



Context

Ethiopia is exposed to numerous hazards including droughts, floods, volcanoes, and earthquakes desert locust, and intercommunal and now large-scale conflict. The country has a long history of recurring climatic vulnerability and droughts, which have increased in magnitude, frequency, and impact since the 1970s (World Bank, 2020). In the highlands, the large number of people living on rain-fed arid and semi-arid land makes it extremely climatically vulnerable from either shortages of, or excessive, rainfall. The lowlands are vulnerable to increased temperatures and prolonged droughts that may affect livestock rearing. The highlands may suffer from more intense and irregular rainfall, leading to erosion, which together with higher temperatures may result in lower agricultural production. In the lowlands lives and livelihood are equally vulnerable to climatic shocks such as increased temperatures and prolonged droughts as lowland livelihoods are typically dependent upon livestock rearing. Increases in climatic variability combined with an increasing population puts pressure on natural resource ownership oftentimes leading to intercommunal conflict, which also may lead to greater food insecurity in some areas (USAID Communication).

On average 1.5 million are affected by drought every year, but during dry years this is substantially higher (World Bank et al. 2019). The drought in the Horn of Africa in 2011 affected approximately 13 million people at its peak and occurred as a result of a series of failed rains in Kenya, Somalia and Ethiopia¹. In 2015 /2016 Ethiopia experienced one of its worst droughts, the so-called El Niño induced drought in decades, which impacted the lives and livelihoods of almost 20 million people. Ethiopia is projected to continue to experience drought conditions compounded by climate change, and the country's exposure to drought and floods is heavily influenced by the El Niño/La Niña and Indian Ocean Dipole phenomenon. Climate change impacts are likely to increase temperatures, create greater rainfall variability with more frequent extremes, and change the nature of seasonal rainfalls. In July 2021, heavy rains during the *kiremt* season (June to September) and flooding continue in Ethiopia, with over 500,000 people affected and around 300,000 displaced since July² in the regions of Oromia and Afar.

¹ [http://www.fao.org/emergencies/regions/east-and-central-africa/en/?page=88&ipp=10&tx_dynalist_pi1\[par\]=YToxOntzOjE6IkwiO3M6MToiMCI7fQ==](http://www.fao.org/emergencies/regions/east-and-central-africa/en/?page=88&ipp=10&tx_dynalist_pi1[par]=YToxOntzOjE6IkwiO3M6MToiMCI7fQ==)

² <https://floodlist.com/africa/ethiopia-floods-update-september-2020>

The percentage of the population that lives below the national poverty line stands at 23.5 and 24 percent below the food poverty line. Therefore, in the face of such vulnerabilities, droughts pose a major challenge to improve food security (WFP, 2020). Climate change related hotspots of increased food insecurity in the future are likely to include areas in Afar and Tigray, Southern Oromia, the central Rift Valley, and the eastern lowlands (MoFA, 2018). It is estimated that climate change may reduce Ethiopia's GDP up to 10 percent by 2045, primarily through impacts on agricultural productivity (USAID, 2016). All this is exacerbated by multiple factors including poor farming methods, rapid population growth, deforestation, poor resource management and low economic development (World Bank, 2020). More recently security concerns due to the Tigray crisis have adversely impeded the implementation of climate projects (UNDP, 2020). Administratively, Ethiopia is divided into 10 regional states (*kililoch*)³ and two chartered cities/administrative states⁴; 68 or so Zones ; 1000 plus districts (*Woredas*) which are further subdivided into a number of wards (*kebele*)

Regional level

In 2013, Ethiopia subscribed to the region wide "IGAD Drought Resilience and Sustainability Initiative" (IDDRSI) and developed the Country Programme Paper as a framework to improve livelihoods and enhance the resilience of drought-prone communities. It identifies six areas of intervention including DRM.

National legislation and policies

There is no overarching 'primary' law, such as a proclamation, that governs disaster management and Disaster Risk Reduction (DRR) in Ethiopia, apart from the general duties of the government to protect and assist citizens in the event of disasters as established in the Constitution (IFRC, 2013). The entry point for Anticipatory Action (AA) would be the *National Policy and Strategy on Disaster Risk Management* (2013)⁵ (DRM Policy), the current legal document which sets out the details of the comprehensive national disaster management system in Ethiopia. This is supplemented by a *Disaster Risk Management Strategic Program and Investment Framework* (DRM-SPIF) which helps to realise the objectives set out in the policy, within the context of sustainable development and the decentralisation agenda. Compared to the previous 1993 policy, the approach changed to one of multi-hazard, multi-sectoral DRM, with an emphasis on ex-ante, preparedness and DRR (WFP, 2020). These documents must also be placed in the more general policy framework applicable in Ethiopia such as the climate policy governed by the *Climate Resilient Green Economy* (CRGE) strategy ⁶ and the Guidelines for Mainstreaming Disaster Risks into Development Planning Processes and Future Investment Decisions. The 1995 Ethiopian Constitution paved the way for the decentralisation agenda and devolution to the *woreda* level became effective as of 2002.

The *National Disaster Risk Management Commission* (NDRMC) was established in 2016, by Regulation No.363/2015, to implement the DRM policy (EC, 2018). It was initially accountable directly to the Prime Minister Office and now under the newly created Ministry of Peace. It is accountable to the Disaster Risk Management Council (DRMC), chaired by the deputy Prime Minister and mandated to ensure a more streamlined DRM approach, including an Early Warning and Response System across all government administrative levels, i.e., at the Federal, Regional, *Woreda*, *Kebele* levels and also in the city administrations. The DRR Directorate of the NDRMC has the responsibility of spearheading Ethiopia's new,

³ Tigray, Afar, Amhara, Oromia, Somali, Benishangul-Gumuz, Sidama, Southern Nations Nationalities and People Region (SNNPR), Gambella and Harari

⁴ Addis Ababa, and Dire Dawa.

⁵ This is an amendment of the 1993 National policy on disaster prevention and management. It includes general directions and major implementation strategies, including on a decentralized DRM system, early warning and risk assessment, information management, capacity building, and on integration of DRR into development plans

⁶ The CRGE, adopted in 2011, predates GTP II, and provides a blueprint for achieving lower middle-income status by 2025 with no net increases in greenhouse gas emissions relative to 2010 levels.

proactive approach to managing risk. The Directorate follows a model based on decentralised and participatory approaches involving local governments called Woreda Disaster Risk Reduction Planning (WDRRP) (EC, 2018).

For Climate Change the *Climate-Resilient Green Economy* (CRGE) Facility was established in 2011 to coordinate climate finance delivery for the implementation of the strategy. The technical implementation of the strategy is coordinated by the Environment, Forest, and Climate Change Commission (EFCCC)⁷, while the budgetary and financial aspects of implementation are overseen by the Ministry of Finance and Economic Cooperation (MoFEC) (Climate Analytics, 2020). This includes Ethiopia's US\$50m Green Climate Fund programme⁸.

DRM governance and coordination structures and mechanisms exist at regional and federal levels with clearly defined roles and responsibilities (FAO, 2021). The DRM committee structure is led by the government with the full participation of the communities, and organised up to the *kebele* level (WFP, 2020). The Woreda DRM task force comprises sector officers, the regional DRR office, the NDRMC supported by other donors and PSNP and the humanitarian actors providing complimentary support. In addition to their role in developing WDRRP, the primary responsibility of the *kebele* DRR committees include collecting and reporting early warning information and coordinating emergency response at times of disaster.

The new policy led to Woreda Disaster Risk Profiles (WDRP), Contingency Plans (CP) and Disaster Mitigation/ Adaptation Plans (DMAP) for more than half of the *woredas* in the country (EC, 2018). This has been through the DRR Directorate at the Federal Level, with limited resources from some external donors. However, the federal level doesn't provide funding to implement the plans, which is left to the Regional Governments. As a consequence, many Woreda Contingency Plans and Disaster Profiles and Management Action Plans (WDMAP) remain underfunded.

Disaster Risk Financing

Ethiopia does not currently have a disaster risk financing strategy. Although one could argue that the contingency budgets as originally designed within the Productive Safety Net Programme Phase 4 (PSNP4), although currently unfunded mandates, could be considered disaster risk financing (USAID Communication). The PSNP (see social protection section) is a vertical national programme budgeted at the federal level, with considerable support from the international donor community, and implemented at regional and woreda level and accounted as additional funding to the above grants to the regions. The PSNP integrates ex-post humanitarian assistance within a risk financing strategy, aimed at protecting communities against climate-related shocks.

Although the country was one of the 19 African countries that was part of the Africa Disaster Risk Financing (ADRF) initiative, launched in 2015, it is unclear what the outcome was apart from a country disaster risk profile. The aim of the initiative was to focus on the broader disaster risk finance agenda and help countries to tailor financial protection policies and instruments which could help them respond quickly to disasters⁹. Currently there is a mix of contingency funds at all tiers of government, donor financing, climate funds, ad-hoc insurance pilots and humanitarian resources.

⁷ Formerly known as the Ministry of Environment, Forest and Climate Change. The Ministry was then converted to a commission—the EFCCC—in 2018 by the Abiy Ahmed administration, though its climate mandate remained unchanged.

⁸ <https://www.greenclimate.fund/project/fp058#investment>. Accessed 18 September 2021

⁹ The ADRF was financed by the European Union EU and implemented by the World Bank and the Global Facility for Disaster Reduction and Recovery (GFDRR), as part of the Africa, Caribbean and Pacific (ACP) – EU Program, Building Disaster Resilience in Sub-Saharan Africa.

The DRM Policy mentions the establishment of a disaster response fund, although it is unclear whether there is a budget line for it (GoE, 2013). The decentralisation agenda translated to annual transfers of 'block grants' from the federal to the woreda level via the regional level, according to a predetermined formula and with minimal conditionality. This transfer is the most important source of funding for the regional and woreda governments. This allows the woreda governments to implement their own administrative and development plans without undue interference. The grants are complemented by locally raised internal "own resources". It is up to the regions to decide what sectors¹⁰ to prioritise with their limited resources and how much to transfer to the zonal and woreda administrations. Three regions - Oromia, Amhara and Tigray - have already developed their own DRM Contingency/Reserve Funds with funding from both the regional governments and donations from the communities, local institutions, the private sector and donors such as the European Union¹¹. The Oromia Disaster Reserve Fund¹² collects funding from different sources in the region ranging from 60 to 65 million ETB (approx. 2 million Euros) on an annual basis. For example, communities in *Yadii Kebele*, *Gura Damolle Woreda*, in the Bale Zone contribute around ETB 25, 000 (about 700 Euros) to this fund annually. While 30 percent of the Reserve Fund is utilised for mitigation and adaptation in "good years", the remaining 70 percent is used to respond to disasters within the region. During 2017/18, the Oromia Regional Government allocated ETB 16 million (€0.5 m) for flood mitigation (EU n.d.). However, the guidelines for the fund do not make any reference to the woreda level Contingency Funds. The Somali and SNNPR regions will be supported via the NDRMC to set up the structure and systems to start early response operations. DRR-Result 3 of the EU RESET project, which will be supporting the above-mentioned regions, stipulates that - Effective Regional Contingency Funds (DRR-CF) are in place to reinforce preparedness and early response (EU, n.d.). Based on the tentative ratios that have been established by regions for preparedness (40 percent) and early response (60 percent), the proposed early response window could finance a number of early actions defined by Community Contingency Plans.

Risk transfer initiatives have been piloted that have formed the basis for learning. These include: Weather index-based crop insurance (WICI); Index-Based Livestock Insurance; WFP-led index-based insurance projects such as SIIPE (Satellite Index Insurance For Pastoralists In Ethiopia) and the R4 (Rural Resilience Initiative) programme that use satellite estimates to trigger pay-outs as an early response to drought. Studies show that investments in seeds, fertilizers, and productive assets by farmers under the R4 scheme also have risen and insured farmers in Ethiopia demonstrate increased resilience, for example, by accumulating savings about twice as much as farmers without insurance (actalliance, 2020). Therefore, these initiatives provide great opportunities to establish linkages and synergies with AA (WFP, 2020).

Social Protection

The *National Social Protection Policy (NSPP)* (2014), Strategy (2016) and Plan (2017), adopted the Africa Union social policy framework (SPF) as a set of '*formal and informal interventions that aim to reduce social and economic risks, vulnerabilities and deprivations for all people and facilitates equitable growth*'¹³ around five areas of intervention¹⁴ is overseen by the Ministry of Labour and Social Affairs (MoLSA).

A central part of this strategy is the flagship **Productive Safety Net Programme (PSNP)**, set up in 2005, which is explicitly designed to address shocks, and address chronic food insecurity. The programme

¹⁰ Five decentralised sectors: 1) roads; 2) education; 3) health; 4) water; and 5) agriculture.

¹¹ Through the EU RESET Programme

¹² ODRMC manages the Fund as per regulation number 152/2012 issued by the regional government to administer the fund.

¹³ <https://au.int/en/sa/key-african-social-and-human-development-commitments>

¹⁴ 1) Social Safety Nets, 2) Livelihood and employment schemes, 3) Social Insurance, 4) Basics services and 5) legal protection.

provides predictable food and/or cash transfers to up to 10 million chronically food insecure beneficiaries (expanding, contracting according to changing needs) in exchange for working on public works projects that invests in building the resilience of communities to climatic shocks. Households with no able-bodied members receive year-round unconditional transfers. The PSNP aims for national coverage, apart from two regions¹⁵, with an annual total of 10 million beneficiaries¹⁶ (8.3 chronic food insecure households routinely supported and up to 1.7 million additional ‘transient’ beneficiaries should emergency scale-up be needed) (UNICEF, 2019). By design, the PSNP connects to high-level policies on social protection, DRM and climate change to promote “*resilience to shocks and enhance livelihoods, improve food security and nutrition for rural households vulnerable to food insecurity*” (GoE, 2014). It contributes to DRM by building household and community resilience by targeting the most vulnerable and developing community assets through public works¹⁷ and through scalability since coverage can be expanded ahead of anticipated shocks to reach new beneficiaries. Research undertaken into SRSP in Ethiopia highlights that social protection systems have potential to build anticipatory capacity, helping people prepare and plan for climate extremes and disasters along with reducing the impact of climate related shocks, and building longer term resilience (OPM, 2017; World Bank 2016).

The PSNP in its current form can be considered as operating a continuum of four risk management instruments. The design of the PSNP allows for a rapid mobilisation of additional resources in the event of an emergency through a temporary vertical and/or horizontal scale up. If needs exceed eight million people in the PSNP *woredas* that receive regular transfers, a combination of national and regional contingency budgets¹⁸, a risk financing mechanism (RFM) for mobilisation of up to US\$80m for a crisis each year, and humanitarian assistance through the Humanitarian Requirements Document (HRD), is used to cover up to an additional two million people. When needs surpass 10 million people, additional people are then reached through the humanitarian system (World Bank, 2020; OPM, 2017). The established early warning systems such as the Hotspot *woreda* classification systems, the biannual seasonal assessments, and national IPC triggers the release of funds and informs humanitarian appeals (USAID communication). Guidelines state that such early warnings should be provided by the Livelihood Early Assessment Protection (LEAP) system of the PSNP and the federal government’s Early Warning System (the Livelihood Impact Assessment Sheets (LIAS) (OPM, 2017). PSNP Phase 4 was meant to introduce a National Household Registry, to be housed in MoLSA, which would act as a full database for all Ethiopia’s safety net, social protection and relief programmes. In March 2021, the fifth phase was launched and over the next five years, the PSNP will reach up to nine million routine beneficiaries¹⁹. The institutional housing for this has shifted over time, but has always been government-led, decentralised through regional and local institutions. Its current institutional home is the National Disaster Risk Management Commission (NDRMC), although it is implemented by the Ministry of Agriculture (Maxwell *et al.* 2021).

Various studies have been conducted on the effectiveness of the PNSP. A World Bank study showed that government delivery systems for food and cash transfers in Ethiopia such as the PSNP were estimated to be 25 percent cheaper than the humanitarian system (World Bank, 2013). Transfers through the PSNP reduced the initial impact of a drought on beneficiaries by 57 percent, eliminating the adverse impact on

¹⁵ Afar, Amhara, Dire Dawa, Harare, Oromiya, SNNP, Somali and Tigray Regions

¹⁶ Both geographical and community based targeting

¹⁷ These are projects centered on adapting to climate change and supporting resilience, including projects that focus on increasing water security, reducing soil erosion, and diversifying livelihoods.

¹⁸ The GoE manages a contingency budget comprising 20 per cent of the annual PSNP budget. Some 5% is to be spent at the discretion of *woreda* officials (normally to address exclusion errors and transitory needs); 15% is held at regional level, to address transitory need only. The regional budget is dependent on corroborating data from the early warning system and the existence of contingency plans to be activated when a shock is anticipated or occurs.

¹⁹ <https://www.usaid.gov/ethiopia/press-releases/mar-29-2021-us-and-ethiopia-launch-new-22-billion-phase-productive>

food security within 2 years (World Bank 2020). The system was able to deliver benefits to households affected by drought six weeks after a request was made for its activation, while the existing emergency response mechanism took nine months from the launch of the humanitarian appeal. In 2016, the timeliness of funding that was made available to respond to the drought created savings of over US\$6 million (Cabot Venton and Sida 2017). There have also been operational challenges. When the RFM was triggered in 2011, although the response after the decision to trigger was very fast, there was a delay of several months from when data became available to when the regional governments requested release of the RFM resources (OPM, 2017). Similarly, in 2016 and 2016-2017, although the system was “good enough” to respond to major climate-related shocks there was a delay in “official” response, despite the availability of informal early warning signals. A case has been made for using automated triggers that connect directly to allocation decisions within PSNP to bypass political discussions (Maxwell *et al.*, 2021).

Anticipatory Action Pilots

OCHA CERF AA framework: In October 2020, an AA framework for drought was endorsed by the Humanitarian Country Team²⁰. Lessons learned in developing the Somalia AA Framework were incorporated as much as possible given some overlapping country characteristics such as the pattern of rainy seasons, exposure to regional climatic phenomena. Key improvements include (a) the ability to trigger at both the regional and national level (b) inclusion of drought indicators in the trigger in addition to the food security element and (c) a more detailed plan for activation to further speed up the allocation process. A budget of US\$20 million is available in two tranches targeting 890,474 people. The triggers are based on two conditions - Condition 1 (food insecurity): At least 20 percent of the population of one or more regions projected at IPC4+; or At least 30 percent of the population of a region projected at IPC3+ AND an increase by 5 percentage points from the current estimate to the projected estimate; Condition 2 (drought): At least 50 percent probability of below average rainfall from at least two seasonal rainfall forecasts OR Drought named as a driver of the deterioration of the situation in the food security report (IPC or FewsNet) (OCHA, 2021; n.d.). The forecast sources for rainfall include National Meteorological Agency (NMA); Regional IGAD Climate Prediction and Applications Centre (ICPAC); International Research Institute (IRI) at Columbia University ; North American Multi-Model Ensemble (NMME); Climate Hazards Center (CHC), University of California at Santa Barbara. Interventions include providing farming inputs and cash (targeting farmers), Animal health treatment (targeting pastoralists) , Livestock feed and cash (targeting pastoralists), Rehabilitation of non-functioning water schemes, Distribution of water, sanitation and hygiene items, Hygiene promotion, amongst others.

The triggers were activated in December 2020 due to predictions of below-average spring 2021 rains and implementation will continue until the end of September 2021. The AA areas of intervention include seven zones²¹ in Afar, Oromia, Somali and SNNP regions, where drought is the main driver of food insecurity. (OCHA, n.d). Emerging lessons from an evaluation include the need to simplify, the threshold of 50 percent below average rainfall probability is too high and may not be feasible to meet based on existing forecasting capacities; and the recommendation to start small, strive for impact not perfection (‘good enough’) and to grow as an organic process into a sustainable national trigger system. It also recommended that “AA *needs to become more closely aligned with climate resilience in order to more effectively address food insecurity*” and that in order to build buy in and further expand the use of the trigger to ensure sustainability - the trigger

²⁰ Partners: FAO, UNFPA, UNHCR, UNICEF, WHO

²¹ Awsi, Kilbati, Gabi, Fanti, South Omo, Kiban and Afder

design process needs to involve national stakeholders at key decision points rather than being a top-down, largely OCHA-driven exercise (OCHA & RCCC, 2021; p.34).

Ethiopian Red Cross Society (ERCS) is piloting a FBF project covering the period 2018-2022. The ERCS, along with government agencies, the Red Cross Red Crescent Climate Centre (RCCC) and the 510 global data initiative, has developed an Early Action Protocol (EAP) for riverine floods to monitor weather forecasts and analyse their potential impact on vulnerable communities. Floods were prioritised based on a review of the historical events and disaster databases in the country which showed that almost all the regional states have been exposed to flood hazards²². The target population identified are pastoralists and agro-pastoralists in the low-lying areas of South, Western and South Eastern parts of the Country, who are frequently impacted since given their high poverty levels are unable to relocate to higher lands and diversify their livelihoods. The EAP will target a total of 5650 Households (28,250 people). The flood EAP will use flood forecasts from the Global flood awareness system (GLOFAS) in line with the NMA Weather Research and Forecasting (WRF) model 10-day precipitation forecast at pre-activation period. Other forecasts that will be used and monitored include the seasonal forecasts from NMA & Basin Development Authority (BDA) and Hype Discharge model and water level flow measurement from BDA. Actions will be based on the developed trigger table when the GLOFAS forecast indicates a level of river discharge that is greater or equal to a level of 10 years return period with a probability of at least 75 percent within seven days lead time- period.

In March 2021, the EAP was tested out in a flood simulation²³ in the *woreda* of Amibara in the Afar Region, which is crucial to align communication flows among all the different partners and the impact of early actions set out in the protocol and document key learnings. A second simulation was conducted in April 2021, in the Itang Special *Woreda* in the Gambela Region which has a different livelihood zone and culture that is very different to Amibara. The EAP was subsequently approved later in March 2021. The simulation was part of the Netherlands Red Cross Innovative Approaches to Response Preparedness programme (IARP), supported by the IKEA Foundation²⁴, which establishes national scale impact-based forecast systems, consisting of anticipatory actions that include prioritised actions which are determined alongside communities along with pre-positioned funding.

For this project the Ethiopia Red Cross is working closely with the NDRMC, the National Meteorological Agency (NMA), the Basin Development Authority (BDA), the Ministry of Agriculture, Ethiopian Space Science Institute (ESSI), WFP and FAO. These agencies, along with OXFAM, are part of a task force chaired by NDRMC, with ERCS serving as the Secretariat. The taskforce identified drought and floods as the two hazards for the pilot project (WFP, 2020). The early actions are aligned with the ERCS mandate, NDRMC strategy and national policies (IFRC, 2021).

The **World Food Programme (WFP)** is currently undertaking a pilot initiative in the Somali Region of Ethiopia (“Building National Capacities for Forecast-based Financing”). The project aims to achieve this by enhancing the adaptive capacity of vulnerable communities against the effects of climate change by strengthening national capacities and systems for climate risk management. This is being done through the generation, use and integration of tailored climate forecasts and triggers with anticipatory actions, and put together into Standard Operating Procedures (SOPs) for early action against agricultural drought (WFP, 2020). Capacity strengthening of the NMA, through technical support from the International Research Institute for Climate and Society (IRI), is a key part of development of tailored forecast triggers. The drought

²² <https://www.anticipation-hub.org/news/practice-makes-perfect-planning-for-floods-in-ethiopia>

²³ <https://www.anticipation-hub.org/news/ethiopian-flood-trigger-simulation-optimizing-early-action-protocols>

²⁴ IARP is a Forecast-based Financing programme in Ethiopia, Uganda and Kenya. The project began in January 2018 and will run until the end of 2022. The grant amount is over €10 million,

AAs SOP for the Somali Region is developed by the Regional technical working group that is chaired by the regional DRM Bureau (DRMB) with WFP as the secretariat. It is aimed at being a guiding framework for actors to collaboratively implement AAs in the region, especially targeting vulnerable pastoral households. This SOP in the Somali Region will connect to existing resilience building initiatives in the region, such as risk insurance through the SIIPE project and PSNP. The SOP is also planned to be integrated into the DRMB policy. In addition to this, the WFP regional AA contingency fund, established with support from DANIDA, provided finance to WFP Ethiopia to implement pilot anticipatory actions. As part of the OCHA CERF Pilot, WFP used the national level trigger mechanism developed under that framework to activate implementation of the defined anticipatory action in the Somali Region (WFP, 2021).

Collaboration

At the national level there is a DRM Technical Working Group (DRMTWG), led by the NDRMC, which is supposed to meet on a monthly basis to share information and discuss various matters. Although this structure is meant to be replicated at the region, zone, *woreda* and *kebele* levels, due to various reasons meetings are not as consistent. Under the DRMTWG there are various sectoral task forces including Forecast-based Financing task force, which is led by the national Disaster Risk Management Commission and formed by GoE, UN agencies, Red Cross Movement, NGO and donor representatives. In addition to this, the ERCS is acting as the Secretariat for the Early Warning task force at the national level. Other members include WFP, FAO, USAID, Save the Children etc. (WFP, 2020). The early warning system in Ethiopia is coordinated by the Early Warning and Response Directorate (EWRD) of the NDRMC.

Development/resilience initiatives of relevance

European Union RESET Programme [Decentralisation of Disaster Risk Management in Ethiopia](#)²⁵ ([Oromia Regional State](#) and Amhara Regional States) - Expected results include strengthened capacities of regional and local (*woreda*) administrations to improve DRM and effective DRR regional Contingency Funds (DRR-CF) in place to reinforce preparedness and early response.

Building Resilience in Ethiopia (BRE) - OPM/FCDO²⁶

To build Ethiopia's resilience to shocks by seeking to support the GoE to lead an effective and accountable humanitarian response system. This programme will support 'the Government of Ethiopia in leading and delivering an effective, more self-financed and accountable response to climate and humanitarian shocks'.

USAID Resilience Food Security Activities (RFSA)²⁷

RFSA activities are USAID's support to GoE-led PSNP. USAID finances direct implementation of activities undertaken by NGO partners that go beyond those included in the PSNP Program Implementation Manual (PIM). USAID's Bureau for Humanitarian Assistance (BHA) supports multi-year RFSA's to improve food security of vulnerable households in targeted PSNP communities, contributing to a sustained reduction in rural poverty. These activities work at the individual, household, community, and institutional levels to address the underlying causes of food and nutrition insecurity and strengthen transformative opportunities. This includes ensuring synergies between improved food access to, availability and utilisation of quality foods, income entitlements, agriculture and other livelihoods initiatives to help improve nutrition outcomes (USAID Communication).

²⁵ <https://eutf.akvoapp.org/en/project/7689/#report>

²⁶ <https://devtracker.fcdo.gov.uk/projects/GB-GOV-1-300363>

²⁷ <https://www.usaid.gov/food-assistance/documents/ffp-fy-2020-rfa-development-food-security-activities-ethiopia>

USAID Joint Emergency Operation (JEOP)²⁸

In 2022 the JEOP activity will be implemented in alignment with the GoE's Policy on Disaster Risk Management, Humanitarian and Disaster Resilience Plan, National Integrated Food-Cash Relief Plan, and in close coordination with the targeting process set by the GoE and other food security-related actors, to meet the humanitarian needs in Ethiopia. The activity is expected to operate throughout Ethiopia with a focus on geographic areas where the PSNP is operational, as well as where USAID has other food security and resilience activities. In addition to the delivery of humanitarian food assistance, the JEOP supports efforts to strengthen the GoE's capacity to eventually deliver humanitarian food assistance through a "continuum of response". The term "continuum of response" refers to this ability to respond to changing conditions. JEOP partners would respond to shocks and stresses by scaling out to additional clients and geographies. RFSA partners would manage core PSNP caseloads and transfers, in addition to contingency measures (i.e., extended PSNP transfers). As a contribution to the transition to a continuum of response, the new activity will work to effectively link and harmonise the delivery of humanitarian and PSNP food assistance. The current scalable safety net is not effectively shock responsive, as the response is late and fails to recognise variations in livelihood zones. BHA seeks to harmonize and integrate several discrete elements between JEOP and the RFSA activity to develop this continuum of response (USAID Communication).

Analysis

There is growing evidence of the effectiveness and efficiency of early action through local, pre-financed preparedness instead of reactive humanitarian response and the GoE has put in place the key building blocks to support this, notably through the DRM policy and strategy being mainstreamed in flagship programmes like the PSNP.

However, there are many challenges in delivering the National DRM Policy and responding to heightened shocks. Although policies and frameworks are in place, the decentralisation process is slow which acts as an impediment to implementing planning at the local levels. An acceleration of the process and scaling up of decentralised planning and financing could enhance the local government's preparedness and response to multiple shocks. AA could be built into the existing *woreda* Contingency Plans to minimise the level of humanitarian distress and response needs. However, responses to disaster and humanitarian response continue to be ad-hoc and based on seasonal assessments with no reference to these plans (EU, n.d). Ethiopia is heavily dependent on donor funding, therefore there is a lack of government financing and questions around sustainability. The PNSP is heavily financed by donor funding, therefore although the operations are managed by the state, the programme is only guaranteed for the life of the programme. There is no disaster financing strategy with ad hoc insurance pilots that don't appear to scale up. The role of the local administration is crucial for the implementation of policies at the federal level, however funding is insufficient. There is a limited availability of funds to improve disaster management, in particular, drought preparedness. Although the PSNP partially finances the preparation of DRR plans in its operational Woredas, the WDRRP activities in non- PSNP Woredas are supported by NGOs in an ad-hoc manner. Therefore, the ability of Woredas to invest in DRR and AA is limited. However, the efforts by some Regions such as Oromia to establish a contingency fund and the communities' readiness to contribute to it shows promise.

Coherence between CCA and DRM appears to be non-existent. CCA/DRM are often overlapping and uncoordinated, with each following different workstreams under different directorates and decentralised entities within the Ministry (FAO, 2021). With regards to social protection, although the PSNP has

²⁸ <https://www.usaid.gov/food-assistance/documents/fy-2020-aps-joint-emergency-operation-for-food-assistance-ethiopia>

established effective vertical linkages, capacity constraints at regional and local levels affect implementation and communication between departments is generally weak. In addition to this, the synergies among flagship programmes are weak. It has been suggested that the coordination of social protection support through a single central agency, which works closely with other national agencies and subnational authorities, is more effective for managing scale-up in crisis times than multiple agencies (World Bank, 2013; OPM 2017).

In terms of opportunities, there is a considerable amount of learning from the various AA pilots currently being implemented. Although there appears to be leadership by the NDRMC in taking forward the FbF agenda with the support of the ERCS, there is weak Government implementation capacity at all levels, compounded by staff shortages at the DRR Directorate (EC, 2018).

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