



## Ethiopia

### Assessment on the Operationalization of DRR System at Local Level

#### Key messages

For the last 7 years, the Government of Ethiopia has been working to institutionalize Woreda Disaster Risk Reduction Planning (WDRRP) which involves developing Woreda Disaster Risk Profiles (WDRP) and DRR plans. The government has so far prepared the WDRRP for close to half of the Woredas in the country. However, in many cases the plans are under-funded and their realization suffers from limited government capacity in designing, budgeting and implementation. Weak understanding of DRR by stakeholders, lack of contingency plan and budgeting for DRR seems to be the main drawbacks. This mission aims at exploring the degree of institutionalisation of the community risk management initiatives implemented in different areas of the country to identify lessons learned and best practices that could be extrapolated to the public sector. The study examines the status of the Disaster Risk Management (DRM) system at Woreda and Kebele levels as well as identifies opportunities to better execute the program with coordinated support from both state and non-state actors. The findings of this assessment will be essential for improvement of the implementation of the DRM system at local level in Ethiopia as well as for the formulation of future resilience programs in the country.

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## ACRONYMS AND ABBREVIATIONS

<b>BPR</b>	Business Process Reengineering
<b>CCA</b>	Climate Change Adaptation
<b>CMDRR</b>	Community Managed Disaster Risk Reduction
<b>CP</b>	Contingency Plan
<b>CSO</b>	Civil Society Organization
<b>DPPA</b>	Disaster Prevention and Preparedness Agency
<b>DPPC</b>	Disaster Prevention and Preparedness Commission
<b>DRM</b>	Disaster Risk Management
<b>DRMFSS</b>	Disaster Risk Management and Food Security Sector
<b>DRP</b>	Disaster Risk Profile
<b>DRR</b>	Disaster Risk Reduction
<b>DRMAP</b>	Disaster Risk Mitigation / Adaptation Plan
<b>EC</b>	European Commission
<b>EDF</b>	European Development Fund
<b>EUD</b>	European Union Delegation
<b>FAO</b>	Food and Agricultural Organization
<b>FGD</b>	Focus Group Discussion
<b>GTP</b>	Growth and Transformation Plan
<b>KII</b>	Key Informant Interview
<b>LOE</b>	Level of Effort
<b>MoARD</b>	Ministry of Agriculture and Rural Development
<b>NDRMC</b>	National Disaster Risk Management Commission
<b>NGO</b>	Non – Government Organization
<b>NDPPC</b>	National Disaster Prevention and Preparedness Committee
<b>NPDPM</b>	National Policy on Disaster Prevention and Management
<b>NPDRM</b>	National Policy on Disaster Risk Management
<b>NRM</b>	Natural Resource Management
<b>ODRMC</b>	Oromia Disaster Risk Management Commission
<b>PDRA</b>	Participatory Disaster Risk Assessment
<b>PSNP</b>	Productive Safety Net Programme
<b>RESET</b>	Resilience Building in Ethiopia
<b>SNNP</b>	South Nation, Nationalities and People
<b>UN</b>	United Nations
<b>UNICEF</b>	United Nations International Children`s Emergency Fund
<b>WASH</b>	Water Sanitation and Hygiene
<b>WDRP</b>	Woreda Disaster Risk Profile
<b>WDRRP</b>	Woreda Disaster Risk Reduction Planning/Plan

## EXECUTIVE SUMMARY

**The current National policy on Disaster Risk Management (DRM) was enacted in 2013 by revising and amending the National Policy on Disaster Prevention and Management (NPDPM) of 1993.** The revised policy provides a comprehensive framework on disaster risk management with a paradigm shift from emergency response to disaster risk management that follows multi hazard and multi sector approaches. The policy encompasses general directions and major implementation strategies, which includes; decentralization of DRM system, management of early warning and risk assessment, capacity building, and integration of disaster risk reduction into development plans.

**To put the DRM policy into action, the government of Ethiopia developed Woreda Disaster Risk Profile (WDRP), Contingency Plan (CP) and Disaster Mitigation/ Adaptation Plan (DMAP) for more than half of the districts in the country.** However, in many cases the plans are under-funded and stakeholders have limited capacity to execute the DRM plans. This study aimed at exploring the degree of institutionalisation of the decentralized disaster risk management initiatives implemented in the country, identifying challenges encountered, lessons learned and best practices for replication and scale-up.

**The study deployed an interactive and participatory approach to collect information.** Accordingly, extensive consultations were conducted with key stakeholders in Addis Ababa. These include NGOs involved in the EU RESET program, the NDRMC's DRR Directorate, ODRMC as well as the EUD. Focus group discussions were conducted with communities in selected Woredas of Siti, Wolaita, Bale, Wag Himra and South Omo Zones between June 11-14 as well as June 25-July 4, 2018. Besides, Woreda Administrators and DRM and Early Warning officers were consulted as key informants in the same Woredas.

**The finding of the study shows that WDRRPs haven't been executed at the local level as expected. Humanitarian responses have continued to be *ad-hoc* and based on seasonal assessments with no reference to WDRP and CP.** The efforts made to streamline DRR by both government sector offices and NGOs working at the local level have yielded very limited results due to the absence of DRMAP to facilitate DRR mainstreaming. Among the challenges that contributed to the delay in the implementation of the WDRRP includes capacity limitations in resources and staffing at DRR Directorate of the NDRMC. Moreover, the delay in decentralizing the WDRRP process has also limited the involvement of regional DRM actors causing an overburden at NDRMC at the federal level.

**Inadequate knowledge and understanding of WDRRP by the various stakeholders,** especially the sector bureaus and offices with direct link to DRM at Regional, Zonal and Woreda levels also hamper the realization of the

program at the grassroots. Majority of the stakeholders at the Woreda level where there is no internet service has no access to WDRRP documentations which are only available online. The few available documents i.e. summary posters of the WDRP and DRMAP are prepared in English. The language barrier in turn limited understanding and utilization of these documents by the local users, who are not fluent in English.

**To revamp the implementation of WDRRP, crucial steps need to be taken by various stakeholders.** NDRMC should follow a result-oriented approach and consider piloting the WDRRP in a few hotspot Woredas in and scale-up the initiative based on the outcome from pilot Woredas. In the meantime, NDRMC has to initiate decentralization of the WDRRP process in order to reduce the work burden at the federal level. It also needs to organize a sensitization workshop all in the government to remind the stakeholders of their responsibility and renew their commitment to the realization of WDRRP. In order to speed-up the conclusion of DRR plans NDRMC should also revise the methodology more specifically the data collection tools currently being used for development of WDRRP.

**ODRMC needs to ensure the utilization of Disaster Reserve Fund goes hand-in-hand with WDRRP more specifically the CP.** Other regions (with exception of Somali and Dire Dawa Administration) need to reorganize their DRM structure and create an independent entity responsible for Disaster Risk Management. All regions should also aspire to establish a Disaster Reserve Fund.

**At the same time, donors and NGOs need to support NDRMC's DRR Directorate to address existing capacity gaps.** The DRR Directorate needs an urgent intervention to resolve the challenges related to infrastructure and experts. Humanitarian and development actors also need to assist NDRMC to finalize and rollout the WDRRP process in their operational areas. Donors should ensure future resilience focused bids are issued and awarded based on their contribution to the implementation of WDRRP.

**The European Union (EU) needs to ensure future resilience programs within its funding portfolio prioritize support for WDRRP.** It should consider strategic support for realization of WDRRP as a benchmark for evaluating and awarding resilience related applications. Besides, EU should ensure all NGOs implementing the RESET program adopt the DRR mainstreaming matrix developed as part of this study. Its only when the DRR plans are completed and availed in a user-friendly form at the local level that DRR mainstreaming can be pursued. EUD should consider supporting further analysis of the DRR staffing status at Regional, Zonal and Woreda level to identify potential gaps and suggest solutions for improvement. Furthermore, the European Union Delegation (EUD) should uphold implementation of WDRRP as its advocacy agenda.

## INTRODUCTION

**1. Ethiopia is chronically confronted with multiple hazards with droughts and floods among the main risks.** Nearly 20 million people are food insecure and function within a cycle of poverty with limited recovery or growth opportunities. This poses a challenge to the development efforts in the country, retards social and economic progress, and creates intense human suffering. Droughts have primarily affected six main regions – Afar, Amara, Oromia, SNNP, Somali and Tigray, and have been increasing over the last 20 years. The current frequency of drought is about every 2-3 years. The latest El Niño-affected drought, which began in 2015, is reported to be one of the most severe to have occurred during the past 30 years, affecting at least 10.2 million people in addition to the 8 million people receiving support under the on-going Productive Safety Net Program (PSNP); the effects are still on-going. A second shock, from La Niña that occurred during the latter part of 2016 and into mid-2017 affected a smaller part of the country with flooding and some drought-like conditions.

**2. To avert the impacts of these recurrent disasters, the country is working to build resilience through an integrated disaster risk reduction and management system and executing long-term climate change adaptation measures.** Resilience building has become a priority in designing policies and strategies to ensure vulnerable communities can cope and withstand the negative corollaries of disasters. In this regard, the Government of Ethiopia enacted the Disaster Risk Management Policy in 2013 which provides direction for implementation of Disaster Risk Management System in the country. The DRM Strategic Program Investment Framework (DRM- SPIF) has also been developed which is based on the National Policy and Strategy on Disaster Risk Management and on the priorities enshrined in the Hyogo Framework for Action (2005-2015). The policy aims to address the recurrent crisis situation with a comprehensive disaster risk management approach for reducing and tackling the short and long term impacts of disasters (mainly natural hazards) by providing appropriate and timely response actions through the establishment of a coordinated, accountable, and decentralized system. The policy has been developed based on lessons learned from previous experience with specific goals of: 1) Disaster risk is prevented and mitigated and a culture of risk reduction is built at all levels; 2) Disaster risk is forecasted on time 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. Prompted by this policy direction, the government of Ethiopia has developed Woreda Disaster Risk Profiles (WDRP) and Disaster Risk Mitigation and

Adaptation Plans for more than half of the districts in the country. However, in many cases the plans are under-funded with limited implementation capacities at all levels in the government. Besides, the centralized WDRRP developing process has been limiting the role of regional DRM actors and creating an overburden at the federal level. Weak understanding of DRR by stakeholders, lack of DRR contingency planning and budgeting are also among the main drawbacks in this regard. In addition, failure to link relief interventions with recovery and development activities (LRD) also has contributed to the continued focus on response at the expense of overlooking the systemic approach to DRM i.e. WDRRP.

**3. The EU during the past 6 years has provided more than EUR 220 million funding for resilience building projects in Ethiopia through several financing instruments (ECHO, Instrument for Stability-IfS, SHARE/EDF and EUTF).** All these interventions have converged into what today is RESET (Resilience Building in Ethiopia) a consolidated framework programme that brings into practice the Humanitarian Development Nexus. RESET operates through an integrated and multi-sectoral approach to address the main causes of food insecurity by working on different areas such as WASH, Nutrition, Livelihoods, Health and Disaster Risk Management. It is implemented by 8 consortia of around 30 NGOs and 2 UN Agencies (FAO and UNICEF) and promotes a coordination model (clusters) to maximize their impact in the communities. The direct beneficiaries are estimated to be around 1.2 million people (roughly 1 out of 3 inhabitants of the targeted geographical clusters) from the most vulnerable communities in 41 districts (Woredas).

**4. The EU has commissioned this consultancy to undertake an assessment of the existing DRM system at local level and the potential for further coordination and support from the EU RESET Programme.** The study envisages to gain a better understanding of the current status of the Disaster Risk Management System (DRM) at Woreda level as well as to identify opportunities to better execute the plan it within the framework of the EU support to resilience.

## 1 BACKGROUND AND RATIONALE

### 1.1 Overview of the DRM System in Ethiopia

#### 1.1.1 Disaster Management in Ethiopia – Historical Background

**5. The first formal Government disaster management institution in Ethiopia was Relief and Rehabilitation Commission (RRC).** It was established in 1973<sup>1</sup> with a mandate of providing relief assistance to the severe drought victims in Wollo and Tigray provinces. The RRC responded to crisis through relief food distributions and other emergency supplies and services. Then, the RRC was re-organized and merged with settlement and Awash Valley Development Authorities in 1978 with a mandate of relief and rehabilitation including settlement programs<sup>2</sup>.

**6. In 1993, the Government issued the National Policy on Disaster Prevention and Management (NPDPM).** The major objective of the NPDPM was 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. Following the endorsement of the NPDPM, the government restructured and renamed the RRC as Disaster Prevention and Preparedness Commission (DPPC) in 1995 with significant changes in mandate to strengthen the linkages between relief and development. Since the adoption of NPDPM in 1993, decision-making and oversight responsibilities regarding disaster management were vested on the National Disaster Prevention and Preparedness Committee (NDPPC) chaired by the prime minister office. In additions, with the roles and responsibilities defined in the NPDPM, key sectors such as the Ministries of Agriculture and Rural Development, Health, and Water Resources became more involved in disaster management through the establishment of emergency sectoral task forces.

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<sup>1</sup> Disaster Risk Management Strategic Programme and Investment Frame work (2014)

<sup>2</sup> Disaster Risk Management Revision process 7<sup>th</sup> version (2009)

**7. DPPC was renamed again by proclamation as the Disaster Prevention and Preparedness Agency (DPPA) in 2004 with a revised mandate to focus on emergency response, whereas Regional Food Security Coordination Bureau (FSCB) was split from RRC with the mandate of focusing on chronic food security.** In 2007, a significant change happened as a result of Business Process Re-engineering (BPR) whereby the Disaster Prevention and Preparedness Agency was transferred to Ministry of Agriculture and Rural Development (MoARD) by a proclamation bringing Early Warning and Response Directorate, and Food Security Coordination Directorate under one sector and renaming them as Disaster Risk Management and Food Security Sector (DRMFSS). In this regard, the same structures were replicated in all regions of the country hoping for a better coordination and implementation of DRM.

**8. This resulted in a paradigm shift in disaster risk response through moving away from a system that solely focused on drought and supply of life saving relief and emergency responses during disasters to a comprehensive disaster risk management approach.** The new approach has been implemented with the aim of reducing disaster risks and potential consequences of disasters by providing appropriate and timely responses to disasters before, during, and after the disaster period at all levels through establishing a coordinated, accountable, and decentralized system<sup>3</sup>.

**9. In order to effectively implement this change, National Disaster Risk Management Policy and Strategy has been adopted in 2013 by amending the previous National Policy on Disaster Prevention and Management, which had been under implementation since 1993.** The major objective of the revised policy is to reduce disaster risks and potential damage caused by a disaster through establishing a comprehensive and coordinated disaster risk management system in the context of sustainable development. The DRM policy provides direction for the DRM system envisaged to be institutionalized in Ethiopia in the future and depends on organizational structures with appropriate and harmonized roles and responsibilities at federal, regional and Woreda levels. Thus, horizontal and vertical coordination among decision-making bodies as well as effective DRM systems, processes and procedures are ensured. The timeline of DRM institution in Ethiopia is indicated in Figure 1 below.

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<sup>3</sup> Disaster Risk Management Policy 2013

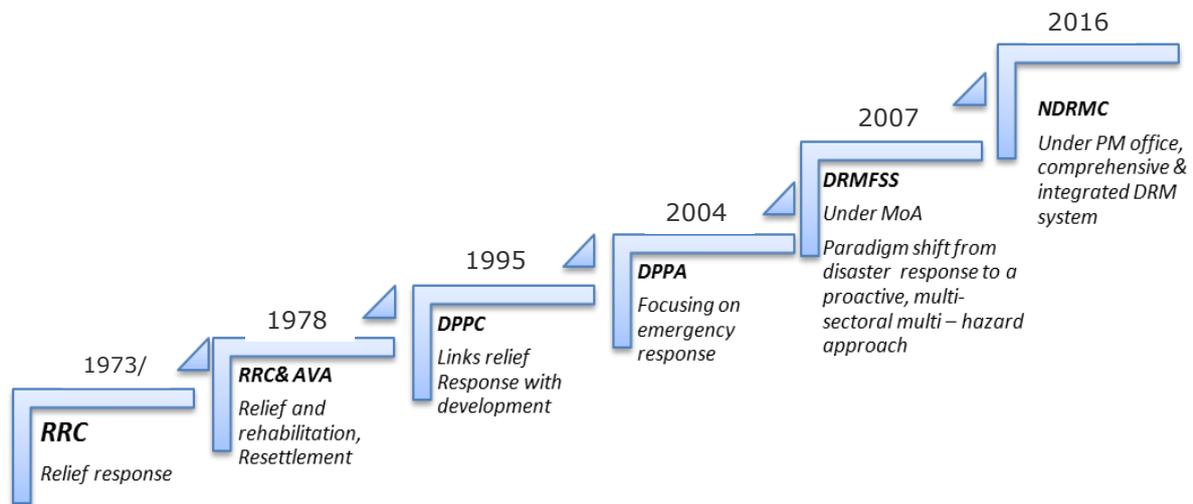
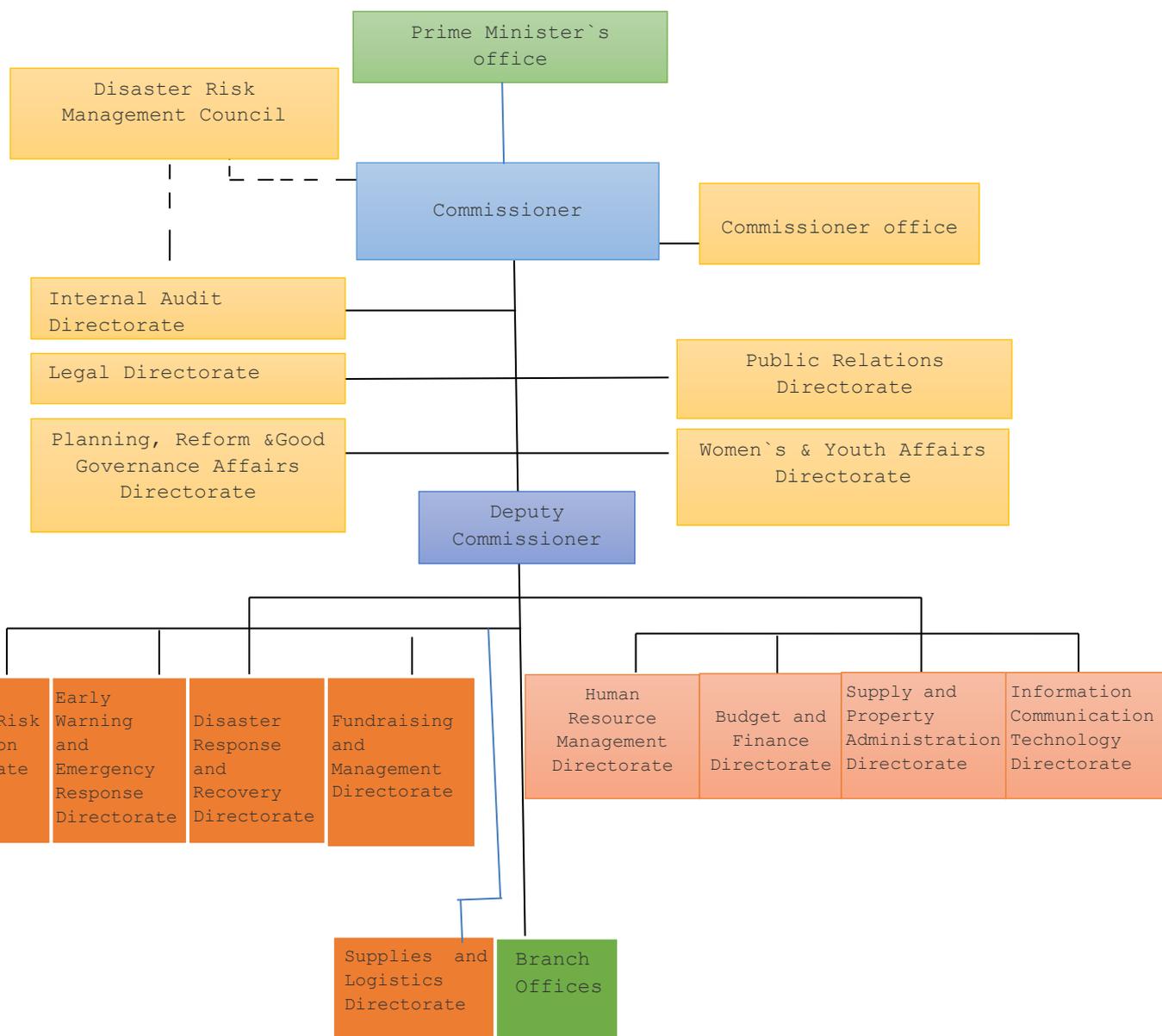


Figure 1. Timeline of DRM in Ethiopia

**10. National Disaster Risk Management Commission (NDRMC) was established by Regulation No.363/2015 under the Prime Minister’s office by transforming the DRMFSS to a full-fledged Commission in 2015<sup>4</sup>.** The transformation and restructuring has been believed to have significantly strengthened the legal and operational frameworks for a comprehensive and integrated National DRM system at national and local levels.

**11. The NDRMC is mandated to ensure a more streamlined DRM approach, including an Early Warning and Response System across all government sectors, at the Federal, Regional, Woreda, Kebele levels as well as in the city administrations.** This is to be realized through broadening its scope to include the urban and industrial sectors by improving its focus on preventive and proactive aspects of DRM. In addition to the regular post crisis recovery and response functions of DRM, the entire process remained in line with its National Policy and Strategy on Disaster Risk Management adopted in 2013. The NDRMC is accountable to the Disaster Risk Management Council (DRMC), chaired by the deputy Prime Minister. The NDRMC is responsible for coordinating disaster response, risk management, preventive measures and recovery programs in the country and functions through a well-established structure with clearly defined duties and responsibilities.

<sup>4</sup>National Disaster Risk Management Commission establishment regulation 2015



**Figure 2. Structure of National Disaster Risk Management Commission**

## 1.1.2 NDRMC and the New Approach to Disaster Management

### 1.1.2.1 The National Policy on Disaster Risk Management

**12. The main objective of the current National DRM Policy is to reduce disaster risks and potential damage caused by a disaster through establishing a comprehensive and coordinated disaster risk management system in the context of sustainable development.** It has four specific objectives: (i) to reduce and eventually prevent disaster risk and vulnerability that pose challenges to development through enhancing the culture of integrating disaster risk reduction into development plans and programs as well as by focusing on and implementing activities to be carried out before, during, and after the disaster period to address underlying factors of recurrent disasters; (ii) to save lives, protect livelihoods, and ensure all disaster affected population are provided with recovery and rehabilitation assistances; (iii) to reduce dependency on and expectations for relief aid by bringing attitudinal change and building resilience of vulnerable people; and (iv) to ensure that disaster risk management is mainstreamed into development plans and programs across all sectoral institutions and implemented at all levels.

**13. It provides a comprehensive framework on DRM system as well as puts in place general directions and major implementation strategies,** which includes decentralization of the DRM system, management of early warning and risk assessment, capacity building, and integration of disaster risk reduction into development plans.

**14. In order to support the operationalization of DRM policy, DRM-SPIF has been developed which provides a strategic framework for the prioritization and planning of investments that drives Ethiopia's Disaster Risk Management system.** It has been designed so as to realize the DRM policy through identifying priority investment areas with estimates of the financing needs to be provided by Government and its development partners. Moreover, it also outlines major areas of investment that can be fully fleshed out with the development partners.

**15. The establishment of the NDRMC was aimed at fostering the culture of preparedness within communities and institutions, in line with the priorities of the Hyogo Framework for Action.** Accordingly, the commission was mandated to build coalitions of government ministries, agencies and resource partners to act collectively in addressing disaster risks` impacts, recovery and resilience marks. In other words, NDRMC leads the process of convening stakeholders to identify and mitigate risks, to coordinate national responses and facilitate recovery and resilience building initiatives. The Disaster Risk Reduction Directorate of the NDRMC in particular is responsible for spearheading Ethiopia's proactive approach towards emergencies and the new approach to managing risk. The DRR Directorate follows a model based on decentralized and participatory approaches with significant local inputs from local government called Woreda Disaster Risk Reduction Planning (WDRRP). At the helm of the WDRRP, there are Woreda Disaster Risk Profile, and Contingency and Risk Mitigation/Adaptation Plan.

### 1.1.2.2 Woreda Disaster Risk Profile

**16. Disaster Risk Profile (WDRP) is a comprehensive disaster risk assessment programme led by the Government of Ethiopia with technical and financial support by development partners.** WDRP information not only helps investigate the hazard, vulnerability, and coping capacity of communities, but also helps planning and programming various developmental interventions, conduct research studies using WDRP information as a baseline, access more advanced analytical information. The Woreda Disaster Risk Profile (WDRP) study covers a selected sample of 400 Households, up to 30 Kebele in Focus Group Discussions (FGD), and Up to 10 Key Informant Interviews (KII) from the Woreda Sector Offices and development partners. All these data collected will be analysed and triangulated to develop the Woreda Disaster Risk Profile (WDRP) of the given Woreda. The WDRP consists of 116 Indicators in 12 different categories.

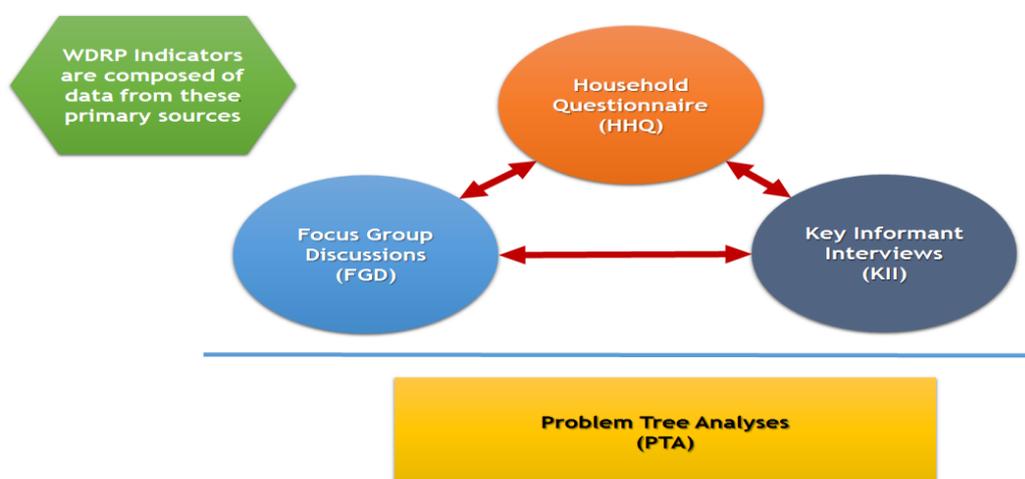


Figure 3 . Steps and Process of WDRP Development

### 1.1.2.3 Contingency Planning

**17. Contingency Planning deals with how to best help the community just in case a disaster happens in the community.** This activity also takes into consideration the various vulnerabilities of the community so that at times of disaster, various DRM actors will coordinate their efforts in minimizing its impact. It is a management process that analyses specific potential events or emerging situations that might threaten the community or the environment, and establishes arrangements in advance to enable timely, effective and appropriate responses to such events and situations. The contingency plan is developed based on the risks identified by the WDRP to help improve the emergency response management of the Woredas and Kebeles.

### 1.1.2.4 The Disaster Risk Mitigation / Adaptation

**18. The Disaster Risk Mitigation / Adaptation Planning deals with reducing the risk of disasters that could be damaging because of various vulnerability characteristics of the population in the community.** In doing so, various initiatives and developmental efforts, the risk of known hazards, and adopting alternative livelihood sources to improve economic situation are implemented. Hence, in theory every developmental effort in the community will be based on the results of Woreda Disaster Risk Profiles for that community.

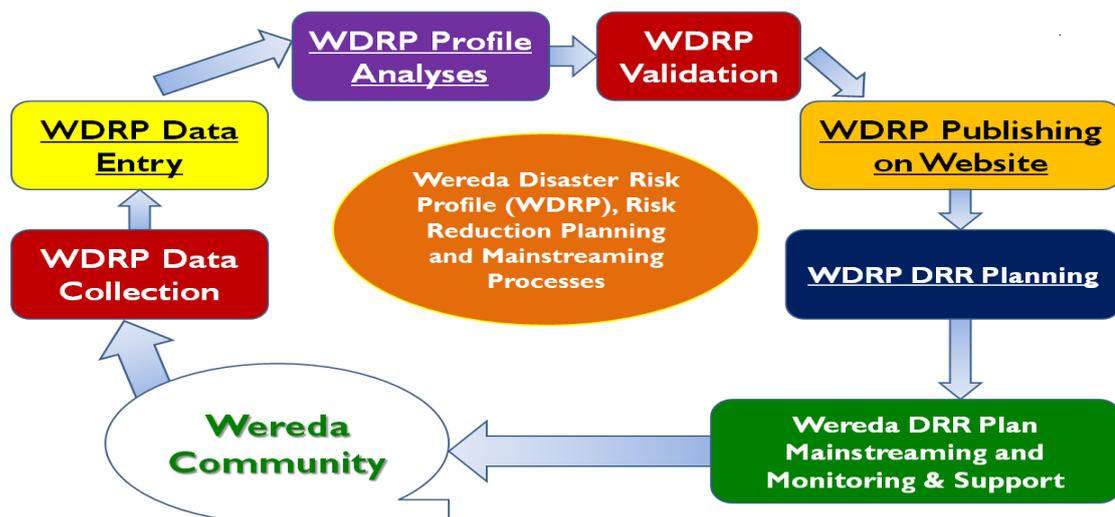


Figure 4. DRR plan Development Process

**19. Accordingly, the DRRD within the NDRMC has been able to complete the WDRP for 450 out of 825 Woredas (54.5%) and WDMAP plan for 117 Woreda out of 825 Woredas (14%) to date.** Of the 117 WDMAP plans completed only 6 (less than 1%) has been financed and rolled out to tackle the root causes of disaster as opposed to dealing with the aftermath. The WDMAP were operationalized in Boset Woreda of East Showa Zone and Shala Woreda of West Arsi Zone in Oromia Region with the financial support from Spanish Aid. In addition, PSNP4 has supported the implementation of WDMAP in Liben Woreda of Guji Zone and Abichu Nya'aa Woreda of North Shoa Zone in Oromia region.

**20. Limited institutional capacity to complete the WDRP & DRMAP and lack of budget to fund the DRR plans have been the main drawbacks hindering the effort to effectively execute and scale-up the new DRM approach.** Besides, the delay in decentralization of the WDRRP process has limited the involvement of regional and zonal DRM actors and creating an overburden at the federal level. This situation demonstrates the need for multilateral support to hasten the process of completing the outstanding WDRP and DRMAP in all the remaining Woredas. There is also a need to monitor, validate and update the WDRP and DRMAP already completed to reflect changes in the disaster risk and vulnerability status of the community in the different Woredas.

### **1.1.3 The EU RESET Program**

**21. As discussed in the earlier paragraphs, the EU funded resilience program, RESET, operates through an integrated and multi-sectoral approach to address the main causes of food insecurity by working on different areas such as WASH, nutrition, Livelihood, Health and Disaster Risk Management.** It is implemented by 8 consortia of around 30 NGOs and 2 UN Agencies (FAO and UNICEF) and promotes very intensive coordination model (clusters) to maximize their impact in the communities. The direct beneficiaries are estimated to be around 1.2 million people from the most vulnerable communities in 41 districts (Woredas).

**Table 1. RESET Programme Intervention and Beneficiaries**

Cluster	Region	Zone	No of Woredas	Total population
Cluster 1	Amhara	Wag Himra	6	469,365
Cluster 2	Afar	1, 2, 3	8	462,918
Cluster 3	Somali	Siti	5	468,392
Cluster 4	Somali	Liben	4	640,940
Cluster 5	Oromia	Bale	5	353,994
Cluster 6	Oromia	Borena	6	318,365
Cluster 7	SNNP	Wolaita	4	638,400
Cluster 8	SNNP	South Omo	3	159,481
<b>Total</b>			<b>41</b>	<b>3,511,855</b>

Source– RESET Situational Analysis Report Volume II

**22. As part of its effort to contribute to resilience building in Ethiopia, the EUD considers supporting the operationalization of WDRRP to have a strategic impact if implemented successfully.** It therefore commissioned this study to better understand the existing DRR capacities at local level and identify the potential for improving its implementation.

## **2 OBJECTIVE OF THE STUDY**

**23. The purpose of this study therefore is to have a better understanding of the implementation of the Disaster Risk Management System (DRM) at Woreda and Kebele levels.** The study also aims at identifying opportunities to better implement DRM within the framework of the EU support to resilience as well as similar initiatives from other state and non-state actors for the improvement of the implementation of the DRM system at local level in Ethiopia. Approach and methodology deployed to achieve the study objective is annexed (see annex 5.7).

### 3 KEY STUDY FINDINGS

#### 3.1 Status of Woreda DRR Planning Process

**24. The NDRMC is a federal agency responsible for spearheading Ethiopia's new multi-hazard and multi-sectoral approach to responding to DRM.** The DRR directorate in the NDRMC in particular has been coordinating the country's flagship initiative in disaster risk management called Woreda Disaster Risk Reduction Planning (WDRRP). From its headquarters in Addis, the DRR directorate works with the Regional, Zonal and Woreda authorities to rollout the WDRRP which includes WDRP, CP and DRMAP. Although both the leadership and the team of experts at the DRR Directorate are working tirelessly to ensure that all Woredas in the country obtain Disaster Risk Profile and corresponding DRR plans, 7 years after the launching of the program, only a little more than half of the Woredas in the county have been reached by this initiative. Most Woredas where the bottom-up DRR planning have been initiated are far from owning a comprehensive DRR plan because of extended delay in finalizing the process. Table 3 below details the status of WDRP and DRR Planned development process in the country.

**Table 2. Status of WDRP and DRRP**

Activities	Number of Woredas	Remarks
WDRP Data Collected	454	The figure provided is in comparison with the total number 825 Woredas in the country.
WDRP data entry completed	369	
WDR Profile Developed	346	
Disseminated/ uploaded on website	340	
WDRR plan prepared	236	
DRR Planning write up finalized	169	

**Source: NDRMC DRR Directorate**

**25. The setback in completing the Woreda DRR plan is also partly the case for EU RESET operational Woredas.** Out of the 41 Woredas targeted by the RESET program, 14 Woredas still lack a complete DRR plan (see figure 8). In Wolaita Zone for instance, only 6 Woredas out of 12 Woredas in the Zone have a complete DRR plan of which 4 Woredas are RESET Woredas. Two years after the process of developing a local DRR plan began in the Zone, 3 Woredas are still at an earlier stage of the process. Sodo Zuria, Boloso Sore and Kindo Kiyasha Woredas are currently undertaking data collection for developing Woreda Disaster Risk Profile. The data collection in Bolo Sore has been completed and the profile is being developed. In Siti Zone, all except Erer Woreda has DRR plans. However, two new Woredas namely Bike and Geblelo has since been established and requires WDRP and DRR plan. In South Omo, while the preparation of DRR plans is ongoing for Hammer and Dasanech Woredas both of which already have WDRP, the process of developing WDRP for Gngangatom Woreda is currently in the pipeline. All the Woredas in Wag Himra Zone except Sekota has completed the WDRRP process. The WDRP for Sekota Woreda is currently being developed. It's worth noting that although the WDRP & DRR plans for some RESET Woredas are reported as being completed by NDRMC, it was not possible to trace its adoption and utilization. The study team couldn't obtain a single copy of the WDRP & DRR plans (soft or hard versions) as a full complete document at the Woredas where NDRMC reported to have completed the WDRRP process from stakeholders (government & NGOs).

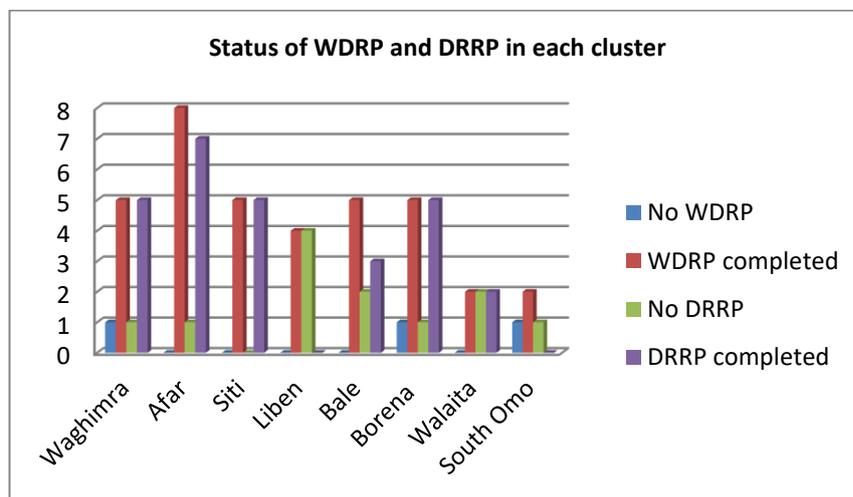


Figure 5. Status of WDRRP in RESET Programme Operational Areas

**26. Although it has long been hoped that the decentralized and participatory approach would enable the country to prioritize disaster prevention and mitigation as opposed to the current focus on emergency response, years after the launching of the new DRM initiative, the emphasis on emergency response still remains unchanged.** NDRMC indicated that “it envisages putting the local DRR plans into action once the planning process is completed in all the Woredas in the country”. However, the extended delay in the completion of the Woreda DRR plans nationwide continues to limit the country’s desire and ability to deal with disasters in a proactive manner. As it will be discussed in the subsequent sections, the delay in completion of the Woreda DRR plans is mainly attributed to absence of financial resources allocated to this process by both the federal and regional governments. The estimated amount of ETB 576,500.00 (\$ 21,000) required to complete the WDRRP process in a typical Woreda and further resources needed to finance subsequent disaster mitigation and adaptation plan (varies from Woreda to Woreda) has to primarily be allocated by the annual budget of the Woreda government. Besides, the delay by NDRMC in decentralizing the WDRRP process and empowering the regional DRM actors to own and lead the process has created an overburden at the NDRMC at the federal level. Consequently, DRM continues to focus on responding to the after effects than preventing and mitigating potential risks of disaster. Annual needs assessment launched and coordinated by the federal government at the onset of a disaster remains the only means available to determine humanitarian needs in the country.

**27. The delay in completion of the WDRRP process in some Woredas and lack of documentation in others has also restricted DRR mainstreaming efforts on the ground.** Due to these major obstacles that stopped the implementation of WDRR plans, state-actors overlook DRR mainstreaming in their annual planning and budget preparation exercise. Most non-state actors including RESET NGOs working on DRM also engage in parallel exercises implementing activities similar to those already undertaken during the WDRP & DRMAP development process. This results in duplication of efforts and abates the institutionalization of national DRM framework.

**28. Lack of strategic disaster management and response framework which makes reference to WDRP and CP leads to ad-hoc emergency response.** The spontaneous response to humanitarian emergencies mostly happens at the expenses of depleting resources allocated for development activities and hence compromises the effort to realize the countries development objectives.

**29. The top down approach to disaster management where humanitarian requirements are determined after extensive assessment neither promotes preparedness nor does it allows timely actions to mitigate the dangers of disaster.** It rather suits emergency response since the outcomes of the assessments inform the Humanitarian Requirement Document (HRD) which is in turn is presented to appeal for assistance. In the latter case, relief arrives way after the disaster has worsened and claimed lives and livelihoods. In addition, responding to emergencies is generally more costly as compared to preparedness and mitigation<sup>5</sup>. In the case of Ethiopia, lack of predetermined contingency and mitigation plans and earmarked resources leads to ad-hoc responses where lifesaving emergencies are implemented at the cost of scarce funds allocated for long-term development.

**30. During a field visit to Wolaita Zone, for instance, the study team learned that the Zonal and Woreda governments were struggling to respond to landslide in Boloso Sore Woreda which has treated the lives and livelihoods of 168 households.** Although the communities' level of exposure to risk required the entire 168 households to be re-located to a safe ground, the local government was able to re-settle only 35 extremely vulnerable families into an alternative location. It was further noted that the ad hock response to the reported disaster costed the Zonal government about 800,000 ETB (about Euro 27, 000) which the local authorities were forced to allocate at the cost of forgoing long-term development programs.

**31. As will be discussed under section 4.2 below, several reasons are cited as a cause for the delay in the timely completion of Woreda DRR planning nationwide.** Among them is lack of financial resources, inadequate staff and ICT capacity to analyze raw data and produce WDRP and DRR plan are challenges faced by NDRMC DRR Directorate. Besides, NDRMC's delay in decentralizing the WDRR planning initiative and protracted actions in handing over the responsibility of implementing the program to the regional governments, as stipulated by the revised DRM policy, has also added to the overburden at the federal level. Despite these challenges however, NDRMC has continued to rollout the WDRRP although at a very slow pace. The DRR Directorate is undertaking data collection for developing WDRP for Woredas lagging behind. It is also simultaneously finalizing the DRR plan for Woredas at an advanced stage in the process. However NDRMC still stands far from playing its role in terms of monitoring and supporting the implementation of WDRRP as well as DRR mainstreaming.

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<sup>5</sup> <http://www.preventionweb.net/globalplatform>

Even though a national guideline has been developed to steer the process, delays in completion of DRR plans for majority of the Woredas in the country, lack of clear mandate on mainstreaming DRR among government and NGO actors as well as absence of regulatory framework to enforce DRR mainstreaming also contributed to the failure in mainstreaming DRR nationally.

### 3.2 Operationalizing the Woreda DRR Plan at the Grassroots

**32. In all the Woredas visited, WDRR plans are not being implemented.** In most Woredas, lack of adequate knowledge on the purpose and importance of WDRRP has hampered the desire and ability among the various actors to take-up the initiative. Lack of sufficient knowledge on the WDRR planning and its contribution to saving lives and livelihoods also extends to the top leadership at the Woreda level where there is very limited political will and resource allocation to rollout the decentralized disaster risk management approach. In addition to the knowledge gap, the government structure at the zonal and Woreda level also disfavors the effort to cascade the Woreda DRR plan since the arrangement limits coordination and command. There is a Woreda DRM task force chaired by the Woreda Administrator. However, the bureaucratic structure responsible for the day-to-day functions of the sector offices at Woreda places the DRM team under the Office of Agriculture and Natural Resource with the exception of Oromia and Somali Regions and Dire Dawa Administration. While Oromia and Somali regions have an independent entity responsible for DRR called Oromia Disaster Risk Management Commission (ODRMC), Dire Dawa administration is undergoing a restructuring process to establish a standalone sector responsible for DRM. The relegation of DRM functions to the office of Agriculture and Natural Resources makes the ability of the DRM team to perform their duties especially their role to ensure DRR mainstreaming across all sectors more challenging. This is because the hierarchy discussed above puts the DRM sector at a subordinate position compared with other sectors and as a result the DRM team finds itself in a very weak standing to enforce DRR mainstreaming with authority.

In line with this, it's worth mentioning that the study team also met and interviewed Kebele DRM committees in Oromia, Amhara and SNNP Regions. The kebele committees include the Kebele chair a person, the Kebele Manager, the health extension worker, vet officer, NRM officer, Crop and Agri extension officer as well the community represented through youth and women associations as a member. The Kebele committee reports to the Woreda DRM task force. The committee members proudly mention their involvement in household data collection and FGDs in the development of WDRRP. They however expressed their concern that they have been in the dark on the progress of WDRRP after the data collection. In addition to their role in developing WDRRP, the primarily responsibility of the Kebele DRR committees include collecting and reporting early warning information and coordinating emergency response at times of disaster.

**33. Limited access to the completed DRR plans by stakeholders and potential users is also among the bottlenecks hindering the implementation of the national DRM strategy.** From the Woredas visited by the study team, none of them have their complete DRR plan at their disposal. The only trace of WDRP and DRR plans witnessed at the Woredas during the study were WDRP posters in Dasanech (South Omo zone) and Erer (Siti Zone) and both WDRP and DRR plan in Shinile Woreda (Siti Zone). The NDRMC DRR Directorate uploads the completed WDRP in a soft version and publishes it on its web based platform for public access. However, there is weak and/or intermittent internet service in almost all the Woredas in the country. As a result, most of the Woredas including those where their WDRP plans have been completed never got a chance to access the final document. Government officials in Damot Pulasa Woreda in Wolaita Zone as well as authorities in Wag Himra zone for instance, explained that they were promised by NDRMC that their DRR plans will be made available online. The Woreda officials however never made an attempt to check the documents online since they considered an effort to access information on a website in a Woreda where there is intermittent internet connectivity farfetched. In addition, due NDRMC's institutional capacity limitations, while the DRR directorate has posted the completed WDRPs, NDRMC hasn't uploaded a single DRR Plan (Contingency and Mitigation/Adaptation Plan) for public access to date.

**34. As discussed earlier, given the current staff shortage at the NDRMC's DRR Directorate, the focus has only been on development of WDRP and DRR plans for the Woredas where the process has still been outstanding.** Hence, no effort has been made to follow-up and support Woredas in implementing the WDRRP. Furthermore, although NDRMC has trained experts at regional levels in order to spearhead the operationalization of WDRRP, there is no financial allocation made by the regional governments to facilitate the involvement of regional experts in the development & implementation WDRRP at the local level. According to NDRMC, the few times the regional experts were tasked to lead and coordinate the WDRR planning process, funds obtained from donors such as PSNP4 have to be apportioned by the federal NDRMC for the regions. In discussion with the regional DRM authorities, on the other hand, it was learned that the delay in decentralizing the WDRRP initiative and not empowering the regions to spearhead the WDRRP in their jurisdictions has limited the sense of ownership and their effort to mobilize funding for the process. Regardless of the reasons discussed above, absence of technical backstopping both from the federal and regional structures has discouraged the end users to face the challenges of operationalizing their WDRR plan.

**35. Although the implementation of the WDRRP at the local level has encountered various hurdles, there have been independent efforts made by the community and the local government to prepare for disaster.** The Oromia Regional Government for instance, has a Disaster Reserve Fund obtained from various sources including allocation by the regional government, a contribution by residents of the region as well as support by stakeholders. Communities in Yadii Kebele, Gura Damolle Woreda, in Bale Zone for instance contribute around 25, 000 ETB (about 700 Euros) to this fund yearly. The Oromia Disaster Reserve Fund collected from different sources in the region ranges from 60 to 65 million ETB (\$ 2 million Euros) per annum. While 30% of the Reserve Fund is utilized for mitigation and adaptation in good years, the remaining amount is utilized for first line response conducted by the regional government in case a disaster occurs within the region. The ODRMC manages the Disaster Reserve Fund as per regulation number 152/2012 issued by the regional government to administer the fund. According to the directive developed to administer the fund, 80% of the contributions collected remains at the Woredas and City Administrations it originates from and is utilized for responding to potential disasters. Another 10% of the collected amount goes to the respective zones and the remaining 10% goes to the region for Disaster Risk Preparedness in Oromia region. However, neither the collection of the fund nor its disbursement makes reference to the Contingency Plans developed for different Woredas through the local level DRR planning.

### 3.3 RESET Program in View of Woreda DRR Plan

**36. RESET is an EU funded Resilience Building Program operational in 41 Woredas of Amhara, Oromia, Somali, SNNPR and Afar Regions of Ethiopia.** The program is implemented by a consortium of NGOs organized into 8 clusters. DRR is one of the key components of the RESET program and is implemented by almost all the RESET consortia (see annex 5.5). Overall, RESET partners implement 32 different activities related to DRR which could broadly be divided into two categories; physical activities related to NRM including rehabilitating rangeland through Cash for Work (CFW) and capacity building initiatives on DRR such as training on Community Managed Disaster Risk Reduction (CMDRR) and Climate Change Adaptation (CCA). However, an in-depth review of the RESET DRR activities & discussions with the project staff revealed that none of the DRR interventions have direct links and/or directly contributes to the Woreda DRR planning. This could be attributed to the way the project was originally designed where no reference was made to the government lead decentralized DRM approach. On the other hand, activities such as Community Managed DRR (CMDRR) and Participatory Disaster Risk Assessment (PDRA) promoted by most of the NGOs implementing RESET programme do involve exercises such hazard mapping and vulnerability assessment which were already undertaken in the same community when the WDRP and DRR plans were developed. Although the activities being implemented by the RESET partners in this regard are remarkable, the endeavours are considered as duplication of efforts and redundant interventions undertaken at the expense of a potential support the project could have directed to strengthening the government lead local DRM program.

**37. The above observations are further reinforced by the specific DRR related activities implemented by RESET partner NGOs in different Woredas.** For instance in Siti Cluster, as evidenced by documents shared by RESET II Siti cluster lead agency Oxfam "DRR strategic Implementation Document" (see annex 5.3) as well as a report presented by Caritas/HCS entitled "Participatory Disaster Risk Assessment Report of Todobeshub Kebele, Afdem Woreda" & its corresponding "DRR Plan" (See annex 5.4) demonstrate the engagement by individual RESET partners in preparation of standalone DRR plans. While the intention and ideas captured in these documents are important, such standalone efforts raise a concern and could potentially undermine the WDRRP initiative instead of hastening its implementation. It's advisable that RESET implementing NGOs focus their efforts on enhancing the implementation of the existing Woreda DRR plan to ensure the realization of standardized DRM system in their operational Woredas.

### 3.4 Challenges Encountered in Operationalization of WDRRP

#### 3.4.1 Capacity limitations of the NDRMC to Rollout WDRRP

**38. The current capacity of the DRR Directorate of the NDRMC tasked to rollout the decentralized and participatory DRM plan is not comparable with its mandate.** The department has very limited financial resources primarily obtained from non-state actors. While PSNP partly finances the preparation of DRR plans in its operational Woredas, the WDRRP activities in non- PSNP Woredas are supported by NGOs in an ad-hoc manner. Among the development partners that provided financial support for operationalization of WDRRP, Spanish Aid provided support for the implementation of various programs including water harvesting, area closure, and small scale irrigation activities with the intention of promoting WDRRP in different Woredas in Oromia Region. According to the information obtained from NDRMC DRR directorate, the government has been directly funding the development of Woreda Disaster Risk Profiles and DRR plans at the start of the process but the funding has diminished since then. Furthermore, it's important to note that owing to the currently centralized arrangement in rolling out the WDRRP, no budgetary allocation have been made by the regional governments for cascading this initiative.

**39. Lack of adequate budget on the other hand has limited the personnel capacity of the DRR Directorate.** At present, the directorate has 26 staff including the department Director and two team leaders (See table 4 below). The existing few staff undertake training, lead data collection and profile/plan development exercise, conduct data entry and analysis, carry out profile and DRR plan development including the final write-up. As it could be seen by the slow pace and backlog in developing the WDRP and DRR plans, the limited man power together with other shortcomings in the department has resulted in extended delays in the rollout of WDRRP process nationwide. In addition, the centralized approach which gives limited role to the regional DRM actors in the effort to rollout the WDRRP, has added to the overburdening at NDRMC. As discussed in the earlier paragraphs, staff shortage at the DRR Directorate coupled with the currently centralized arrangement in the implementation of WDRRP has also limited the role of the department to developing WDRP and DRR plans and constrained NDRMCs capacity to monitor and support the implementation of the local level DRM systems on the ground.

**Table 3. List of permanent and short -term Staff at DRR Directorate**

<b>Human Resource Capacity at DRR Directorate –NDRMC</b>					
S/N	Responsibility	Profession	Quantity	Education level	All the staff participate on DRR data collection training, data entry; HH, FGD& KII, data analysis. Moreover, the team of experts undertakes DRR plan preparation, write-up and analysis. The short-term technical assistants support the permanent staff working on DRR and DRM activities but their engagement & LOE depends on availability of extra funds.
1	Director	DRM and Animal Science	1	2nd degree	
2	Team leaders	DRM and Environmental Science	2	2nd degree	
3	Senior DRR Experts	DRM and Plant Science	6	2nd degree	
4	Experts	DRM, Environmental, and Other	7	2nd degree	
5	Short-term Experts	Data Base Management and DRM	7	1st and 2nd degree	
6	Technical assistants	DRM, IT and Other	3	2nd degree	
<b>Total</b>			<b>26</b>		

*Source: DRR Directorate - NDRMC*

**40. Among the challenges faced by the DRR Directorate includes their inadequate ICT infrastructure and equipment.**

The limited capacity of the data server in particular has restricted the staff ability to enter and analyse the various data required for the development of WDRRP and DRR plans in a timely manner. Besides, it has caused delays in uploading the completed WDRP and DRR plans on the website. Related to this, it is important to note that the DRR Directorate is in dire need of an ICT specialist who would assist in data analysis & uploading the completed profiles, DRR plans; administer the Website as well as troubleshoot various ICT related glitches. The need for an ICT expert has been critical, especially since the expert seconded by UN/WFP ended his assignment at NDRMC. In the absence of adequate ICT capacity to produce soft version, NDRMC should have produced and disseminated hard copies of the WDRRP documentation. However, lack of funds to undertake the write-up, publication and distribution of paper copies remains a major hurdle to pursue the later alternative as an option.

**3.4.2 Challenges at Zonal and Woreda Levels**

**41. The major challenge in rolling out the decentralized DRM approach at the local level is limited knowledge and understanding of the various stakeholders, especially the sector offices with direct link to DRM.**

The knowledge gap also extends to the majority of the local authorities at the Regional, Zonal and Woreda levels who are not conversant with the program to provide strategic leadership in implementing this flagship initiative. As a result, stakeholders at Woreda level failed to demonstrate ownership for the WDRRP process as well as for the outcomes namely the WDRP and DRMAP.

**42. The knowledge shortfall is further deepened by the frequent staff turnover where the staff trained and involved in WDRRP process are reassigned to other departments/locations without proper handover and transfer of responsibilities.** Hence, there exists a significant loss of institutional memory with regards to DRM at Zonal and Woreda levels. Thus, no reference is currently being made to WDRP in responding to disasters and nor do sector offices at the different Woredas visited mainstream DRR during their annual planning exercise, even in the few Woredas where these documents are currently present in a summary form.

**43. Due to the slow pace in developing the WDRP and DRR plans at NDRMC, some Woredas do not still have WDRP and CP as well as DMAP.** Therefore, disaster management in these Woredas continues to be in an ad-hoc manner. Limited access to relevant WDRRP documentation is another bottleneck preventing the WDRRP taking place at the grassroots level. As discussed earlier, the NDRMC posts the completed profiles and DRR plans on its website. However, most Woredas in the country has limited access to internet. Therefore, majority of the Woredas have never had the opportunity to access the completed WDRP. In addition, although the Woreda DRR plan has been completed for some Woredas, it has never been uploaded on the NDRMC website which makes it difficult for the different Woredas to easily access their DRR plans. To date, only summary posters of the WDRP and DRR plan has been provided to few of the Woredas in a hard copy as a reference and planning document. This is mainly because of the limitations in terms of financial resources which has restricted NDRMC not to produce and distribute the full document in a hard copy to the end users. The few available WDRP and DRR plans documents are also all in English which makes it difficult for some local level users such as Woreda and Kebele level technocrats as well as community member to understand and utilize them.

**43. The finalization and dissemination of WDRRP as well as its utilization should have been fast tracked if the process had been decentralized to involve the institutions responsible for DRM at regional and zonal levels full-fledged.** Despite the differences in the DRM structures, regions especially Oromia, Amhara, Tigray and SNNPR have a relatively better capacity to implement the WDRRP. However, the fact that the role has not yet been effectively decentralized to empower regional states to lead the WDRRP program in their respective locality, it has overstrained NDRMC and caused unnecessary delays in the entire process. Furthermore, the centralized arrangement has limited the sense of ownership and the efforts by the regional and zonal DRM structures to generate funding for implementation of WDRRP.

### **3.5 Lessons Learned**

**45. It was learned that although NDRMC has a capacity gaps to conduct monitoring and follow up of the implementation of WDRRP,**

**it was ought to provide feedback on the progress including the challenges faced to its Woreda counterparts.** Failure to provide feedback causes the WDRRP process to lose traction. The communication breakdown added to the frequent staff turnover also resulted in loss of institutional memories with respect to WDRRP.

**46. The effort to establish contingency fund and the communities' readiness to contribute to this envelop in Oromia Region is a good start.** Although it's not harmonized with the CP prepared through the WDRRP, the progress so far shows the potential for institutionalization of community financed DRM system in the country.

**47. Years after the WDRP and DRR plans have been developed, Woreda offices maintained the summary posters in good condition albeit with no to little knowledge about its purpose.** This shows the readiness and determination of the Woreda level stakeholders to sustain the initiative and the potential for its success if consecutive supports are provided by all parties.

**48. The use of ICT technology, without hesitation, is crucial to advance the implementation of WDRRP activities. Its utilization, however, needs to consider the status of all the stakeholders in this regard.** At the moment, most of the Woreda stakeholders have no access to WDRP which are available online due to unreliable internet service. This has contributed to the slow uptake of the WDRRP at the local level.

## **4 CONCLUSION AND RECOMMENDATION**

### **4.1 Conclusion**

**49. The current capacity of the NDRMC DRR Directorate tasked to rollout the decentralized and participatory DRM plan is very limited compared to its paramount responsibility to implement the decentralized DRM strategy throughout the country.** The department has very limited financial, personnel and ICT resources and capacities. This is evidenced by the slow pace and backlog in developing the WDRP and DRR plan which in turn leads to extended delayed in the rollout of WDRRP process nationwide. The capacity limitation at NDRMC has also hindered the commission's DRR directorate from monitoring and supporting the implementation of the local level DRM plans at the grassroots. In addition, the current centralized approach in rolling out WDRRP has limited the involvement and financial contribution by the regional and zonal DRM actors. This in turn has rendered the effort made by the local DRM actors to follow-up the implementation of WDRRP as well as DRR mainstreaming to be marginal.

**50. Lack of adequate knowledge and understanding of the purpose and importance of the WDRRP by stakeholders especially the sector offices and decision makers at Zonal and Woreda levels remains the**

**major obstacle to operationalize the local DRM system effectively.**

Most Woredas have limited internet connectivity and hence could not access their profiles online. In addition, WDMAPs haven't been uploaded on the NDRMC website to date. This makes it difficult for different Woredas to easily access their DRR plans. Given the NDRMC's financial limitations to produce and distribute the entire document, only summary posters of the WDRP and DRR plans are currently available in few Woredas in a hard copy. All these shortcomings hindered the timely rollout and institutionalization of the WDRRP. While humanitarian responses continue to be ad-hoc with no reference to WDRP and CP, no effort is being made to streamline DRR. Both the government sector offices and NGOs plan and implement their activities independently of the DRMA Plans. Hence, it's imperative to take necessary actions in a timely manner to avert this situation.

#### **4.2 Recommendation**

**51. Based on the finding of the study, the following actions need to be taken to achieve the operationalization of WDRR Plan.** All stakeholders including government, donors and the NGO community need to work in a coordinated manner to overcome the challenges facing in the operationalization of WDRRP.

##### **NDRMC-DRR Directorate**

- Should decentralize the WDRRP initiative and empower the regions to own and lead the process. This will reduce the current overburden on NDRMC. It also enables the regions to closely supervise and monitor the implementation of WDRRP in their respective regional states with oversight role from federal NDRMC. Empowering the regions also helps to enhance the sense of ownership and encourage the regional governments to allocate funding and/or DRM actors in the region to generate funds for the implementation of WDRRP.
- Needs to follow a "result-oriented approach" showing results by implementing all the packages in selected Woredas and make the case for DRR versus humanitarian response. Hence, it has to consider piloting of the WDRR plan jointly with the zonal and regional DRM offices in few hotspot Woredas and follow-up its implementation through to the end in collaboration with regional government and non-governmental actors. Then, scale-up the intervention to more Woredas based on the experience from the pilot Woredas.
- Work with government ministries and regional authorities to come-up with harmonized organizational structure for DRM staff at all levels. Ensure and facilitate DRM team at regional, zonal and Woreda and levels has a clear mandate to oversee DRR mainstreaming and positioned with the entrusted authority to accomplish this responsibility.

- Organize a national level workshop with all stakeholders including political leaders, the donor and the humanitarian community to sensitize them of the flagship national initiative on DRM and renew their commitment for its realization.
- Cascade a similar workshop to regional and zonal levels with focus on the zones and Woredas where the WDRR planning process has been completed. Stakeholders from concerned Woredas need to participate in these workshops to review the progress of WDRRP to date, identify challenges and agree to overcome the hurdles collectively.
- NDRMC should revise the methodology more specifically the data collection tools currently being used for development of WDRRP to speed up the conclusion of DRR plans. To this effect, a participatory review exercise should be conducted together with stakeholders to come with minimum parameters that meets the essence of a good DRR plan.

### **Oromia Disaster Risk Management Commission (ODRMC)**

- Initiate the discussion with NDRMC to decentralize the WDRRP process. In the meantime, make outmost effort to provide technical backstopping for the implementation of WDRRP in the region.
- Allocate funds from the Regional Disaster Reserve Fund to finalize the WDRRP for outstanding Woredas. In addition, ODRMC has to allocate resources to revalidate WDRRP information for Woredas where the currently available data is out dated (more than 5 years old).
- Alternatively encourage NGOs working in the region to focus on and assist in finalizing WDRRP for outstanding Woredas as well as revalidate the information for Woredas where the data is out dated.
- Ensure the utilization of the Disaster Reserve Fund in responding to disasters emergencies in Woredas with WDRRP makes reference to CP. Financial allocations made to respond to humanitarian emergencies should be used to implement activities already identified in the CP without prerequisite to conduct need assessment.

### **Disaster Risk Management Offices in the Rest of the Regions**

- Undertake a restructuring process to set-up an independent entity responsible for DRM. It is advisable that the rest of the regions replicate the current DRM structure in Oromia region (which corresponds to the NDRMC structure at the federal level) and establish a standalone commission responsible for DRM.
- Once the restructuring process is completed, capacitate the staff and enter into negotiation with NDRMC to decentralize the WDRRP process and take over the responsibility to own and lead the initiative in your respective regions.

Learn from the experience of the Oromia region and establish a Disaster Reserve Fund supported by varies sources within the region. Once the

Disaster Reserve Fund established, ensure the utilization of the reserve fund in responding to disaster emergencies makes reference to CP developed as part of the WDRRP process.

### **Donor and Humanitarian Actors**

- Support NDRMC to overcome the challenges it has currently encountered to finalize and rollout the WRDP and WDRR Plans. More specifically, assist the NDRMC DRR Directorate to revamp its ICT infrastructure and personnel. If development partners decide to provide support by deploying the IT personnel, they need to make sure that the IT expert is of high caliber who will be able to take a dual responsibility to provide a routine IT backstopping in the short term but also conduct on-job training for NDRMC staff so that the DRR directorate can acquire in-house capacity in the long run.
- Extend similar support to strengthen the capacity of the DRM structures at regional and Zonal levels both to enhance the implementation of WDRRP as well as ensure DRR mainstreaming in sector offices.
- Provide financial support to NDRMC to organize the sensitization workshops at National, Regional and Zonal levels.
- Extend assistance to NDRMC to finalize the development of the WRDP and DRMAPs. Humanitarian actors including NGOs involved in RESET should work with and support the DRR Directorate to finalize the development of WRDP and DRR plans in their operational Woredas (ref: simple manual developed for this purpose).
- Work with NDRMC and its government counterparts' regional and Zonal levels to translate duplicate and disseminate the completed WDRRP i.e. WRDP, DRR plans and guidelines.
- Ensure future bids for financing programs/project are prepared and issued in consideration with the WDRRP and awards are evaluated based on their contribution to the respective WDRRP.

### **European Union Delegation**

- EU in particular needs to ensure future resilience programs within its funding portfolio priorities support for WDRRP. It should consider strategic support to operationalization of WDRR as a benchmark for evaluating and awarding upcoming resilience related applications for funding.
- Besides, EU should ensure all NGOs implementing the RESET program adopt the DRR mainstreaming matrix developed as part of this study and shared with RESET partners. The donor should encourage the RESET partners to incorporate interventions suggested for the attainment of the milestones WDRRP as part of their DRR program activities during their midterm reviews.
- Furthermore, the delegation should uphold implementation WDRRP as its advocacy agenda and discuss the issue during its bilateral and multilateral meetings with donor groups and government authorities at federal and regional levels.

- This short mission will be able to establish the staffing situation at the NDRMC DRR Directorate. EUD should consider supporting further analysis of the DRR staffing status at Regional, Zonal and Woreda level to identify potential gaps and suggest solutions for improvement.

## 5 ANNEXES

### 5.1 Terms of Reference



2018ASIST ToRs  
DRM Ethiopia\_Revision

### 5.2 RESET Program Intervention Location & Status of WDRRP



Location and Status  
of WDRRP in EU RESET

### 5.3 DRM Detailed Comprehensive Strategic plan and Exit Strategy for RESET II, Siti zone and



DRM comprehensive  
strategic planning doc

### 5.4 Participatory Disaster Risk Assessment Report of Todobeshub Kebele, Afdem Woreda" & its corresponding "DRR Plan



Todobashub PDRA  
and DRR action plan.



Afdem Woreda  
ESF..docx

### 5.5 List of DRR Activities in the Different RESET Clusters



List of DRR activities  
of different clusters.

### 5.6 DRR Activities Realignment Matrix



RESET Programme  
DRR Activities Realigr

### 5.7 Approach and Methodology used for DRM assessment



## 6 REFERENCES

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