

Ethiopia good practice guide: Local Disaster Risk Reduction Planning

This document is for use by ACCRA and the Government of Ethiopia to showcase the national planning system.

The Wereda/district disaster risk reduction planning (contingency and risk mitigation/adaptation) is a government-led programme. The programme seeks to change Ethiopia's reactive approach towards emergencies and find new ways of managing risk. This is a model based on decentralised and participatory approaches with significant local input from local governmental experts, community representatives and local civil society organisations. The Disaster Risk Management and Food Security Sector (DRMFSS) was established within the Ministry of Agriculture (MoA) and tasked with the design, roll-out and scale-up of this innovative approach.

Introduction

Photo: Women farmers supported by DRMFSS and ACCRA in Gemechis woreda, Ethiopia

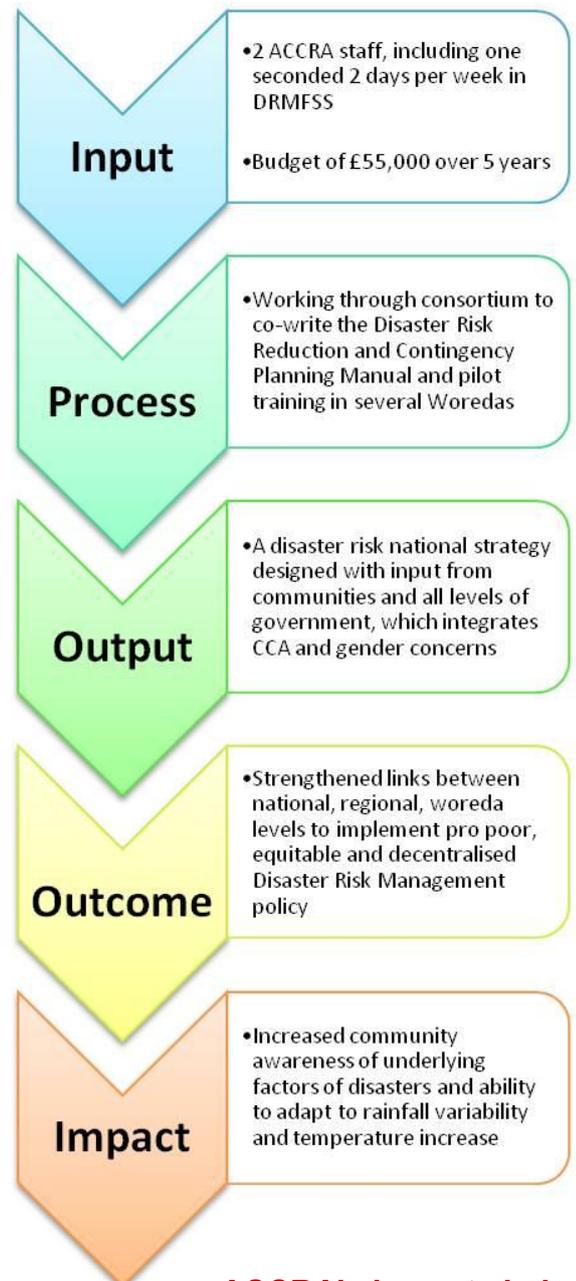
Ethiopia has a new policy on Disaster Risk Management (DRM) led by the DRMFSS. The structure and content of this policy and approach is a first for Africa and Ethiopia has shown constructive leadership in this area. The development of this work has involved careful brokering by the government of strategic partnerships with relevant actors. The DRMFSS has gained access to technical advice on a demand-driven basis and policy support when requested. This includes but is not limited to, the UN World Food Programme, international donors, ACCRA (Oxfam, Care International, World Vision and Save the Children), United States Department of Agriculture, United States Forest service and Bahir Dar University. This has ensured that the programme is nationally-owned, but with external support provided when needed, where it can add value and can strengthen the programme going forward.

This case study provides a summary of the contextual factors that led to the change in policy direction. It then analyses the response to date: the DRM cycle; the DRMFSS (what it does and how it trains for impact); DRR planning in a nutshell (how it works in practice) and the role of the *Woreda* Disaster Risk Profiles (WDRP). Finally, it emphasises the importance of partnership in design, development and delivery and it sets out the next steps.

The context

Ethiopia has registered steady economic growth in the recent past, but it is also one of the most disaster prone countries in Africa¹. Without careful management, disaster impacts can undermine socio-economic gains. Prior to 2008, numerous barriers stood in the way of Ethiopia's ability to deal with disasters². These included low levels of information on the vulnerabilities, historical impacts, and coping mechanisms used dealing with disasters; the management of disasters on a reactive basis once hazards turned into disasters; low levels of coordination (inter-sector, inter-NGO, inter-ministry) and consequently poor planning capacities; an inability of local government to pursue different approaches or to make decentralised planning a reality; the weakness of local planning and budgeting mechanisms and the inability to integrate disaster risk management adequately in spite of high vulnerability to climate variability and disasters.

Given these challenges and in view of the Hyogo Framework for Action³, the Ethiopian Government set up the DRMFSS with a mandate to develop a programme that would work towards removing these barriers and would strengthen national and local capacities to integrate risk, disaster management and contingency planning into national development policy.



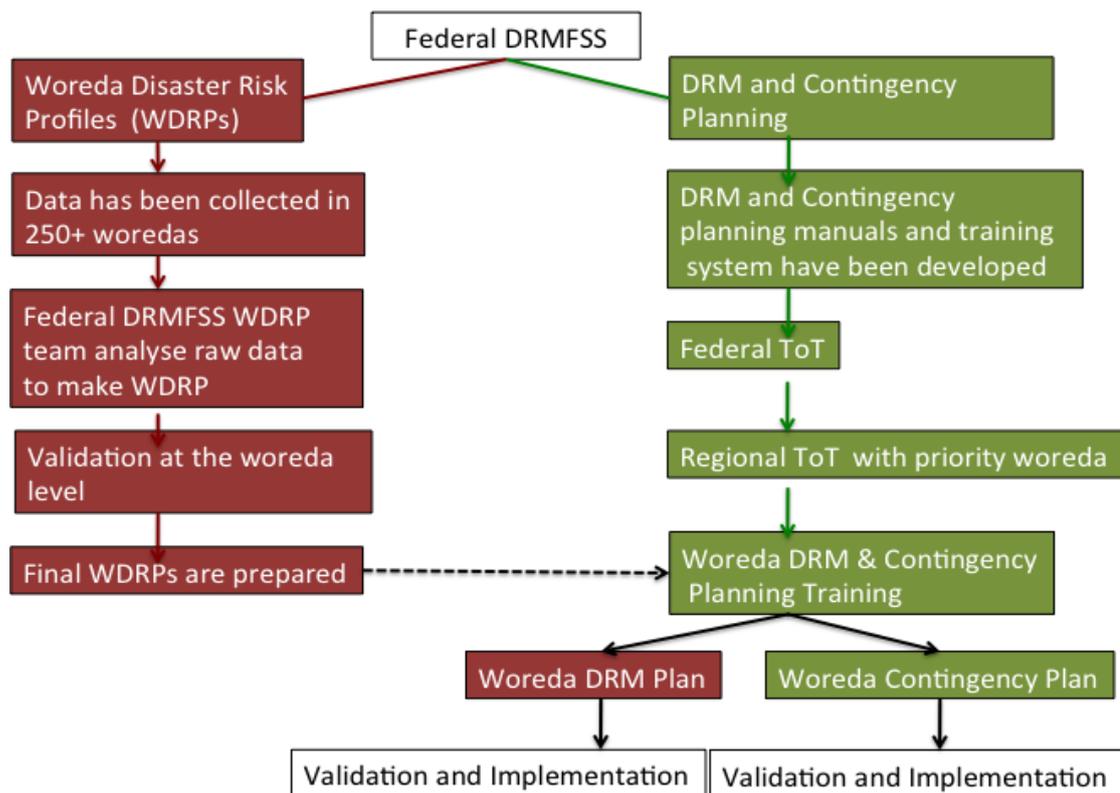
ACCRA's impact chain

¹ World Bank, 2010

² This list has been compiled from DRMFSS reports on DRM planning and from interviews with DRMFSS officials.

³ The Hyogo Framework for Action (HFA) is the first planning instrument to explain, describe and detail the work required from all different sectors and actors to reduce disaster losses. The HFA's goal is to reduce substantially disaster losses by 2015 through increasing countries' and communities' resilience to disasters. This means reducing loss of life and the destruction of social, economic, and environmental assets when hazards strike. For more information see <http://www.unisdr.org/we/coordinate/hfa>.

DRR planning in a nutshell



- The process strengthens development planning by making it more participatory, integrating risks, sectors and evidence-based decision-making. *“The format is a two-way discussion and learning process that helps us to analyse our own risks” - Woreda training participant, Afar Training*
- When linked to roles and responsibilities set out in the plan, this also encourages local planners, woreda district officials and community leaders attending the training to see this as their own responsibility and duty.

What is Woreda Risk Profile (WDRPs)?

The Woreda Disaster Risk Profile involves data collection to produce profiles for each of the 670 rural and 100 urban *woreda*. It contains crucial local information and indicators of risks related to hazards, vulnerability and capacities. It also documents the exposure, sensitivity and resilience of a population, place and system to such risks. To date, data collection has taken place in over 450 *woreda* and over 180 *woreda* now have full risk profiles. However, the profiles are scheduled to be validated prior to the public release of this data. Validation involves woreda-level actors and stakeholders so as to ensure transparency, accuracy and participation.

WRDPs constitute the basis of the government’s new development, integrative and capacity-building approach towards disaster risk reduction (See diagrams above for how they fit in the planning process).

These profiles also provide significant opportunities, are of relevance to other actors and are multi-purpose in potential use.

- WRDPs examine the underlying causes of disaster risk and can provide the basis for accurate context-specific Disaster Risk Reduction/Adaptation Plans.
- WRDPs inform the early-warning and response systems.
- WRDPs inform the elaboration of comprehensive contingency plans at district level.
- WRDPs can act as baselines for project planning and implementation (by government, NGOs and the private sector).
- WRDPs help standardise risk assessment at the national level.
- WRDP methodology has been endorsed by the National Statistics Agency.
- WRDPs support informed decision-making and are regarded as best practice in Africa.

Additionally, the profile is simple and concise. Training on how to use the information in the profile is built into the *woreda* training modules. 75 + indicators and data will be centrally stored in an easy-to-use and accessible information system that facilitates their use once validated.

The response

The DRR cycle - What is DRR planning in Ethiopia?

The purpose of DRM planning in Ethiopia is to provide *woreda*³ units of administration with the skills and tools they need to plan proactively so as to reduce the risks posed by disasters and the adverse impacts to which they are exposed.⁴

Woredas are thus mandated and trained to develop Wereda DRR planning to deal with potential hazards. This is a participatory planning process, involving all relevant sectors, stakeholders and community representatives. Wereda DRR planning is designed to equip *woredas* with the skills and knowledge they need to develop these plans by strengthening their existing budget mechanisms and supporting evidence-based and informed forward-looking decision making. It has been established that public participatory planning provides a strong starting point for the decentralised implementation of DRM policy and practice.

Based on best practice, DRMFSS and its partners tried and tested approaches and developed guidelines. These guidelines support and instruct contingency planning and disaster risk reduction planning. Climate change adaptation was mainstreamed as it is an important element of DRM. Technical experts from key ministries and international institutions have helped develop this model along with training systems. These systems are continually reviewed and amended to fit best with local contexts.

Using a Training of Trainers (ToT) format and having the guidelines as 'living documents', these tools and methodology are participatory and easily understood by government trainers who feel they 'own' the process. Material used for training has been translated and adapted to local contexts (see poster on the right). The ToT model has been rolled out at the federal and regional levels.

The cascading ToT also ensures that trainers are trained in the language to be used when producing the plans, thereby enhancing participation and uptake.

Guidance and mentoring by already trained trainers during six-day training sessions helps build links between the federal, regional and district levels, thereby providing the basis for better coordination.

Under the current ToT programme, ten federal officials, 36 regional officials and some 120 at the *woreda* level have been trained to be trainers so as to deliver WDRPs and other disaster response plans.

³Districts or *woreda* (also spelled *wereda*, Amharic) are the third-level administrative divisions in Ethiopia. *Woredas* are composed of a number of *wards (kebele)*, or neighborhood associations, which are the smallest unit of local government in Ethiopia.

⁴For more information, see the Wereda Disaster Risk Reduction Planning flier from DRMFSS.

Training for impact: training for evidence

The training itself has multiple purposes:

- The methodology was designed to build capacity of government at all levels (federal, regional and *woreda*).
- It is designed to be as participatory as possible whilst also introducing the key concepts of DRR and CCA at the *woreda* level, including vulnerability and adaptive capacity as set out in the Local Adaptive Capacity (LAC) framework. "Community input is highest in the DRR planning and the Woreda Disaster Risk Profiles...Participants understand that communities should participate in the planning because they are the ones that feel the effects." Member of the training team, Woreda Training, Afar
- It is designed to be self-sustaining by means of the cascading 'training of trainers' format.
- NGO's have been engaged to support the *woreda* level planning to ensure longer-term support can be provided after the plans have been developed e.g. Save the Children in Afar. "After the ToT training event at the regional level, the *woreda* representatives will go on to run this training themselves and draw up a plan." Member of training team, Woreda Training, Afar
- In practice it works as a series of steps that combine training with planning, with the output being the development of several actionable plans at the *woreda* level. "Trainers are from the region so they know the subject matter" - Team member from Afar Regional DRMFSS

Poster of the Local Adaptive Framework which illustrates the 5 principles of adaptive capacity. It is available to download in Amharic, Oromo and Somali on the ACCRA website: <http://community.eldis.org/.59d669a8/research.html>



Next steps

Roll out and fundraising

With the support of other key partners, DRMFS has worked tirelessly to begin to roll out training on a national scale. To ensure success of the training for impact, Woreda Disaster Risk Profiles (WDRPs) need to be validated. Of the 770 *woredas*, 450 have begun data collection and over 200 have now completed their profiles. However, 140 of these have so far been validated. Progress is being made in validating the rest *woredas* within 2014 (In a small number of cases individual actors are providing financial support, with the government covering the rest).

"We have done a workshop in Addis where we have outlined a fundraising strategy for DRMFS to complete validation and scale up the Woreda Profiles, this needs follow up and support" – Member of the Regional Training Team, DRMFS

NGO role

NGOs involved in local development were identified by local government as being important actors in the process. *"They help us develop collection methods and collect data at the local level through logistic and financial support."* But by the same token, local government is often unaware of the different NGOs working within their area, *"We don't know who else is supporting the process or working at the local level in terms of civil society. It would be useful to have these actors mapped at the local level"*. Another participant in the planning workshop commented that in his *woreda* *"USAID and WFP have direct relationships with the woreda administrators based on food aid and food security issues. The woreda have some coordination and organisation but not much."* The interconnection and coordination of organisations at the local level then takes on a special significance, and this can be used proactively to encourage engagement and awareness-building of how they can be brought in to support the process.



Girls supported by DRMFS and ACCRA's work in Gemechis woreda. Ethiopia



ACCRA in Ethiopia is a consortium made up of Care International, Oxfam, Save the Children, World Vision and key government actors.

The last of these include the Disaster Risk Management and Food Security Sector (DRMFS), the Ministry of Agriculture (MoA), the National Meteorological Agency (NMA), the Ministry of Environmental Protection and Forests (MoEPF). Internationally, ACCRA works on climate change adaptation and disaster risk reduction across Ethiopia, Mozambique and Uganda.

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