

The key steps in establishing Community Managed Disaster Risk Reduction in South Omo pastoralist areas

FARM-Africa's field manual to guide practitioners in Ethiopia



Compiled by FARM-Africa

Acknowledgements

These Guidelines draw on FARM-Africa's experiences in implementing its Drought Cycle Management (DCM) Project in Hamer Woreda, in the South Omo Zone of the Southern Nations Nationalities and Peoples' Region (SNNPR) of Ethiopia, from July 2006 to June 2009 and its Disaster Risk Reduction Project (2008-2009) in Hamer and Dasenach Woredas, funded by CORDAID. In these projects, FARM-Africa developed and refined its approach to community led disaster risk assessment and risk reduction activities. This approach to disaster management which includes both long term prevention and mitigative actions, in addition to emergency responses, is being further strengthened in its new Ethiopia Integrated Pastoralist Project (EIPP) in Hamer Woreda.

The steps described in these Guidelines also draw on the methodologies contained in the CMDRR Manual produced by CORDAID and IIRR and experiences of Save the Children UK and other NGOs in implementing CMDRR. The manual is informed by FARM-Africa and SOS-Sahel's "The Key Steps in Establishing Participatory Forest Management Manual".

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Acronyms

CAP	Community Action Plan
CBEWS	Community Based Early Warning System
CCP/CEP	Community Contingency Plan/ Community Emergency Plan
CDC	Community Development Committee
CDF	Community Development Fund
CDFMC	Community Development Fund Management Committee
CMDRR	Community Managed Disaster Risk Reduction
CRF	Community Response Fund
DA	Development Agent
DCM	Drought Cycle Management
DRRP	Drought Risk Reduction Programme
EIPP	Ethiopia Integrated Pastoralist Project
EW	Early Warning
EWI	Early Warning Information
FA	FARM-Africa
KAC	Kebele Appraisal Committee
KEW&DMC	Kebele Early Warning and Disaster Management Committee
NRM	Natural Resources Management
PDO	Pastoral Development Office
PRUP	Participatory Resource Use Planning
SNNPR	Southern Nations Nationalities and Peoples' Region
WAC	Woreda Appraisal Committee
WEW&DFC	Woreda Early Warning and Development Fund Management Committee
WEW&DMSC	Woreda Early Warning and Disaster Management Steering Committee

Contents

	Page No.
The Purpose of this Manual	6
Definitions	7
The Steps to establish CMDRR	8
Overview of CMDRR	9
GUIDE SHEETS:	
1) Establishing/ strengthening Community Institutions Guide Sheet One – Setting up Community Development Committees and Community Based Early Warning Committees	14
2) Responding to Emergencies – Contingency Planning Guide Sheet Two – Participatory Disaster Risk Assessment and risk mapping	18
3) Responding to Emergencies – Contingency Planning Guide Sheet Three – Development of Community Contingency Plans	21
4) Responding to Emergencies – Implementing a Community Based Early Warning System Guide Sheet Four – Development and implementation of Community Based Early Warning Information Monitoring and Management System	24
5) Responding to Emergencies – Implementing an Emergency Response Guide Sheet Five – Establishment of a Community Response Fund and its operation	28
6) Responding to Emergencies – Implementing an Emergency Response Guide Sheet Six – Management, Monitoring and Evaluation of Community Contingency Plans	30
7) Strengthening Communities to withstand disasters in the long term – Community Action Planning Guide Sheet Seven – Development of Community Preparedness/disaster mitigation/ NRM/ community action plans	31
8) Strengthening Communities to withstand disasters in the long term – Implementing Community Development Initiatives Guide Sheet Eight - Establishment of a Community Development Fund and its operation	34
9) Strengthening Communities to withstand disasters in the long term – Implementing Community Development Initiatives Guide Sheet Nine - Management, Monitoring and Evaluation of Community Action Plans	36
Appendix 1 – Suggested monitoring formats for CCPs and CAPs for project staff	37

List of Photographs

		Page No.
Photo 1	Camel husbandry, a disaster risk reduction measure	1
Photo 2	KEW&DMC meeting to discuss and complete early warning formats	6
Photo 3	Cotton fields, irrigated by the Waito River upstream from drought stricken areas in Hamer Woreda	9
Photo 4	EW symbols relating to different indicators	11
Photo 5	Problem ranking for community action planning	11
Photo 6	Community Animal Health Worker in a Hamer community	13
Photo 7	Construction of a water cistern	14
Photo 8	Meeting of a Kebele Early Warning and Disaster Management Committee	15
Photo 9	Channel to divert rain water from highland areas into an underground water cistern	17
Photo 10	Cherqeqa CDC	17
Photo 11	Risk map for flooding in Ebore	20
Photo 12	Pastoralist children in a Hamer community	20
Photo 13	House building in Ebore	20
Photo 14	A Community Contingency Plan	21
Photo 15	An irrigation channel	22
Photo 16	Dead cattle as a result of flooding	23
Photo 17	EWI symbols stuck on to forms	24
Photo 18	EWI symbols relating to rainfall	25
Photo 19	Rangeland invaded by weeds and undergrowth	26
Photo 20	Rangeland which has been recently cleared	26
Photo 21	Man Drying fish	27
Photo 22	Community Action Plan	33
Photo 23	Camel husbandry group participants	33
Photo 24	Heifer management group participants	33
Photo 25	Flood diversion channel to water cistern	33
Photo 26	Small scale irrigation project	33

The Purpose of this Manual

This manual describes the key elements in FARM-Africa's approach to Community Managed Disaster Risk Reduction (CMDRR) at Kebele and Woreda level, based on its experiences in the South Omo Zone of the Southern Nations Nationalities and Peoples' Region (SNNPR). These methods have been developed and adapted based on FARM-Africa's experience of working with pastoralists in Ethiopia for the past 20 years and drawing on their experiences of implementing programmes involving participatory community planning and the establishment of community managed funds. This approach views disaster management as part of long term development programming, rather than purely in the context of an emergency response. Usually, when a disaster strikes, a response is prepared with emergency relief aimed at saving lives, with little focus on saving livelihoods. The response is often late, is implemented after assets have been lost, and after deaths have been reported. One of the most common disasters in the areas where FARM-Africa has been working is drought or drought related disasters. Recent experiences show that drought is a normal, inevitable part of the climate of the dry lands and tends to happen following a cycle. It assumes each cycle has its own peculiar characteristics that inform and shape the nature of response required. Drought Cycle Management (DCM) as an approach has consequently brought a shift in the way disasters are managed. FARM-Africa began working on DCM in South Omo with support from CORDAID and building on this experience, they continue to address a range of disaster risks through CMDRR. FARM-Africa's methodology is focused on strengthening community institutions to identify and respond in a timely manner to disasters, as well as to plan longer term prevention and mitigative actions and community natural resource management and development initiatives, which will enable pastoralist communities to diversify their livelihoods and protect their assets.

The manual is set out as sequential Guide Sheets so that the user can make easy and quick reference to specific steps and topics in the CMDRR process. It is based on the premise of an NGO or other facilitating organisation (hereafter referred to as project staff), working with pastoralist communities and government line sectors at Kebele and Woreda level to develop and institutionalise the CMDRR system. Each Guide Sheet is illustrated to give a visual representation of each step in the process.

This manual can be used as a training manual and field guide. It is aimed at professionals working with communities to develop CMDRR in hazard prone areas.

It contains the following information:

- ❖ A clear guide to the components of CMDRR and the steps for disaster risk management.
- ❖ Options for Early Warning Institutions, their establishment and support.
- ❖ Options for community development institutions focused on community development/ natural resource management priorities to complement emergency responses.
- ❖ Options for technical field methods involved in the four key stages of contingency planning: Investigation; Planning; Implementation; Monitoring and Evaluation.



- ❖ Options for disaster mitigation and preparedness activities/ natural resource management and community development initiatives through bottom-up community action planning.
- ❖ Templates for key documents in CMDRR, including the Hazard Assessment Form, the Community Contingency Plan format, the Community Action Plan format, Monitoring of the Community Contingency Plan and Community Action Plan.

Definitions¹

Hazard is potential event that could cause loss of life, or damage to property or environment.

Disaster refers to the serious disruption of the functioning of society causing widespread human, material or environmental losses, which exceed the ability of the affected communities to cope using their own resources. Disasters occur when the negative effects of the hazards are not well managed.

Disaster Risk Management is the systematic process of using administrative decisions, organization, operational skills and capacities to implement policies, strategies and coping capacities of the society and communities to lessen the impacts of natural hazards and related environmental and technological disasters. This comprises all forms of activities, including structural and non-structural measures to avoid (prevention) or to limit (mitigation and preparedness) the adverse impacts of hazards, within the broad context of sustainable development.

Disaster Risk Reduction is a framework and a tool that determines the degree of risk and describes measures to increase capacities and reduce hazard impact on the elements at risk so that disaster will be avoided.

Coping mechanism or **coping strategy** refers to the application of indigenous knowledge in the face of hazards and other threats. For example, in response to the different hazards they are subjected to, communities in Hamer have developed different coping mechanisms. These are: mobility, sale of livestock, herd splitting, food sharing, diversifying herd species, and income diversification.

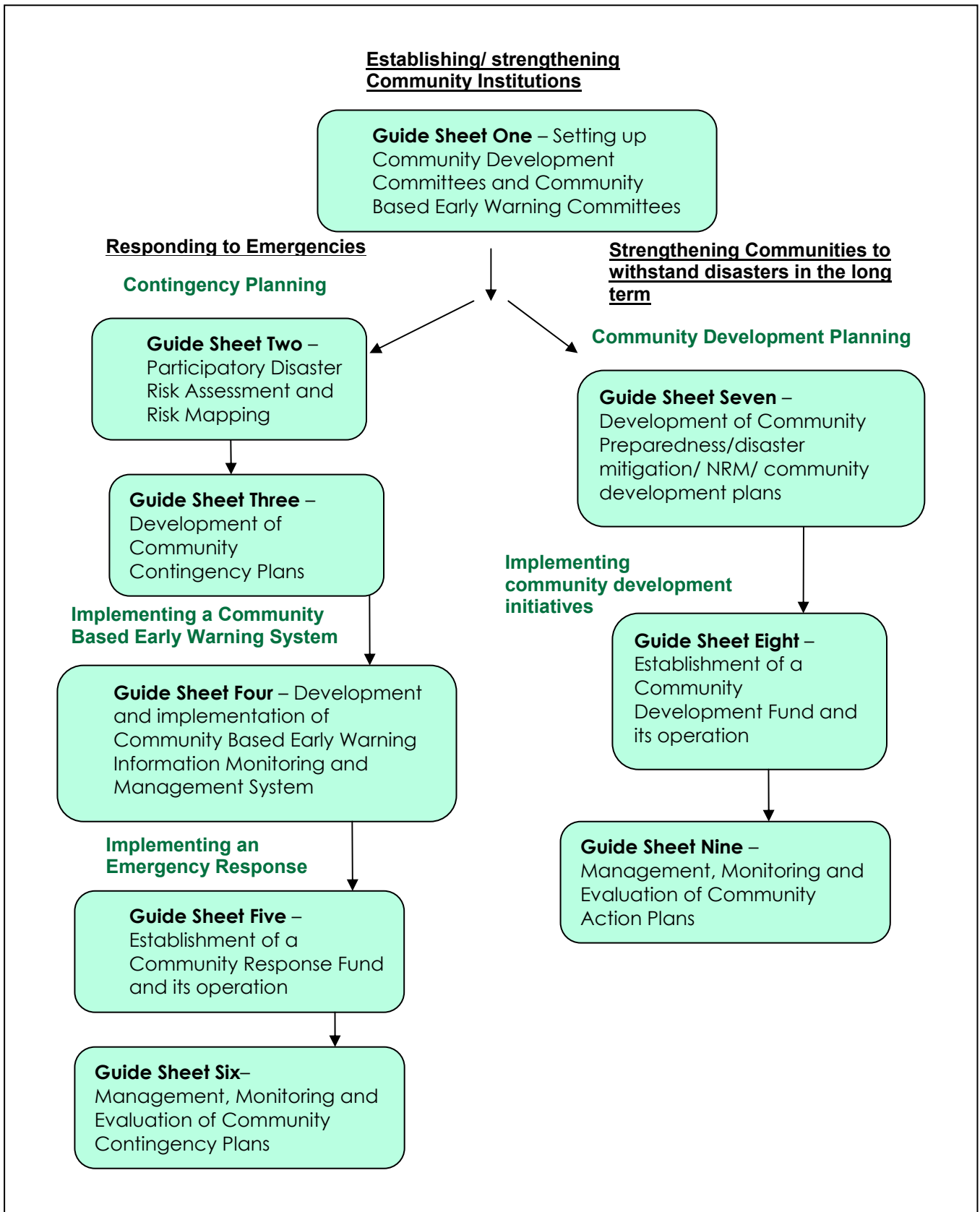
Mitigation covers measures that minimize the effects of hazards and thus lessen the magnitude of a disaster. Mitigation measures can range from physical measures such as flood defences or safe building design, to legislation and non-structural measures such as training, organizing disaster volunteers, public awareness, food security programmes and advocacy on development issues.

Prevention covers activities designed to impede the occurrence of a disaster event and/ or prevent such an occurrence from having harmful effects on communities and facilities. Examples are safety standards for industries, flood control measures and land use regulations. Poverty alleviation and assets redistribution schemes such as land reform, provision of basic needs and services such as preventive health care, education are some non-structural measures.

Community Managed Disaster Risk Reduction (CMDRR) is a process whereby a community systematically manages its disaster risk reduction measures towards becoming a safer and resilient community.

¹ Building Resilient Communities, A training manual on Community-Managed Disaster Risk Reduction, IIRR & Cordaid (2008)

The Steps to establish CMDRR



Overview of CMDRR

Community Managed Disaster Risk Reduction (CMDRR) is used to describe a community led and managed process. This process aims to avoid disaster through the use of assessment, organizational and operational skills and capacities to implement policies, strategies and strengthen coping capacities to reduce the hazard impact on the elements of risk.

The principle of CMDRR represents a community based development approach for linking relief with development. This grassroots based approach greatly helps for analyzing communities' vulnerabilities, challenges/basic development constraints, assesses resources, capacities, existing potentials and opportunities and involves facilitation of community based development planning. Through identifying disaster risks, vulnerable groups and the community's capacity, appropriate contingency plans can be developed through a participatory process to enable communities to implement disaster risk preparedness and mitigation measures, as well as emergency response actions.

Droughts are a naturally occurring hazard in many parts of Ethiopia. Until fairly recently, people knew how to deal with droughts. Pastoralists moved away from drought affected lands into areas with more reliable sources of water and better grazing. When the rains returned, they moved back to their traditional rangelands². However, many drought related problems have had the affect of gradually changing pastoralists' way of life. These problems include growing population, increased sedentarization, declining per capita holdings/assets, resources depletion and environmental degradation, climate change, resources based conflicts, inappropriate development interventions and community marginalization.



This situation is exacerbated by a lack of appropriate administrative policy support. Traditional **coping mechanisms** have become less effective. Pastoralists are no longer as free to move their animals where they want, some of the land has been privatised and water sources are closed to the herds. The disaster risks that confront pastoralists

and agro-pastoralists are therefore increasingly complex and interlinked. FARM-Africa's work with the Hamar, Ebore, Tsemay and Dasenach communities has enabled community groups to address a number of these risks including drought, flooding, conflict, animal disease outbreaks, human diseases, as well as to implement a number of mitigative

² Drought Cycle Management, A toolkit for the drylands of the Greater Horn, IIRR, Cordaid, ACACIA Consultants, 2004

measures such as protection of rangeland, introducing camel husbandry, asset diversification, training Community Animal Health Workers (CAHWs).

CMDRR is based on traditional systems of community assessment of disaster risks and strategies undertaken to address these risks. Using traditional systems recognises the importance of well established roles and responsibilities of different members of the community and the existing knowledge, skills and capacities of community members. When building on traditional Early Warning/ Disaster Risk Management systems, it is important to recognise that present day contexts often require the system to be modified so that the traditional system can function within current realities. For example it is likely that the system will have to address issues of gender inequality, changing land use patterns and disruption to traditional migratory routes and increased conflict over resources. Also the impact of climate change should be carefully considered.

It is critical that any CMDRR system is developed by an appropriate community group, working together with government partners (including the Development Agents (DAs) at Kebele level and at the Woreda level, with the Early Warning Response and Food Security Work Process, under the Pastoral Development Office, the Water Office, Education, Health and Administration Offices. Links from Kebeles to the Woreda and between the Woreda and Zonal and Regional Governments should be strengthened to ensure that Early Warning Information (EWI) is communicated in a timely manner, leading to an appropriate response from Woreda, Zonal and Regional Governments. The community groups and government line sector officials need to develop a clear understanding of what the specific disaster risks are, how they affect communities and what the mitigative/ protective and emergency measures involve and the resources and skills needed to implement these measures. All stakeholders should buy in to the Community Contingency Plans (CCPs)/ Community Emergency Plans (CEPs). Once these steps have been carried out, the community groups will be able to put the CCPs into action when the need arises. Alongside this, communities will be able to implement Community Action Plans (CAPs) which address the longer term needs of the communities to build their capacity to withstand disasters, to diversify their livelihoods and better protect and manage their natural resources. In order to do this effectively they will need the support and technical advice of the relevant government line departments.

To establish a CMDRR system, FARM-Africa has developed the following process which is divided into **three distinct stages**:

1) Establishing/ Strengthening Community Institutions – identifying or establishing/ strengthening a community group (Community Development Committee) to identify the long term development needs of the community including disaster mitigation and natural resource management activities and community development initiatives. Once this group is established, a sub-committee of this group is formed: a Kebele Early Warning and Disaster Management Committee (KEW&DMC), to focus on gathering early warning information, facilitating a risk analysis and implementing timely Contingency Plans to respond to disasters. Relevant training and technical support should be provided to the groups so that they can carry out their roles effectively.

2) Responding to Major Disaster Risks

This stage comprises of the following steps:

- ❖ **Contingency Planning** – in order to develop a Community Contingency Plan (CCP), firstly the **disaster risks should be investigated** through the identification and gathering of information about the major disaster risks affecting the community, the vulnerable groups and the capacity of the community to respond to these risks; the capacity at Woreda level to respond to the risks. This should be followed by the prioritisation of disaster risks and the development of a CCP to address each specific risk, detailing actions, roles and responsibilities of stakeholders, resources required and timeline.
- ❖ **Implementing a Community Based Early Warning System** – the development of a community based EWI system, training and strengthening of the Committee collecting the EWI and dissemination of the information to relevant stakeholders to ensure a timely response.
- ❖ **Implementing an Emergency Response** - establishment of a Community Response Fund (CRF) to be managed by the Early Warning and Disaster Management Committee. (The CRF is a component of the Community Development Fund (CDF) which is managed by the Community Development Committee). The establishment of an appraisal system for release of CRF funds and implementation of CCPs; agreement of roles and responsibilities for management, monitoring and evaluation of CCPs.



3) Strengthening Communities to withstand disasters in the long term

This stage comprises the following steps:

- ❖ **Participatory Community Action Planning** – to develop a Community Action Plan (CAP), the community prioritises its community development needs through ranking of problems and assessment of their impact. Some of the problems will include disaster mitigation measures or activities to diversify livelihoods, hence increasing the community's capacity to

	1	2	3	4	5	6	7	8	9
1	x	1	3	1	5	1	1	4	28
2	x	x	2	2	5	2	7	3	48
3	x	x	x	3	5	3	7	3	58
4	x	x	x	x	5	4	7	1	68
5	x	x	x	x	x	5	5	6	18
6	x	x	x	x	x	x	7	-	78
7	x	x	x	x	x	x	x	4	38

11- 1004 ናገር
 12- 1207 ናገር
 36- 1208/107 ናገር
 48- 1209/108 ናገር
 59- 1416 105 ናገር
 69- 1915 ናገር
 79- 1006 ናገር

withstand disasters. Other initiatives will include natural resource management strategies which will ultimately lead to protection from disasters and reduction of the impact of disasters.

- ❖ **Implementing Community Development Initiatives** - The establishment of a Community Development Fund (CDF) to be managed by the Community Development Committee; the establishment of an appraisal system for release of CDF funds and implementation of CAPs. Agreement of roles and responsibilities for management, monitoring and evaluation of CAPs.

Addressing Gender issues

In nearly all development circumstances gender is imbalanced, in terms of involvement, roles and impact. Women and men have different roles in responding to various kinds of hazards and are affected by hazards in different ways. Gender imbalance refers to the unequal number of men and women involved in, and/or benefiting from, an activity. Roles and responsibilities are also very important and related to power issues. Male dominance, power and benefit is the norm³.

Mainstreaming gender issues in CMDRR is aimed at achieving gender balanced development. FARM-Africa's work in the Hamer Woreda has resulted in representation of women in the Kebele Early Warning Groups which did not occur in the past. Women are also playing an active role in Community Development Committees and in resolving conflict. Women's roles have also changed in relation to livestock ownership which was traditionally forbidden amongst the four ethnic groups with whom FARM-Africa has been working (Hamer, Dasenach, Ebore and Tsemay). Six women from these communities are now working as CAHWs, following training and support from FARM-Africa. These changes have taken time to bring about and have required project staff to repeatedly explain and clarify that the Government of Ethiopia and FARM-Africa believes gender imbalance to be both a cause and effect of under development. It is emphasised that the Government of Ethiopia / FARM-Africa promotes gender balance (equal involvement, power and benefit of men / women) within the work they support the community to do.

When supporting the establishment of a CMDRR system there are a number of practical exercises that can be undertaken in order to promote gender balance, some examples of which are given below:

- ❖ Development professionals need gender awareness and skills: this often means they need gender training.
- ❖ Make sure both men and women in the community are aware that they should be equally involved in CMDRR (women may not be used to being involved in development meetings and activities).
- ❖ Hold gender differentiated (men's group / women's group) meetings both to map hazards and to identify the longer term development priorities of the community.
- ❖ Arrange meetings and activities at appropriate times to suit different gender groups, based on their livelihood roles.
- ❖ Provide opportunities for women pastoralists to be trained as CAHWs, (see picture overleaf of CAHW).
- ❖ As CMDRR is introduced, track the performance of Community Early Warning Groups to ensure that all sectors of the community are made aware of disaster risks and mitigation measures and that the implementation of CCPs and their impact do

³ The Key Steps in Establishing Participatory Forest Management, A field manual to guide practitioners in Ethiopia, FARM-Africa and SOS Sahel Ethiopia, 2007

not involve/ benefit one gender group, at the expense of the other. Similarly track the performance of the Community Development Committees to ensure that the implementation/ benefits of CAPs are not gender biased.

As part of its work to strengthen CMDRR and the situation of women pastoralists, FARM-Africa is introducing an initiative focused on training community based legal assistants who will provide information and support to women on a range of issues, in partnership with the Women's Affairs Office.



Establishing/ Strengthening Community Institutions

Guide Sheet One – Setting up Community Development Committees and Community Based Early Warning Committees

a) Community Development Committees

The CDCs bring together representatives from traditional leaders, Kebele officials, women, youth and all ethnic groups in the community to jointly lead community development. In each Kebele, the CDCs are established with representatives from different villages. Initially there is a meeting for all community members from whom the CDC members are selected. Selection Criteria include the following:

- Village representatives (x2 per village in the Kebele), capable to move from place to place to gather information, raise awareness and mobilize people;
- Elder representative (x1)
- Youth representative (x1)
- Women representative (x1, although other members may also be women)
- Disabled representative (x1)
- Kebele Administration (x1, usually the Chairperson)
- Development Agent (x1)

The CDC establishes its own rules and regulations and appoints a Chair, Vice Chair, Cashier and Secretary. The responsibilities of the group are detailed below:

- 1) To facilitate the development of CAPs, involving participation of a broad section of the community and with technical support from government sector offices and project staff.
- 2) To manage the CDF, to use it for natural resource management projects/ disaster mitigation actions and wider development initiatives to strengthen the community such as water point development / rehabilitation, refurbishing schools and clinics, and setting up irrigation systems.
- 3) To mobilise the community to contribute support to the CAPs, either in-kind or in monetary form and to seek funds from organisations working in the area.
- 4) To oversee the implementation of CDF funded projects, coordinating collaboration from all stakeholders and monitoring their impact.
- 5) To oversee CDF funded schemes such as the Women's Goats Group Scheme, Women's Petty Trading Groups.
- 6) Actively participate in follow-up, provision of required support, monitoring and evaluation of the projects implemented within each Kebele.
- 7) Compile monthly, quarterly and annual progress reports and take minutes of the CDC meetings and submit reports to relevant Woreda officials and institutions, as and when required.
- 8) Organize discussion sessions and community feedback forums on local development issues.
- 9) Ensure the effective functioning of the Kebele Early Warning and Disaster Management Sub-Committees (KEW&DMCs).

The CDC should be supported through various trainings in collaboration with the Woreda cooperative and technical experts, focused on participatory resource use planning (PRUP), community action planning, project monitoring, leadership, resource mobilization and fund management. The area of women's rights should be particularly targeted through training initiatives and followed up to ensure active participation of women in the CDCs.



b) Early Warning Committees

Traditional Institutions

Each KEW&DMC should be a sub-committee of the CDC. However, before establishing an Early Warning Group, it is important to understand existing groups and the role of different community members in Early Warning and Disaster Risk Management.

FARM-Africa's approach was to identify existing groups in the Hamar community who are responsible for gathering Early Warning Information (EWI) and advising on disaster responses. For example nobody undertakes farming without the blessing of the *Gudii*, who is supposed to request for rain from God so that the community can start cropping activities. *Donzas* are elders in the community who provide advice in relation to disasters. There are traditional forecasters and fortune tellers who advise the community on their life such as *Met'eed* who forecast based on the movement of stars, *Moorah* who throw shoes up and predict the future, and *Koymo* who forecast by looking at animal intestines. The Hamar community strongly believes in these traditional institutions and follows decisions made by them.

Kebele Early Warning and Disaster Management Committees (KEW&DMCs)

The KEW&DMCs are established with the same composition as the CDCs but in addition, traditional forecasters such as

“DONZA” are included. The committees have between 12-16 members (this depends on the number of villages in the Kebele). At a meeting, individuals are identified according to the following criteria:

- ❖ Capable of forecasting hazards
- ❖ Elders
- ❖ Representatives of the villages who are capable to move from place to place to gather information, raise awareness and mobilize people (including young people)
- ❖ Women representatives
- ❖ Representatives of the Kebele administration

The KEW&DMC establishes its own rules and regulations and appoints a Chair, Vice Chair, Cashier and Secretary. The responsibilities of the group are detailed below:

- 1) Collection of EWI information from different communities in the Kebele and submitting this to the Woreda EW&DM Steering Committee on a monthly basis.
- 2) Preparation of Community Risk Maps, involving identifying possible hazards, vulnerable groups, existing and required capacities to address these.
- 3) Development of Community Contingency Plans (CCPs) through community participation.
- 4) Community mobilisation for disaster risk preparedness activities.
- 5) Raising funds from the community and government and non-government stakeholders to support the CCPs
- 6) Management of the Community Response Fund (CRF).
- 7) Identifying local resources and taking initiatives to use them, selecting beneficiaries, encouraging community participation, resolving disputes related to projects, monitor them etc.



c) The Woreda Early Warning and Disaster Management Steering Committee (WEW&DMSC)

This is currently led by the Woreda Administration. It is comprised of members of other line sectors including: the Early Warning Response and Food Security Work Process Department Head (Secretary of the WEW&DMSC) and the heads of the other sectoral offices such as Women's Affairs, PDO, Education, Health, Finance and Economic Office, Water Desk. FARM-Africa proposes that this body should in future be coordinated by the PDO.

The Committee has responsibility for review of the Early Warning Information (EWI) from all the Kebeles in the Woreda. Feedback from members of this group suggests that the EWI received from the KEW&DMCs already established by FARM-Africa, is of high quality and that other Kebeles could benefit through replicating this approach, particularly as it is challenging for the DAs to collect all this information from different villages in their respective Kebeles. The WEW&DMSC then has to collate this information to prepare the Early Warning Report to be submitted to the Zonal Government who in turn will forward this to the Regional Government.

Other related community structures:

d) Kebele Appraisal Committee (KAC)

A Kebele Appraisal Committee is formed in each target Kebele comprising of the CDC Chairperson (Kebele administrator), Secretary and Vice Chair, two women representatives and a project staff member. Its role is to appraise and approve the CAPs developed by the CDCs and the CCPs developed by the KEW&DMCs, with support from a project staff member. When a specific CAP or CCP is endorsed, the KAC requests FARM-Africa to release the funds to the Kebele CDF. CRF money will be withdrawn from the CDF to finance the CCP and CDF money will be used to finance the CAP. The KAC is also responsible for monitoring the implementation of the community's CAP and CCP and reporting on CAP and CCP implementation to the CDC.

e) Community Development Fund Management Committee (CDFMC)

This is a sub-committee of the CDC and is responsible for opening a bank account for the CDC in each target Kebele. It oversees the management of the community's funds for financing CAPs and CCPs. The CDFMC is also responsible for ensuring that funds are spent as intended and there is transparency in financial planning, implementation and reporting and that an annual external audit is conducted by the Woreda Cooperative Office and the Finance and Economic Development Office.

f) Woreda Early Warning and Development Fund Management Committee (WEW&DFC)

The WEW&DFC will oversee overall development in the Woreda (EW and disaster issues as well as NRM strategies and the utilisation of CRF resources at Woreda level). This Committee is made up of the Woreda Administration (Chair), PDO, Early warning and food Security Office (Secretary), Women Affairs (member) and all KAC chairpersons. It is responsible for facilitating the preparation of the Woreda level Contingency Plan with relevant stakeholders and mobilising the contingency funds to support this plan. It is responsible for opening a bank account at Woreda level for the Woreda Response Fund. It will facilitate disaster risk support along with the KEW&DMCs at Kebele level and ensure coordination with the interventions/ emergency support provided by other actors operating in the Woreda.

This Committee acts as the Appraisal Committee for the Woreda level CRF, with the additional inclusion of a project staff member. Representatives from the KACs also serve

on the committee in order to share information on a particular hazard in their community.

The Committee also appraise the NRM plans that are prepared by the target Kebeles for funding by the CDFs, in order to avoid duplication of NRM activities being implemented by the Woreda government.



Responding to Emergencies – Contingency Planning

Guide Sheet Two – Participatory Disaster Risk Assessment and risk mapping

In order to undertake a Hazard Assessment, a number of steps are followed. Firstly, the KEW&DMC organise a community meeting. Those present are asked to **identify hazards** that have occurred in the past and to analyse the nature and behaviour of these particular hazards. The assessment aims to capture information on the characteristics of hazards, specifically, the cause of the hazard, the hazard force, warning signs and signals, forewarning, speed of onset, frequency, period of occurrence and duration. This information can be compiled in the following table which has been adapted from the format developed by CORDAID and the International Institute for Rural Reconstruction (IIRR) and shows an analysis relating to **conflict** in the Hamer woreda.

Characteristics	Elements	Description of the Hazard	Exposure Variables	
			How will it affect me?	How will it affect my community
Cause/origin	<ul style="list-style-type: none"> • Cattle raids • Competing access to water resources 	Inter-ethnic gun fighting is due to competition for access to water resources. Gun fighting will erupt after a month of hearing guns firing and chanting of war songs. The fighting lasts for a month during the dry season and happens once or twice a year. The actual fighting could develop slowly or fast, depending on community decisions.	<ul style="list-style-type: none"> • Killing • Hunger • Loss of property • Livelihood disruption • Harassment and rape 	<ul style="list-style-type: none"> • Loss of life and property • Migration • Disease outbreak • Disruption of livelihood
Force	Guns and bullets			
How do you know if it happens (warning signs & signals)	<ul style="list-style-type: none"> • Chanting war songs • Gun firing 			
Forewarning	One month			
After the signs, how fast does it occur? (Speed of Onset)	Slow to fast			
Frequency	Once or twice in a year			
Period of occurrence	Dry Season			
Duration	One month			

In this manner, the KEW&DMC members identify all of the hazards which affect the communities in their Kebele. For each hazard they are asked to identify who are the most **vulnerable groups**. There are two ways of measuring vulnerability⁴:

Unsafe Location	Unsafe Conditions
<p>Risk = Hazard x Vulnerability Capacity</p> <ul style="list-style-type: none"> ❖ Degree of exposure is measured in relation to the location of the element at risk and the force of the hazard ❖ Capacity differs from location 	<p>Risk = Hazard x Vulnerability</p> <ul style="list-style-type: none"> ❖ Capacity determines the extent of vulnerability

FARM-Africa's approach is to consider vulnerability in relation to location. Participants are asked to consider the vulnerability of humans and livestock. They then give a ranking of high/medium/low in relation to these particular groups. This allows capacity to be considered as separate from vulnerability rather than determining vulnerability. Finally the **capacity** of the community to mitigate against the hazards is assessed. Community Capacity Assessment identifies the strengths and resources present among individuals, households and the community to cope with, withstand, prevent, prepare for, mitigate or quickly recover from a disaster. Coping means managing resources in times of adversity. Participants are asked to identify experience, resources and knowledgeable community members. They reflect on the traditional coping mechanisms they have adopted in the past as well as identifying other actions which are needed to strengthen their response to a hazard and the kind of knowledge, skills and resources they would need in order to implement these actions as well as external inputs to address the gaps. The information can be compiled according to the following format⁵:

⁴ Building Resilient Communities, A training manual on Community-Managed Disaster Risk Reduction, IIRR & Cordaid (2008), Module 2 Submodule 2 Session 2

⁵ Building Resilient Communities, A training manual on Community-Managed Disaster Risk Reduction, IIRR & Cordaid (2008), Module 2 Submodule 2 Session 3

Capacities Addressing Hazard			
	Existing	Required	Gaps
Hazard Prevention Measures Eg. Livestock disease outbreak		Training (basic & refresher) of CAHWs, timely provision of veterinary drugs/ vaccines, strong links with Woreda & private drug vendors	Sustainable supply of drugs/ timely vaccines
Hazard Mitigation Measures	Traditional healing	Same as above	Lack of budget and modern animal health knowledge and skills

Following identification of hazards and assessment of vulnerable groups and capacity, the group develops a **hazard map** which they draw in the sand. These show the communities/ areas affected by the specific hazard. These maps are then drawn on flip-chart paper by the project and government staff facilitating the process. Each KEW&DMC will produce a number of risk maps each one relating to a specific hazard. The whole process of hazard identification and mapping can take two to three days. The risk maps prepared are shown to the KEW&DMCs and wider community members for feedback, to ensure that they are correct.

The map below shows the areas affected by flooding in the Ebores Community:



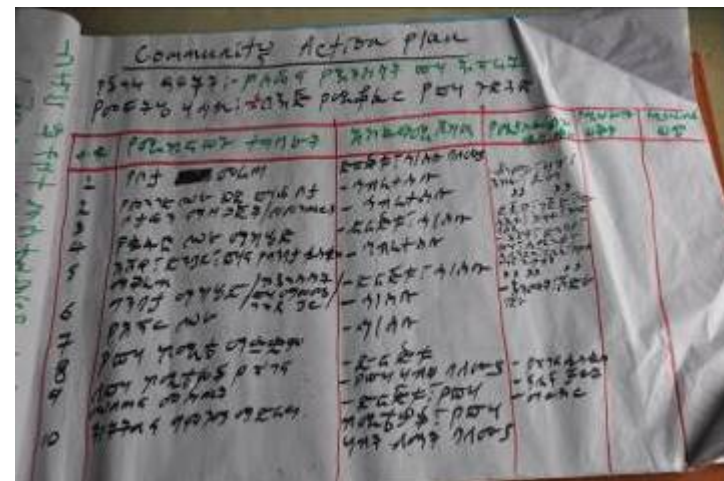
The USAID RELPA Guide to Early Response to Slow-onset crises (February 2008) includes guidance on developing a 'normal' seasonal calendar as well as a 'scenario calendar' which are useful tools as the information contained in these calendars helps to give a clear idea of when certain disasters are likely to occur.



Responding to Emergencies – Contingency Planning

Guide Sheet Three – Development of Community Contingency Plans

Once the hazards are identified and assessed by the KEW&DMC, there is discussion in relation to prioritising the hazards. Facilitators need to assist the participants in ranking the priorities in relation to the frequency of occurrence of the hazards and the numbers of people affected, taking into account the capacity for response. Care needs to be taken in order to gather wider community feedback to determine the prioritisation of the hazards. In this discussion, the traditional coping measures are fully explored and the possible options for addressing the hazard are critically identified together with the specific sector office experts. The KEW&DMC then prepare CCPs for the first three or four hazards in the list of prioritised hazards, with the support of the project and government staff. The CCPs aim to address the cause/causes of the hazard and then alleviate this/these. The format for the CCP is similar to that of FARM-Africa's Community Action Plan (CAP) which is shown below:



Hazard _____

Cause/ Causes of hazard _____

Possible Solution/s _____

Activities	Responsible Body	Contribution of Responsible Body	Types of Materials /Inputs	Who will Provide these materials and when	Estimated Cost of inputs	Time frame

It is important to determine the contribution from the community and external sources and to collect accurate information in relation to costs. This information may need to be added later after further investigation by NGO or government sector staff. The preparation of CCPs takes one to two days with a third day to finalise the budget and

inputs. The CCPs are then copied for the Woreda Early Warning and Disaster Management Steering Committee (WEW&DMSC). If there is no active WEW&DMSC, then it may be necessary to establish this body, requiring the facilitation of training and support and determination of roles and responsibilities of the Committee members. This group should be responsible for collating and reviewing the EWI from all the Kebeles in the Woreda in order to establish when there are signs of the onset of a disaster. This Committee should agree **triggers** for decision-making. These 'triggers' are the conditions which indicate that *in all probability*, the conditions for needing the intervention will

exist by the time you are ready, if you begin the preparation now.⁶

Challenges:

Ironically, the most difficult kind of crisis to prepare for can be the very slow onset crisis. Droughts are usually only a serious livelihood crisis when more than one set of rains fail. However the crisis can hit very hard shortly after the failure of the second rains. This means that a decision to intervene is usually necessary before the second rains have failed. However it is not realistic to expect that a full emergency response can be mobilised before there is indication that the emergency will in fact arise⁷. CCPs can be flexible enough to allow communities to begin implementing their responses before an emergency is fully developed.

Once the Woreda level Committee confirm the onset of a specific disaster in a community/communities, they should work closely with the Woreda Early Warning and Development Fund Management Committee which will coordinate the government and NGO contributions to the relevant CCPs as and when required, as well as mobilising the Woreda level CCP if relevant.

The KEW&DMCs also develop Preparedness Plans which include disaster preparedness activities and mitigative measures relating to a specific hazard which can be undertaken before hazards occur in order to strengthen the community's capacity to respond to a disaster risk and minimize the impact of a hazard. The kinds of activities which may be included in Preparedness Plans could be the management of rangeland, small-scale irrigation initiatives, development of alternative income generating activities for vulnerable groups, construction of water harvesting and storage structures, asset building (through goat credit schemes and camel husbandry practices etc.) These Preparedness Plans should be funded through the Community Development Fund (CDF) and coordinated by the CDCs where possible and should not be funded through the CRF. Some of these disaster preparedness activities can be implemented by the communities without requiring expenditure of the CDF, such as rangeland clearing and enclosure (cash for work may be provided from the CDF for this activity during the critical period), incense and gum production, and agronomic practices including, conservation, tillage, early planting, shifting grazing areas etc.

In advance of implementation, the KEW&DMC shares the CCPs with the wider community, so that all members of the communities are aware of their responsibilities and the activities to be undertaken, should a specific CCP be implemented.

⁶ & ⁷The RELPA Guide to Early Response to slow-onset crises or "How to make contingency planning useful, in just fifteen easy steps", CACAPS & ELMT, February 2008



<p>Example of Hazard prioritisation in Ebore community:</p> <p>Conflict (with the Borana, Dasenach and Hamer)</p> <ol style="list-style-type: none">1) Human diseases2) Drought3) Animal Diseases4) Flood5) Wild Fire
<p>How Conflict was addressed through the CCP:</p> <p>Causes were identified as asset robbing and pasture invasion.</p> <p>Actions taken:</p> <p>The Ebore held community dialogues for a year with the Hamer and Borana which has served to maintain peaceful relations between these communities. Inputs provided by the communities included provision of food: meat, coffee husk drink</p>
<p>How Malaria is being addressed through the CCP:</p> <p>Actions to be taken:</p> <p>The distribution of mosquito nets is planned. The community has been given some nets by NGOs and government. The community contribution includes providing training to people living in marshy areas</p>



Responding to Emergencies – Implementing a Community Based Early Warning System

Guide Sheet Four – Development and Implementation of Community Based Early Warning Information, Monitoring and Management System

Once KEW&DMCs have been established, their roles and responsibilities have been defined and they have assessed hazards and prepared risk maps and contingency plans, it is important to build their capacity to collect, analyse and report disaster related information. This can be done through a training course (2-5 days) which includes identifying EW indicators and developing symbolically expressed formats which simplify the timely reporting and monitoring of disaster risks. The formats developed in FARM-Africa's DCM project were found to be highly appropriate for use by illiterate groups. The Community Based Early Warning System (CBEWS) developed, is thus based on existing approaches for collecting EWI already practiced. For example in six Kebeles of Hamer, the following indicators for drought, animal disease and conflict, were identified by KEW&DMC members:

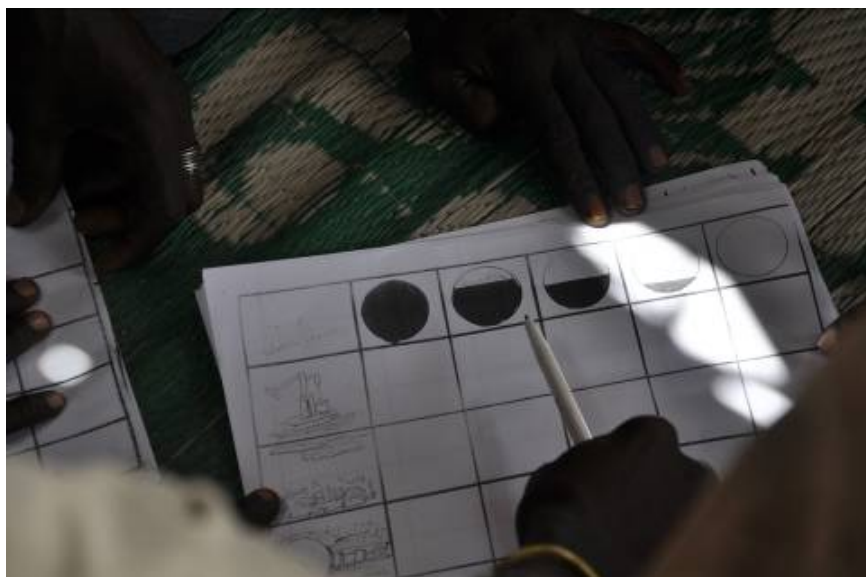
Drought	Animal Disease	Conflict
Highly blowing winds	Strong blowing of dusty wind	Unusual movement of people searching for pasture.
Failure of rain during two consecutive rainy seasons.	abnormal behaviour of livestock	unusual shortage of pasture and water and drought
Change in colour (to yellow) of Acacia trees.	Heavy rain after long dry season.	Livestock raiding.
Reduced body condition of pet and other animals.	Rainfall fluctuation from the normal season.	
Reduced livestock price.	Appearing of unusual insect.	
Absence of palatable grasses and water	Unusual foggy weather condition	
Shading of leaves of plants (deciduous trees).		
Absence of libido in animals.		
Occurrence of sleet and tiny steady moving clouds.		
Decrease in water table of the existing water points.		
Increased magnitude of migration to border areas.		

In the DCM project, a local artist adapted the symbols used and paper formats were developed which the KEW&DMCs use to collect EWI once a month.



The EWI formats collect information on the following areas: animal health, human health, rainfall, crop pests, conflict, availability and source of water and food/crop situations. Each KEW&DMC appoints Disaster Monitors to collect this information (from 3-5, depending on the number of villages). Each member has a responsibility to monitor the situation and share the information during the monthly meeting.

Once the EWI formats are agreed it is crucial to facilitate a workshop with government stakeholders at Woreda and Kebele level, to ensure understanding of the formats by all stakeholders and to elicit commitment from relevant departments in relation to the collation and review of the EWI at Woreda level.



EWI Reporting – A stakeholder workshop can be useful for establishing the meeting and reporting times for the EWI. For example, in FARM-Africa's DCM project, regular meeting times were set at once every two weeks at village level, once a month at Kebele level and once in a quarter at Woreda level. Therefore, EWI is collected first at village level, then compiled, reviewed and analysed at Kebele level before being passed on to the Woreda. It was decided that one representative of the KEW&DMC would join the WEW&DMSC meeting once in a quarter.

Strengthening these stakeholder relationships is a significant factor in ensuring that the EWI reaches the Woreda Steering Committee. Some communities have faced challenges in sending the EWI formats to the Woreda town and have been reliant on FARM-Africa to facilitate this process. It should be possible to pass the information to the Kebele DA to submit to the WEW&DMSC on a monthly basis. FARM-Africa's experience

was that DAs in each Kebele have been active in assisting the KEW&DMCs on the analysis, compilation of the report and documentation of the EWI. They also took responsibility to follow up on the preparedness and emergency response activities planned and implemented by the communities.

The following steps are therefore recommended by FARM-Africa to develop and strengthen a CBEWS over 6 months to a year in 9 Kebeles, based on the work of 3 field staff with inputs from around 3 government experts from different government offices.

Activity	Stakeholders participating
Assess the current level of early warning capacity at Woreda and Kebele level (SWOT analysis)	The Woreda sector offices (PDO, Water, Health, Education, Justice & Security, Administration Women's Affairs)
Community workshop to enhance awareness on CBEWS	Community representatives, KEW&DMC members and DAs (trained on CMDRR)
Community identifying indicators of the various disasters (drought, conflict etc.) based on the findings of the baseline survey	The specific Kebele EW&DMCs
Workshop to develop EWI Monitoring and management system	Representatives of the KEW&DMC members, DAs, Woreda and Zonal level relevant sector office officials and experts
Community selection and training of disaster monitors at Kebele level	Facilitated by the government partners who have a ToT on CMDRR.
Refresher training for the disaster monitors	Facilitated by the government partners who have a ToT on CMDRR.

The communities with whom FARM-Africa has been working, reported that establishing the CBEWS has been a very important development for them. As a result, they are able to predict hazards and protect their assets from drought and flash floods.

“The KEW&DMC is a strong group and has planned appropriately for this community. As a result of collecting the EWI, we have implemented range management activities and saved animal lives in four areas in the Ebore community. This could be replicated in other areas. We did this by creating awareness in our communities that range management is an asset which can save vulnerable animals in times of drought, particularly lactating cows and calves. We enclosed and cleared a rangeland area; then we established fines for anyone entering the enclosed area (cow – Birr 50, goat – Birr 10) and we have promoted a cut and carry feeding system.”

Quote from Ebore KEW&DMC member



EWI Monitoring – it is the role of the WEW&DMSC to monitor the EWI from all the Kebeles in the Woreda and FARM-Africa will strengthen its capacity to do this in its EIPP. Currently, in the case of Hamer, this task is undertaken by an Expert on EW and Food Security in the Pastoral Development Office and takes approximately five days and involves reviewing information from 35 Kebeles, excluding the towns. The information needs to be triangulated with experts from the Health, Water and Education sectors. Following this, all the information is compiled and sent to the Zonal Pastoral Development Office by the 25th of the month and from there it is forwarded to the Regional Bureau of Pastoral Affairs. Given that it is not possible for Woreda officials to access all 35 Kebeles, the CBEWS ensures that reliable Kebele level information is reported. The remaining challenge is to replicate this approach in all Kebeles in the Woreda.

At Woreda level, there are limited resources to enable an immediate response to a disaster. For example there are a limited amount of drug supplies for livestock diseases, but generally, support would be needed from the Regional level.

It may be necessary facilitate the strengthening of the WEW&DMSC to take on the role of establishing and managing a Woreda level CRF and coordinating and monitoring disaster responses and CCPs at the Kebele and Woreda levels. To achieve this, training on CMDRR can be provided as well support in defining roles, responsibilities and developing an Action Plan for the Committee. Guidelines for the Committee should also be developed to ensure that knowledge and practice are institutionalised and the Committee is not weakened through movement of government staff. In addition, equipment can be provided in order to establish a Documentation Centre where records of all information relevant to CMDRR can be housed.

Involving WEW&DMSC members in regular field visits to the target kebeles as well as facilitating an exchange visit to learn from other regions in which communities are implementing CMDRR approaches, will also serve to develop the skills of Woreda government personnel and increase their understanding of the practical issues and challenges of implementing CMDRR.



Responding to Emergencies – Implementing an Emergency Response

Guide Sheet Five – Establishment of a Community Response Fund and its operation

Each CDC should open a bank account in order to establish a CDF for the Kebele and set up a Community Development Fund Management sub-committee (CDFMC). The CRF funds will be allocated from the CDF in order to finance CCPs. The WEW&DMSC should also establish a Woreda level CRF.

FARM-Africa is contributing money to these funds for nine Kebeles in Hamer and to the Woreda level CRF through its EIPP⁸. During this project, it will build the capacity of the CDCs to secure funding from other NGOs and GOs and facilitate linkages to stakeholders operational in the area, with the aim of creating a sustainable CDF mechanism which includes CRF funding and can continue to finance CCPs and CAPs beyond the project timeframe.

CRF funds should be used **only for disaster mitigation purposes** and not to address the longer term development priorities in the target communities, these priorities, along with disaster preparedness activities, will be addressed through the CDF. Management of the CRF must include appropriate financial reporting of all expenditure and facilitation of an external annual audit of expenditure by the Woreda Cooperative Office and the Finance and Economic Development Office.

Appraisal Committees

Firstly appraisal bodies should be established at Kebele levels:

⁸ FA is contributing Birr 280,816 to the CRF over 2 years and Birr 2,690,000 to the CDF over 2 years

1) Kebele Appraisal Committee (KAC)

A Kebele Appraisal Committee should be formed in each target Kebele comprising of 7-8 members, as described in Guide Sheet One. Part of their role is to appraise and approve the CCPs developed by the KEW&DMC with support from a project staff member. They are also responsible for monitoring the implementation of the CCP and reporting on CCP implementation.

2) Woreda level Appraisal

At Woreda level, the WEW&DFC should be supported to act as the Appraisal Committee for the CRF as described in Guide Sheet One. A minimum of 50% of the WEW&DFC should attend the Appraisal meeting in order for formal decisions to be approved. The responsibility of this Appraisal Committee is to approve CCPs from the Kebeles and endorse these. In the context of FARM-Africa's EIPP, this will mean that FARM-Africa can release the funds for the approved CCPs to the Kebele CDF Accounts. The endorsement also represents a commitment of the WEW&DFC to support the implementation of the CCP along with the WEW&DMSC.

The Appraisal process used by FARM-Africa

- ❖ The CCPs are firstly reviewed by the EIPP staff to ensure that the planned activities are feasible and to verify the costs of the materials/ services required. Any further information or changes required to the CCPs will be discussed with the KEW&DMCs.
- ❖ A Kebele Appraisal Committee meets when the CCPs have been prepared by the KEW&DMCs and have been reviewed by EIPP staff. The KAC, joined by an EIPP technical staff member, should assess the potential impact of the disaster hazard, the capacity of the community to respond and the methods proposed for

addressing the disaster hazard and meeting the needs of the most vulnerable groups/ elements. The budget and community contributions for the action should also be analysed. If further work is required on the CCP, feedback/ questions should be given to the KEW&DMC.

- ❖ Once approved by the KAC, a letter of recommendation should be prepared by this body to indicate approval of the CCP. The letter should be witnessed and approved by the WEW&DFC/WEW&DMSC or the Early Warning Response and Food Security Work Process (and should be signed and sealed by either of these bodies).
- ❖ Following Woreda level approval, the CCP budget and plan should then be sent to the FA Country Office to the Finance Department for assessment. Any questions or concerns from the Finance Department should be addressed so that the CCP can be approved and ready on the shelf. A copy of each CCP should be kept by the KEW&DMC, the WEW&DFC and the Woreda Documentation Centre to be established by the EIPP. Copies of approved CCPs should also be sent to the Regional Government Signatory Offices.
- ❖ Once the CCPs are approved in this way, FA will transfer the money to the Kebele CDF Accounts and the Woreda CRF account so that it is ready to be used, should a disaster occur.
- ❖ When a KEW&DMC requests a CCP to be operationalised as a result of the onset of a particular disaster hazard, the KAC should check that the onset of the disaster hazard covered by the CCP is indicated in the EWI collected by the communities according to the agreed triggers. If the indicators identify that the hazard is critical, the KAC will inform the CDFMC and KEW&DMC so that they can immediately operationalise the CCP, access the funds and mobilise the community members and contributions.

Detailed financial procedures should be developed with project staff to ensure a transparent system for CRF expenditure and reporting. Accurate financial reports should be reviewed following the implementation of a CCP by the project staff. These reports should be submitted to the WEW&DFC, the Woreda Documentation Centre and the FARM-Africa Country Office. An annual audit of the CDF accounts, including CRF expenditure should be conducted by the Woreda Cooperative Office and the Finance and Economic Development Office. The audit should be participatory in manner (involving the CDC, KEW&DMC and a project staff representative).

At Woreda level, funds will be transferred to the WEW&DFC Account once the Woreda CCP has been approved. The financial expenditure reports from this body in relation to the Woreda CCP should be sent to project staff for review and analysis.

Responding to Emergencies – Implementing an Emergency Response

Guide Sheet Six – Management, Monitoring and Evaluation of Community Contingency Plans

The management of the CRF in each Kebele is the responsibility of the CDFMC. The KEW&DMC and CDFMC should maintain close communication with the Woreda PDO during implementation of the CCP so that if a response is required from the Woreda government, the need for this can be communicated as soon as possible.

The KEW&DMC should work closely with the KACs to review and collate monitoring information on the implementation of the CCPs as well as assessing their impact. This information, collected in the format shown, should be submitted to the Woreda PDO who are responsible for the collation and compilation of CCP monitoring data from all the project Kebeles. The project staff should verify these reports through gathering wider feedback from community members and completing their own monitoring forms (See **Appendix 1**). The information in these reports should be analysed by the PDO to assess whether any action is required

from the Woreda. The compiled CCP reports should be made available in the Woreda Documentation Centre as well as being sent to the Zonal Government, which could also forward the reports to relevant Regional Offices. The WEW&DFC is responsible to follow up with the Zonal Government if further funds/ resources are needed to adequately address a specific disaster at Kebele or Woreda level.

Once a year, a meeting will be facilitated for all the KEW&DMCs with the WEW&DMSC and WEW&DFC in order to reflect, share learning and strengthen the CRF planning, implementation, monitoring and evaluation and to disseminate good practices.

CCP Reporting Format

- 1) Hazard Addressed: _____
- 2) Hazard priority for the community (ie. number on the priority list): _____
- 3) Duration of implementation of CCP: _____
- 3) Total budget expended: _____
- 4) Summary Report

Description of Activities implemented	Number of people/ animals benefiting (M/F)	Number of people/ animals negatively affected by hazard (M/F)	Community contributions	External contributions	Challenges experienced in implementing actions	Things we would do differently next time

Strengthening Communities to withstand disasters in the long term – Community Action Planning Guide Sheet Seven – Development of Community Preparedness/disaster mitigation/ NRM/ community action plans

The approach taken by the CDC to facilitate community development planning is similar to contingency planning in that it is a participatory process with wide involvement of the community. It is based on FARM-Africa's Participatory Resource Use Planning (PRUP) methodology. PRUP is an amalgamation of a systematic assessment of natural capital potential and its limitations through conventional land use planning, with socio-economic planning, using a participatory approach. The technique was designed for the purpose of selecting and adopting land use options and alternative small scale enterprises as off-farm activities, which are the most beneficial to land users without degrading the resources or the environment, together with the improvement of the livelihood asset base of vulnerable community members.

The following steps are required:

1) **Problem identification** – communities identify development problems, including natural resource problems, which they face. Each problem is critically assessed to identify its root causes and the extent of its effects on the vulnerable elements. This is achieved through the project staff facilitating a meeting with the CDC joined by key informants, especially elders from different villages in the Kebele. Government DAs also participate. Technical staff share ideas and give advice in relation to possible solutions to tackle the problems and the inputs required, however, they do not impose their views or interests.

2) **Problem prioritisation** – This can be undertaken in a number of ways including simple and pair-wise ranking, proportional piling with stones/ grain. Below is an example of the results of a pair-wise ranking exercise undertaken by FARM-Africa's Ethiopian Pastoralist Programme in Afar in 2007:

Problem matrix ranking of the Kebele

No	Problem	Ma	Ro	Fds	Drw	Grm	Huh	AH	Score	Rank
1	Market		Ro	Fds	Ma	Ma	Huh	AH	2	5
2	Road			Ro	Ro	Ro	Ro	Ro	6	1
3	Food Shortage				Fds	Fds	Fds	Fds	5	2
4	Drinking Water					Grm	Huh	AH	0	7
5	Grinding Mill						Huh	AH	1	6
6	Human Health							Huh	4	3
7	Animal Health								3	4

Key: **Ma** = Market, **Ro** = Road, **Fds** = Food Shortage, **Drw** = Drinking Water, **Grm** = Grinding Mill, **Huh** = Human Health, **AH** = Animal Health

Based on this, the community prioritised these problems in the following order of importance:

- 1) Damage to the main roads which connect the Kebele to the Woreda town
- 2) Shortage of food (household food insecurity)
- 3) Absence of human health service
- 4) Absence of animal health service
- 5) Absence of market place (small or big)
- 6) Absence of grinding mill
- 7) Absence of drinking water for 3 villages

Once the problems have been prioritised, the group identify possible options for addressing these problems. This includes discussion of existing capacity and coping mechanisms (a problem tree can be developed by the community). These options are then assessed and prioritised in order to prepare Community Action Plans based on the selected options.

3) Development of Community Action Plan (CAP) - The CAP contains the detailed activities required in order to address the solution as well as the roles and responsibilities, timeline and resources required. The CAP tables are shown below:

Objective	Community Activities	Strategies	Results/ Success/ Indicators	Who is Responsible	Resources	
					Needed	Where to get it
Short term						
1)						
2)						
3)						
Long term						
1)						
2)						

Activities	Executive/ Implementing Body	Materials/ inputs required	Estimated cost	Who will provide	When	Who will follow up

An alternative format for the CAP is as follows:

Priority Problem	Cause of problem	Solution	Actions	Responsible Body	Contribution of Responsible Body	Inputs	Source of input	Time frame

Development of the CAPs may take up to four days: two days for problem identification and developing the plans; two days to present the plans back to the community for further inputs and prepare the table detailing materials and costs.

In order to gather the information for the CAP, it may be necessary to undertake a stakeholder analysis to clarify the roles of different stakeholders, their interests and influences (Venn diagram, SSI). A community asset analysis can be undertaken to identify the existing assets/ resources and livelihood strategies that are already practised (Resource mapping, FGD, SSI, proportional piling, ranking, scoring etc). Gender issues should be analysed and the different power relations in the community (Venn diagram, FGD, SSI, gender analysis tools - activity profile, access and control of resources).

CAPs should be endorsed by the community. This is achieved by presenting the CAPs in a community meeting and ensuring that recommended changes are incorporated in the final version.

A Participatory Monitoring and Evaluation Plan should also be developed which identifies the changes which the CAP intends to bring about. Indicators should be established which correspond to these changes.

Community Action plan

የአካባቢ ጥበቃ፣ የሥራ ስራ ማድረግ፣ የሥራ ስራ ማድረግ፣ የሥራ ስራ ማድረግ

ተቋም	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ
1	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ
2	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ
3	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ
4	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ
5	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ
6	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ
7	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ
8	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ
9	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ
10	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ	የሥራ ስራ ማድረግ



Examples of the kinds of CAPs implemented by communities in Hamer from 2007 – 2009:

- ❖ Women's goat credit groups
- ❖ Camel husbandry group
- ❖ Women's petty trading groups
- ❖ Gum and incense production and marketing youth groups
- ❖ Range land management initiatives
- ❖ Small scale irrigation projects
- ❖ Heifer Management Group
- ❖ Establishing vegetable shops
- ❖ Setting up a fuel marketing shop

“Now we have tested the first harvest of maize and sorghum and saved our family in this time of drought period, which is a dream for all of us because we have been dependent on rain fed agriculture and faced frequent crop failure for years and were reliant on relief food aid. However, thanks to FARM-Africa, from now onwards nobody can stop us from having two to three harvests per year. Now, we know the way to escape from drought, and hunger. Look at me, I have more than five quintals of grain from the first harvest and 400 birr from the sale of peppers, tomatoes and onions which is more than enough to cover the fuel expenses for the whole of the cropping season. Seeing is believing, by looking at our success, the demand from the community has increased rapidly, now we are forced to look for additional water pumps.” **(Quote from Ato Bali Shuko, member of the SSI group and Secretary of the KEW&DMC)**

The following photos show members of the camel husbandry group, the Heifer Management Group, a flood diversion channel to a water cistern, a small scale irrigation project.

Strengthening Communities to withstand disasters in the long term – Implementing Community Development Initiatives

Guide Sheet Eight - Establishment of Community Development Fund and its operation

As described in Guide Sheet Five, each CDC should open a bank account in order to establish a CDF for the Kebele and set up a CDFMC to manage this fund. CDF funds should be used **only for natural resource management purposes or to address the longer term development priorities in the target communities or undertake disaster preparedness activities.**

The **Community Action Plans** must be developed through a participatory process led by the CDCs. Two types of CAP should be developed, one type focused on NRM projects and others on broader community development needs. The development of each CAP should include an assessment of how the particular problem impacts on vulnerable groups in the community and of the capacity and resources of the community to address the problem. Each plan should include the detailed budget which relates to the identified actions. The intention is that the CAPs should be developed for 4-5 priority problems identified by the communities and should then be submitted for approval by the Appraisal Committee. The Kebele Appraisal Committees will undertake a standardised appraisal process.

Appraisal process for the CAPs

- ❖ The CAPs are firstly reviewed by the project staff to ensure that the planned activities are feasible and to verify the costs of the materials/ services required. Any further information or changes required to the CAPs will be discussed with the CDCs.
- ❖ The KAC meets when the CAPs have been prepared by the CDCs

and have been reviewed by the project staff. The KAC, joined by a project technical staff member, assesses the technical feasibility of the CAP and its potential impact, the capacity of the community to collaborate and contribute and the methods proposed for addressing the problem and meeting the needs of the most vulnerable groups/ elements. The budget and community contributions for the action should also be analysed. If further work is required on the CAP, feedback/ questions should be given to the CDC. Other factors to assess include the level of community participation proposed, including women's involvement and benefit, the environmental impact and sustainability. If it is possible, an appraisal at field level should be conducted to assess the technical issues and the community opinions. Based on these criteria a scoring system should be developed to help the KAC rank the CAPs.

- ❖ Once approved by the KAC, a letter of recommendation should be prepared by this body to indicate approval of the CAP. The letter should be witnessed and approved by the CDC and the WEW&DFC (and should be signed and sealed by either of these bodies).
- ❖ Following Woreda level approval, the CAP budget and plan should then be sent to the Finance Department of the FA Country Office for assessment. Any questions or concerns from the Finance Department should be addressed so that the CAP can be approved. A copy of each CAP should be kept by the CDC and the Woreda Documentation Centre to be established by the EIPP. Copies of approved CAPs should also be sent to the Regional Government Signatory Offices.
- ❖ Once the CAPs are approved in this way, FA will transfer the money to the Kebele CDF Accounts.

The CDC will ultimately take on the role of coordinating the inputs from the different stakeholders including facilitating the necessary technical support and accessing the relevant resources to implement the CAPs.

Strengthening Communities to withstand disasters in the long term – Implementing Community Development Initiatives

Guide Sheet Nine - Management, Monitoring and Evaluation of Community Action Plans

In order to implement the CAP, a number of preparatory activities should be undertaken which include the CDCs ensuring that there is a common understanding of the objectives, expected outcomes and the methods to be involved in CAP implementation. It is important to be clear about the target area involved and to create awareness and mobilise the community to contribute to the CAP implementation.

The CDFMC subcommittees and the CDCs are responsible for overseeing the implementation of the CAPs, with technical advice and support from project staff and the KAC.

The CDC should work closely with the KACs to review and collate monitoring information in the format shown, on the implementation of the CAPs as well as assessing their impact. This information should be submitted to the Woreda PDO who is responsible for the collation and compilation of CAP monitoring data from all the project Kebeles. The project staff should verify these reports through gathering wider feedback from community members and completing their own monitoring forms (see **Appendix 1**). The compiled CAP reports should be made available in the Woreda Documentation Centre as well as being sent to the Zonal Government.

Accurate financial reports should be reviewed following the implementation of a CAP by the project staff. These reports should be submitted to the CDC, the WEW&DFC and Woreda

Documentation Centre and the FARM-Africa Country Office. An annual audit of each CDF account and CAP expenditure should be conducted by the Woreda Cooperative Office and the Finance and Economic Development Office. The audit should be participatory manner (involving the CDC and a project staff representative).

CAP Reporting Format					
1) Problem addressed: _____					
2) Priority for the community (ie. number on the priority list): _____					
3) Duration of implementation of CAP: _____					
3) Total budget expended: _____					
4) Summary Report					
Description of Activities implemented	Numbers of people benefiting (M/F)/ No. of animals benefiting	Community contributions	External contributions	Challenges experienced in implementing actions	Things we would do differently next time

Once a year, a meeting should be facilitated for all the CDCs with the following government stakeholders: PDO, Woreda Administration, Woreda Finance and Economic Development and DAs; in order to reflect, share learning and strengthen the CDF planning, implementation, monitoring and evaluation and to disseminate good practices.

Appendix 1 – Suggested monitoring formats for CCPs and CAPs for project staff

CCP/CRF Implementation Data Collection Format

Kebele Name _____

Date _____

Staff Member collecting data _____

How many people provided this information (M/F)? _____ How many are members of the KEW&DMC? _____

Type of hazard addressed	Description of intervention	Cost of intervention	Community contribution	Duration of intervention	Number of people benefiting (M/F)	Number of livestock benefiting	Lessons Learned/ What you would do differently in future

CDF projects data format

Kebele Name _____ Staff Member collecting data _____ Date _____

How many people provided this information (M/F)? _____ How many were members of the CDC? _____

Priority addressed	Description of project	Cost of project	Community Contribution	Date of completion	Number of direct beneficiaries (M/F)	Number of indirect beneficiaries (M/F)	Lessons Learned/ What you would do differently in future