Group functions. The system is not consistent across all clusters, but the arrangement has been successful in some, and is considered a sensible utilisation of double hatting, which has often been maligned, but in the Ethiopia context is considered successful. The WASH cluster has been identified as an example of a relatively successful arrangement in regard to the specifics of the situation.
46. While OCHA and the CLAs managed to put an effective coordination system in place, it was the result of quick thinking and an ad hoc arrangement, and further discussions are needed on how to systematise an international scale up for coordination that maintains and builds on national partnerships. The EHCT could provide the forum for these discussions and formalise a plan for scaling up humanitarian response (coordination structures) that support government institutions. This could include the deployment of senior cluster coordinators for a minimum of twelve months to allow relationships to be built with the relevant line ministries, or alternatively CLAs could identify strong national capacity within the agency to make sure long-term relationships with the line ministries on humanitarian coordination are permanently in-country and support preparedness measures and response efforts (when required).
47. The EHCT and the ICCG should look at the options for humanitarian coordination that fit the context. They should work with the NDRMC and other relevant national authorities to put in place a predictable system for international humanitarian (and development) organisations to work with the national system in a coordinated way when activities need to be scaled up to respond to a crisis. The strengthening of linkages between sub-national and national coordination structures also needs to be explored further.

Other areas for attention: leadership and direction on AAP, PSEA, and cash assistance

48. Finally, and particularly following the World Humanitarian Summit, the workshop participants agreed that the leadership of the response needs to make sure special attention and direction is given to protection, gender, accountability to affected people (AAP), protection against sexual exploitation and abuse (PSEA) and different modalities for delivering assistance, particularly cash programming. Members of the EHCT have recently tabled draft strategies and approaches on protection and PSEA, and these need to be taken forward, finalised and approved. At the moment, there is no common vision on the use of cash in humanitarian response in Ethiopia, and only initial plans have been put together on a collective mechanism on AAP to help agencies, NGOs and the Government to adapt response strategies based on feedback from affected communities and people. It is recommended that the EHCT develops a common vision on these issues in consultation with the Government.

PROTECTION, GENDER, AAP, AND PSEA

49. The lessons learned survey predominantly focused on the humanitarian community's operational delivery in response to the El Niño induced drought crisis. It did not look into some of the other areas of the response which are arguably more related to the Transformative Agenda and recent inter-agency policy discussions: protection, gender, gender based violence (GBV), and protection from sexual exploitation and abuse (PSEA).
50. The lessons learned survey did not look at these issues per se, but they did come up during bilateral consultations.
51. Members of the EHCT have been developing ideas and plans to ensure that there is a structure in place which supports the integration of protection as a main issue on the humanitarian agenda in Ethiopia; strengthens delivery of assistance with respect to gender and diversity, improves the ability of the humanitarian system to adjust its strategic direction based on feedback from affected communities (AAP), and take steps to ensure that sexual exploitation and abuse by humanitarian workers is dealt with in an effective and uncompromising way.

Senior leadership on protection (Centrality of Protection), PROCAP support and the potential for support from the Human Rights Up Front initiative

52. During bilateral consultations and at the workshop, it was recognized that protection was not an issue that should be left to the protection cluster alone, but it requires strong leadership from the most senior levels of the humanitarian and development community in the form of a Senior Leadership on Protection Strategy (also known as a Centrality of Protection (CoP) Strategy). In this regard, it was suggested that the protection cluster, together with the Access Working Group could help the EHCT to develop such a strategy and could provide the necessary analysis to identify two-three critical protection issues for the EHCT to focus on as priority issues. These two-three issues could form the basis of the CoP strategy which the EHCT will be accountable for.
53. It was also suggested that addition to the support that the Human Rights Up Front (HRUF) initiative could provide from the global level, the RC/HC could also benefit from support, in-country, from a Senior Protection Capacity Advisor (PROCAP) to help identify core protection issues, and identify how to address such issues. The PROCAP should also work with development actors to support existing, or develop longer-term initiatives to support the protection of human rights in Ethiopia through national institutions.

Strengthening the gender dimensions of humanitarian response

54. Similarly, it was suggested during the consultations and at the workshop that the RC/HC could consider the deployment of a Gender Advisor (GENCAP) through a similar mechanism to the PROCAP system, to assist the EHCT and the broader humanitarian community to support programmes to integrate a stronger gender dimension in humanitarian activities i.e. ensure programmes take into account the specific needs of women and men which is relevant to the context. This should not necessarily be limited to gender, but should also relate to broader issues of diversity.

Protection mainstreaming

55. In terms of protection mainstreaming, the efforts of the Protection Cluster to roll out the concept to some of the other clusters was recognized by the workshop participants, and it was noted that the concept was well embedded in the functions of the ICCG. However, it still needs to be strengthened. It was recommended that the protection cluster continues to work with other clusters to make sure their activities are based on 'do no harm' principles and that other protection concerns are taken into account. All cluster coordinators were encouraged to consider identifying protection focal points within their cluster to ensure protection is established on the agenda of cluster

meetings and integrated into the work of cluster members. Similarly, the Protection Cluster should try to identify a counterpart within the Government of Ethiopia at the Federal and Regional to bring protection as a central issue in national plans and response.

PSEA: Strengthening collective approaches and action to prevent sexual exploitation and abuse by humanitarian (and development) workers

56. Currently, there is no collective mechanism in place on PSEA to hold humanitarian actors to account for acts of sexual exploitation and abuse, but individual agencies and NGOs have their own mechanisms in place to hold their own staff to account. And, positively, a draft PSEA Strategy has been tabled to the EHCT for initial consideration. The workshop participants agreed that this needs to be built on and completed, and it should be informed by the different mechanisms that individual agencies and NGOs already have in place. It was also noted that it would be useful to carry out a mapping of different PSEA mechanisms that are in place with operational agencies and NGOs to help build and finalise the strategy for a collective system on PSEA.

Accountability to Affected People (AAP): Strengthening the collective approach to AAP

57. Similar to PSEA, there is no collective mechanism in place to hold humanitarian actors to account to the communities they serve, the services they provide, and to take account of the voice of affected people in delivering assistance. Individual agencies and NGOs do this as part of their programme planning and implementation, but the information is not compiled into a 'big picture' to help the EHCT adjust its strategies and overall direction to the response. The Government of Ethiopia has indicated an interest in establishing a mechanism to collect feedback on the response in the regions, and the workshop participants agreed that the EHCT could look at supporting this type of initiative which will help put in place a system which is fully supported and owned by the national government. The EHCT could also look at setting up a system that compiles the information from individual agencies and NGOs that can build a collective understanding of feedback from communities to help form and adjust its strategic direction.
58. The EHCT could also look at examples of feedback mechanisms from other contexts. This will help develop the most suitable system. At the global level, the IASC Task Team on Accountability to Affected People and PSEA could be a useful asset to provide examples from other countries.

Humanitarian response and the Internally Displaced People (IDPs)

59. Finally, in terms of protection, there is a feeling that the EHCT and the HRD does not cover IDP issues sufficiently. The Protection Cluster feels that more could be done with the Government to help bring more attention to IDPs and strengthen the provision of humanitarian assistance and protection to this group. There are several concrete steps which could help put IDPs more centrally on the agenda of humanitarian actors and the Government, including working with the Government to ratify the Kampala Convention (the Africa Union Convention on the Protection and Assistance of IDPs in Africa), advocating continually, consistently, and proactively with the NDRMC and line ministries to include IDPs in the provision of basic services (a draft position paper is currently under development for the EHCT

ANNEX I: ACTION PLAN – ETHIOPIA HUMANITARIAN COUNTRY TEAM (EHCT)

Note: These are as generated by working groups at the workshop.

Issue/Problem	Expected Outcome	Action	Who	When
FOCUS AREA: HUMANITARIAN – DEVELOPMENT NEXUS				
<p>Common vision to link humanitarian and development systems.</p> <p>A common vision on how to link humanitarian and development systems in a consistent long-term plan in support of the Government of Ethiopia would capitalise on the most effective use of humanitarian and development resources.</p>	<p>There is a clear vision on how development systems and humanitarian systems complement each other over the long-term. The vision is articulated in a clear, long-term (5 year) plan which underpins and supports the role of the Government of Ethiopia.</p>	<ul style="list-style-type: none"> ▪ Establish a Task Force to take the “common vision” forward with the right people, including the Govt. to articulate how to bring humanitarian and development operations to be mutually reinforcing. ▪ 	EHCT	
<p>Linkages between development and humanitarian coordination platforms.</p> <p>The EHCT, the UNCT, the HRDG, and the DAG can be mutually supportive e.g. joint analysis; joint planning; programme implementation.</p>	<p>Information capacities of humanitarian and development organisations support each other in analysing information, planning and developing programmes that can provide assistance in a predictable way to vulnerable communities that are most affected by el-Niño and la Niña phenomena (and similar) i.e. the humanitarian and development community are aligned in efforts to support vulnerable communities, and fully supportive of Government plans towards the same purpose.</p>	<ul style="list-style-type: none"> ▪ The DAG should include humanitarian issues and risk management as standing agenda items in their meetings. Head of OCHA should always attend DAG meetings. ▪ RC/HC to arrange a semi-annual retreat to plan and review priorities and plans between the EHCT, DAG and UNCT. ▪ Clusters/sectors to meet together with their development counterparts as part of a humanitarian/development coordination group which talk about the same issues and are well-placed to support each other. 	<p>RC/HC, OCHA, DAG, HRDG</p> <p>RC/HC</p> <p>CLAs, Cluster Coordinators, and their counterpart on the development side</p>	

Issue/Problem	Expected Outcome	Action	Who	When
<p>Integrating relief and longer-term assistance for food security.</p> <p>The PSNP and relief food (HRD) are insufficiently strategically and operationally integrated to provide assistance in a consistent way to all beneficiaries.</p>	<p>The PSNP and additional food relief (when required) are strategically and operationally integrated. Vulnerable communities receive assistance in a consistent way from a strategically and operationally aligned system.</p>	<ul style="list-style-type: none"> Initiate discussions with relevant Govt. bodies (NDRMC, Ministry of Agriculture) on the Govt. Lessons Learned exercise to compare note on the possibilities of a more strategically and operationally integrated system to support medium-term food security programmes, which also has a capacity to scale up when required to do so. 	<p>RC/HC, EHCT (relevant reps, particularly food security-and nutrition related)</p>	
<p>Flexible funding between development programmes and critical humanitarian needs.</p> <p>The possibility to utilise flexible development programmes and funding to be tilted/flexed/pivoted to support humanitarian operations and support humanitarian can be harnessed more effectively.¹</p>	<p>Donors, agencies and NGOs have clear guidelines and instructions which allow them to flex/pivot their financial support and programmes to scale-up when necessary in a humanitarian crisis.</p>	<ul style="list-style-type: none"> Clarity, consistency, and commitment on the crisis modifier (or similar). Donors to 'flex/pivot' development funding and programmes (as was done in 2016, with some delays) in a predictable way to respond to humanitarian needs when required. Donors should confirm how the crisis modifier/flexing/pivoting is applied so the HC, EHCT and humanitarian partners understand how to utilise donor flexibility. EHCT to develop (with donors) a series of 'triggers' which identify 'emergency response' mode whereby development assistance can be flexed to address a humanitarian crisis. EHCT and UNCT to jointly look at the multiple different financial streams supporting development in Ethiopia e.g. Africa Risk Financing Strategy, funds from the ADB, etc. to see how it can be oriented to supported risk reduction measures, resilience, and reduce the impact and frequency of crises. Small 'expert group' to provide an analysis and suggestions on how multiple donor funding streams and 	<p>RC/HC, EHCT, HRDG, DAG</p> <p>EHCT (small group of relevant reps), HRDG, DAG</p> <p>EHCT, UNCT, HRDG, DAG</p>	

¹ NOTE: more appears to have been done in Ethiopia than in many other countries to allow development funding and programmes to be adapted to support humanitarian operations and address humanitarian needs.

Issue/Problem	Expected Outcome	Action	Who	When
		<p>programmes demonstrably support each other and how the two systems can work more beneficially together.</p> <ul style="list-style-type: none"> ▪ Bilateral donors to work with their Capitals to structurally put in place more flexible funding processes to enable humanitarian financial support to mutually reinforce development action (and vice versa). NOTE: similar action to section, above, Leadership and Coordination) 	In-country donors, and Donor capitals	
<p>High indebtedness of vulnerable households.</p> <p>It is unclear how humanitarian and development actors will approach the critical issue of high (and increasing) indebtedness of vulnerable households.</p>	A clear plan of action has been tabled to the EHCT and the RC/HC identifying options on how indebtedness and negative coping mechanisms can be tackled.	<ul style="list-style-type: none"> ▪ The EHCT and the DAG to identify a road map (with suggested initiatives) for engagement with the Govt. to discuss debt relief initiatives, including loan forgiveness to avoid repaying Govt loans. NOTE: <i>OCHA have already done initial work on this with the World Bank and other prominent actors.</i> 	EHCT, UNCT, World Bank	
<p>Managing severe and moderate acute malnutrition (SAM and MAM).</p> <p>The management of SAM and MAM is not part of an integrated service.</p>	SAM and MAM are dealt with in an integrated manner, ideally through one ministry (to be discussed with relevant ministries).	<ul style="list-style-type: none"> ▪ Health and nutrition partners to articulate an advocacy strategy, underpinned by a strong evidence-based argument, to support an integrated approach to the management of SAM and MAM issues under the Ministry of Health. The strategy should be tabled to the EHCT to consolidate thoughts and ideas and clarify an approach to the Govt on the possibilities for SAM and MAM to be strategically and operationally integrated. ▪ In support of the above advocacy platform: develop a road map with costing on how integration would support the national nutrition plan. ▪ Initial meeting with National Nutrition Coordination Group to look at the feasibility of restarting the acute malnutrition working group within the Ministry of Health to keep people informed of processes, and accountable for actions/issues. ▪ Develop an evidence base from projects that are already 	<p>EHCT / UNCT (small group of relevant reps).</p> <p>EHCT / UNCT (small group of relevant reps).</p> <p>EHCT / UNCT (small group of relevant reps), National Nutrition Coordination Group (NNCG)</p> <p>EHCT / UNCT</p>	

Issue/Problem	Expected Outcome	Action	Who	When
		underway e.g. USAID ENGINE programme.	(small group of relevant reps), NNCG	

Issue/Problem	Expected Outcome	Action	Who	When
FOCUS AREA: EARLY WARNING AND EVIDENCE-BASED DECISION-MAKING WITH THE GOVERNMENT.				
<p>Roles and responsibilities of key agencies for better preparedness and quicker response.</p> <p>The role and responsibilities of the relatively newly established NDRMC and Line Ministries is needs to be clarified to permit a really well-organised response to a shock/crisis.</p> <p>The NDRMC and Line ministries can build their role to respond to frequent and recurrent shocks that require a response over and above regular programmes.</p> <p>A more harmonized civil service structure across all ministries will motivate of staff to respond in a “spirit of togetherness” with the intensity required in a crisis.</p>	<p>The NDRMC and relevant line ministries have clear responsibilities to prepare for, plan, and respond in a coordinated way to crises that are triggered by shocks such as El Niño.</p>	<ul style="list-style-type: none"> ▪ Clarify the role of the NDRMC to coordinate the response with line ministries as implementing agents. An effective and early response requires that one agency has the ability to coordinate an assessment of needs, coordinate a response and hold implementers to account. ▪ Enhance the existing system and focus on building support functions to enable national programmes respond in a timely and effective manner. Implement a large scale capacity building and support programme for the NDRMC to help it carry out its coordination role in a crisis situation, including managing and analysing data and coordinating the scale-up of operations with line ministries to deliver assistance to affected by drought (and other) crises. ▪ NDRMC with line ministries to establish a set of triggers for early warning / early action based on data and information analysis. ▪ Clarify the role of sectoral line ministries to implement a social safety net programme and be responsible for scale up for additional needs when a shock affects the country. National programmes should be designed to acknowledge that shocks are frequent and recurrent and there will <u>always</u> be a need for a response over and above regular programming. ▪ Advocate for, and support the establishment of a centralised procurement capacity within the Govt. ▪ Support a supply chain and operations management system within the Govt (including ESFRA). ▪ Clarify operating procedures for the NDMRC and line ministries, particularly for front line staff (including the surge of front line staff when required). 	<p>RC/HC, EHCT</p> <p>TBC</p> <p>TBC</p> <p>Agencies in partnership with Line Ministries</p> <p>WFP (and others, TBC)</p> <p>WFP (and others, TBC)</p> <p>Agencies in partnership with Line</p>	

Issue/Problem	Expected Outcome	Action	Who	When
		<ul style="list-style-type: none"> ▪ Build the capacity of front line staff to respond, including training and providing incentives when deployed to support operations in field locations. ▪ Clarify the role of donors and partners (including UN, NGOs) to support a vision for a coordinated Govt-led response that plans for the safety net and has the ability to scale-up when required. This should start with the forthcoming HRD. 	Ministries Agencies in partnership with Line Ministries EHCT, HRDG, DAG	
<p>Early financing for early planning and response.</p> <p>Specific and clear rules are not established for donors to allow development funds and programmes to pivot/flex quickly and early enough to respond to critical needs as a result of a shock/crisis.</p>	<p>Donors, agencies and NGOs have clear guidelines and instructions which allow them to flex/pivot their financial support and programmes to scale-up when necessary in a humanitarian crisis.</p>	<ul style="list-style-type: none"> ▪ Donors representatives engage with their capitals to formalise a specific and clear set of rules that will allow development funds to be ‘flexed/pivoted’ quickly and predictably to support humanitarian action. ▪ Donors to engage with humanitarian organisations to make sure the approach to ‘flexing/pivoting’ relates to the needs of the agency or NGO, and communicate effectively the processes to the same agencies and NGOs. 	Donors	

Issue/Problem	Expected Outcome	Action	Who	When
FOCUS AREA: LEADERSHIP AND COORDINATION of the international humanitarian response in support of the Ethiopian Government				
<p>EHCT strategic leadership.</p> <p>The EHCT can be more definitive in its role of leading the international humanitarian community, and identify a clear strategic direction for the response (in support of Government action).</p>	<p>Agencies and NGOs have a well-defined direction and are consistently informed and updated on priorities and provided with a clear vision of how international humanitarian response plans and programmes support people in need, in partnership with the Government of Ethiopia.</p>	<ul style="list-style-type: none"> ▪ EHCT to review and revise its Terms of Reference and have meetings with a focused agenda, ensure discussions relate to and are informed by field operations (clusters); and use the forum to agree on key strategic issues to provide clear direction and focus for international humanitarian organisations in support of the Government of Ethiopia in the response. ▪ Issues for discussion should be submitted in advance in a format which encourages decisions e.g. “<i>problem → context → solutions/options → decision</i>”. ▪ EHCT to clarify how it links/engages with the HRDG and DAG and ensure that key thematic or operational issues and EHCT decisions, advocacy positions, and resource mobilisation is regularly communicated through systematic channels to the broader donor fora. 	<p>EHCT, OCHA</p> <p>All agencies</p> <p>EHCT, HRDG, DAG, OCHA</p>	
<p>Leadership, evidence-based information, and partnerships with the Government.</p> <p>International humanitarian partners in Ethiopia need to use a stronger evidence-base from high quality data and information to articulate the highest priority humanitarian concerns (as identified by the EHCT) to the Government and work in partnership to address the issues.</p>	<p>High quality evidence-based information and advocacy bring the EHCT and the Government of Ethiopia into alignment on the highest priority issues and the best ways to address such issues and deliver assistance where it is needed the most.</p>	<ul style="list-style-type: none"> ▪ EHCT to identify highest priority issues for engagement with the Govt. and establish a small team of expertise (relevant agency or NGO representatives or others as identified) on each specific issue to develop a high quality evidence-base for long-term engagement and advocacy efforts with the Govt. ▪ EHCT will establish a small group of interested people with a solid background in advocacy and an in depth understanding of Ethiopia to strategise advocacy approaches on different issues to the Govt and/or specific line ministries. ▪ ICCG to develop common vision and recommendations on specific issues which warrant further attention for EHCT consideration and endorsement. 	<p>RC/HC and relevant agency representatives</p> <p>RC/HC and relevant agency representatives</p> <p>ICCG, EHCT</p>	

		<ul style="list-style-type: none"> ▪ ICCG to present ‘unresolved’ critical items for strategic decision-making to the EHCT. EHCT to utilize consensus and evidence-based information to activate donor political leadership to strengthen humanitarian advocacy messaging (around specific issues identified by the ICCG or Cluster leads). 	ICCG, EHCT, HRDG, DAG	
<p>Operational capacity, coordination and cooperation.</p> <p>Scaling up the operation can be done more quickly.</p> <p>The linkages between the national and sub-national level coordination structures needs to be better.</p> <p>The federal and sub-national clusters need to relate to each other, and support each other more effectively.</p> <p>Senior cluster coordinators rotated-out too quickly, and did not enable them to build trust and confidence with their government partners (line ministries.)</p> <p>NGOs can strengthen the performance of the clusters by getting more involved.</p>	<p>Scaling up activities is well-planned and relevant actors clearly understand their role and responsibilities.</p> <p>The EHCT and its members speak frequently and clearly to an equivalent structure in the field.</p> <p>The cluters/sectors at the federal level have interlocutors in field locations close to areas where humanitarian issues arise most frequently, and clear communication is happening between the federal and sub-national level cluster representatives and with Government line minitsries.</p> <p>Arrangements for cluster cordination are timely for a crisis and of sufficient duration to build relationships and trust with ministry counterparts.</p> <p>NGO representation in the clusters provides a broader picture of activities that enhances the coordiantion effort, and gives NGOs ‘something back’ from cluster meetings.</p>	<ul style="list-style-type: none"> ▪ Strengthen preparedness measures: Build Govt capacities to respond earlier and consistently, particularly clarifying the role of the relatively newly established NDRMC to lead (coordinate) the response with key ministries (<i>NOTE: this is also covered in the section on preparedness, above</i>). ▪ Strengthen Regional coordination fora, including sub-clusters for effective two-way information and decision making communication and linkages to RDPBs and sector Bureaux. ▪ Develop regional coordination profiles to inform “activation” of a sub-national coordination structure as/when needed and support “integrated area-based programmes” to support development and have the opportunity to scale-up activities I a predictable way when needed. ▪ Initiate communication with line ministries on increasing government capacity at points of delivery e.g. a national surge plan with consistent processes and incentives across ministries. ▪ Cluster Lead Agencies (CLAs) to look at the most effective leadership arrangement for clusters, keeping in mind the importance of technical knowledge, contextual understanding of Ethiopia, long-term relationships and confidence building with technical ministries. CLAs may recommend alternatives to the standard “surge” support that is typically activated by the global cluster for a short period of time and does not permit a solid relationship to dbe developed wth the line ministry. <ul style="list-style-type: none"> - Development organisations and programe staff should be actively encouraged (and should actively try) to particpate in cluster meetings with little 	<p>EHCT, UNCT.</p> <p>RC/HC, EHCT, OCHA</p> <p>CLAs, ICCG, OCHA</p> <p>EHCT, most relevant agencies</p> <p>HC/RC, OCHA, CLAs</p>	

		<p>distinction between humanitarian and development activities (as each are mutually reinforcing).</p> <ul style="list-style-type: none"> ▪ Cluster coordinators and CLAs to actively reach out to NGOs to understand what they are doing and illustrate how the cluster can support a more effective response i.e. do not wait for or expect NGOs to turn up for cluster meetings, the coordinator must actively engage to bring them in (NGOs also have a responsibility to reciprocate and Country Directors should demonstrate their support to more NGO engagement in the clusters). 	ICCG, OCHA, the HINGO	
<p>The Ethiopia Humanitarian Fund, EHF.</p> <p>Processes on funding criteria and allocation of resources and dispersing funds in a timely manner can be communicated better.</p>	<p>Humanitarian partners are clear on priorities and processes which underpin EHF allocations.</p> <p>Clear information on the timeliness of decisions and allocations relating to the EHF are communicated (using other countries as a yard stick for performance).</p>	<ul style="list-style-type: none"> ▪ OCHA will continue to include a two-minute presentation summarising priorities and processes for the EHF at each ICCG. The summary presentation should be circulated to the OCHA distribution list of Ethiopian humanitarian actors fortnightly. ▪ OCHA to continue its one-page EHF summary each month including information on allocations to different agencies and the length of time it took from proposal to confirmation of funding, to dispersal of funds. 	<p>OCHA, ICCG</p> <p>OCHA</p>	
<p>Common vision required on specific issues.</p> <p>The EHCT has draft plans on gender, protection, AAP, and PSEA but also need to have a clear common vision on these issues and other key humanitarian delivery modalities and issues such as cash.</p> <ul style="list-style-type: none"> ▪ Use of cash modality ▪ Gender and the humanitarian operation ▪ Protection, AAP, PSEA 	<p>The EHCT has a common vision, and has produced a summary paper on how it deals (collectively) with:</p> <ul style="list-style-type: none"> ▪ Use of cash ▪ Gender ▪ Protection, AAP, PSEA 	<ul style="list-style-type: none"> ▪ The EHCT and the ICCG will work together to agree a common vision on key thematic issues. The relevant EHCT members and cluster coordinators (and cluster members) should produce a one page summary of the vision and approach on critical issues for the humanitarian community where there is currently little direction, clarity, or activity e.g. cash, gender (and gender based violence), protection, accountability to affected people (AAP), and protection against sexual exploitation and abuse (PSEA) should be produced. ▪ The one-pager for cash should be able to indicate how cash assistance will complement food assistance, identify preferred delivery modalities (cash, card, vouchers, mobile money etc.), and explain how international support can assist and work with national systems. 	<p>EHCT (selection of most relevant agencies reps), ICCG</p> <p>OCHA, WFP, UNHCR plus one NGO with solid experience in cash modalities.</p>	

<p>Donor coordination</p> <p>Donor coordination platforms could have a more consistent two-way engagement with the EHCT, and include all donors in on-going discussions.</p> <p>Coordination between donors could be strengthened.</p>	<p>There is consistent two-way communication between the EHCT and donor fora to communicate clear strategic guidance and direction for which the EHCT requires support from the donor community.</p> <p>Donors are operating in a coordinated manner and their assistance is targeted to support an EHCT strategic vision that supports the most vulnerable people that are affected by drought (or other as required) crises.</p> <p>Donors, agencies and NGOs have clear guidelines and instructions which allow them to flex/pivot their financial support and programmes to scale-up when necessary in a humanitarian crisis.</p>	<ul style="list-style-type: none"> ▪ Maintain the HRDG and DAG donor coordination fora for information sharing, but bring the two groups closer together (or actually together). The EHCT should provide the DAG and HRDG with a clear vision and strategic direction to support donor decision-making and prioritisation. ▪ EHCT to develop (with donors) a series of 'triggers' which identify 'emergency response' mode whereby development assistance can be flexed to address a humanitarian crisis. ▪ Humanitarian organisations to initiate discussions with in-house development colleagues to reach consensus for advocacy with government on longer-term coordination capacity. ▪ Three pooled fund programmes to strengthen coordination amongst themselves, seek ways to pool resources, and coordinate external communication/information with humanitarian and development donors. 	<p>EHCT, HRDG, DAG</p> <p>In-country donors, and capitals</p> <p>EHCT (relevant reps); donors</p> <p>OCHA, donors</p>	
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Issue/Problem	Expected Outcome	Action	Who	When
FOCUS AREA: PROTECTION, GENDER, AAP, PSEA				
<p>Senior Leadership on Protection</p> <p>EHCT can provide strong leadership to take protection forward from the most senior level of the international humanitarian and development community i.e. develop a Senior Leadership on Protection Strategy (aka, Centrality of Protection Strategy, COP) that focus on two or three key protection issues for joint advocacy and support.</p> <p>The Protection Cluster can provide a solid analysis of protection issues to help the EHCT develop the COP Strategy.</p> <p>The Protection Cluster can be more influential if it further develops the current Cluster Strategy</p>	<p>Senior Leadership on Protection Strategy (COP Strategy) is in place, and the EHCT ensures critical protection issues are taken up by themselves and by the Government of Ethiopia.</p> <p>The Protection Cluster is well established, produces high quality analysis, and works closely with the EHCT.</p>	<ul style="list-style-type: none"> ▪ The Protection Cluster will provide an analysis of the protection environment and situation in Ethiopia to the EHCT, and recommend two to three issues for the HC and EHCT to focus on as priorities for the next 6-12 months. The Access Group will be requested to support the analysis and identification of two-three key priority protection issues. ▪ STAIT to provide examples of COP strategies and examples of key protection issues that the HCT has prioritized for action from other contexts. ▪ EHCT, with the support of the Protection Cluster and Access Working Group to draft a Senior Leadership on Protection Strategy (aka, Centrality of Protection Strategy). ▪ Protection Cluster to expand the Cluster Protection Strategy following discussion with, and inputs from, the ICCG. ▪ Explore options for additional support to the HC and EHCT with protection capacity and support to gender issues in the humanitarian response. This should include the opportunity (to be discussed with Govt.) for the deployment of a Procap and a Gencap to strengthen the HC’s ability to exert an influence over the humanitarian and development community to strengthen protection (mainstreaming, data, information, programming). 	<p>EHCT, Protection Cluster</p> <p>STAIT, OCHA HLSU</p> <p>EHCT, Prot. Cluster, Access Working Group</p> <p>Prot. Cluster, ICCG</p> <p>RC/HC, OCHA, PROCAP, GENCAP</p>	
<p>Disaggregated data and an evidence-base to inform the response.</p> <p>Insufficient age and gender disaggregated data and contextual analysis to adequately inform the response to include gender</p>	<p>Humanitarian and development partners have high quality data which is disaggregated and analysed to provide a high quality contextual analysis of needs and issues.to be addressed (backed up by</p>	<ul style="list-style-type: none"> ▪ Establish specific indicators on gender in the HRP to support programme planning and the incorporation of gender (and the specific situation of women and girls) as an issue of high importance in the humanitarian response. ▪ Follow up the training of data collectors in the NDRMC and 	<p>RC/HC, GENCAP, Gender Working Group</p> <p>People that</p>	

Issue/Problem	Expected Outcome	Action	Who	When
<p>specific and other diversity issues.</p> <p>Evidence-based information is insufficiently used to advocate on protection and gender issues influence Government programming and guide the work of international humanitarian organisations (in support of the Government).</p>	<p>solid evidence).</p> <p>High quality data and analysis provides the information that is needed for advocacy with the Government to ensure humanitarian and development activities are planned and implemented with the specific situation of women and girls are taken into account.</p>	<p>line ministries, with training on protection and gender for specific Woredas.</p> <ul style="list-style-type: none"> ▪ Expand training on data collection and information management, particularly including disaggregated data to support gender specific programmes, to the Ministry of Federal Affairs and Central Statistical Agency (CSA). ▪ Encourage donors to finance evidence based studies on protection and gender aspects of humanitarian response from international and national humanitarian actors. ▪ Ensure the Gender and Humanitarian Action Working Group has a substantial role in informing the EHCT on specific gender issues, holding the EHCT to account for following up on such issues, and maintaining gender as a key issue on the humanitarian agenda. 	<p>have done the first round...</p> <p>people that have done the first training</p> <p>Prot. Cluster, PROCAP, GENCAP, HRDG, DAG</p> <p>EHCT, Gender and Humanitarian Action Working Group.</p>	
<p>Protection mainstreaming in other clusters</p> <p>Protection mainstreaming has not been fully rolled out to all clusters/sectors.</p>	<p>Protection is mainstreamed into the work of all clusters, and thereby included throughout the humanitarian response.</p>	<ul style="list-style-type: none"> ▪ All clusters / sectors to establish a focal point on protection that will be assertive in the clusters and raise protection issues. The focal points will be inducted on protection issues and trained by the Protection Cluster Coordinator and/or members. ▪ Protection and gender outcomes will be highlighted in each cluster/sector response plan in the HRD. ▪ Clarify the Govt. counterpart on protection issues at Federal and Regional levels and in the NDMRC. Link with a phasing out strategy, on the nexus with development. ▪ Update the Protection Advocacy Note as a complement to the roll out of the Protection Strategy. 	<p>Prot. Cluster, ICCG</p> <p>All clusters</p> <p>Prot. Cluster, PROCAP</p> <p>Prot. Cluster</p>	

Issue/Problem	Expected Outcome	Action	Who	When
<p>Protection against Sexual Exploitation and Abuse (PSEA).</p> <p>There is no <i>collective</i> mechanism on PSEA to hold humanitarian workers to account for acts of sexual exploitation and abuse.</p>	<p>The EHCT has a system that complements other agency/NGO-specific PSEA mechanisms to make sure that all humanitarian workers fall under a system that will have the ability to take action against any humanitarian worker(s) that are accused of sexual exploitation or abuse.</p>	<ul style="list-style-type: none"> ▪ Carry out a mapping of PSEA initiatives that are in-place with operational agencies and NGOs and assess how these existing mechanisms can inform a collective approach on PSEA under the leadership of the HC and EHCT. ▪ Complete the work underway on the PSEA Strategy and ensure it is influenced by existing systems and within agencies and NGOs. Roll it out to the field. 	<p>UNHCR (as lead agency on PSEA)</p> <p>UNHCR (as lead on PSEA)</p>	
<p>Accountability to Affected People (AAP).</p> <p>There is no collective mechanism in place to hold humanitarian actors to account to the communities they serve, account for the services they provide, and take account of the voice of affected people in delivering assistance.</p>	<p>The EHCT has a system in place that brings together the individual efforts of agencies, NGOs and the Government to analyse information from communities that the humanitarian and development system are serving. The EHCT should adapt their response activities based on feedback received.</p>	<ul style="list-style-type: none"> ▪ Clarify Govt. interest in a telephone hotline as a mechanism for collecting feedback from affected people on the humanitarian response. ▪ Carry out a mapping exercise, with the support of the Humanitarian Accountability Working Group, to capture different initiatives on AAP that are implemented by different agencies individually. ▪ Collect lessons on AAP from other operations and share with the Govt. for discussion and forward planning. Any feedback mechanism that is considered should be embedded in a national programme and discussions on how this would work must be inclusive with the Govt from the beginning. 	<p>UNHCR (as lead agency on AAP)</p> <p>UNHCR, Humanitarian Accountability Working Group</p> <p>Global IASC Task Team on AAP & PSEA</p>	
<p>Internally displaced people in Ethiopia.</p> <p>Insufficient attention is focused on IDPs in Ethiopia in humanitarian plans and programmes.</p>	<p>The EHCT has a vision on how to deal with IDPs in Ethiopia.</p>	<ul style="list-style-type: none"> ▪ Advocate with the Govt. to ratify the Kampala Convention (the Africa Union Convention on the Protection and Assistance of IDPs in Africa). ▪ Advocate with NDRMC and line ministries, for the inclusion of IDPs in the provision of basic services. IDP Working Group draft a position paper for the attention of the EHCT. ▪ Advocate to the EHCT and Govt. for the inclusion of IDPs (including drought affected) in the HRD as a group of vulnerable affected people. 	<p>RC.HC, EHCT (support/lead from UNHCR)</p> <p>RC/HC, OCHA, IDP Working Group</p> <p>RC/HC, ICCG, UNHCR</p>	

Issue/Problem	Expected Outcome	Action	Who	When
		<ul style="list-style-type: none"> ▪ Advocate with the Govt. for service delivery and durable solutions for IDPs in humanitarian and development plans and discussions with the Govt. 	RC/HC, International diplomatic presence	

ANNEX III: SCHEDULE OF THE MISSION

MONDAY, 28 NOVEMBER – ADDIS ABABA

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| 8.30 – 10.30 | Introductory meeting with OCHA Head of Office, Mr. Paul Handley and Jutta Hinkkanen Team leader for Horn of Africa |
| 10.30 – 11.30 | Meeting with Kate Fransworth, Regional Advisor, OFDA |

TUESDAY, 29 NOVEMBER

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| 14.30 – 15.30 | Meeting with James Reynolds, Head of Delegation, ICRC Ethiopia |
| 16.00 – 17.00 | Meeting with George Turkington, Head of Office and Louisa Medhurst, DFID |
| 17.30 - 18.30 | Meeting with Rekha Shrestha, Strategic Partnership Adviser/Head of RCO |
| 19.00 - 21.00 | Dinner with Esther Watts, Country Director - Care, Sarah Coll-Black, World Bank |

WEDNESDAY, 30 NOVEMBER

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| 08.15 - 9.15 | Breakfast with John Aylieff, WFP Country Director |
| 09.30 - 11.30 | Inter-Cluster Meeting |
| 11.30 - 12.30 | Meeting with Samira El Mouden, Protection Cluster Support Officer |
| 14.00 - 14:30 | Access Working Group meeting |
| 14.30 - 17.00 | Meeting with select members of the HINGO Group |

THURSDAY, 1 DECEMBER

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| 8.30-9.30 | Meeting with Ato Tadesse, NDRMC |
| 10.00 – 11.30 | Ethiopia Humanitarian Country Team meeting |
| 11.30 – 12.30 | Cluster Lead Agency Representatives meeting |
| 13.00 - 14.00 | Meeting with Ramona El Hamzaoui, Deputy Mission Director, USAID, Dianna Darsney de Salcedo, Director, Office of Assets and Livelihoods in Transition and Daniel Holmberg, Senior Humanitarian Advisor, USAID / Office of U.S. Foreign Disaster Assistance |
| 14.30 – 15.30 | Meeting with Oliver S. Schulz, Country Director, MSF |
| 16.00 – 17.00 | Meeting with Marc De Santis, Counsellor/Head of International Cooperation, Switzerland |
| 17.15 – 18.15 | Meeting with John Graham, Country Director, SCI and Adrian Cullis, Tufts/AKDLP |

FRIDAY, 2 DECEMBER

11.30 - 12.30	Meeting with Clementine Nkweta-Salami, Representative UNHCR
13.00 – 14.00	Meeting with Gillian Mellsop, Country Representative, UNICEF
14.15 - 15.15	Meeting with Samuel Bwalya, Country Director, UNDP
14.15 - 15.15	Meeting with Idrissa Oumar Kane, Regional Representative a.i, OHCHR
16.00 - 17.00	Meeting with Ms. Frehiwot Worku, Secretary- General of the Ethiopian Red Cross Society
17.30 -18.30	Meeting with Segolene De-Beco, Head, ECHO

Monday, 5 December

8.30 – 17.00	Lesson learning workshop on the El Niño response
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