

PEOPLE'S DEMOCRATIC REPUBLIC  
OF ETHIOPIA

A BRIEF ON  
THE NATIONAL DISASTER PREVENTION  
AND PREPAREDNESS STRATEGY  
FOR ETHIOPIA

NOVEMBER 1989

ADDIS ABABA

TABLE OF CONTENTS

	<u>PAGES</u>
1. Introduction .....	0
2. Section One: Disaster preparedness in Perspective ...	3
3. Section Two: The Strategy Formulation Process .....	5
4. Section Three: Major Components of the National Disaster Prevention and Preparedness Strategy .....	7
5. Section Four: Proposed Study projects .....	13
6. Section Five: Projects to Implement the National Disaster Prevention and Preparedness Strategy (NDPPS) .....	30
7. Section Six: The Process Towards Implementation of the NDPPS .....	33

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INTRODUCTION

The Government of the People's Democratic Republic of Ethiopia has completed its final draft of a National Disaster Prevention and Preparedness Strategy, with every indication that the Council of Ministers will endorse the strategy by the end of this year.

The proposed strategy is practical, and its components for the most part readily implementable. The Government will require assistance from the international community to lay the ground work for implementation. Bearing in mind the generous responses of the international community to Ethiopia's crises in the past and the need to garner that support for the future, the Government wishes to apprise the international community of the substance of its proposed strategy and its probable resource requirements.

The National Disaster Prevention and Preparedness Strategy is by no means the product of a single or recent initiative, but rather reflects the culmination of efforts acquired through accumulated experience, and lessons-learned. Section One of this document briefly reviews the history of the Government's disaster preparedness initiatives to emphasise the very firm foundations upon which the Strategy is built.

Section Two summarises the strategy formulation process, and reflects the intense levels of interministerial consultation and cooperation which have resulted in the Strategy.

Throughout the formulation process, it was felt that the strategy must demonstrate how long-term environmentally sustainable approaches to greater agricultural productivity, soil and water conservation and alternative means of income generation can relate to the short-term measures of disaster preparedness. In Section Three's summary of the Strategy's major components, such linkages are noted.

In devising the Strategy, it became increasingly clear that there were many aspects of the proposals that required greater

understanding, information and analysis. In many instances the Strategy's components should be preceded by various studies that would lead to more effective implementation and wiser use of resources. Therefore, in Section Four, the terms of reference for each of these studies are outlined and preliminary cost estimates are given.

The Government will require considerable international assistance in order to undertake many of the major projects listed in Section Five, that are essential for the Strategy. Section Six of this document discusses the process towards the implementation of the Strategy.

Throughout all these stages, the cooperation, involvement and assistance of the international community will be required. Thus, the Government hopes that this first meeting will be but the beginning of a full-scale effort to seek the international community's support for Ethiopia's National Disaster Prevention and Preparedness Strategy.

## Section One

### Disaster Preparedness in Perspective

Since 1974, the Government of Ethiopia has sought ways and means to thwart the immediate impacts of the nation's most prevalent agent of disaster: drought. However, in a resource-poor country faced with intense and contending demands, the Government's efforts were often stymied. Nevertheless, in retrospect, one must acknowledge that in a decade and a half Ethiopia has made major strides in developing the potential for an effective disaster preparedness and relief structure.

The development of the Relief and Rehabilitation Commission (RRC) over the years is a case in point. The RRC's Early Warning System has proven to be consistently accurate in its forewarnings of drought-led disasters. From the point in 1974 when it was established to the present, the EWS, with assistance from bilateral and multilateral donors, has significantly improved its ability to monitor nutritional standards as well as assess more conventional famine indicators. However, this is not to suggest that the nation's early warning system cannot be improved both structurally and technically. Greater coherence amongst those institutions that participate in the EWS is required, and more equipment and expertise is needed to enhance its monitoring capabilities.

Despite the resources that were devoted to expanding the RRC's logistics fleet, the means to develop a full logistics structure were never available. Trucking operations were often hampered by a lack of spare parts and trained mechanics. Roads did not necessarily link with vulnerable areas. Sufficient local warehousing was not developed, and ports lacked the equipment and facilities to ensure consistent off-take.

The problem of logistics ultimately affected the prospect for implementing other crucial disaster prevention and preparedness measures. Food-for-work projects were on occasion hampered by the difficulties of transporting and storing food for payment. Similarly, establishing local seed reserves that would have enabled farmers to replant after crop failures was often thwarted by a lack of storage facilities and available transport.

The Government sought to clarify institutional roles and responsibilities when it created in 1984 a National Committee for Drought Prevention and Relief. And, while this Committee, chaired by the head of state, served to deal with the immediate crisis of 1984-1985, the lessons-learned from that experiment has not as

yet led to a uniform code of emergency procedures and institutional responsibilities.

All of these issues serve to demonstrate three points: that the Government has consistently endeavoured to develop a disaster prevention and preparedness system for the nation; that it is aware both of the strengths and weaknesses of its efforts to date; and that to the extent possible the process that led to the National Disaster Prevention and Preparedness Strategy has sought to build upon the strengths and eliminate the weaknesses that have emerged after fifteen years of commitment.

## Section Two

### The Strategy Formulation Process

Coinciding with the major relief operations of 1987-1988, the Government in April, 1988, embarked upon a general review of the nation's organisational and administrative capacity to implement disaster prevention, preparedness and relief measures. This review began with an assessment by individual Government ministries, commissions and agencies of past efforts and potential capabilities specifically directed towards prevention and preparedness.

The focus of this review was a national conference in December, 1988, to consider the need for a national disaster prevention and preparedness strategy. The conference, though intended principally for Ethiopian experts and officials, was open to international experts and representatives from intergovernmental and non-governmental institutions. Arising out of this conference was a set of recommendations that, strongly supported the need for a national approach to disaster prevention and preparedness.

These recommendations were reviewed by a workshop in February, 1989, jointly sponsored by the Relief and Rehabilitation Commission and the umbrella organisation for non-governmental organisations, the Christian Relief and Development Association.

One month later, a Technical Committee, composed of members of the Office of the National Committee for Central Planning (ONCCP), the Ministry of Agriculture, the Ministry of Health, the Relief and Rehabilitation Commission and the UN's Emergency Prevention and Preparedness Group, compiled a first draft National Disaster Prevention and Preparedness Strategy for Ethiopia. Incorporated into this first draft were recommendations that had emerged out of the December conference and February workshop as well as from independent expert studies and a WFP-financed study tour undertaken by a senior Ethiopian delegation to India.

The first draft strategy was evaluated in March, 1989, by a Steering Committee consisting of representatives from the Council of Ministers, ONCCP, Ministry of Agriculture, the Relief and Rehabilitation Commission and the Water Resources Commission. On two separate occasions during the month of May, vice ministers and senior experts held meetings to evaluate the draft.

The resulting second draft, including findings from a UNICEF/UNDP-financed disaster preparedness study tour of China, was submitted for review by senior ministers on two further occasions during the summer. After final drafting by the Executive Committee of the Office of the National Committee for Central Planning, the final draft Strategy will be sent to the Council of Ministers for its anticipated approval.



## Section Three

### Major Components of the National Disaster Prevention and Preparedness Strategy

The Strategy seeks in a practical and coherent way to address three issues. The first concerns disaster mitigation, and assumes that while the severe consequences resulting from drought cannot in the short-term be eliminated, their effects can be substantially marginalised. The second issue recognises the difficulties of introducing an effective disaster mitigation structure to cover all pockets of vulnerability, and, therefore, accepts that a substantial emergency relief structure will have to be in place to respond to crises when disaster mitigation measures prove inadequate. Third and finally, the Strategy is designed to link wherever possible far-reaching development initiatives with short-term preparedness measures.

The major components of the National Disaster Prevention and Preparedness Strategy for Ethiopia can be grouped under five headings: (1) Appropriate Legislation, (2) Appropriate Institutional Structures, (3) Enhanced Information Systems, (4) Preparedness Modalities and (5) Integrated Prevention and Preparedness Activities.

#### 1. Appropriate Legislation

National legislation will be enacted to enforce:

- (a) designation of roles, responsibilities and activities of all officials at central and local levels in times of threatened or actual emergencies;
- (b) responsibilities of relevant institutions and individuals in relation to the Interministerial Committee on Disaster Prevention and Preparedness (IMC), the IMC Secretariat, Disaster Prevention and Preparedness Committees (DPPCs) at regional and awraja levels, the National Early Warning System;
- (c) all aspects of line ministerial functions related to the implementation of the National Disaster Prevention and Preparedness Strategy.

## 2. Appropriate Institutional Structures

- 2.1 Interministerial Committee on National Disaster Prevention and Preparedness - to be created, with parallel committees (ie, Disaster Prevention and Preparedness Committees) down to awraja level, to ensure the general coordination of all relief, preparedness and prevention activities. The Strategy's emphasis upon the need for coordination is evidenced by special provisions for including non-governmental organisations in the planning work of Disaster Prevention and Preparedness Committees at regional and awraja levels;
- 2.2 Relief and Rehabilitation Commission - to be strengthened in order to enhance its operational relief role as well as to enable it to serve more effectively as the Secretariat for the National Committee on Early Warning and to act as a national focal point for relief and preparedness studies and training;
- 2.3 National Committee on Early Warning - to replace the Technical Committee on Early Warning in order to coordinate data and information collection and analysis more effectively and to provide two-way flows of information between central and local authorities;
- 2.4 Line-Ministerial Functions - to be reviewed in order to enhance line-ministries' capabilities to incorporate preparedness and prevention activities with their present activities.

## 3. Enhanced Information Systems

- 3.1 Research - to be undertaken to develop more sensitive early warning indicators, including ways to incorporate peasant wisdom and coping mechanisms with more technologically oriented early warning systems;
- 3.2 New Technologies - to be used to assist in early warning systems in those disaster areas frequently inaccessible for purposes of rapid assessment; (Remote sensing)
- 3.3 Cooperative Arrangements - to be established or, where they already exist, strengthened between the Government and

international institutions with developed early warning systems (eg, IGADD, FAO, UNEP, UNICEF, WMO, WHO);

- 3.4 Information Dissemination Policies - to establish clear policy guidelines to define the types of information and the means and modes of information dissemination necessary for prevention and preparedness.

#### 4. Preparedness Modalities

- 4.1 Emergency Code - to delegate and delineate the roles and responsibilities of institutions and individuals at central and local levels for implementing emergency and preparedness activities;
- 4.2 Logistics Contingency Plan - to encompass all aspects of emergency logistics, including port handling, warehousing, availability of surface and air transport in order to ensure that all resources required for relief, rehabilitation and preparedness will be handled in an appropriate and timely way;
- 4.3 Food Security Reserve - to be used by local Disaster Prevention and Preparedness Committees, as stipulated by the Emergency Code, for preparedness and relief activities. The use of food security reserves at local levels will be part of a general emergency relief services plan in which food, medical supplies and shelter materials will be prepositioned in vulnerable areas;
- 4.4 Emergency Food, Health and Relief Services - to ensure that food, medical supplies and shelter materials have been prepositioned, and that such pre-positioning is consistent with the Emergency Code and the National Logistics Contingency Plan and with the Food Distribution System and Relief Manuals, noted below;
- 4.5 Subsidised Retail Food Outlets - to expand access to food for vulnerable groups by establishing an extensive network of "fair-price" shops providing Government subsidised food in rural as well as urban areas;
- 4.6 Labour-intensive "Off-the-Shelf" Food-for-Work/Cash-for-Work Public Works Programmes - to ensure that pre-planned employment creation schemes which can be implemented at short notice to provide food or cash for food for vulnerable groups in times of threatened famine onsets will be implemented when conditions, as stipulated by the Emergency

Code, so requires. Such "off-the-shelf" employment schemes will be designed with longer-term development projects in mind. More specifically, such schemes will be linked, where appropriate, to projects that emphasise environmentally sustainable works. Projects that would lead to reforestation, soil preservation and water conservation will be carefully developed. Also the possibility of designing "off-the-shelf" projects that can be linked to training in agricultural methods, alternative industry and infra-structural development will be considered. All line-ministries, in conjunction with the Relief and Rehabilitation Commission, will be responsible for submitting proposals to implement this measure to the IMC;

- 4.7 Cattle Camps and Animal Protection Systems - to ensure that breeding stock and stock for traction can be saved in times of severe drought and to ensure that the sale value of cattle for meat is protected three measures will be introduced:
- (a) cattle camps will be developed to provide forage and water for breeding and traction animals in times of severe drought;
  - (b) veterinary services will be expanded in drought and disease vulnerable areas;
  - (c) the use of mobile abattoirs to protect the sale value of meat;
- 4.8 Water Supply Systems - to ensure water sources in times drought by promoting water harvesting, moisture conservation and storage techniques, and to be supported by appropriate training and pre-positioned equipment and water supply accessories.
- 4.9 Food Distribution System - to promote greater consistency and efficiency in the provision of emergency food aid by enforcing uniform distribution standards and developing more reliable distribution procedures;
- 4.10 Relief Management Manuals - to provide detailed guidelines and procedures for relief management not only to help in the general organisation of relief within the country, but also to enable the international community, when so required, to respond appropriately;
- 4.11 Seed Banks - to provide means for seed distribution either to thwart an emergency or to assist in post-disaster recovery;
- 4.12 Secondary Economic Activities - to promote alternative means of income generation for agricultural areas particularly vulnerable to drought and which have suffered from the effects of persistent soil erosion and deforestation;

- 4.13 Training - to be conducted at all levels and on all relevant aspects of relief management and preparedness and prevention. An important element of training will include "community self-help" programmes in which Peasants Associations and other local structures will promote practical means of community self-reliance;
- 4.14 Labour Mobility - to develop effective mechanisms in order to attain appropriate information about the implementation of measures to encourage the temporary movement of labour from economically distressed areas to areas of greater economic potential;
- 4.15 Tax and Debt Relief - to protect the assets of vulnerable groups in times of threatened famine onsets, provisions will be made to provide tax and debt relief;
- 4.16 Disaster Prevention and Preparedness Fund - to provide additional support in cash or kind for prevention and preparedness activities, a special fund will be established under the direct authority of the IMC.
- 4.17 Community Participation and Manpower Requirement - to enhance community involvement and to mobilize locally available manpower in times of emergency.

## 5. Integrated Prevention and Preparedness Activities

Integrating Measures - to link where possible preparedness activities with those of development, all development programmes should be assessed in terms of their preparedness potential, and, conversely, all preparedness measures should be assessed for their development potential.

Linkages between prevention and preparedness will be promoted through at least four specific measures:

- (a) all line-ministries, in presenting their proposed annual budgets and plans to the Office of the National Committee for Central Planning, will be required to indicate where and how preparedness measures are incorporated into projected development programmes;
- (b) in proposing specific "off-the-shelf", labour-intensive food-for-work/cash-for-work programmes to the Office of the National Committee for Central Planning, line-ministries will specifically indicate how such

programmes fit into longer-term development activities in areas where "off-the-shelf" programmes may be implemented;

- (c) a Disaster Prevention and Preparedness Unit in the Office of the National Committee for Central Planning will assess the extent to which proposed annual budgets and plans of line ministries have incorporated preparedness measures into their development programmes and, conversely, the extent to which their proposed preparedness activities link to future development activities;
- (d) the Interministerial Committee on Disaster Prevention and Preparedness, in its annual review of the nation's state of disaster prevention and preparedness, will assess and indicate the extent to which line-ministries have effectively fulfilled their commitments to linking prevention and preparedness measures.

Section FourProposed Study Projects

In light of the importance which the Government attests to the National Disaster Prevention and Preparedness Strategy and in many instances the complexities involved in implementing that Strategy, it has been decided to launch a series of project studies before attempting to implement the Strategy as a whole.

Outlines of the fourteen individual project studies and two projects terms of references are given below:-

STUDY PROJECT 1ADMINISTRATIVE STRUCTUREREVIEW AND ANALYSIS

Sector: Institution Building

Location: National

Sponsoring Agent: Office of the National Committee for Central Planning

Project Objectives: A review of present administrative structures, focussing upon reporting systems and responsibilities pertaining to relief management and preparedness activities to and from local, regional and central levels. The results of this study will lead to proposals for institutional adjustments to make administrative reporting and coordination more effective. This project study is deemed to have particular importance in light of the proposed national Emergency Code and also the Government's decision to create an Interministerial Disaster Prevention and Preparedness Committee, chaired by the Prime Minister, with parallel committees (Disaster Prevention and Preparedness Committees) down to awraja levels.

Brief Project Description: The project study will require an extensive review of present reporting procedures to and from local and central levels as they affect decisional flows about threatened or actual emergencies. This will include analyses of inter and intra ministerial information and decision flows.

Based upon this review, the project study will then assess what institutional adjustments are needed to enhance reporting mechanisms to fulfill the objectives of the Strategy. This will include ways to strengthen administrative capacities, specific recommendations about the utilisation of information storage, retrieval and dissemination technologies, and specific recommendations about reporting formats and reporting structures.

Three types of expertise involving organisational management, cybernetics and systems analysis will be required to fulfill the objectives of this study.

Project Cost: \$37,500

Implementation Period: 3 months

Starting Date: January 1990

Strategy Project Linkage: Emergency Code; Interministerial Disaster Prevention and Preparedness Committee structure; National Early Warning System; Relief Management Manuals



STUDY PROJECT 2A NATIONAL EMERGENCY CODE

Sector: Institution building

Location: National

Sponsoring Agent: Office of the National Committee  
for Central Planning  
Relief and Rehabilitation Commission

Study Project Objectives: A study to determine (a) the substance of a national emergency code, delineating roles, responsibilities and prescribed actions of individuals and institutions in times of threatened or actual disasters, (b) the legislative basis that such a code would require, (c) the relationship between that code and other prevention and preparedness objectives and (d) the organisational and administrative implications of implementing such a code.

Brief Study Project Description: The study is divided into two phases. The first will require a consultant to chart the organisational, legislative and administrative structure of the country, particularly bearing in mind the country's recently implemented administrative restructuring. This portion of the study should feed directly into Study Project 1, and should provide the framework for determining the types of preparedness and relief modalities required to be enforced at different governmental structures.

The second phase of the study will combine field work and liaison with central government officials. The consultant will be expected to assess the types of preparedness and relief modalities described in the Strategy in order to determine how, at which level of government and by whom these modalities are to be implemented. The study should also indicate how such recommendations would fit into the present legal structure of the country. Furthermore, the consultant will be asked to recommend ways that the substance of the Code should be disseminated. This last consideration should incorporate aspects of appropriate formats, dissemination and training.

Study Project Cost: \$50,000

Implementation Period: 4 months

Starting Date: September 1989 (This project is being funded by UNDP)

Strategy Project Linkage: All aspects of legislative changes and institution building and development; all aspects of implementation of specific components of the NDPPS.

STUDY PROJECT 3FOOD SECURITY RESERVESSector: Food and NutritionLocation: National with specific emphasis upon vulnerable areasSponsoring Agent: Office of the National Committee for  
Central Planning  
Relief and Rehabilitation CommissionStudy Project Objectives: To determine the suitability for Ethiopia (a) to use food security reserves as a means of price stabilisation and (b) to integrate all aspects of national food security under one organisation; and, furthermore, to determine the practicalities of establishing local food reserves in vulnerable areas. In determining the practicalities of establishing local food reserves, the study will evaluate the numbers and locations of such local reserves, the types of release mechanisms required and the relevant linkages to an emergency code.Study Project Description: The study will require expertise in agricultural marketing, food storage, nutrition and disaster preparedness. The study will require an evaluation of the effectiveness of the present Food Security Reserve System and will also need to assess whether the functions of the Agricultural Marketing Corporation and the Food Security Reserve System can be integrated more closely, and whether there is scope -- within or without such integration -- for using food reserves as a means of price stabilisation. The study will then map those areas, principally those in food deficit areas, that would benefit from local food reserves for purposes of local price stabilisation, for food-for-work for development or "off-the-shelf" drought mitigation measures and for emergency relief services. The study will also seek to provide the sorts of food that should be stored locally in vulnerable areas, bearing in mind the three purposes for which these local food reserves are to be established.

A considerable amount of preliminary work to meet the requirements of this study have already been completed or are underway. The World Food Programme's present study on alternative uses of emergency food aid in Ethiopia directly relates to this study.

Study Project Cost: \$50,000Implementation Period: 4 monthsStarting Date: January 1990Strategy Project Linkages: Emergency Code, Vulnerability Profiles, Emergency Relief Services, Logistics Contingency Plan, Subsidised Food Retail Outlets, FFW/CFW "Off-the-Shelf" Projects

STUDY PROJECT 4EARLY WARNING AND INFORMATION SYSTEMS

Sector: Institution building

Location: National

Sponsoring Agent: Relief and Rehabilitation Commission  
National Meteorological Services Agency  
Central Statistical Authority

Study Project Objectives: To review appropriate indicators for the early warning system, including ways to incorporate "peasant knowledge" and nutritional surveillance in the early warning and information systems. Based upon this analysis, the study would assess (a) means to speed up information transmission, (b) types of reporting formats and procedures at central, regional and awraja levels, (c) appropriate recipients of information and (d) links with relevant international organisations.

Study Project Description: This study will require the expertise of a sociologist familiar with the rural structure of Ethiopia as well as a specialist in organisational management and early warning systems. Three tasks need to be undertaken simultaneously. The first includes an analysis of the types of early warning indicators and coping mechanisms that are prevalent in the peasant sector. The second task requires a review of the present techniques of those institutions involved in the early warning system to ascertain the ways that information is gathered and transmitted, and, in so doing, to recommend possible alternative approaches to enhance the quality and speed of transmission. This second aspect will take into account technological improvements in the transmission system, bearing in mind technology that is appropriate for the nation and the links that might be established with relevant international organisations that could enhance that technology. The third task would be to review the formats as well as the recipients of information at all levels in order to determine whether such formats might be improved and also to make recommendations about information dissemination policies.

Study Project Cost: \$50,000

Implementation Period: 4 months

Starting Date: January 1990

Strategy Project Linkages: Emergency Code, National Early Warning Committee, Administrative Structure, Vulnerability Profiles, Training

STUDY PROJECT 5VULNERABILITY PROFILES

Sector: Agriculture

Location: Food deficit areas

Sponsoring Agent: Relief and Rehabilitation Commission  
Ministry of Agriculture

Study Project Objectives: to devise a definitive model for monitoring sources and causes of vulnerability in disaster-prone regions. The study will lead not only to an appropriate model, but also to ways to periodically update the information contained in such profiles.

Study Project Description: Considerable amounts of materials have been gathered by the Relief and Rehabilitation Commission that provide base line data that could begin the process of identifying specifically vulnerable locations within regions and awrajas. With such data, a sociological survey is required to determine the patterns of vulnerability at village, inter and intra household levels. It is hoped that the work presently being undertaken by the International Food Policy Research Institute and the Ethiopian Red Cross in this country could have a direct bearing on relating the social dynamics of vulnerability to traditionally disaster-stricken areas. Furthermore, the WFP study on uses of emergency food aid will provide additional material in determining the locations and reasons for food insecurity. Based upon this consolidation of available data and materials, a framework should be devised that would reflect the major determinants of vulnerability in specific localities. This framework should then be developed into a model, reflecting trends in vulnerability based upon changes of key variables. The study should determine the feasibility of applying the model to all disaster-prone areas, and also should provide specific recommendations about ways that the data needed for this model could be updated and put into a practical format for the use of officials working in disaster-prone areas.

Study Project Cost: \$60,000

Implementation Period: 3 months

Starting Date: January 1990

Strategy Project Linkages: Emergency Code, National Early Warning System, Training Programmes, Emergency Relief Services

STUDY PROJECT 6EMERGENCY RELIEF SERVICES

Sector: Institution building

Location: Vulnerable areas

Sponsoring Agent: Relief and Rehabilitation Commission  
Ministry of Health

Study Project Objectives: to devise a "relief resources inventory" to determine how, where and the amounts of food, medical supplies and other shelter and relief materials need to be pre-positioned to ensure emergency food security, health and relief services. The study will have to be consistent with the nationally-agreed standard ration and will provide specific recommendations about appropriate distribution systems.

Study Project Description: The fundamental issue that this study will have to consider is the appropriateness of major prepositioning in a country that is resource-poor. Nevertheless, assuming that some degree of prepositioning is required, the study will focus on areas that are traditionally disaster-prone, incorporating those migration patterns of disaster-afflicted peoples in times of severe distress. The study will have to analyse the practicalities of storage and replenishment of commodities such as medicines. It will have to recommend suitable sites for prepositioning, and will have to specify types and numbers of storage facilities required. Finally, it will have to provide some assessment of types and amounts of supplies and materials required to ensure adequate shelters, sanitation and cooking within specific locations. The recommendations stemming from this study should take into account the nationally-agreed standard ration as determined by the Relief and Rehabilitation Commission. Furthermore, the study should assess the various distribution systems now used in this country for relief operations, and offer specific recommendations about the ways that these might be improved.

Study Project Cost: \$60,000

Implementation Period: 3 months

Starting Date: January 1990

Strategy Project Linkages: Emergency Code, Logistics Contingency Plan, Local Food Security Reserves, Relief Management Manuals, Training

STUDY PROJECT 7  
RELIEF INFRASTRUCTURE STUDY

Sector: Transport

Location: Vulnerable areas

Sponsoring Agent: Ministry of Transport  
Relief and Rehabilitation Commission

Study Project Objectives: to provide a fully integrated study on the nation's emergency relief infrastructure, including all aspects of port handling, warehousing, availability of ground and air transport, in order to specify measures, equipment, facilities and logistics required to handle up to 2 million tons of food imports as well as 200,000 tons that may be required for refugees and a likely increase in fertiliser imports.

Study Project Description: Although there have been numerous studies on various aspects of famine relief and the infrastructural components required to deliver relief materials, the recent emphasis on disaster preparedness has highlighted the need for a multidiscipline study, providing a broad overview of port capacity, road, rail and air routes and capacities, storage facilities and trucking assets. The full study will be divided into two phases, with the first phase concentrating on information and data collection, and the second phase concerned with detailed studies and recommendations on various aspects of port handling, transport and storage. The second phase should focus on outlining the priority projects need to build up an optimal relief food delivery network. The study will assess the present delivery capacity and identify both past bottlenecks in the delivery system and potential bottlenecks if food had to be substantially increased. The final report should include a list of priority needs and projects along with an estimated costing, and should indicate how this action plan will fit in with the Government's own transport budget. The study should also recommend what training needs within the various sectors will be required and make specific recommendations on how these needs can be met either through the strengthening of the existing Ministry of Transport, the RRC's training facilities as well as other types of training programmes.

Study Project Cost: \$80,000

Implementation Period: 4 months

Starting Date: October 1989 (There is indication that this study project could be funded by WFP)

Strategy Project Linkage: Local food security reserves, Emergency relief services, relief management manuals, training, subsidised food retail outlets

STUDY PROJECT 8RELIEF MANAGEMENT MANUALS

Sector: Institution building

Location: National

Sponsoring Agent: Relief and Rehabilitation Commission

Study Project Objectives: A study leading to detailed guidelines and procedures for relief management. There will be two types of manuals: those that deal with relief requirements and procedures from a national perspective and those that are regionally specific. The recommendations stemming from this study will have to be consistent with those arising from the study on Emergency Relief Services and the Emergency Code.

Study Project Description: The study will require an initial survey of various manuals and related materials produced by the Relief and Rehabilitation Commission and also by international organisations such as the United Nations Children's Fund and the UN High Commissioner for Refugees as well as non-governmental organisations such as Save the Children Fund (UK). Based upon this extensive background material, the study should then seek to determine the format and structure of relief manuals. The study will need to incorporate findings from related studies dealing with an Emergency Code, Vulnerability Profiles, Emergency Relief Services and the Logistics Contingency Plan in order (a) to determine the sorts of assistance available to those in charge of relief operations, (b) the procedures leading to a relief response and (c) the regional differentiations in requirements that would lead to locally-specific portions of the manual. It is assumed that the study would include recommendations about the format of the manuals and ways that the manuals should be best utilised.

Study Project Cost: \$37,500

Implementation Period: 3 months

Starting Date: February 1990

Strategy Project Linkage: Emergency Code, Vulnerability Profiles, Emergency Relief Services, Logistics Contingency Plan

STUDY PROJECT 9NON-GOVERNMENTALORGANISATIONAL SUPPORT FOR THE NDPPS

Sector: Institution building

Location: National

Sponsoring Agent: Office of the National Committee for  
Central Planning  
Relief and Rehabilitation Commission  
Office of the State Committee for  
Foreign Economic Relations

Study Project Objectives: In light of the relief and development roles played by the community of non-governmental organisations, a study will be undertaken to determine the most effective ways to incorporate NGOs into prevention and preparedness planning processes, particularly at local DPPC levels, and to integrate where possible their present commitments into the context of the NDPPS.

Study Project Description: This study should begin by holding a general workshop between interested Government institutions and the membership of the Christian Relief and Development Association, the umbrella organisation of the NGO community working in Ethiopia. As a result of the workshop, joint Government-CRDA working groups should be formed to determine ways (a) to enhance Government-NGO communications in general, (b) to incorporate NGO data into the National Early Warning System, (c) to enable NGOs to collaborate more effectively in Government-sponsored projects and (d) to bring NGOs into the Government planning process, particularly at regional and awraja levels. These working parties will present their findings at a follow-up workshop which, in turn, will form the basis for arrangements between the Government and the NGO community.

Study Project Cost: \$25,000

Implementation Period: 2 months

Starting Date: February 1990

Strategy Project Linkages: Administrative Structural Adjustments,  
"Off-the-Shelf" Labour-intensive work programmes,  
Emergency Relief Services, Emergency Code



STUDY PROJECT 10LABOUR-INTENSIVE"OFF-THE-SHELF" PROJECTS

Sector: Agriculture/Relief

Location: Vulnerable areas

Sponsoring Agent: Ministry of Agriculture  
Relief and Rehabilitation Commission  
Office of the National Committee for  
Central Planning

Study Project Objectives: A study to determine the most effective ways to implement Food-for-Work and Cash-for-Work "off-the-shelf" projects. "Off-the-shelf" projects shall be prepared in selected regions using the locally available staff. The objective is to provide on the Job training for the local staff.

Study Project Description: Two parallel issues will be explored during the initial phases of the study. The first will concern an evaluation of present approaches to Food-for-Work and Cash-for-Work programmes undertaken in this country. This aspect of the study should link quite closely with the WFP study concerning alternative uses of emergency food aid provided to Ethiopia. The second issue will involve an assessment of the approaches to "off-the-shelf" labour-intensive projects found in other drought-prone countries, particularly in this instance the examples found in India. The Government, through a WFP-funded mission to India, has already undertaken preliminary work in this area, but a more detailed assessment is required. It is assumed that the study will provide specific recommendations about ways to plan and implement such projects and include the resource requirements, the administrative, planning and training needs to undertake such activities. The study will have to assess the capabilities of key line-ministries, eg, Ministry of Agriculture, to incorporate "off-the-shelf" projects into their longer-term development plans.

Study Project Cost: \$62,500

Implementation Period: 5 months

Starting Date: January 1990

Strategy Project Linkages: National Food Security Reserves,  
Emergency Code, Subsidised Food Retail Outlets

STUDY PROJECT 11CATTLE CAMPS AND  
OTHER LIVESTOCK SERVICES

Sector: Agriculture

Location: National

Sponsoring Agent: Ministry of Agriculture

Study Project Objectives: A study to determine the feasibility of developing a network of "cattle camps" to ensure the survival of draft animals and to determine the feasibility of expanding veterinary services to protect livestock in vulnerable areas as well as to establish mobile abattoir systems to protect the asset value of animals for sale.

Study Project Description: In close cooperation with the International Livestock Commission for Africa, this study should assess the patterns of animal usage and sales, particularly in vulnerable areas, in order to determine how best to protect livestock assets in times of severe drought. Extensive work has been done on this subject in the past, and the study should during its first phase focus upon consolidating the materials that are already available. The second phase of the study should determine the following: (a) Cattle Camps - beyond the fundamental issue of feasibility, the study should consider appropriate locations, operating costs and staffing as well as farmer payment systems for the proposed cattle camp project; (b) Veterinary Services - the study should consider the operating costs and practicalities of expanding such services in drought-prone areas; Mobile Abattoirs - based upon the experiences of other countries, eg, Botswana, the study should explore the costs and feasibility as well as benefits of introducing mobile abattoir schemes.

Study Project Cost: \$37,500

Implementation Period: 3 months

Starting Date: February 1990

Strategy Project Linkages: Vulnerability Profiles, Emergency Code

STUDY PROJECT 12

TRAINING PROGRAMMES

Sector: Training

Location: National

Sponsoring Agent: Relief and Rehabilitation Commission

Study Project Objectives: A study to evaluate training needs for (a) organising and monitoring preparedness programmes, (b) implementing relief operations, (c) logistics, (d) community-based "self-help" preparedness, (e) nutrition surveillance, (f) "training for trainers", and (g) those on inter-community volunteer registers.

Study Project Description: The study should seek to determine not only the types of training programmes required, but also the institutional and staffing needs to pursue such programmes. In its analysis, the study should focus upon the training needs of local government and communities as well as central authorities. It should seek to consider ways to promote where appropriate integrated courses between and amongst the health, relief and rehabilitation, early warning and agricultural development sectors.

Study Project Cost: \$25,000

Implementation Period: 2 months

Starting Date: December 1989

Strategy Project Linkages: All components

STUDY PROJECT 13DISASTER PROPENSITIESIN ETHIOPIA

Sector: Relief

Location: National

Sponsoring Agent: Relief and Rehabilitation Commission

Study Project Objectives: A study will be conducted to determine the possible range of disaster agents, particularly earthquakes and floods, that affect the nation, the frequency and impact of such disaster agents and means to incorporate such potential disaster threats into the NDPPS. The ultimate purpose of this study is to determine, depending upon the compiled data of non-drought-led disaster agents, whether components of the National Disaster Prevention and Preparedness Strategy should be oriented to cover more than drought-oriented disasters.

Study Project Description: This study will depend principally upon historical records, available principally at the Relief and Rehabilitation Commission and amongst university library holdings. However, the study should also garner relevant information from the records of various Governmental institutions such as the Water Resources Commission. The study, to fulfill its objectives, must establish the patterns of non-drought related disaster agents and, in so doing, indicate the effects of such agents.

Study Project Cost: \$12,500

Implementation Period: 1 month

Starting Date: February 1989

Strategy Project Linkages: Emergency Code, Logistics Contingency Plan, Emergency Relief Services, Vulnerability Profiles, National Food Reserves, Relief Management Manuals, National Early Warning System

STUDY PROJECT 14SECONDARY ECONOMIC ACTIVITIES

Sector: Agriculture/Industrial

Location: Vulnerable areas

Sponsoring Agent: Ministry of Agriculture/Ministry of Industry

Study Project Objectives: A study is required to determine the feasibility of developing secondary economic activities in vulnerable areas. The purpose of this study would be to assess the potential for alternative means of income generation to absorb farm labour in areas of agricultural decline.

Study Project Description: A joint-assessment of the existing potential for developing alternative means of income generation in areas of agricultural decline is to be made by the Handicraft and Small-Scale Industries Agency and the relevant department of the Ministry of Agriculture. A wide-view of alternative non-agricultural activities should be taken, and this would include not only handicrafts and small-scale industries but also small retail outlets. The study should also take into account the work that has been done in this regard for the development of the National Food and Nutrition Strategy. The study should give specific indications about the types of alternative income generating schemes that would be available, the sorts of locations that could be considered suitable in light of available resources, markets and population needs.

Study Project Cost: \$25,000

Implementation Period: 2 months

Starting Date: March 1990

Strategy Project Linkages: Subsidised Food Retail Outlets, "Off-the-Shelf" Labour-Intensive FFW/CFW Projects, Vulnerability Profiles

PROJECT 15TRAINING PROGRAMME

Sector: Training

Location: National

Sponsoring Agent: Relief and Rehabilitation Commission

Project Objectives: In order to ensure that disaster management skills are developed within the country, the RRC, in collaboration with relevant ministries, will serve as a national focal point for relief and preparedness training. Towards this end, a three year training package has been proposed. The training package is seen from at least three perspectives: (a) training for trainers, (b) training re-enforcement, and (c) training advancement.

Project Description: In this document of section four, a study (study project 12) is proposed to evaluate the training needs in disaster prevention and preparedness. Although the recommendations that would emerge from this proposed study may lead to further refinement of the project, a training modules have been proposed to initiate immediate training.

The proposed modules are divided into three main categories: Management, Administration and Technical. Each of these categories in turn are subdivided into four modules.

The training package has identified the number of times each training module will be run per year and the estimated participants on each course, by module types. It also considers the need to develop a training department within the RRC in order to monitor training needs, to develop training materials and to develop in-house training capabilities.

Project Cost: \$500,000

Implementing Period: 3 years

Starting Date: February 1990

Strategy Project Linkages: All components of the DPP.

PROJECT 16FOOD SECURITY RESERVE

Sector: Institution Building and Food and Nutrition

Location: National (in strategic areas)

Sponsoring Agent: Relief and Rehabilitation Commission

Project Objectives: Although the government of Ethiopia has strong commitment towards food self-sufficiency in the long-term, the country will remain food deficit at least for some times and for various reasons. The country has been importing huge amount of food items from abroad during emergencies. The lead time between the first quantified food deficit report and the response to bring food to the needy, either through government purchase or through aid, takes more than four months. Therefore, in order to avoid displacement of people and loss of life due to food shortages, a strategy has been developed to build in-country emergency food reserve to be used only during emergencies.

Project Description: At the end of the project period, 35 warehouses with a capacity of 10,000 MT each will be built in strategic locations. The emergency reserve will be raised to 350,969 MT. Out of the total reserve 206,775 MT is to be acquired through aid. The reserve will be recycled and periodically fumigated.

The project can be funded either as a package or taking the components separately. Warehouse construction, equipments for the warehouses and for the laboratory, transport support and grain donation can be taken as separate projects. The government covers part of the project cost.

Project Cost: The following project cost does not include government contribution

- Warehouse construction	- \$27,053,140
- Equipments	- \$41,067
- Vehicles	- \$195,652
- Grain purchase, Transport and medicine	- \$79,002,390
- Total cost	- \$106,292,249

Implementing Period: 5 years

Strategy Project Linkage: Emergency Code, Vulnerability Profile, Emergency Relief Service, Logistics Contingency Plan, Subsidised Food Retail Outlets, FFW/CFW Off-the Shelf Projects.

Section FiveProjects to Implement the  
National Disaster Prevention  
and Preparedness Strategy

In many instances the projects required to develop and implement the strategy will depend upon the outcomes of the studies listed above. Nevertheless, there are certain key projects which, while lacking at this stage the details that will emerge from these studies, can at least be anticipated in general terms. There are certain projects which were undertaken during the first stages of the Strategy's formulation process, and these are noted by (+).

1. National Conference on a Disaster Prevention  
and Preparedness Strategy (+)

UNDP financed December Conference led to an initial set of recommendations for a national disaster prevention and preparedness strategy.  
(Cost \$68,000)

2. ONCCP Disaster Prevention and Preparedness Unit (+)

Provision of equipment and consultant by UNDP to assist the Government in developing a national strategy. (Cost \$38,000)

3. Study Tour to India (+)

October, 1988, WFP financed delegation of senior Ethiopian government officials to study drought management techniques in India. (Cost \$17,300)

4. Study Tour to China (+)

April, 1989, UNICEF/UNDP financed delegation of senior Ethiopian government officials to study drought management techniques in China. (Cost \$23,000)

5. Emergency Code

Publication and dissemination of Emergency Code to all relevant institutions and officials; training seminars on application of Code.



6. Logistics Contingency Plan

Enhanced port handling, expanded warehousing, increased surface transport, development of airdropping sites and landing strips in remote areas. Also, in partial conjunction with "off-the-shelf" projects, upgrading of roads, particularly feeder roads.

7. Food Security Reserves

Creation of local warehousing and provision of buffer stocks in vulnerable areas.

8. Subsidised Retail Food Outlets

Development of extensive network of shops providing subsidised food in rural and urban areas in vulnerable regions.

9. Labour-intensive Food-for-work/Cash-for-Work "Off-the-Shelf" Public Works Programmes for Drought-Affected Farmers

Development of personnel able to design and administer "off-the-shelf" projects.

10. Cattle Camps, Animal Protection Systems and Mobile Abattoirs

Creation of series of experimental cattle camps; and to ensure that vulnerable groups receive fair prices for cattle in times of famine onsets, the experimental introduction of mobile abattoirs. Expansion of veterinary services.

11. Water Supply Systems

Extensive survey of potential water supplies in vulnerable areas. Promotion of moisture conservation, water harvesting and storage techniques. Prepositioning of well-digging machinery, water pumps, containers and equipment for water purity testing. Training in repair and maintenance of pumps, water harvesting, storage and conservation techniques and water purity testing.

12. Emergency Relief Services

Creation of facilities and provision of resources required for prepositioned emergency food items, medical supplies and shelter materials.

13. Relief Management Manuals

Publication and dissemination of relief management manuals. Dissemination, in part, will be linked to training activities, noted below.

14. Seed Banks

Expansion of seed reserve stocks, under the Ethiopian Seed Corporation, to be located at strategic sites, and increased concentration upon development of locally adaptable seed varieties.

15. Training

Extensive training programmes in disaster preparedness and relief, based upon developing the RRC as the national focal point for such training.

Section SixThe Process Towards Implementation of the  
National Disaster Prevention  
and Preparedness Strategy

As is evident from a review of this document, the People's Democratic Republic of Ethiopia has expended considerable time and effort in devising a National Disaster Prevention and Preparedness Strategy to combat the disasters to which its people are so vulnerable. At the same time, while the Government is acutely aware of the need to implement its Strategy with all due urgency, it at the same time refuses to undertake this task without a thorough understanding of how best to apply the individual components of the Strategy as well as the Strategy as a whole.

Therefore, the Government attests the greatest importance to the study projects as outlined in Section Four. According to its timetable, all these study projects will be completed by the end of May, 1990. The results will enable the Government to know how best to implement the components of the Strategy and the cost of putting these components in place. Based upon the careful costings and analyses that will derive from these studies, the Government proposes to develop specific terms of reference for each of the proposed projects, as listed in Section Five.

The participants at this meeting will recognise that, though the Government is anxious to implement the National Disaster Prevention and Preparedness Strategy, its ability to do so without the substantial assistance of the international donor community is all too limited. Hence, once the precise guidelines and costs of the proposed projects necessary to implement the Strategy have been finalised, we would look forward to asking you to join us for a second meeting in June/July 1990.

