

PEOPLE'S DEMOCRATIC REPUBLIC  
OF ETHIOPIA

THE NATIONAL DISASTER PREVENTION  
AND PREPAREDNESS STRATEGY  
FOR ETHIOPIA

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## INTRODUCTION

As we begin to look towards the end of this century, we can say with considerable confidence that our knowledge about the root causes of disasters as well as our ability to prevent and prepare for them has increased significantly.

Disasters are complex phenomena and all too often reflect the inherent vulnerabilities of the societies in which they occur. To that extent, disasters can best be prevented through a commitment to long-term development. While this commitment clearly exists, the amount of resources and time required to significantly reduce the nation's vulnerabilities will be considerable. In the meantime, preparedness measures will be needed to enable appropriate governmental institutions to reduce the threat to those who inevitably will have to face disasters in the short-term.

There are a wide-range of disaster-agents that befall this nation, including insect infestation and locusts, diseases (human, crop, livestock), earthquakes, hail, landslides, forest fires, floods, war and civil strife. Drought-led famine, however, is the nation's principal scourge. Since 1974 measures have been taken not only to combat Ethiopia's famine vulnerability, but also to assist in a sensitive and systematic fashion those who have fallen victim to the horrors of famine. Fifteen years is too short a time to have achieved all that one might have wished. Gaps in policies and implementation to prevent and prepare for famine threats still exist. Yet, in so saying, what is most striking about these efforts is that before the overthrow of Ethiopia's feudal regime in 1974, virtually no action had ever been taken to address the nation's historical plight.

The ancient civilisation of Ethiopia had frequently to contend with famines. Medieval chroniclers provide specific testimony to the scourge which time and again laid waste to the

people. Droughts, pests, epidemics were all recorded from medieval times onwards as "Acts of God", a description which all too often justified centuries of inaction on the part of the feudal nobility. Except for sporadic acts of charity, the nobility was principally concerned with the fruits of peasant labour and paid little attention to the well-being of the peasant or the development of the land. The nobility's indifference, compounded by the devastation born by the people during all too frequent struggles for power by the ruling classes, resulted in the steady deterioration of the one fundamental means to ward off famine, namely, agricultural productivity.

Despite attempts to introduce aspects of modern government into the structure of feudal Ethiopia after the Second World War, the net result was nothing more than a continuation of slow and lethargic administration. Cycles of famine intensified, and still little was done to confront the nation's fundamental agricultural problems or even provide means of systematic relief for the increasing numbers of potential famine victims. With the great famine of 1972-1974, the failure of the government to respond to a calamity that had led to an estimated 200,000 deaths played a principal part in that regime's overthrow. In the wake of that government's fall emerged a new social and political era, committed to the proposition that famine is a human tragedy, precipitated by a confluence of natural forces and human activities that ultimately can be overcome by human will.

The National Disaster Prevention and Preparedness Strategy (NDPPS) is but further evidence of the commitment to that proposition. Chapter One of this strategy notes the achievements attained since 1974, but explains why a further disaster prevention and preparedness initiative is required. Chapter Two describes the objectives and the major components of the strategy, while Chapter Three outlines measures to implement the strategy.

## CHAPTER ONE

### 1. AN ASSESSMENT OF MEASURES TO DATE AND JUSTIFICATION FOR A NATIONAL DISASTER PREVENTION AND PREPAREDNESS STRATEGY

While there are many types of disasters, for Ethiopia there is but one that looms all pervasively over the nation: famine. The causes of famine in Ethiopia are complex, but can be understood in terms of the interplay of short and longer-term macro and micro factors. From a longer-term macro perspective, one can explain famine as a result of fundamental climatic changes interlinked with persistent ecological degradation. In the shorter term, this level of explanation correlates with the relationship between changing rainfall patterns and sea-surface temperatures. Also on a macro level, the causes of famine can be viewed in terms of unfavourable international economic and political conditions which all too often leave less developed nations on the periphery of international economic and trading activities.

A more micro set of explanations for the famine process in Ethiopia can begin with the long-term impacts of historical neglect leading to low-levels of farm technology, poor land-use practices and inadequate regional infrastructures. In the shorter-term, investment policies, land tenure and pricing policies as well as transport constraints can be seen as critical considerations. Added to these last factors one need also include the effects of the lack of timely and appropriate intervention in times of potential famine onset to ensure purchasing power of the poor and protection of the vulnerable.

Clearly Ethiopia's influence over the majority of macro factors affecting famine propensities are limited. However,

within the context of micro factors leading to famine, there is much that can be done both for purposes of prevention and preparedness.

In the short-term, one must assume that those conditions that promote famine crises in Ethiopia still exist. Thus, the critical issue in the context of preparedness is the extent to which measures can be taken to mitigate the worst phases and consequences of famine, and, if such mitigation measures fail, to have in place a structure that will provide a high degree of effective relief.

Prevention, or the elimination of those factors that promote disaster vulnerabilities, is synonymous with development. However, in the context of the National Disaster Prevention and Preparedness Strategy, the concept of prevention specifically refers to the natural linkage between preparedness measures and development. Therefore, for the purposes of this strategy, prevention and preparedness should be integrated in at least two ways. Preparedness measures should wherever possible be devised as springboards for prevention activities; and conversely prevention activities should always be assessed for their preparedness potential. This should be particularly so in traditionally vulnerable areas.

Over the past fifteen years, more has been done to foster disaster prevention and preparedness than ever before in the nation's history. Immediately after 1974, measures were taken to ensure that the Relief and Rehabilitation Commission (RRC) provided a responsive and systematic focal point for relief. Proclamation No.93/1974 and Proclamation No.78/1976 both sought to enhance the RRC's preparedness role, and with Proclamation No.173 in 1979, the RRC was given extensive authority to promote prevention as well as preparedness activities. The RRC has effectively fulfilled this role for almost a decade and a half.

a series of relief operations and in consistent rehabilitation as well as resettlement efforts.

However, in the midst of the vast and complex famine crisis of 1984-1985, it was felt necessary to create a National Committee for Drought Prevention and Relief, to mobilise and coordinate all international as well as national efforts. This committee was chaired by the head of state and had parallel committees down to woreda level. Fortunately, in spite of the poor rains of 1987, the rapid response by the Relief and Rehabilitation Commission, national and international non-governmental organisations and the international donor community to the potential famine threat did not require the direct intervention of the National Committee for Drought Prevention and Relief.

An Early Warning System was created in 1974, and since that time the system has become recognised as a model for many disaster-prone countries in the developing world. Similarly, immediate steps were taken to develop an effective national Food Security System, and one of the major features of these efforts is the Food Security Reserve which by 1989 at least achieved 51% of its targeted goal. Considerable emphasis had also been placed on developing a logistical base for relief and preparedness. Increased storage capacity and a sizeable transport fleet within the RRC have been some of the most apparent results. Through outreach programmes, self-help programmes, conservation of natural resources and improvements in agricultural and health techniques have been actively promoted.

Yet, despite all these efforts, gaps in policy and implementation have become apparent. These gaps more specifically entail the following:

1. Unclear lines of communication between central and local authorities regarding prevention, preparedness and relief activities;
2. Coordination problems between the Relief and Rehabilitation Commission and line-ministries in times of emergencies; and the implementation of relief, preparedness and prevention activities;
3. Unclear designation of responsibilities and of appropriate actions to be taken in times of emergencies;
4. Inadequate contingency planning underscored by a failure to link all key elements of an emergency logistics structure;
5. Inconsistency in providing a distribution system that is both coherent and equitable;
6. Lack of definition about the relationship between preparedness and prevention measures;
7. Unclear information policies essential for effective implementation of preparedness measures;
8. Structural weaknesses in the early warning system, including a lack of institutional cooperation, insensitivity to peasant early warning and coping mechanisms, and difficulties in implementing information collection procedures;
9. Inappropriately sited food reserves, including a lack of properly sited warehouses and silos to ensure a rapid relief response;



10. Lack of plans or policies to stimulate immediate economic assistance in times of threatened famine onset;
11. Weaknesses in the structures designed to preposition supplies and materials to cope with possible emergencies.

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Hence, based upon fifteen years of experience, it has become increasingly clear that disaster prevention, preparedness and relief demand firmer guidelines and interministerial cooperation than has been the case to date. For this reason, a National Conference on a Disaster Prevention and Preparedness Strategy for Ethiopia -- the first of its kind in the country -- was held in December 1988 to explore what specific measures were required. This conference was followed by a disaster prevention and preparedness strategy formulation process which has resulted in an approach to meeting the short-term and long-term challenges of disasters in a systematic way.

## CHAPTER TWO

### 2. A NATIONAL DISASTER PREVENTION AND PREPAREDNESS STRATEGY

2.1 Objectives: Considering Ethiopia's present state of vulnerability to famines and based upon a growing understanding about the nature of famine causation, disaster prevention and preparedness, a National Disaster Prevention and Preparedness Strategy is deemed to be essential.

In the broadest sense, the objectives of the Strategy are to eliminate the very vulnerabilities which lie at the root cause of famine and, until this objective is accomplished, to ensure through appropriate means of preparedness that the lives of famine-threatened people are protected, both by enhancing the Governments ability to respond and by developing effective systems of community self-help.

The more specific objectives of the Strategy are four:

2.1.1 Disaster mitigation: It is a principal objective of the National Disaster Prevention and Preparedness Strategy to mitigate those factors directly within the control of the nation that lead to drought-induced famines. There are a range of measures which have been explored over the past years that clearly can thwart those factors that plunge vulnerable people into the abyss of famine. Such measures can be introduced before vulnerable groups are forced to sell their assets, consume their seeds, and in the final period of despair, migrate. Therefore, a major objective of the National Disaster Prevention and Preparedness Strategy is to ensure that through mitigation measures the effects of famine agents can be significantly reduced;

- 2.1.2 Relief Preparedness: Though the commitment to disaster mitigation measures is firm, it would nevertheless be incautious to assume that in the short-term this commitment will remove the prospect of famine. Thus, it is a fundamental objective of the National Disaster Prevention and Preparedness Strategy to ensure that should famine strike, the nation is prepared to provide relief in the most effective and timely way, and, that following the provision of relief, institutional resources and capacities are on hand to undertake prevention and rehabilitation measures;
- 2.1.3 Preparedness to Prevention: A commitment to disaster preparedness should in no sense be seen as a deviation from a commitment to long-term disaster prevention. Preparedness should be regarded as means to sustain life and to maintain the morale of affected groups through the creation of employment and the provision of rehabilitation assistance. Preparedness also should be regarded as an all-important bridge to development. Therefore, a fundamental objective of the National Disaster Prevention and Preparedness Strategy is to emphasise the inter-relationship between disaster preparedness and prevention and to use preparedness measures as platforms for development;
- 2.1.4 Policy Coherence: A key objective of the strategy is to ensure that its short-term mitigation and relief preparedness as well as prevention measures cohere with the overall goals of the nation. Hence, this particular objective will result in a close integration of preparedness and prevention with other policy issues.

2.2 To meet the objectives of the National Disaster Prevention and Preparedness Strategy the following strategy components will be implemented:

2.2.1 Appropriate Legislation: National legislation will be enacted in order to enforce all relevant aspects of the National Disaster Prevention and Preparedness Strategy.

2.2.2 Appropriate Institutional Structures: Streamlining of the mandates of existing institutions and appropriate organisational adjustments will be made in order to provide a coherent and integrated national disaster prevention and preparedness structure.

2.2.3 Enhanced Information Systems: More sensitive early warning indicators as well as means of ensuring more coordinated approaches to data collection, analysis and dissemination will be developed in order to provide enhanced early warning and appropriate prevention and preparedness monitoring.

2.2.4 Preparedness Modalities: An extensive set of measures will be implemented to provide means for timely and appropriate disaster mitigation, and where so required, relief.

2.2.5 Prevention and Preparedness Links: Procedures will be established to ensure that, wherever possible, preparedness measures will be incorporated into longer-term prevention frameworks. In particular close links will be developed between NDPPS and the National Conservation Strategy to ensure that conservation and improved natural resources management contribute to disaster prevention and ensure environmentally sustainable development.

## CHAPTER THREE

### 3. MEASURES TO BE TAKEN TO IMPLEMENT THE NATIONAL DISASTER PREVENTION AND PREPAREDNESS STRATEGY

#### 3.1 Appropriate Legislation:

National legislation will be enacted to enforce -

- (a) an Emergency Code;
- (b) responsibilities of relevant institutions and officials in relation to the Interministerial Committee on Disaster Prevention and Preparedness (IMC), the IMC Secretariat, Disaster Prevention and Preparedness Committees at regional and awraja levels, the National Early Warning Committee;
- (c) all aspects of line ministerial functions related to the implementation of the National Disaster Prevention and Preparedness Strategy.

#### 3.2 Appropriate Institutional Structures:

##### 3.2.1 The Role of the Relief and Rehabilitation Commission (RRC)

The mandate of the RRC shall focus on:

- (a) short-term relief functions, with emphasis on its overall control over all aspects of emergency relief operations, including stockpiling and prepositioning activities;
- (b) coordination and administration of relief and rehabilitation assistance provided by national non-governmental and governmental organisations as well as by bilateral, multilateral and international non-governmental organisations;

- (c) logistics, including the distribution of relief aid and the functional operation of a national food security reserve system;
- (d) provision of rehabilitation assistance, eg. tools, seeds, etc., to assist those famine victims who have lost their basic assets;
- (e) disaster relief and preparedness training. Towards this end, the RRC, in collaboration with relevant ministries, will serve as a national focal point for relief and preparedness training for community-based organisations as well as for officials in government, both at local and national levels;
- (f) acts as the secretariat of the IMC;
- (g) acts as the Secretariat of the National Early Warning System;
- (h) participation in early warning data and information collection and analysis as an input to the National Early Warning System;
- (i) acting as a focal point for all international non-governmental organisations, ensuring that those wishing to work in Ethiopia are aware of relevant Government regulations and expectations, and facilitating contacts with appropriate Governmental institutions for the purposes of arriving at formal contracts. In so doing, the RRC will work in conjunction with the Office of the State Committee for Foreign Economic Relations to provide information to the Disaster Prevention and Preparedness Unit of ONCCP so that annual assessments of NGO contributions to the NDPPS can be incorporated into the ONCCP annual evaluation reports;
- (j) promotion of research and evaluation in its areas of competence, as outlined above;

3.2.2 Interministerial Committee on Disaster Prevention and Preparedness

There is a clear need to enhance the mechanisms for national disaster prevention and preparedness coordination. Based upon previous experiences with the National Committee on Drought Prevention and Relief, there shall be established.

- (a) an Interministerial Committee on Disaster Prevention and Preparedness (IMC), to be chaired by the Prime Minister and to include ministers and heads of institutions of the following bodies: the Office of the National Committee for Central Planning, the Ministry of Agriculture, the Ministry of Domestic Trade, the Ministry of Finance, the Ministry of Health, the Ministry of Information, the Ministry of Internal Affairs, the Ministry of Labour and Social Affairs, the Ministry of Coffee and Tea Development, the Ministry of Transport and Communications, the Relief and Rehabilitation Commission, the Water Resources Commission, the Central Statistical Authority, the Ethiopian Mapping Authority, the National Meteorological Services Agency and the Ethiopian Peasants Association.

This Committee will undertake:

- (i) to assess information presented to it to determine the extent of potential emergency threats, where appropriate to issue emergency declarations and to issue decrees on types and levels of suitable responses both nationally and internationally;

- (ii) to determine the extent to which resources from the Emergency Fund have to be committed to meet potential emergencies, and in so doing, also to authorise appeals for international assistance;
  - (iii) to review (a) at fixed periods the state of the National Disaster Prevention and Preparedness Strategy, and more specifically, (b) areas of potential vulnerability as part of a process to ensure that all in Government are kept abreast of general trends in relief, preparedness and prevention requirements;
  - (iv) to ensure the general coordination of programmes and activities involving prevention and preparedness with other aspects of development initiatives.
- (b) the RRC shall serve as the Secretariat to the Interministerial Committee on National Disaster Prevention and Preparedness (IMC). It will undertake the following functions:
- (i) to act as a national focal point for all ministerial and departmental reports, including those from the National Committee on Early Warning, dealing with potential emergency threats and to consolidate such reports for the attention of the Interministerial Committee. Similarly, it would provide reports, as necessary, upon activities undertaken to deal with emergency operations;
  - (ii) in consultation with relevant government institutions, to provide the IMC with assessments of resources available to meet



- potential emergencies and, when necessary, to recommend to the IMC additional allocations required to meet potential or on-going emergency threats;
- (iii) to monitor the expenditures of individual Government institutions as well as international donors on relief, prevention and preparedness activities and programmes, and to report its findings to the IMC;
- (iv) in consultation with relevant government institutions, to prepare on a periodic basis a report on the state of the National Disaster Prevention and Preparedness Strategy for the attention of the IMC, and to put forth to the IMC reports and studies dealing with areas of vulnerability;
- (v) to commission studies that will provide an "institutional memory" for the nation on lessons-learned from past relief operations and related activities;
- (vi) to ensure the implementation of all decisions made by the IMC regarding relief, preparedness and prevention, and in so doing to serve as a national coordinating unit for relief, preparedness and prevention activities authorised by the IMC. In this function the Secretariat will undertake to ensure that all information, reports and decisions approved by the IMC will be received by Disaster Prevention and Preparedness Committees at regional and awraja levels.

3.2.3 Line-Ministerial Functions: Line-ministries will actively incorporate prevention and preparedness activities within their normal ministerial responsibilities. Appropriate budget allocations will be made to enable line-ministries to undertake these activities.

Line-ministries will be responsible for preparing and supervising projects to be implemented by non-governmental organisations involved in rehabilitation, preparedness and development activities relevant to specific line-ministerial mandates. The RRC, in its role as focal point for registering international non-governmental organisations and mobilising their resources, will bring together line-ministries with NGOs involved in rehabilitation, preparedness and prevention activities to facilitate arrangements between line-ministries and NGOs. Line-ministries and NGOs will directly conclude agreements concerning preparedness and prevention programmes, and the RRC will ensure that copies of such agreements are sent at the time of signing to the Disaster Prevention and Preparedness Unit of the Office of the National Committee for Central Planning and the Office of the State Committee for Foreign Economic Relations.

3.2.4 Regional and Awraja Committees: Disaster Prevention and Preparedness Committees (DPPCs) at regional and awraja levels will be created in order to strengthen communication and information flows as well as relief, preparedness and prevention implementation. In so doing, DPPCs will endeavour to ensure that their own localities will establish local food stock and other preparedness modalities, with the firm commitment of the Government to support fully such local initiatives.

The membership of these committees will be consistent with the membership of the IMC where these institutions are represented or established.

To ensure that the roles of DPPCs are fulfilled:

- (a) means will be effected to incorporate mass organisations into all aspects of disaster prevention and preparedness planning and implementation;
- (b) means will be determined to incorporate non-governmental organisations into the work of Disaster Prevention and Preparedness Committees, in order to coordinate NGO activities at local levels;
- (c) decision-making mechanisms will be devised that shall enable local officials to initiate relief and preparedness measures, as determined by official guidelines, without reference to higher authorities;
- (d) based upon recommendations approved by the IMC, means will be devised and implemented to promote community participation to aid in preparedness, relief and prevention activities.

3.2.5 A National Committee for Early Warning (NCEW): A National Committee for Early Warning shall be established to replace the present Technical Committee on Early Warning. This Committee will be responsible for ensuring the coordination of data collection, analysis and dissemination. The NCEW Secretariat, to be located in the RRC, will

have responsibility to provide the IMC with early warning information required for the IMC to fulfill its mandate.

This Committee, to be chaired by the Commissioner of the Relief and Rehabilitation Commission, will include representatives of the following institutions: the Office of the National Committee for Central Planning, the Ministry of Agriculture, the Ministry of Health, the Ministry of Education, the Ministry of Coffee and Tea Development, the Ministry of Internal Affairs, the Central Statistical Authority, the Ethiopian Mapping Authority, the National Meteorological Services Agency, the Agricultural Marketing Corporation, the Ethiopian Nutrition Institute, the Plant Genetic Resources Centre/Ethiopia and the Ethiopian Peasants Association. The Secretariat's particular responsibilities are outlined under Enhanced Information Systems, below.

### 3.3 Enhanced Information Systems:

3.3.1 Research: Research activities to develop more sensitive early warning indicators and other indices for disaster preparedness purposes will be promoted.

3.3.2 Information and Data Collection and Analysis: Each institution represented on the National Committee on Early Warning shall develop its own capacity to provide information and data needed by the system. Towards this end, institutions will be assigned primary responsibilities for collecting information and data related to their respective mandates, and, in so doing, avoid problems of duplication for early warning purposes. The National Committee on Early Warning will be assisted in its information and data collection

activities by regional and awraja level Disaster Prevention and Preparedness Committees;

(a) New technologies that could enhance early warning information and data collection as well as communication and analysis will receive high priority. Towards this end, the capability of the National Remote Sensing Centre will be strengthened;

(b) The National Committee on Early Warning shall also provide periodic integrated information incorporating weather, crops, food and nutrition analyses in order to establish baseline data and periodic updates for vulnerability assessments;

(c) Cooperative arrangements will be made or, where they already exist, strengthened, with international institutions (eg, IGADD, FAO, UNEP, UNICEF, WMO, WHO) to mesh nationally generated data/information with international early warning systems.

3.3.3 Information Dissemination Policies: Clear policy guidelines will be put in place to define the types of information and the means and modes of information dissemination necessary for prevention and preparedness.

#### 4 Preparedness Modalities:

The following preparedness modalities are envisaged for the effective implementation of the National Disaster Prevention and Preparedness Strategy. These modalities are not

considered to be exhaustive and modifications or improvements will be made in the light of future experience and research.

- 3.4.1 Special Fund: A special Disaster Prevention and Preparedness Fund will be established under the direct authority of the IMC to provide additional support in cash or kind for prevention and preparedness activities.
- 3.4.2 Disaster Preparedness Codes: An Emergency Code will be devised to clearly define institutional responsibilities and procedures for implementing relief, rehabilitation and preparedness measures. The RRC will be responsible for coordinating all studies and activities leading to the drafting of the Code.
- 3.4.3 National Logistics Plan: A national logistics plan will be developed to ensure that all resources required for relief, rehabilitation and preparedness will be handled in an appropriate and timely way. The RRC will be responsible for coordinating all studies and activities leading to the drafting and implementation of the Plan.
- 3.4.4 Local Food Security Reserves: Food availability is cornerstone of the preparedness strategy. Within the framework of the National Food Security Reserve System, local food reserve stocks will be created in vulnerable areas down to awraja level, with particular emphasis upon locally implemented release mechanisms of such reserves for relief and preparedness purposes. Furthermore and consistent with the National Food security Reserve Strategy, such food reserves will also be used as a mechanism for price stabilisation in local

markets. In conjunction with the ONCCP's Food and Nutrition Unit, the RRC will be responsible for coordinating all studies and preparing recommendations leading to the implementation of the proposed local food security reserves.

3.4.5 Government Subsidised Food Retail Outlets: To guarantee that food will be easily accessible to needy groups, an extensive system of government subsidised retail food outlets will be established in rural as well as urban areas of vulnerable regions. The Ministries of Agriculture and Domestic Trade will take responsibility for preparing recommendations for implementing this measure.

3.4.6 "Off-the-Shelf" Food-for-Work/Cash-for-Work Public Works Programmes: Employment creation schemes are major aspects of famine prevention and preparedness. "Off-the-shelf" employment creation schemes (viz., pre-planned employment creation schemes that can be implemented at short notice to provide food or cash for food for vulnerable groups in times of threatened famine onset) will be implemented when conditions, as stipulated by the Emergency Code, so require. Such "off-the-shelf" employment schemes, focussing amongst other things upon labour intensive Food-for-Work and Cash-for-Work programmes, will be devised for traditionally vulnerable areas with longer-term prevention plans in mind. "Off-the-shelf" projects will include, among other things, soil and water conservation, afforestation, small scale irrigation, rural roads construction and other community based activities. All line-ministries, in conjunction with the RRC, will be responsible for submitting proposals to implement this measure to the IMC.

3.4.7 Labour Mobility: For those vulnerable peoples unable to be absorbed by relief projects within their own areas, means 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 shall be developed. The responsibility for determining such information requirements will rest with the Secretariat of the National Early Warning Committee.

3.4.8 Cattle Camps and Animal Protection Systems: As a means to protect the assets of vulnerable groups in times of threatened famine onset, a system of "cattle camps" will be established wherever feasible to provide sources of water and forage to cattle essential to vulnerable groups in times of drought. The Ministry of Agriculture will be responsible for organising relevant studies, and in conjunction with interested institutions, to propose recommendations for their implementation.

Greater emphasis will be given to expanding veterinary facilities in vulnerable areas in order to deal more readily with potential livestock epidemics.

To ensure that vulnerable groups will receive fair prices for their cattle in times of threatened famine onset, the feasibility of increasing the off-take level through improved marketing arrangements and introducing a system of mobile abattoirs will be actively explored.

3.4.9 Tax and Debt Relief: As a further means to protect the assets of vulnerable groups in times of threatened famine onset, provisions will be made to provide tax and debt relief for such groups. The modalities of



implementing this measure will be the joint responsibility of the Ministry of Finance, the Ministry of Agriculture and the RRC.

3.4.10 Emergency Food, Health and Relief Services: Should famine mitigation measures not avert famine onset, then the following measures will be undertaken to ensure that essential supplies are prepositioned to deal with emergency and rehabilitation situations:

- (a) prepositioned food, including items necessary for supplementary feeding, will be stored in strategic locations as determined by the National Food Security Reserve Strategy. Release mechanisms for such emergency food supplies will be incorporated into the emergency code;
- (b) pre-positioned medical supplies, similarly, will be stored at strategic sites;
- (c) pre-positioned shelter materials, including sanitation equipment, will be provided as components of emergency services;
- (d) requirements needed for immediate post-relief rehabilitation operations will be determined, and, where feasible, prepositioned. The RRC will submit proposals for the implementation of this measure.

3.4.11 Food Distribution Systems: For provision of emergency food assistance, the RRC will undertake to ensure that an agreed standard ration (bearing in mind the particular nutritional requirements of highly vulnerable groups, eg, lactating mothers, children under five) will be used by all institutions, national and international, engaged in relief activities in Ethiopia.

Uniform distribution procedures will be enforced to ensure equitable distribution and to facilitate more effective relief management.

3.4.12 Relief Management Manuals: Detailed guidelines and procedures for relief management and post-relief rehabilitation shall be developed by the RRC, and will form the basis for two types of relief manuals: those that deal with relief and immediate rehabilitation requirements and procedures from a national perspective, and those that are regionally specific. Incorporated into these manuals will be specific sections dealing with relief management and means to deal with immediate post-relief rehabilitation.

3.4.13 Seed Banks: Means for ensuring seed distribution either to thwart an emergency situation or to assist in post-disaster recovery shall be provided. Appropriate recommendations to ensure the implementation of this measure will be the responsibility of the Ethiopian Seed Corporation. Moreover, the Plant Genetic Resources Centre/Ethiopia will take the necessary measures to rescue indigenous varieties of seeds in drought prone areas.

3.4.14 Water Supply Systems: Extensive water surveys in vulnerable areas and the development of moisture conservation, water harvesting and storage techniques shall be undertaken, and these activities will be linked to the nation's overall water development programmes. Furthermore, active efforts shall be made to introduce pre-positioned well-digging machinery, water pumps, containers and equipment for water purity testing. Appropriate training in repair and maintenance of pumps as well as in water purity testing

will also be developed. The Ethiopian Water Commission will take responsibility for conducting relevant studies and for proposing recommendations for implementing this measure.

**3.4.15 Training:** Training requirements needed to implement the National Disaster Prevention and Preparedness Strategy shall be given high priority, and towards this end the RRC, in conjunction with the Ministry of Education, the Ministry of Agriculture, the Ministry of Health, the Ministry of Labour and Social Affairs, the Ethiopian Red Cross Society and relevant mass organisations shall put forth recommendations to ensure that such training requirements be fulfilled.

**3.4.16 Secondary Economic Activities:** The Handicraft and Small-Scale Industries Agency and the relevant department of the Ministry of Agriculture shall undertake to promote secondary economic activities in vulnerable areas.

**3.4.17 Community Participation and Manpower Requirements:** Means and procedures to enhance community involvement in disaster prevention and preparedness and to mobilise manpower to assist in times of emergencies will be implemented by Disaster Prevention and Preparedness Committees, and such activities will be supervised by the Interministerial Committee on Disaster Prevention and Preparedness.

### **3.5 Prevention and Preparedness Links:**

All development programmes, particularly soil and water conservation, afforestation, small-scale irrigation, rural

industrialization, rural roads construction, wherever feasible, should automatically incorporate aspects of preparedness, and, conversely, all preparedness measures should be regarded as platforms for development. The Interministerial Committee on Disaster Prevention and Preparedness shall ensure that all development programmes and preparedness measures are to the extent possible integrated and in consistence with the National Food and Nutrition Strategy.

Towards this end, the IMC Secretariat will submit to the IMC an annual Disaster Management Plan which will (1) assess the value base of line-ministerial preparedness and prevention projects undertaken during the previous year, (2) review and evaluate the prevention and preparedness plans to be implemented by line-ministries, and (3) make suggestions about the priority uses of the IMC Emergency Fund.

### 3.6 Financial Resources:

The financial resources required to implement the National Disaster Prevention and Preparedness Strategy shall be determined after relevant studies have been completed.

The major areas which require financing include: strategy formulation including conducting various studies; planning and programming; formulation of projects and programmes; institutional and administrative arrangements, also incorporating the emergency fund; implementation of programmes and projects; and monitoring and evaluation.

A detailed financial plan for the Strategy components shall be worked out during the planning phase of the Strategy. The major sources to finance the Strategy are envisaged to be Government, public contributions and external assistance.