



**THE FEDERAL DEMOCRATIC REPUBLIC
OF ETHIOPIA**

**NATIONAL POLICY AND STRATEGY ON
DISASTER RISK MANAGEMENT**

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1. Introduction

A double digit economic growth has been registered for eight successive years as the result of the success of the Agriculture and Rural-Centered Development Strategy being implemented in the country. It is believed that the capacity we have put in place to withstand the impacts of natural and human induced disasters as well as to reduce their effects through provision timely response had its own contribution to reach to such level of accelerated and sustained achievement, which is being exemplary to developing countries, especially to those like Ethiopia. The early warning system that we have set up has also enabled us to mitigate the effects of severe drought disaster that occurred in 2002 and 2010 by providing appropriate responses. With this, the system has proved its strength. This result has been achieved as a result of a combination of a broad range of steps taken toward enhancing the disaster prevention and preparedness capacity following the enactment of the National Policy on Disaster Prevention and Management in 1993 and the increased coping capacities and reduced vulnerabilities overtime through economic growth.

Despite this, unlike in the past, besides drought, risk of other disasters like flood, human epidemics, livestock disease outbreak, crop pests and forest and bush fires as well frequency, scale, and intensity of such disasters have been increasing due to climate change. Weather forecast information issued about climate change also suggests that this situation is going to continue and aggravate in the future. Urban disasters like fire and other incidents are also rising because of fast growing urbanization. Also, signs of earthquakes and volcanoes have been observed in the country, especially in the rift valleys. Even though not frequently, conflicts triggered by different factors also need attention. This above situation, in general, depicts that the country is vulnerable to multiple hazards and associated disasters.

Considering this context, the new business process for disaster prevention and preparedness system was designed by the then Ministry of Agriculture and Rural Development following the business process reengineering work it has undertaken on the basis of the needs of customers and stakeholders and best practices documented within and outside the country. This has brought about a paradigm shift in direction and led to doing business differently by moving away from a system that mainly focused on drought and supply of life saving relief emergency assistance during disaster to a comprehensive disaster risk management approach, which, unlike in the past, is being 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.

To facilitate the full implementation of this reoriented approach and direction with participation of all concerned bodies and support of legal frameworks, this National Disaster Risk Management and Strategy has been formulated by amending the aforementioned National Policy on Disaster Prevention and Management, which has been under implementation since 1993. The policy includes general directions and major implementation strategies.

2. Policy Vision, Mission and Objectives

2.1 Vision

To see capacity for withstanding the impact of hazards and related disasters is built at national, local, community, household and individual levels; and damages caused by disasters are significantly reduced by 2023.

2.2 Mission

To provide a framework that enables to withstand impacts of hazards and related disasters and reduce damage caused by a disaster through establishing an effective, people centered, integrated, coordinated, accountable, and decentralized disaster risk management system that focuses on multi-hazard and multi-sectoral approaches as well as on measures that need to be taken before, during, and after the disaster period.

2.3 Objectives

2.3.1 General Objective

The main objective of the 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.

2.3.2 Specific Objectives

Specific objectives of the policy are the following:

- 2.3.2.1 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 programmes 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.
- 2.3.2.2 In times of disasters, to save lives, protect livelihoods, and ensure all disaster affected population are provided with recovery and rehabilitation assistances.
- 2.3.2.3 To reduce dependency on and expectations for relief aid by bringing attitudinal change and building resilience of vulnerable people.

2.3.2.4 To ensure that disaster risk management is mainstreamed into development plans and programs across all sectoral institutions and implemented at all levels.

3. Policy Directions and Strategies

Based on the above outlined policy objectives, the following policy directions and strategies that give due attention to the participation of organized people are formulated with the view to reducing and eventually preventing disaster risk and vulnerability, building resilience to withstand impacts of hazards and related disasters, and, through provision of appropriate and timely response, minimizing potential losses from disasters by establishing a comprehensive and coordinated disaster risk management system that is in line with the Constitution of the Federal Democratic Republic of Ethiopia and its development policies and strategies, especially with that of Rural Development Policies and Strategies.

3.1. Comprehensive Disaster Risk Management System

Reducing disaster risk and effects of disaster can only be possible through building resilience to withstand impacts of hazards and related disasters and by providing timely and appropriate response to disasters. However, when we look into the existing disaster prevention and preparedness system, despite the fact that Productive Safety Net and other related programs, which serve as typical instruments to reduce disaster risk and build resilience to withstand impacts of disasters, are being implemented as part of the system, the system has mainly been focusing on rural parts of the country while the response operation predominately has been concentrating on saving lives through provision of relief assistances after the occurrence of the disaster. Because of this, existing system do not allow recovery and rehabilitation interventions to be identified on the basis of the hazard and related disasters and local context and be taken as main integral part of the response operation and implemented in an integrated manner with development plans and programmes following relief interventions to rehabilitate affected people and reduce future disaster risk and vulnerability. Therefore, to reduce disaster risk and damages caused by disasters by implementing the necessary response interventions before, during, and after the disaster period in a timely manner and with the involvement of all concerned actors, including in urban areas, a comprehensive disaster risk management system that concentrates on multi-hazard and multi-sectoral approaches shall be established by moving away from a disaster management system, which mainly focuses on provision of emergency relief assistance in rural areas.

Strategies

1. Disaster risk management activities shall be implemented as integral to development plan framework.
2. Disaster risk management shall be informed by disaster risk profile information. To that effect, disaster risk profiles that contain information on each hazard, vulnerability and capacity to cope as well as other related baseline information shall be developed at the woreda level and organized in a database, periodically updated and put into practice.
3. Based on the disaster risk profile, activities need to be implemented before, during, and after the disaster period to minimize and prevent the impact of every hazard and associated disaster or save lives and protect livelihoods shall be identified.
4. To facilitate the operationalization of the disaster risk management policy and its implementation strategies, a Disaster Risk Management Strategic Program and Investment Framework shall be developed on the basis of measures to be taken before, during, and after the disaster period and serve as a guiding document for designing and implementing disaster risk management related plans and programmes in a coordinated manner and with the participation of all actors.
5. A lead sector government institution shall be assigned for every hazard and related disasters; the designated lead institution shall be responsible for the implementation of major disaster risk management activities ranging from disaster risk monitoring to response; it shall have an appropriate structure and preparedness capacity to enable it to fulfill its leading role.
6. The lead sector government institution shall prepare and implement sector specific disaster risk management plans and programs.
7. By establishing a structure at a national level for coordinating disaster risk management activity, a national plan shall be prepared by compiling sectoral plans around disaster risk management produced by lead institutions and support shall be given toward its implementation.
8. Government led coordination forums shall be established at all levels to ensure participation of stakeholders who have key roles in disaster risk management.
9. To facilitate the establishment and operationalization of the disaster risk management system, necessary laws and directives shall be developed and organizational structure created and put into practice.

3.2. Early Warning and Disaster Assessment Information Informed Response

Providing response on the basis of early warning and disaster assessment information enables resources allocated for response to be properly utilized for the intended purposes and, in the event of a disaster, to save lives and livelihoods by providing timely and appropriate response by properly identifying areas and people in need of emergency relief assistance. In addition, such an approach of provision of response allows to properly implementing recovery and rehabilitation interventions to help bring the affected population as well as social, infrastructure, and economic activities back to normal condition and build them back better as required to reduce future disaster risk. According to the practice up until now, however, response is not fully informed by early warning or disaster assessment information in the event of a disaster rather it is

predominantly being provided based on the findings of biannual seasonal assessments conducted after the rainy seasons. In addition to requiring more resources, personnel, and materials for conducting the assessments, such practice is being negatively affecting ongoing efforts towards achieving a more effective response operation by making the response as speedy as required and ensuring that relief assistance goes only to those people that are confirmed to have been facing temporary problems and in need of relief assistance. Therefore, response shall only be provided on the basis of early warning and assessments conducted during the disaster period.

Strategies

1. Based on the disaster risk profile, area specific multihazard and multisectoral early warning system shall be established and strengthened.
2. A mechanism that enables sectoral early warning systems to complement each other and exchange information in a uniform and regular manner shall be established.
3. A mechanism shall be established for exploring and testing procedures and tools and, after ensuring their effectiveness, applying them for conducting pre, during, and post-disaster sectoral assessments in a coordinated and uniform manner.
4. Disaster risk profile informed contingency plan development shall be an integral part of the early warning system.
5. A mechanism shall be established for conducting simulation exercises as integral to regular plan with the view to testing existing disaster response preparedness capacity, including the contingency plan.
6. A mechanism shall be established to integrate the early warning activity into the Emergency Response Coordination Center, which will be supported with information and communication technologies and linked to concerned sources of information.
7. A mechanism for conducting after action review shall be established for ensuring effectiveness of responses provided before, during, and after the disaster period.
8. Early warning and disaster assessment based response shall be provided to able bodied people if only it is linked to development activity. Free emergency relief assistance and recovery and rehabilitation support will only be provided to those labour poor elderly, infirm, pregnant and lactating women, people with disability as well as to those people confirmed unfit for work due to illness.
9. To eliminate a dependency syndrome by bringing attitudinal change, up-to-date information regarding disaster response shall be disseminated to the public using educational institution, civil societies, and the mass media.
10. Executive organs shall be involved in providing up-to-date information to the public regarding disaster response.

3.3. Official Disaster Declaration System

When early warning and disaster assessment information confirm the occurrence of the disaster, providing timely and appropriate response by officially declaring the disaster at all level is vital for the effectiveness of the disaster risk management system. Looking at the practice up until now in this regard, it has been only the National Disaster Prevention and Preparedness Committee officially declaring the occurrence of a disaster and though this is appropriate, pursuant to Article 93 of the Constitution, the Regional States also have the power to declare the

state of emergency. However, there is no clear procedure in this regard. Moreover, it is unknown whether there is a similar responsibility at woreda and zonal level in addition to the fact there is no clear procedure with respect to what criteria needs to be met in order to declare the disaster officially. As a result, according to the current practice, emergency relief assistance is being provided only on the basis of assessment findings though it is supposed to be provided following the declaration of the disaster. This has opened the way for the emergency relief assistance to be channeled not only to those affected and are in need of such transitory assistance, but also to those that are ineligible. This situation has not only contributed to the existence of a deep-rooted and expanded dependency syndrome, but also negatively affecting our efforts towards building the images of the country. Therefore, a mechanism for official declaration of disaster on the basis of early warning and disaster assessment information shall be established.

Strategies

1. Detailed and uniform operational guideline shall be developed with respect to the official declaration of disaster at all levels, meaning that at woreda, zonal, regional, and federal level and what criteria should be met in order for the disaster, for example, to be considered as a national or a regional disaster, and when the disaster should be declared officially and etc.
2. A clear guideline shall be developed for disseminating information to the public through media regularly regarding the condition of the disaster and measures being taken following the official declaration of the disaster.
3. Emergency relief assistance shall be provided upon the official declaration of a disaster. However, when there is a need to provide the assistance immediately, especially in the event of fast onset disaster, it can be provided through disaster risk management coordination structures to be established at all levels.
4. When the disaster strikes, conditions for full or partial exemption from payment of land and others taxes as well as for extending payment period of other revenues paid to the government shall be facilitated by concerned bodies.

3.4. Decentralized Disaster Risk Management System

An effective disaster risk management requires identification and assignment of the roles and responsibilities at each level of government and also that of stakeholders at all levels through realization of a decentralized system. However, when one looks at the actual context in the country, even those disasters that are considered mild in terms of scale and intensity and can be managed locally are being handled by the federal government. Due to this reason, withstanding the impacts of hazards and related disasters and reducing losses from disasters to the level required by providing timely and appropriate response to disasters appear to be impossible. Therefore, a decentralized disaster risk management system that clearly identify and assign the roles and responsibilities of each level of government, concerned organizations at all levels, communities and individuals in accordance with disaster risk management activities shall be set up.

Strategies

1. Community centered and organized mass mobilization based disaster risk management system shall be set up.
2. Roles and responsibilities at all levels shall be identified in accordance with disaster risk management.
3. Preparedness capacity shall be built at all levels. A mechanism shall be established for facilitating support to be received from the next higher administrative level and neighboring administrations once the available capacity at the lower administrative level is confirmed depleted.
4. A mechanism for mutual cooperation between regions shall be put into practice for them to be able to undertake response operation in a collaborative manner in times of disaster.
5. Capacity development activities shall be implemented at all levels to facilitate the establishment and operationalization of the disaster risk management system.

3.5. Mainstreaming Disaster Risk Management into Sectoral Institutions

Effective Disaster Risk Management System can only be achieved if disaster risk management is mainstreamed into every sectoral development plan. Disaster risk management is a cross cutting issue and the responsibility of multiple sectoral institutions and thus concerned bodies must implement it by integrating it into their regular development activities. Looking into the current context of the country, however, attention has not been given to mainstreaming yet and thus it is not being implemented. Unless disaster risk management is considered as integral to development plans of sectoral institutions, it can be difficult to ensure continued achievements in national development. Therefore, disaster risk management shall be mainstreamed into development plans of government institutions and private sector organizations.

Strategies

1. A mechanism shall be established for ensuring the mainstreaming of disaster risk management into government development policies, strategies, plans and programmes.
2. A proper structure shall be put in place in every designated lead sector government institution to facilitate the implementation of sector specific disaster risk management activities.
3. Disaster risk management shall be integrated into school curricula of learning institutions from primary to higher level as well as into plans of research institutions.
4. It shall be ensured that disaster risk management is mainstreamed into operational plan of the private sector.

3.6. Source of Resources and Resource Mobilization Procedure

Resource acquisition is vital for effective disaster risk management. Resource can be acquired in different ways, meaning from communities and different individuals and organizations, government as well as from foreign aid. For achieving effective and sustainable disaster risk management system, however, it is important to make existing domestic capacity as the main source of funding. However, according to the practice up until now, the fact that especially disaster response operation is mainly reliant on external aid, resources obtained in this way are, in most cases, made available once the occurrence of the disaster has been confirmed and thus usually are late and the amount received is not only commonly inadequate, but also comes without a chance to utilize it flexibly based on the scale and intensity of the disaster and the local context. As a result, the emergency relief supply operation has not been as effective as expected. Besides, the possibility of using resources obtained through aid for recovery and rehabilitation purposes as integral to development is very slim and thus its contribution toward reducing disaster risks and vulnerabilities in the future is insignificant. Therefore, the resource required for the implementation of a comprehensive disaster risk management system shall be covered mainly through capacity built in the country. An appeal for mobilizing resources from external sources can be launched only when there is a proof that the requirement cannot be covered through available capacity in the country.

Strategies

1. Measures shall be taken to establish and strengthen preparedness capacities at national, federal lead sectoral institutions, regional, zonal, woreda, kebele, civil society organizations, community, and individual levels.
2. A procedure for using the strategic food reserve of the country shall be developed regarding addressing the need for relief food supply.
3. Non-food stock and disaster response fund shall be established and strengthened for use in times of disaster.
4. Mobilizing resources from the international sources shall be the responsibility of the Disaster Risk Management Coordination structure to be created at federal level.
5. An effective system shall be established for resource mobilization, management and utilization.
6. Detailed guideline shall be developed and operationalized with respect to procedures for mobilizing resource from a foreign source and its utilization for disaster response purposes.

3.7. Information Management and Communication System

Effective disaster risk management system requires an efficient, dependable and technology supported information management and vertical and horizontal information exchange between different bodies involved in disaster risk management at all levels. When looking at the situation so far, however, in addition to the lack of dependable, uniform and technology supported information management system, the information exchange has been inefficient and not supported by technology. Because of this, it is difficult to say that disaster risk monitoring data are being collected timely and analyzed and reliable information are generated in a timely manner and used for the response purposes properly. In addition, one cannot say that multi-

hazard baseline information, which is the foundation for early warning work, is prepared, organized, and held appropriately. It is also difficult to get a complete and up-to-date disaster risk monitoring information for specific early warning indicators at the right time and at the required level of quality. Due to this, it has been difficult to undertake as effective as required work by generating a reliable and timely early warning information and use that as a basis for providing response tailored to specific local context. Therefore, disaster risk management information management and communication system that will be supported by technology and informed by disaster risk profile information shall be established.

Strategies

1. There shall be a strong working relationship among actors involved in disaster risk management and the system shall be supported by information and communication technology.
2. A mechanism shall be established for organizing and keeping the disaster risk profile in a proper database format and updating it regularly so that it could serve as the foundation for baseline information.
3. A mechanism shall be established in order for ground and satellite derived information are used for disaster risk management purposes in an integrated manner.
4. Disaster risk management coordination structures to be established at different levels shall have reliable and uninterrupted communication equipment for use in times of disasters.
5. The community shall have access to any disaster risk management related information except for those that are considered to pose a threat to national security.
6. Information collected in relation to disaster risk management activities shall be disaggregated by sex, age and other socio-economic and vulnerability indicators and analyzed separately.

3.8. International Cooperation

Effective disaster risk management system requires strong relationship and collaboration with relevant sub-regional, regional and global organizations and states. The cooperation should concentrate in particular on establishing strong working relationship around capacity building and response activities in addition to facilitating conditions for regular exchange of information required for undertaking multi-hazard disaster risk monitoring and providing timely and comprehensive response. Even if there have been encouraging initial initiatives in this regard so far, they are not consistent with disaster risk management directions. Therefore, international cooperation shall be strengthened in accordance with the disaster risk management direction, relevant laws and directives of the country and on the basis of international, regional and sub-regional laws, directives, and agreements ratified by the country.

Strategies

1. Based on the country's relevant laws and directives, working relationship and cooperation shall be established with regional, sub-regional, and global organizations and states that support disaster risk management efforts.
2. International cooperation shall be strengthened based on disaster risk management related international, regional, and sub-regional laws, directives, and agreements that the country ratified.

3.9. Implementation capacity

Efficient and effective organizational structure and mechanism as well as human resource with rich experience, knowledge, and skill are vital for effective disaster risk management system. However, according to the situation so far, these have not yet been fully achieved. Therefore, disaster risk management system shall have efficient and effective organizational structure and mechanism as well as a workforce with adequate experience, knowledge, and skill in the area and the right attitude.

Strategies

1. A mechanism for undertaking regular capacity building shall be established so that the disaster risk management system would have efficient and effective structure and mechanism and a workforce with rich experience, adequate knowledge, skills with an outlook freed from expectancy and dependency.
2. A mechanism shall be established for producing professionals and strengthening studies and researches in the area of disaster risk management through higher learning institutions in a sustainable manner.
3. A training Center shall be established to enable the disaster risk management workforce to enhance its knowledge and skill in a sustainable fashion through short-term courses.
4. A mechanism for identifying and scaling up disaster risk management best practices from domestic and foreign sources shall be established.
5. A mechanism for supporting the disaster risk management system through volunteers organized on a voluntary basis and engaged in result oriented activity shall be established.
6. A mechanism shall be established for developing a roster of trained personnel that can be deployed in times of disaster as required and make a professional contribution in different areas during disaster response operation.

3.10. Cross- cutting issues

Since women, children, elderly, people with disabilities as well as people living with HIV/AIDS are the most vulnerable to the impact of hazard and related disaster, disaster risk management activities should be implemented by taking into consideration this objective reality. In addition to this, disaster risk management activities must be implemented in such a way that they can contribute to environmental protection and development efforts and also in a coordinated and integrated manner with social protection and climate change adaptation related activities that are vital to reducing disaster risks and vulnerabilities. However, one cannot say that the current disaster prevention and preparedness system has given adequate attention to these cross cutting issues. Therefore, disaster risk management shall give special attention to women, children, elderly, people with disability, and people living with HIV/AIDS sections of the community as well as to other social and environmental cross-cutting issues.

Strategies

1. A mechanism shall be established for ensuring that disaster risk management related laws, directives, programmes, and plans issued are given attention to women, children, elderly, people with disability, and people living with HIV/AIDS and help reduce and eventually prevent their vulnerability.
2. Monitoring and evaluation system of the disaster risk management system shall give attention to these sections of the community.
3. It shall be ensured that all disaster risk management activities are environmentally friendly; they shall give special attention to natural resource protection and development as well as to environmental protection and reduction of the risk of environmental pollution.
4. Disaster risk management activities shall be implemented in a coordinated and integrated manner with social problems and climate change related risks and vulnerabilities reduction activities.

4. Policy Implementation Principles

This Policy is a framework that enables to set up a disaster risk management system, which help transform the current disaster management and create conducive environment in order for all actors of the system to be able to implement in a coordinated manner those identified strategies that are believed to be essential to put this policy's directions into practice and thus reduce multi-hazard disaster risks and damages caused by disasters in both urban and rural areas in a sustainable fashion.

Creating a decentralized and that clearly identify and delineate roles and responsibilities at all levels, accountable, integrated and coordinated, and effective disaster risk management procedure and structure; implementing disaster risk profile information informed disaster risk reduction activities in the context of development programmes and plans to withstand impacts of hazards and related disasters and reduce and eventually prevent vulnerability as well as to reduce damages caused by disasters through enhancing preparedness and taking early warning and disaster assessment information based emergency, recovery, and rehabilitation measures are those activities that the policy will concentrate on.

The policy implementation shall be based on those principles that enable to set up an effective disaster risk management system and ensure its implementation.

The following are the main principles of the policy:

- a) **Government leadership** –Government shall lead activities geared towards the establishment and implementation of the disaster risk management system.
- b) **Self-reliant response system**: Responses provided before, during, and after the disaster period shall mainly use preparedness capacity built using domestic resource.
- c) **Mainstreaming into development programmes**: Disaster risk management activities shall be implemented as integral to development plan frameworks. To that end, it shall be ensured that disaster risk management is mainstreamed into development programmes across all sectors.
- d) **Decentralized and community-centred**: Disaster risk management shall be decentralized and community centred.
- e) **Participatory, accountability and responsibility**: Disaster risk management system shall ensure the participation of all concerned actors at all levels and allow them to know clearly what their accountability and responsibility are.

- f) **Forecast the hazard, analyze, and take early action:** Capacity for forecasting hazards, analyzing, and taking preventive and other measures in a timely manner shall be strengthened.
- g) **Protection of human life:** No human life shall be lost due to lack or shortage of provision of relief assistance in times of disaster.
- h) **Special attention to natural resource and environmental development and protection:** Disaster risk management activities shall give attention to natural resource conservation and development and environmental protection.

5. Disaster Risk Management Administration System

The required structure shall be established at Federal, Regional, Zonal, Woreda as well as at Addis Ababa and Dire Dawa City Administrations levels for the implementation of disaster risk management policy and providing support toward its implementation, monitoring and evaluation. With regard to the system's administration structure, there shall be a Disaster Risk Management Council, a Disaster Risk Management Coordination as well as a Disaster Risk Management structure in those that will be designated as lead sectoral institutions and Focal Points in those institutions that have a role in disaster risk management.

Without prejudice the Federal Government's responsibility of preventing disasters and providing timely response when it strikes and establishing disaster response preparedness and response system in accordance with article 89, sub article 3 of the Constitution, Region, Zone, and Woreda shall undertake activities ranging from prevention to rehabilitation using their own capacities. Response operation that exceeds the capacity available at any level of government shall be undertaken by the next higher level of government.

Disaster Risk Management Council that will be established from federal to woreda level as well as in Addis Ababa and Dire Dawa City Administrations shall provide the overall leadership regarding disaster risk management activity.

5.1. Disaster Risk Management Council

The Disaster Risk Management Council shall be chaired by the Prime Minister and have members including from those identified as lead sectoral institutions. The implementation of the policy shall be led by the Disaster Risk Management Council and concerned ministries shall take ownership of implementation.

The Council is the highest policy and oversight body and shall undertake the following main duties:

- a) Oversee the implementation of National Disaster Risk Management Policy and Strategy; monitor and evaluate its implementation; and amend this policy and Strategy as required.
- b) Make a decision on policy issues regarding disaster risk management.
- c) Provide general direction regarding issues related to disaster risk management.
- d) Ensure that appropriate law, directive, framework, plan as well as proper organizational structure are in place to support disaster risk management undertakings.
- e) Declare disaster officially in accordance with article 93 of the Constitution.
- f) Allocate additional resource from government and mobilize resources from domestic and international sources through Disaster Risk Management Coordination Structure for disaster response purposes.

- g) Ensure that disaster response fund, food and non-food stocks as well as additional resources allocated by the government and mobilized from domestic and international sources are properly utilized for disaster response purposes.

5.2 Disaster Risk Management Coordination

A structure for the coordination of disaster risk management activities at all levels shall be created. Regarding their accountability, while the federal level structure will be accountable to the Prime Minister's Office, those created at regional, zonal, worda as well as at Addis Ababa and Dire Dawa City Administrations levels will be answerable to their respective administrations.

The Federal Disaster Risk Management Coordination structure shall undertake the following main duties:

- a) Act as the secretariat of the Federal Disaster Risk Management Council.
- b) Ensure disaster risk management policy and strategy is implemented properly and effectively across all sectoral institutions; monitor and evaluate the policy and strategy.
- c) Consolidate plans and implementation reports prepared by disaster risk management structures or focal points at federal, regional and city administrations levels.
- d) Coordinate response operation in the event of disasters that either not included in the responsibility of anyone of the designated lead sector institution or are exceeding their capacities.
- e) Administer disaster response fund and non-food stockpiles to be used for disaster response purposes.
- f) Establish a mechanism for collaboration and mutual assistance around disaster risk management activities among neighboring regions.
- g) Lead the Early Warning and Emergency Coordination Center; administer the Center.
- h) Coordinate the activity of the development and revision of disaster risk profile; based on the profile and with involvement of concerned bodies, cause the development of the contingency plan; serve as a repository for disaster risk management information at national level; set up an early warning system.
- i) Establish and manage coordination platforms to ensure effectiveness of and achieve a coordinated approach among actors that have roles in disaster risk management.
- j) Following the official declaration of a disaster in accordance with article 93 of the Constitution and upon the decision of the Disaster Risk Management Council, mobilize resources from domestic and foreign sources, manage and utilize it through lead sector institutions and by itself for response purposes.
- k) In collaboration with concerned bodies, develop legislations, directives, strategic programmes and investment frameworks, and implementation plans required for putting the National Disaster Risk Management Policy and Strategy into practice; and, upon approval, facilitate implementation; follow up progress of implementation.
- l) Facilitate conditions for continued improvement in participation and contribution of the private sector and media as far as the implementation of Disaster Risk Management Policy and Strategy is concerned; promote research and studies in the area of disaster risk management and provide the necessary support.
- m) In cooperation with concerned bodies, facilitate conditions for the disaster risk management activities to be implemented in a coordinated and integrated manner with climate change related risk reduction and social protection activities.

- n) Provide technical and capacity development support in the area of disaster risk management to regions and other concerned bodies.
- o) Establish relationship with international organizations and states to solicit support towards strengthening the disaster risk management system and to make it effective.

Duties of disaster risk management coordination structures to be established at regional, zonal, woreda and Addis Ababa and Dire Dawa City Administrations levels shall be consistent with those duties given to the Federal Coordination structure and they will be prepared by Regional States. However, mobilizing resources from international sources and establishing relationship with international organizations and states to solicit support are the sole responsibility of the coordination structure that will be established at the Federal level and thus such tasks will not be included in duties of coordination structures to be established at Federal, Regional, Zonal, Woreda, and Addis Ababa and Dire Dawa City Administrations levels.

5.3 Lead Sector Agencies

Lead sector institutions shall be assigned for every hazard at Federal, Regional, Zonal, Woreda as well as at Addis Ababa and Dire Dawa City Administration levels and they will be responsible for undertaking activities ranging from monitoring to response. There shall be a dedicated structure in those lead institutions to be assigned for performing such tasks.

There shall be institutions at the Federal level that will play a leading role with respect to hazards and related disasters relevant to their respective sectors and the following shall be their main duties:

- 5.3.1. Provide and coordinate response operation when disasters relevant to their respective sectors and they are responsible for occur and affect more than one region and the response operation becomes beyond the capacity of the affected region.
- 5.3.2. Provide and coordinate response operation when a disaster occurring is likely to spread quickly and cover vast areas.

The following are lead institutions and hazards and related disasters they are responsible for:

- a) **Ministry of Agriculture:** shall act as a lead institution with respect to agriculture related hazards and associated disasters such as livestock diseases and crop pests and diseases as well as regarding addressing disaster induced shortages of animal feed and crop seed supply.
- b) **Ministry of Environment and Forestry:** Shall act as a lead institution especially with respect to forest and bush fire as well as climate change and environmental pollution related hazards and associated disasters.
- c) **Ministry of Health:** shall act as a lead institution with respect to food shortage induced malnutrition affecting children and mothers and also other human epidemics associated with disasters.
- d) **Ministry of Water, Irrigation and Energy:** shall act as a lead institution with respect to especially floods and other water supply, and water dams related hazards and associated disasters.
- e) **Ministry of Federal Affairs:** shall act as a lead institution with respect to conflict related hazards and associated disasters.
- f) **Ministry of Transport:** shall act as lead institution with respect to transport service related hazards and associated disasters.

- g) **Ministry of Mines:** shall act as a lead institution with respect to geological hazards and related disasters such as seismic and volcanism (earthquakes and volcanoes), landslides and slope failure.
- h) **Ministry of National Defense:** shall be responsible for search and rescue, maintaining order, and providing support to emergency, recovery, and rehabilitation interventions in times of disasters as required.
- i) **Ministry of Urban Development, Housing and Construction:** shall be a lead institution with respect to urban infrastructure and building and other constructions related hazards and associated disasters and other urban disasters, including fire.
- j) **Ministry of Education:** shall be a lead institution with respect to measures necessary to be taken before, during, and after the disaster period to prevent any hazards and related disasters from interrupting the normal teaching learning process as well as regarding mainstreaming of disaster risk management into school curricula and integrating it into studies and researches conducted by research and higher learning institutions levels.
- k) **Region, zone, woreda, Addis Ababa and Dire Dawa City Administration** shall assign lead institutions that will be responsible for undertaking activities ranging from monitoring to response with respect to hazards and related disasters that are not under the responsibility of the Federal government as stated under sub section 5.3.

5.4. Focal Points

In other government institutions that will have roles in the implementation of this policy and strategy Focal Points shall be assigned at Federal, Regional, Zonal, Woreda as well as at Addis Ababa and Dire Dawa City Administrations levels to coordinate and monitor disaster risk management activities.

6. Monitoring and Evaluation

With regard to monitoring and evaluation of the implementation of the National Disaster Risk Management Policy and Strategy, structures to be established at all levels for the implementation of the policy and strategy shall take and implement it as their main duty.

Accordingly, the Disaster Risk Management Council to be established at all levels shall have an oversight responsibility regarding monitoring and evaluation of the execution of the policy and its implementation strategies.

The Councils perform their monitoring and evaluation activities mainly on the basis of information and reports provided by the disaster risk management coordination structures existing at all levels.

Disaster risk management coordination structures at all levels and disaster risk management structures of the lead institutions shall also monitor and evaluate the execution of the policy and its implementation strategies by incorporating the task into their plans and involving actors of the disaster risk management system.

7. Enforcing laws and directives

The necessary laws, directives and frameworks shall be formulated for the enforcement of the National Disaster Risk Management Policy and Strategy. Disaster Risk Management Coordination structures to be established at all levels shall formulate laws and directives by involving concerned bodies. Disaster Risk Management structures to be established under lead sector institutions and Focal Points to be assigned in other government institutions shall also prepare laws and directives specific to their respective sectors required for the implementation of the policy and strategy. Enforcing laws and directives prepared shall only be put into effect once they have been submitted to the government upon the decision of the Disaster Risk Management Councils and approved.

8. Definitions of Key Words and Terminologies used in the Policy

1. “**Disaster Risk**” means potential disaster losses in lives, health status, livelihoods, assets and services, which could occur to a particular community or a society over some specified future time period.
2. “**Disaster Risk Management**” means the systematic process of using administrative directives, organizations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of disaster.
3. “**Disaster Risk Reduction**” means concept and practice of reducing disaster risks through systematic efforts to analyze and manage the causal factors of disasters, including reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events.
4. “**Hazard**” means a dangerous phenomenon, substance, human activity or condition that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage.
5. “**Exposure**” means people, property, systems, or other elements present in hazard zones that are thereby subject to potential losses.
6. “**Prevention**” means the outright avoidance of adverse impacts of hazards and related disasters.
7. “**Mitigation**” means the lessening or limitation of the adverse impacts of hazards and related disasters.
8. “**Resilience**” means the ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions.
9. “**Capacity**” means the combination of all the strengths, attributes and resources available within a community, society or organization that can be used to achieve agreed goals.
10. “**Vulnerability**” means the characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard.

11. “**Social vulnerability**” means those determinants of vulnerability that arise from non-physical factors (e.g., identity, economic, political, cultural, etc.) and are related to gender, age, occupation, location, etc.
12. “**Preparedness**” means the knowledge and capacities developed by governments, professional response and recovery organizations, communities and individuals to effectively anticipate, respond to, and recover from, the impacts of likely, imminent or current hazard events or conditions.
13. “**Contingency planning**” means a management process that analyses specific potential events or emerging situations that might threaten society or the environment and establishes arrangements in advance to enable timely, effective and appropriate responses to such events and situations.
14. “**Disaster Risk Profile**” means the outcome of risk assessments done to determine the nature and extent of risk by analyzing hazards, vulnerabilities, and capacities that together could potentially affect exposed people, property, services, livelihoods and the environment on which they depend. The profiles form a risk analysis information system that can inform the DRM planning, contingency planning and early warning and response systems.
15. “**Community Based Disaster Risk Reduction**” means a process in which at-risk communities are actively engaged in the identification, analysis, treatment, monitoring and evaluation of disaster risks reducing their vulnerabilities and enhancing their capacities.
16. “**Disaster**” means a serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources.
17. “**Disaster of national significance or sudden-onset disaster that can potentially lead to severe consequences**” means a major incident such as an earthquake, terrorist attack, a severe flood, or any other incident which because of its physical size, the number and criticality of victims, its nature, complexity or its intensity is likely to suddenly overwhelm existing capacities and quickly spread and affect vast areas.
18. “**Pre-disaster phase**” means a period before the occurrence of a disaster. DRM activities implemented during this period include: prevention, mitigation, and preparedness activities in order to eliminate or lessen the adverse impacts of hazards and related disasters.
19. “**Disaster phase**” means a period when a disaster strikes. DRM activities implemented during this period include: disseminating early warning, evacuation of at risk people, conducting search and rescue operation, providing emergency relief supplies , and conducting damage and loss assessments.
20. “**Post disaster phase**” means a period after the occurrence of a disaster. DRM activities during this period focus on provision of recovery and rehabilitation support to the affected communities and areas in order not only to restore social services, infrastructure, and economic activities, but also to enable them to reduce future vulnerability to similar hazards and related disasters by applying “building back better” principle in all recovery, rehabilitation and reconstruction interventions.

21. **“Local disaster”** means a disaster that affects a single woreda or community within a woreda and the administration of the woreda concerned, either alone or with the assistance of others in the area is able to deal with it effectively.
22. **“Zonal level disaster”** means if a disaster affects more than one woreda in the same zone and the zone concerned is able to deal with it effectively, or if a single woreda in the zone is unable to deal with it effectively using local resources and capacity within its reach, thereby requiring zonal intervention.
23. **“Regional level disaster”** means if a disaster affects more than one zone in the same region and if the region concerned is able to deal with it effectively, or if a single zone in the region is unable to deal with it effectively using local resources and capacity within its reach, thereby requiring regional intervention.
24. **“National level disaster”** means if a disaster affects more than one region or if a single region is unable to manage effectively using regional resources and capacities at all levels, thereby requiring federal intervention.
25. **“Disaster declaration”** means the official announcement of the occurrence of a disaster by the responsible authority if the concerned body in the affected area determines that the scale/impact of the disaster is beyond its capacity to cope with effectively, thereby requiring the support of others.
26. **“Displacement”** means the process of people being forced to move from their homes to other places because of a natural hazard, war/conflict, or other human-made action.
27. **“Emergency response”** means a series of appropriate actions and precautions, including the provision and distribution of essential food and non-food items, goods, and services aimed at saving lives and protecting livelihoods of the affected population in the event of a disaster.
28. **“Relief”** means activity undertaken in the immediate aftermath of a disaster to save lives, protect livelihoods, and address immediate humanitarian needs, including the provisional restoration of essential services.
29. **“Rehabilitation”** means measures applied after a disaster which are necessary to restore normal activities and build resilience to future shocks in affected areas, communities, and economic sectors.
30. **“Recovery”** means the restoration and improvement where appropriate, of facilities, livelihoods and living conditions of disaster-affected communities, including efforts to reduce disaster risk factors.
31. **“Early warning system”** means the set of capacities needed to generate and disseminate timely and meaningful warning information to enable individuals, communities and organizations threatened by a hazard to prepare and to act appropriately and in sufficient time to reduce the possibility of harm or loss. Especially, a people-centred early warning system necessarily comprises four key elements: knowledge of the risks; monitoring, analysis and forecasting of the hazards; communication or dissemination of alerts and warnings; and local capabilities to respond to the warnings received.
32. **“Volunteer”** means individuals or a broad array of organizations, institutions, agencies, collectives (including charities), cooperatives, religious groups, professional and economic associations, social service providers, etc. who freely enlist or are involved in services in disaster management without expectation of return or profit.

33. “***Mutual cooperation***” means cooperation and voluntary provision of resources, services, and facilities, particularly among neighboring regional, zonal and woreda administrations to assist each other when existing resources prove to be inadequate and there is a need for additional support.
34. “**Lead sector institution**” means an institution that is directly relevant to identified single or more hazards and has the responsibility and is accountable with respect to disaster risk management activities, including disaster management.
35. “**Sustainable Development**” means development that meets the needs of the present without compromising the ability of future generations to meet their own needs.