

PARTNERSHIP FOR CAPACITY BUILDING IN DISASTER MANAGEMENT: NATIONAL INCIDENT MANAGEMENT SYSTEM IN ETHIOPIA

OVERVIEW

Since 2008, USAID has supported a technical assistance partnership with the Government of Ethiopia (GoE) to establish an organizational response framework within the country to improve the GoE's capacity to respond to disasters. The partnership, entitled "Building Capacity for Disaster Management: National Incident Management System (NIMS)," is implemented by the U.S. Forest Service (USFS) in collaboration with the GoE Disaster Risk Management and Food Security Sector (DRMFSS) Early Warning and Response Directorate.

NIMS is an organizational framework for disaster response and preparation derived from the U.S., where it provides a systematic, proactive approach to guide all levels of government, non-governmental organizations (NGOs), and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of disasters, regardless of cause, size, location, or complexity, to reduce loss of life and property and minimize the impact of disasters on the environment. Over a five-year period, USFS is working to build capacity through the introduction and adaptation of relevant components of NIMS to disaster risk management institutions in Ethiopia. The program's five phases include:

- Laying the foundation for NIMS in Ethiopia through workshops, orientation seminars, and organization of the program steering committee and technical working group;
- Introducing priority NIMS components in Ethiopia and evaluating their applicability;
- Providing training and exposure to relevant NIMS components and contextualizing these components to the GoE and cultural setting in Ethiopia;
- Integrating and operationalizing pilot systems through DRMFSS and City of Addis Ababa Fire Emergency Prevention and Rescue Agency (FEPPRA) and in Oromiya and Somali regions; and
- Scaling up and institutionalizing systems based on lessons learned from the pilot programs.

NIMS TERMINOLOGY

- **Multi-Agency Coordination (MAC) Group**
A group of administrators, executives, or appointed representatives who are authorized to commit agency resources and funds to a disaster response
- **Emergency Operations Center (EOC)**
The physical location where coordination of information and resources to support disaster response operations occurs at any level of government, providing a link between ICS and high-level MACs
- **Incident Command System (ICS)**
A standardized, on-scene, all-hazards disaster management concept, which allows its users to adopt an integrated organizational structure to match the complexities and demands of single or multiple disasters without being hindered by jurisdictional boundaries

NIMS SUCCESSES AT A GLANCE

- GoE uses ICS, a globally-recognized best practice for emergency response
- GoE uses MAC as a multi-sector information-sharing and decision-making platform
- Completed four study tours to the U.S. with Ethiopian officials of varying levels of government
- Established incident command posts (ICPs) staffed by DRMFSS employees during emergencies
- Trained approximately 530 individuals in cascade trainings, 75 people and four teams on additional topics, and 40 master trainers
- Provided technical assistance to build EOC capacity
- Activated an EOC in Oromiya Region in response to drought conditions

Overall, the program aims to further professionalize existing public sector capacity for disaster management with the goal of saving lives, alleviating human suffering, and minimizing property damage in the event of a disaster in Ethiopia.

WHY NIMS?

Between June and July 2010, USFS, the U.S. Federal Emergency Management Agency (FEMA), and the GoE conducted an assessment of the GoE's capacity for disaster management. The assessment identified a number of strengths, as well as several weaknesses, including the GoE's lack of standard operating procedures for both early warning and response operations and insufficient authority among regional and district officials for resource and emergency

response management. The assessment also found varying levels of understanding of emergency management structures and disaster risk management components within the country.

USAID SUPPORT FOR NIMS

Between Fiscal Year (FY) 2008 and FY 2012, USAID/Ethiopia provided more than \$2.4 million to USFS for implementation of NIMS. In FY 2011, USAID/OFDA provided \$450,000 to USFS for MAC group facilitation and guide development, ICS training and course material contextualization, training for master trainers, consultations with pilot programs to establish incident management teams, and technical continuity, management leadership, and coordination support. In total, USAID has provided nearly \$2.9 million to USFS between FY 2008 and FY 2012 to improve disaster response capacity in Ethiopia.

PROGRAM ACHIEVEMENTS

In its fourth year of implementation, NIMS has helped build local capacity and strengthen the ability of the GoE and its partners to respond to disasters. NIMS's objectives include reducing costs, avoiding redundancies, enabling a more rapid response, providing an all-hazards platform, and providing a common terminology, training, and outlook to emergency responders.

Use of ICS

NIMS has helped the GoE implement ICS, which is globally recognized as a best practice for emergency response, providing organizational structure and processes at the field level to help regional and local governments more rapidly and effectively respond to disasters. ICS functions in disasters of any type or size, allowing personnel from a variety of agencies to fit rapidly into a common management structure.

Use of MAC as a Multi-sector Information-Sharing and Decision Making Platform

NIMS has helped the GoE establish MAC groups at both the strategic and technical levels in Addis Ababa. MAC meetings are held regularly and used as a multi-sectoral information-sharing and decision making platforms among GoE, NGO, and U.N. agency representatives.

Study Tours to the U.S.

NIMS has completed four study tours to the U.S. to expose local, regional, and federal GoE personnel to effective U.S. disaster management systems through trainings and activities.

Establishment of ICPs

The GoE has established the following field ICPs staffed by DRMFSS and pilot region employees during emergencies, enabling rapid needs assessments and responses to disasters and ensuring effective use of local resources to respond.

- In December 2010, the Moyale/Yabello ICP in Oromiya Region provided water trucking and livestock feed in response to drought conditions. The ICP is no longer active as conditions improved.
- In January 2011 and May 2011, the Jijiga ICP and Gode ICP, respectively, responded to drought conditions, food insecurity, and localized flooding in Somali Region. These ICPs are still operational.
- In June 2011, the Harar ICP in Oromiya Region responded to the impacts of drought conditions by providing water trucking, food aid, and livestock feed to affected populations. The ICP is no longer active as conditions improved.

These ICPs were established in collaboration with the DRMFSS and regional sector bureaus, U.N. agencies, and local and international NGOs. ICPs are generally led by a DRMFSS representative, identified as the incident commander, and co-chaired by a regional Disaster Preparedness and Prevention Bureau representative, with a U.N. Office for the Coordination of Humanitarian Affairs (OCHA) representative acting as secretary. USFS reports that these ICPs have successfully provided a multi-sector information sharing platform and a common location for information collection. In addition, ICPs have promoted a culture of collaboration between federal, regional, and local stakeholders. Due to the establishment of the ICPs, USFS notes increased federal and regional presence in the field immediately following a disaster, furthering the decentralization of decision making.

Trainings

As of mid-July, the NIMS program had trained more than 40 master trainers who are able to conduct trainings on their own, including MAC, EOC, and ICS. Master trainer participants included representatives from six GoE agencies, six regional governments, two U.N. agencies, three NGOs, and the U.S. Government. NIMS conducted all of these trainings in NIMS's four pilot areas. In addition, nearly 530 individuals from pilot areas also participated in cascaded trainings, including MAC, EOC, and ICS trainings. Representatives from six GoE

agencies, seven U.N. agencies, nine NGOs, nine Addis Ababa city government offices, and eight regional, zonal, and district-level offices attended. Additional trainings included all-hazard incident management team, attended by four teams; comprehensive planning, attended by 25 participants; and MAC facilitation, attended by 30 individuals.

Provision of Technical Assistance to Build EOC Capacity

To build EOC capacity in Ethiopia, USFS assisted the pilot NIMS programs to develop a contextualized EOC Operations guide and course in July 2011. USFS also worked with the pilot programs to sponsor 10 cascaded trainings. Additionally, USFS conducted an initial training for master trainers in May 2011 and hosted a trainer-to-master trainer training in July 2011 where the master trainers practiced teaching the course with USFS instructor guidance. USFS also held an EOC technical consultation in May and June 2012 where USFS developed floor plans and oversaw the installation of EOC equipment, which the U.N. Development Program and DRMFS procured per USFS specifications.

EOC Activation in Oromiya Region

In response to drought conditions in Harare and Borena zones, an EOC was successfully activated for two months in Oromiya Region, providing clean drinking water, food aid, and livestock feed to populations in affected areas. An EOC was also initiated at the federal level as a part of the response. The EOC deactivated in July 2011.

FUTURE NIMS PLANS

The pilot phase of NIMS activities will continue through September 2013, at which time the components of the system will be scaled up to national systems with the support from USFS. Planned activities in the coming fiscal year include:

- Additional trainings, such as ICS Planning Process, ICS for Senior Officials, All-Hazards Incident Management Team, and MAC, EOC, and ICS cascaded trainings;
- Continued contextualization and translation of course materials and guidelines;
- Ongoing Comprehensive Emergency Response Plan technical assistance;
- MAC, EOC, and ICP mentoring;
- Disaster response courses and exercises, including an exercise design and development course, table top exercises, and simulation exercises involving NIMS components; and
- Additional study tours to the U.S.

URBAN DISASTERS: EARTHQUAKE PREPAREDNESS IN ADDIS ABABA

As Ethiopia's capital city of Addis Ababa lies along a fault line and most of the city's buildings are not built to withstand a major earthquake, USFS has prioritized earthquake preparedness in Ethiopia. During the basic/intermediate ICS course, trainees participate in an earthquake scenario to help them better understand emergency response and coordination following this type of disaster. In addition, the MAC course includes an exercise for MAC-level coordination activities during an earthquake response. The exercise is based on a magnitude 6.7 earthquake striking Addis Ababa. USFS plans to continue promoting earthquake preparedness through trainings and further work with FEPPRA.