

# Table Of Content

1. Introduction	II
2. Policy Vision, Mission and Objectives	I
3. Policy Directions and Strategies	2
3.1 Comprehensive Disaster Risk Management System	2
3.2 Early Warning and Disaster Assessment Information Informed Response	4
3.3 Official Disaster Declaration System	5
3.4 Decentralized Disaster Risk Management System	6
3.5 Mainstreaming of Disaster Risk Management into Sectoral Institution	6
3.6 Source of Resources and Resource Mobilization Procedure	7
3.7 Information Management and Communication System	8
3.8 International Cooperation	8
3.9 Implementation Capacity	9
3.10 Cross-Cutting Issues	10
4. Policy Implementation and Principles	11
5. Disaster Risk Management Administration System	12
6. Monitoring and Evaluation	15
7. Enforcement Laws and Directives	16
8. Definitions of Key Words and Terminologies used in the policy	16

# 1. INTRODUCTION

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

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

Considering this context, the new business process for disaster prevention and preparedness system was designed by the then Ministry of Agriculture and Rural Development following the business process reengineering work it has undertaken on the basis of the needs of customers and stakeholders and best practices documented within and outside the country. This has brought about a paradigm shift in direction and led to doing business differently by moving away from a system that mainly focused on drought and supply of life saving relief emergency assistance during disaster to a comprehensive disaster risk management approach, which, unlike in the past, is being implemented with the aim of reducing disaster risks and potential consequences of disasters by providing appropriate and timely responses to disasters before, during, and after the disaster period at all levels through establishing a coordinated, accountable, and decentralized system.

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

## 2. POLICY VISION, MISSION AND OBJECTIVES

249 SN

### 2.1 Vision

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

### 2.2 Mission

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

### 2.3 Objectives

#### 2.3.1 General Objective

The main objective of the Policy is to reduce disaster risks and potential damage caused by a disaster through establishing a comprehensive and coordinated disaster risk management system in the context of sustainable development.

#### 2.3.2 Specific Objectives

Specific objectives of the policy are the following:

2.3.2.1 To reduce and eventually prevent disaster risk and vulnerability that pose challenges to development through enhancing the culture of integrating disaster risk reduction into development plans and programmes as well as by focusing on and implementing activities to be carried out before, during, and after the disaster period to address underlying factors of recurrent disasters.

2.3.2.2 In times of disasters, to save lives, protect livelihoods, and ensure all disaster affected population are provided with recovery and rehabilitation assistances.

2.3.2.3 To reduce dependency on and expectations for relief aid by bringing attitudinal change and building resilience of vulnerable people.

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

## B. POLICY DIRECTIONS AND STRATEGIES

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

### 3.1. Comprehensive Disaster Risk Management System

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

# Strategies

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

### 3.2. Early Warning and Disaster Assessment Information Informed Response

Providing response on the basis of early warning and disaster assessment information enables resources allocated for response to be properly utilized for the intended purposes and, in the event of a disaster, to save lives and livelihoods by providing timely and appropriate response by properly identifying areas and people in need of emergency relief assistance. In addition, such an approach of provision of response allows to properly implementing recovery and rehabilitation interventions to help bring the affected population as well as social, infrastructure, and economic activities back to normal condition and build them back better as required to reduce future disaster risk. According to the practice up until now, however, response is not fully informed by early warning or disaster assessment information in the event of a disaster rather it is predominantly being provided based on the findings of biannual seasonal assessments conducted after the rainy seasons. In addition to requiring more resources, personnel, and materials for conducting the assessments, such practice is being negatively affecting ongoing efforts towards achieving a more effective response operation by making the response as speedy as required and ensuring that relief assistance goes only to those people that are confirmed to have been facing temporary problems and in need of relief assistance. Therefore, response shall only be provided on the basis of early warning and assessments conducted during the disaster period.

## Strategies

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

### 3.3. Official Disaster Declaration System

When early warning and disaster assessment information confirm the occurrence of the disaster, providing timely and appropriate response by officially declaring the disaster at all level is vital for the effectiveness of the disaster risk management system. Looking at the practice up until now in this regard, it has been only the National Disaster Prevention and Preparedness Committee officially declaring the occurrence of a disaster and though this is appropriate, pursuant to Article 93 of the Constitution, the Regional States also have the power to declare the state of emergency. However, there is no clear procedure in this regard. Moreover, it is unknown whether there is a similar responsibility at woreda and zonal level in addition to the fact there is no clear procedure with respect to what criteria needs to be met in order to declare the disaster officially. As a result, according to the current practice, emergency relief assistance is being provided only on the basis of assessment findings though it is supposed to be provided following the declaration of the disaster. This has opened the way for the emergency relief assistance to be channeled not only to those affected and are in need of such transitory assistance, but also to those that are ineligible. This situation has not only contributed to the existence of a deep-rooted and expanded dependency syndrome, but also negatively affecting our efforts towards building the images of the country. Therefore, a mechanism for official declaration of disaster on the basis of early warning and disaster assessment information shall be established.

## Strategies

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

*tax exemption*

### 3.4. Decentralized Disaster Risk Management System

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

## Strategies

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

### 3.5. Mainstreaming Disaster Risk Management into Sectoral Institutions

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

## Strategies

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

### 3.6. Source of Resources and Resource Mobilization Procedure

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

## Strategies

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