



**Emergency Humanitarian Aid Decision
F9 (FED9)**

Title: Humanitarian aid for people affected by food shortages and malnutrition in Madagascar

Location of operation: MADAGASCAR

Amount of Decision: EUR 500,000

Decision reference number: ECHO/MDG/EDF/2005/01000

Explanatory Memorandum

1 Rationale, needs and target population

1.1. Rationale:

Madagascar is a poor country with frequent exposure to natural disasters. It has a population of 17,3 million, growing at a rate of 2,6 annually, in an area of 587 thousand sq. km. Its Gross National Income per capita is estimated to be US\$300. The life expectancy at birth is 55,7 years.¹ The 2005 Human Development Index ranks Madagascar 146th out of 177 countries. Madagascar is classified as 61st out of 139 countries (score 2, with 1 for natural disasters and 3 for child mortality) on DG ECHO's own Global Needs Assessment (GINA) scale.

The southern part of Madagascar suffers from chronic food insecurity. This year a fragile situation became an emergency, when repeated floods in the first half of 2005 were followed by insect infestation and drought in the second half. On 18 November 2005 a joint mission, including representatives of the ONN (*Office National pour la Nutrition or National Office for Nutrition*), SIRSA (*Système d'Information Rurale et de Sécurité Alimentaire or Rural Food Security Information System*), UNICEF, German Agro Action and the European Commission, confirmed the food security emergency reported by local authorities and ascertained by the nutrition survey of 07/11/05. The latter was undertaken by SIRSA, UNICEF and its implementing partners, WFP, CNS (*Conseil National de Secours or National Relief Council*), ONN and the Ministries of Health, Population, and Agriculture. The emergency situation consisted of cases of famine in 12 communes of Vangaindrano district, Atsimo Atsinanana region, Fianarantsoa province, South East Madagascar. At least 24 children were reported to have died of malnutrition, the UN

¹ World Development Indicators database, August 2005
ECHO/MDG/EDF/2005/01000

Office for the Co-ordination of Humanitarian Affairs (OCHA) issued an emergency Situation Report on 18/11/05 and the Government of Madagascar requested assistance on 23/11/05. WFP, UNICEF and their implementing partners began to respond to this emergency situation immediately on 07/11/05, the date of the nutrition survey. An assessment mission was carried out by DG ECHO between 28/11/05 and 05/12/05.

The principle crop in this region is rice, with its main harvest in May and a minor one in December. In January and March 2005 floods destroyed most of the rice crop in coastal regions. Unfortunately the floods were followed by insect infestation, which decimated the sweet potato and cassava crops, then by drought, which destroyed most of the next rice harvest. Cloves are harvested as a cash crop every two years, but not this year. Many bridges were destroyed by floods early in 2005 and coffee plantations were almost completely abandoned. The army and the civil protection unit, co-ordinated by CNS, are rebuilding bridges. There is a limited amount of fishing, few livestock and only basic farming techniques, excluding irrigation and improved seeds. The hungry season began earlier than usual in 2005 and seems likely to last longer than usual. The SIRSA report of November 2005 highlights the following aspects of the food crisis in this region:

- Exhaustion of rice stocks and change of diet from rice to cassava
- Diminished supply of food on the market and prices above average for the region
- Reduction of the number of daily meals plus consumption of wild plants
- Migration by some families to urban centres or forest areas
- Sale of livestock, kitchen utensils and plots of land.

1.2. Identified needs:

The following urgent needs have been identified:

- Additional Supplementary and Therapeutic Feeding Centres for districts with a high level of malnutrition, but no feeding centres
- Assistance for families affected by malnutrition and unable to access any feeding centres
- Increased knowledge and skills of local staff concerning the detection and treatment of malnutrition
- Improvement of basic health services
- Adequate water and sanitation facilities in nutrition centres
- Urgent relief for families experiencing severe food shortages
- Medium-term solution for families suffering from major food shortages
- Assistance to people whose crops were destroyed by floods, insect infestation and drought
- Ongoing assessment of nutritional health and alertness for increased morbidity, linked to the expected rains.

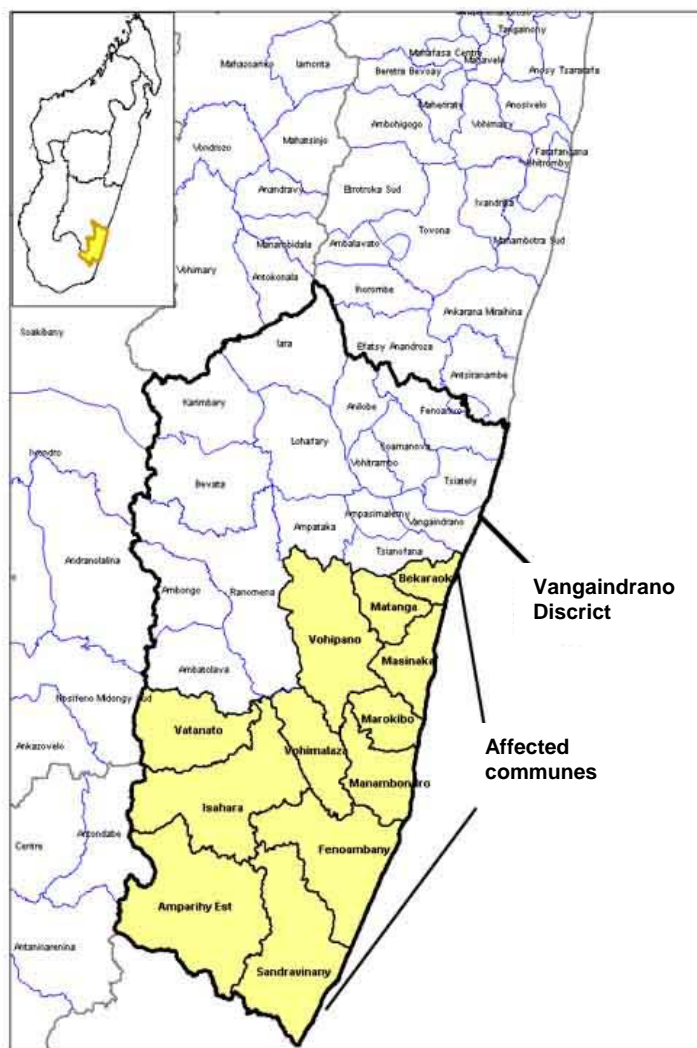
1.3. Target population and regions concerned:

The affected population, which was identified by the nutrition and assessment surveys mentioned in 1.1 above, consists of approximately 150,000 people living in 12 communes of Vangaindrano district. The under-five population is estimated at nearly 27,000, but severe malnutrition also exists in the over-five population. In addition, there may be malnourished people needing assistance in neighbouring areas.

Commune	Population estimated by ILO	Population UNICEF 2005	Under-five population	GAM rate (UNICEF survey)

	2001			
Vatanato	9,000	9,000	1,620	
Bekaraoky	3,040	3,131	0,564	
Matanga	21,291	21,930	3,947	27%
Sandravinany	9,842	9,842	1,772	74%
Vohipaho	26,837	27,731	4,992	
Marokibo	3,250	3,347	0,602	50%
Vohimalaza	7,215	10,180	1,832	57%
Masianaka	17,530	18,056	3,250	
Manambondro	15,000	16,073	2,893	61%
Fenoambany	6,620	6,818	1,227	49%
Isaraha	9,618	9,906	1,783	
Amparihyest	13,500	13,905	2,503	
Total	142,743	149,919	26,985	50%

Sources: SIRSA report and UNICEF survey, November 2005



The nutrition survey of 7-8/11/05 indicated Global Acute Malnutrition (GAM) rates averaging 50% and Severe Acute Malnutrition (SAM) rates averaging 13%. The total number of acutely malnourished children may be as high as 14,000, of whom approximately 3,700 are severely malnourished. This survey used MUAC (mid-upper arm circumference measurements) and could have produced an over-estimate. For planning purposes, UN agencies in Madagascar are using a GAM rate of 35% (instead of 50%), which still indicates 9,450 acutely malnourished children, of whom 2,457 are severely malnourished. Moreover, there are severely malnourished older children, teenagers and adults.

1.4. Risk assessment and possible constraints:

The following risks and constraints should be considered:

- Difficulties of access to the affected population
- Increased morbidity, such as malaria, diarrhoea and respiratory infection, linked to the expected rains
- Onset of the cyclone season
- Continued insect infestation of crops
- Inadequate co-ordination amongst partners, some of whom face limitations
- Lack of technical knowledge amongst local staff
- Sustainability of humanitarian assistance and the need for complementarity with the Commission's medium and long-term programmes under the European Development Fund (EDF) and the Food Security Budget Line (FSBL).

2 Objectives and components of the humanitarian intervention proposed

2.1. Objectives:

Principal objective: To save and preserve lives during the emergency caused by food insecurity in Madagascar

Specific objectives:

- To assist vulnerable population groups suffering from food shortages and malnutrition via emergency nutrition, health, food aid, food security, water and sanitation operations, plus the necessary logistical support

2.2. Components:

The following activities are envisaged, in order to fulfil the above objectives:

- Establishment and equipping of new Supplementary and Therapeutic Feeding Centres
- Development of mobile feeding centres and feasibility study for Community Therapeutic Care
- Training of local staff in detection and treatment of malnutrition
- Reinforcement of local health services
- Improvement of water and sanitation in support of nutritional activities
- Distribution of food to the families of malnourished children
- Organisation of "food for work" activities
- Distribution of short cycle/improved seeds, agricultural inputs and livestock

- Nutritional monitoring and epidemic surveillance
- Logistical support

3 Duration expected for actions in the proposed Decision

The duration of humanitarian aid operations shall be 6 months.

The expenditure under the current decision is eligible from 7 November 2005.

A significant harvest is not expected until April or May 2006, so this is an appropriate duration. The nutrition programme could be divided into an initial intensive phase, followed by a 3-month exit phase. Similarly, the food aid programme could begin with food distribution and continue with “food for work” activities. Training and monitoring/surveillance should continue throughout the implementation period.

If the implementation of the actions envisaged in this Decision is suspended due to *force majeure* or any comparable circumstance, the period of suspension will not be taken into account for the calculation of the duration of the humanitarian aid operations.

Depending on the evolution of the situation in the field, the Commission reserves the right to terminate the agreements signed with the implementing humanitarian organisations where the suspension of activities is for a period of more than one third of the total planned duration of the action. In this respect, the procedure established in the general conditions of the specific agreement will be applied.

4 Previous interventions/Decisions of the Commission within the context of the current crisis

List of previous ECHO operations in MADAGASCAR				
Decision Number	Decision Type	2003 EUR	2004 EUR	2005 EUR
ECHO/MDG/BUD/2004/01000	Emergency		2,000,000	
	Subtotal	0	2,000,000	0
	Grand Total	2,000,000		

Dated : 09/12/2005
Source : HOPE

DG ECHO does not have a regular presence in Madagascar, but responds to humanitarian crises in a timely fashion. In 2002 there was an anti-locust operation and in 2004 there was a response to Cyclone Gafilo. Some of the equipment remaining from the cyclone operations was used in the floods of March 2005.

5 Other donors and donor co-ordination mechanisms

Donors in MADAGASCAR the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria		ECHO	0		
Belgium		DGs			
		Development & EuropeAid: see below.			
Cyprus					
Czech republic					
Denmark					
Estonia					
Finland					
France	1,384,779				
Germany	32,000				
Greece					
Hungary					
Ireland					
Italy					
Latvia					
Lithuania					
Luxemburg					
Malta					
Netherlands					
Poland					
Portugal					
Slovakia					
Slovenia					
Spain					
Sweden					
United kingdom					
Subtotal	1,416,779	Subtotal	0	Subtotal	0
		Grand total	1,416,779		

Dated : 09/12/2005

(*) Source : ECHO 14 Points reporting for Members States. <https://hac.cec.eu.int>
Empty cells means either no information is available or no contribution.

Under the 9th EDF (2001-7), the A envelope allocation was EUR 267 million, with Rural development and Food security as the focal sectors, and the B envelope allocation was EUR 60 million, with EUR 8.3 million remaining. There is also a Food Security Programme, as follows:

Madagascar: EC Food Security Programme

<i>Decision number</i>	<i>Title</i>	<i>Decision date</i>	<i>Amount MEUR</i>	<i>Comments</i>
FOOD/2003/005775	Budgetary support for food security	17/09/03	9	On-going
FOOD/2004/016880	Budgetary support for food security (Phase II)	23/12/04	10	On-going
FOOD/2004/017012	Complement to 2004 annual work programme: NGOs in Madagascar	30/12/04	2	<i>PRONUMAD I: Madagascar Nutrition Programme: On-going</i>
FOOD/2005/017306	Food security programme 2005: NGOs in Madagascar	17/06/05	5	<i>PRONUMAD II: Call for proposals in Jan. 2006: crisis zone will be targeted</i>
FOOD/2005/017812	Budgetary support for agriculture	2005	9	
	Complement to 2006 annual work programme: NGOs in Madagascar	2006	3	<i>PRONUMAD III</i>

In the 1st phase of *PRONUMAD*, (Madagascar Nutrition Programme), there were no applications for projects in the affected area of South East Madagascar. However, these will be specifically sought in the 2nd phase, which should provide a vital link with DG ECHO's humanitarian aid programme in this region.

6 Amount of decision and distribution by specific objectives

6.1. - Total amount of the decision: EUR 500,000

6.2. - Budget breakdown by specific objectives

Principal objective: <i>To save and preserve lives during the emergency caused by food insecurity in Madagascar</i>			
Specific objective	Allocated amount by specific objective (EUR)	Geographical area of operation	Potential partners²
Specific objective 1: To assist vulnerable population groups suffering from food shortages and malnutrition via emergency nutrition, health, food aid, food security, water and sanitation operations, plus the necessary logistical support	500,000	Atsimo Atsinanana region, Fianarantsoa province, South East Madagascar	- GERMAN AGRO ACTION - MSF - FRA - UN - FAO-I - UN - UNICEF - BEL - UN - WFP-PAM
TOTAL:500,000			

² DEUTSCHE WELTHUNGERHILFE / GERMAN AGRO ACTION, (DEU), MEDECINS SANS FRONTIERES (F), UNICEF, UNITED NATIONS - FOOD AND AGRICULTURE ORGANIZATION, UNITED NATIONS - WORLD FOOD PROGRAMME

COMMISSION DECISION
of
on the financing of emergency humanitarian operations from the 9th European
Development Fund in
MADAGASCAR

THE COMMISSION OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Community,
Having regard to the ACP-EC Partnership Agreement signed in Cotonou on 23 June 2000, in particular Articles 72 and 73 thereof,

Having regard to the Internal Agreement of 18 September 2000 on the Financing and Administration of the Community Aid under the Financial Protocol to the Partnership Agreement between the African, Caribbean and Pacific States and the European Community and its Member States signed in Cotonou (Benin) on 23 June 2000, in particular Article 25

Whereas:

- (1) Madagascar suffers from chronic food insecurity and frequent natural disasters;
- (2) Harvests failed in South East Madagascar in 2005, due to floods and insect infestation, followed by drought;
- (3) South East Madagascar has been experiencing acute food shortages and malnutrition since November 2005;
- (4) An estimated 150,000 people are affected by food shortages, with at least 9,450 acutely malnourished children, of whom 2,457 are severely malnourished and at least 24 have died;
- (5) The next significant harvest is not expected for five months and the cyclone season has begun;
- (6) It is therefore necessary to provide emergency nutritional, health and agricultural assistance, with required water, sanitation and logistical support, in order to prevent a further deterioration of the humanitarian situation;
- (7) An assessment of the humanitarian situation leads to the conclusion that an urgent humanitarian aid operation should be financed by the Community for a period of 6 months;
- (8) It is estimated that an amount of EUR 500,000 from the 9th European Development Fund, representing less than 25% of the National Indicative Programme, is necessary to provide humanitarian assistance to populations affected by the food security crisis;
- (9) The use of the 9th European Development Fund is necessary, as all the funds allocated for ACP countries in the general budget are entirely depleted;
- (10) The Commission will inform the EDF Committee set up by the Internal Agreement with ex-post information according to the criteria laid down in Article 25.3 of the Internal Agreement;

HAS DECIDED AS FOLLOWS:

Article 1

1. In accordance with the objectives and general principles of humanitarian aid, the Commission hereby approves a total amount of EUR 500,000 from the 9th European Development Fund for humanitarian aid operations to assist vulnerable people directly affected by the food security crisis in MADAGASCAR.
2. In accordance with Article 72 of the ACP-EC Partnership Agreement, the humanitarian operations shall be implemented in the pursuance of the following specific objective:
 - To assist vulnerable population groups suffering from food shortages and malnutrition via emergency nutrition, health, food aid, food security, water and sanitation operations, plus the necessary logistical support.

The total amount of this decision is allocated to this objective.

Article 2

1. The implementation of humanitarian aid operations funded by this Decision shall have a maximum duration of 6 months from their starting date.
2. Expenditure under this Decision is eligible from 7 November 2005.
3. If the operations envisaged in this Decision are suspended due to *force majeure* or comparable circumstances, the period of suspension will not be taken into account for the calculation of the duration of the humanitarian aid operations.

Article 3

The decision shall take effect on the date of its adoption.

Done at Brussels,

For the Commission

Member of the Commission