

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

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 72¹,

Having regard to the Internal Agreement of 18 September 2000 on the Financing and Administration of 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 Articles 24(3) a and 25(1) thereof²

Whereas:

1. Mozambique has suffered a series of climatic shocks which have had deleterious effects on the coping mechanisms of already chronically vulnerable and food insecure populations;
2. Up to 100,000 people, many still displaced in camps, are estimated to have unmet humanitarian needs, which are likely to make the recovery process very difficult;
3. Affected populations should be given the opportunity to recover their livelihoods and resettle in safety and dignity;
4. It is necessary for political and humanitarian reasons to complete the repatriation process in the shortest possible time, and in safety and dignity ;
5. An assessment of the humanitarian situation leads to the conclusion that a humanitarian aid operation should be financed by the Community for a period of 12 months ;
6. In accordance with the objectives set out in Article 72 of the ACP-EC Partnership Agreement it is estimated that an amount of EUR 3,000,000 from the 9th European Development Fund, representing less than 25% of the national Indicative Programme, is necessary to provide humanitarian assistance to up to 100,000 vulnerable people recovering and/or resettling after natural disasters ;
7. The use of the 9th European Development Fund is necessary as all the funds for ACP countries in the general budget are entirely allocated.
8. The Commission has informed the European Development Fund (EDF) Committee set up by the Internal Agreement with ex-ante information according to the criteria laid down in Article 24.3 a and 24.5 of the Internal Agreement.

¹ OJ L317 of 15.12.2000, p.3

² OJ L287 of 28 October 2005, p. 4

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 3,000,000 from the 9th European Development Fund for humanitarian aid operations to support the recovery of vulnerable populations affected by climate-induced natural disasters in Mozambique.
2. In accordance with Article 72 and 73 of the ACP-EC Partnership Agreement, the humanitarian operations shall be implemented in the pursuance of the following specific objective:
 - To provide the essential basic services and goods necessary for the dignified resettlement and/or the recovery of livelihoods of up to 100,000 people

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 12 months as from 1 July 2007.
2. Expenditure under this Decision is eligible as from 1 July 2007.
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

1. The Commission shall implement the budget by direct centralised management, or by joint management with international organisations.
2. The actions supported by this decision will be implemented by humanitarian aid organisations that are signatories to the Framework Partnership Agreements (FPA) or the EC/UN Financial Administrative Framework Agreement (FAFA).
3. Taking into account the specificities of humanitarian aid, the nature of the activities to be undertaken, the specific location constraints and the level of urgency, the activities covered by this decision may be financed in full in accordance with Article 253 of the Implementing Rules of the Financial Regulation. This means that in case of co-financing, the possible rate of co-financing can go up to 99% if needed.

Article 4

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

Done at Brussels,

For the Commission

Member of the Commission



Humanitarian Aid Decision
F9 (FED9)

Title: Humanitarian aid to support the recovery of vulnerable populations affected by climate-induced natural disasters

Location of operation: MOZAMBIQUE

Amount of Decision: EUR 3,000,000

Decision reference number: ECHO/MOZ/EDF/2007/01000

Explanatory Memorandum

1 - Rationale, needs and target population.

1.1. - Rationale :

During the early part of 2007, the southern African region experienced months of erratic weather conditions : unusually heavy rains caused severe flooding, displacement and damage to infrastructure and crops in Angola, Madagascar, Malawi, Mozambique, Namibia and Zambia. This disruption was aggravated in the case of Mozambique and Madagascar by a string of cyclones. Moreover, a slow-onset but extreme drought has caused harvests to fail in Swaziland, Lesotho, southern Madagascar, southern Mozambique, parts of Zambia, and Zimbabwe. These additional climatic shocks have had deleterious effects on the coping mechanisms of already chronically vulnerable and food insecure populations, many of whom are affected by or suffering from HIV/AIDS. Indeed, all of the countries in southern Africa are faced by the vicious circle whereby HIV/AIDS creates and increases poverty, vulnerability and food insecurity, and food insecurity, vulnerability and poverty facilitates the spread of HIV/AIDS. Combined with poor governance, what is now known as the Triple Threat hangs over the entire region.

Flooding

In south-western Angola, southern Malawi, the Caprivi Strip in northern Namibia, and large areas in western and north-western Zambia, crops were destroyed by serious flooding of the Zambezi river and its tributaries, the Kafue and Luangwa rivers in Zambia and the Shire in

Malawi. The damage was substantial in Zambia, with up to 295,000 people estimated to have been in some way affected³ at the time. The situation in Angola, Malawi and Namibia was largely kept under control by the respective Government disaster management agencies. With regard to Zambia, a field assessment by the European Commission's Directorate General for Humanitarian Aid (DG ECHO) in April reported that, whilst the floods were serious, there was no evidence of widespread life threatening complications, that the number affected by flood-related food shortages was much less than originally stated (120,000), and that Government stocks should be sufficient to assist the most vulnerable until the next harvest. The timely delivery of agricultural inputs for the next planting season is, however, critical, and remains a potential issue for humanitarian assistance.

Since December 2006, various regions of Madagascar have also experienced exceptionally heavy rainfall and flooding caused by cyclones and tropical storms Bondo, Clovis, Enok, Favio and Gamede, resulting in the destruction of crops and social infrastructure, as well as the displacement of 33,000 people⁴. Following a field assessment by DG ECHO, the European Commission (EC) on 19 March adopted an emergency humanitarian aid decision for EUR 1,500,000 in support of similar interventions in Madagascar.

The greatest damage from flooding was, however, caused in the lower Zambezi basin in Mozambique, which received increased water from all of its major tributaries as well as from the Kariba and Cahora Bassa dams. In this area, an estimated 285,000 people were affected, of whom 163,000 displaced⁵.

Following a field assessment by DG ECHO, the EC, on 23 February, adopted an emergency humanitarian aid decision making EUR 2,000,000 available for interventions in support of flood affected populations in Mozambique, targeting water and sanitation, primary health and non-food relief items for the displaced. However, most of those displaced still remain in makeshift camps in dire conditions, awaiting resettlement. A high-level DG ECHO assessment at the end of May confirmed substantial unmet humanitarian needs in these camps, and at the resettlement sites identified by the Government which, if not covered, will make the recovery process very difficult if not impossible, thus perpetuating and further aggravating the humanitarian situation. The Government has so far identified more than 30,000 plots for resettlement in four provinces, but it is clear that, as happened after the last severe flooding in 2001, many people will return to their original homes – and put themselves in danger once again – if the new settlements do not meet minimum expectations and fit in with the prevailing livelihoods options. Indeed, the Government's disaster management unit (Instituto Nacional pela Gestão das Calamidades – INGC) "acknowledges that incentives for resettlement must be strong enough to encourage people to move to new areas rather than return to their habitual place of residence, which are subject to hazards."⁶

Cyclones

The emergency situation in Mozambique and Madagascar was further aggravated by the arrival of cyclones Favio, which made landfall on the coast of Inhambane province in Mozambique on 22 February, and Indlala, which hit population centres in south-western Madagascar on 15 March. The cyclones caused damage to crops, homes, social infrastructure and livelihoods of 140,000 people in Mozambique and 120,000 in Madagascar.

³ UN Flash Appeal for Zambia, March 2007

⁴ Government of Madagascar, State of Disaster declaration, 20.02.2007

⁵ UN Flash Appeal for Mozambique, March 2007

⁶ UN-OCHA situation report no. 13, March 2007

These events, coming on top of, and at the same time as, some of the worst flooding for years in the two countries, stretched the coping capacities of the vulnerable populations affected, but also of the respective Government disaster management agencies. In order to address the additional humanitarian needs caused by Favio and Indlala (in turn followed by Cyclone Jaya), and following an on-the-spot assessment by DG ECHO, the EC adopted a primary emergency decision of EUR 2,000,000 for Mozambique on 24 February, and a second emergency decision of EUR 1,500,000 for Madagascar on 18 April.

The Government, private sector and donor cyclone response in Mozambique was both rapid and effective. The most recent assessments indicate that shelter, health and rehabilitation needs generally have been met. This area is, however, extremely arid. The heavy rains brought by cyclone Favio have not been retained by the soil, and therefore done little to assuage the prevailing drought conditions. What the drought did not do to the maize, the cyclone did, so the end result is that there has been no maize harvest to speak of. Furthermore, the impact of the cyclone will only become apparent in the spring (September/October) as the fruit harvest (mango, guava, pineapple, banana, some cashew and peanut), which provided not only a nutritional boost and a little cash crop (link to tourist economy) during the hunger season, has also been lost, not only for this year but for a few years to come. The most vulnerable groups, among them single parent or child-headed households and orphans, with the most fragile coping mechanisms, are likely to struggle to recover a measure of household food security.

Drought

At the same time, other parts of southern Africa are experiencing one of the worst droughts for many years. The effects of the drought appear to be the most serious in Zimbabwe (up to 4,000,000 people affected), Swaziland (up to 400,000 people affected) and Lesotho (up to 400,000 people affected). These countries will need to import a greater quantity of food than usual – Lesotho and Swaziland are traditional food deficit countries – against the background of a rapid increase in prices due to a less than average harvest in South Africa, the breadbasket of the region.

Southern Mozambique is also affected by a drought which has been continuing for several years, and which has again affected crop production in 2007. Given the poor main-season crop in the south, a good second-season harvest of cash crop vegetables in July is an important element to improve household food security. If the second season is also poor – and rains have not been good in June - the delicate balance between food security and insecurity in the area could be upset, particularly as prices of maize from surplus-producing areas may begin to rise as early as July this year, instead of in September as they usually do⁷. This situation requires close follow up in order to identify pockets of humanitarian need caused by, for example, increasingly difficult economic access to food amongst the most vulnerable groups.

1.2. - Identified needs :

⁷ Source FEWSNET Mozambique Food Security Update, June 2007
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The most immediate, and uncovered, humanitarian needs in terms of recovery of livelihoods are among those populations displaced by flooding in the Lower Zambezi Valley in Central Mozambique. In this area, livelihoods are based on fishing and cropping, with little or no alternatives in economic terms. The coping mechanisms of most have been exhausted by the 2007 floods, driving them deeper into already chronic poverty and increasing their vulnerability. The Government of Mozambique's response in the flood-affected districts is now focused on resettlement and reconstruction under the direction of provincial and district officials. The goal of the resettlement process is to ensure that displaced households relocate their principal residences above the flood plain in order to mitigate the chronic cycle of natural disasters to which Mozambique is subject. However, the local government has little capacity to respond to the current emergency needs, such as access to drinkable water and basic health services, let alone to establish the essential services required to trigger the recovery which will make resettlement a viable option.

The priority needs expressed by the population are :

- access to drinkable water ;
- access to education for their children ;
- access to health facilities ;
- food and seeds.

This assessment was confirmed by a high level DG ECHO mission in May, together with many of the UN and NGO partners operating in the area. Priority will therefore be given under this decision to interventions targeting these needs in order to give affected populations the opportunity to recover their livelihoods and resettle in safety and dignity.

Against the background of a recurrent cycle of natural climate disasters, there is also a need to raise the awareness of the target beneficiaries of community-based measures that can be taken to preserve lives and livelihoods in the future. This need for disaster preparedness is acknowledged by the Government of Mozambique in its national poverty reduction strategy as being an essential element of poverty alleviation⁸.

Similar, though less substantial, unmet humanitarian needs may also emerge in one or more of the other countries of the region which have been affected by natural disasters, and a similar, though reduced, response cannot not be excluded. DG ECHO will continue to closely monitor the situation in order to be able to rapidly respond should the need arise.

1.3. - Target population and regions concerned :

The main target group of this Decision will be those displaced and/or in the process of resettling in the Lower Zambezi Valley. Pockets of humanitarian need in other areas of Mozambique affected by natural disasters may also be addressed through this Decision.

1.4. - Risk assessment and possible constraints :

Humanitarian interventions in Mozambique generally do not encounter major security risks. Interventions to be funded from this Decision should be largely completed in time for the 2008 flood season. There is the possibility of landmines left over from the civil war having been displaced by flooding, though this cannot be considered to be a generalized risk

⁸ Government of Mozambique "Programma de Acção pela Reducção da Pobreza (PARPA II) – 2006-2009, section VII.7, recitals 239-246
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Depending on the evolution of the situation, it may be necessary to envisage a further ad hoc Decision to support the recovery of vulnerable population groups affected by climate-induced natural disasters elsewhere in southern Africa.

In the interests of coherence, complementarity and sustainability, all interventions to be funded by DG ECHO must fit into the framework of the national plan established by the Instituto Nacional pela Gestão des Calamidades of the Government of Mozambique, and take full account of other EC-funded interventions being implemented, or to be implemented, in the targeted zones.

2 - Objectives and components of the humanitarian intervention proposed:

2.1. - Objectives :

Principal objective:

To support the recovery of the livelihoods of vulnerable populations affected by climatic disasters

Specific objective:

To provide the essential basic services and goods necessary for the dignified resettlement and/or the recovery of livelihoods of up to 100,000 people

2.2. - Components :

Interventions will be specifically targeting the recovery and resettlement phase.

Components to be considered for funding will include the following : basic public health interventions, both medical and water and sanitation-based, including those to prevent and/or tackle outbreaks of water-borne diseases; primary health care; water and sanitation; rehabilitation of small social infrastructure such as schools and clinics; shelter; emergency food security; logistics.

In view of the heavy burden of HIV/AIDS in the targeted areas, all interventions will include a component of HIV/AIDS prevention and awareness activities.

Furthermore, in view of the recurrent cycle of natural disasters in Mozambique, all interventions will include a component of community-based disaster preparedness.

3 - Duration expected for actions in the proposed Decision:

The duration for the implementation of this Decision shall be 12 months.

Humanitarian operations funded by this decision must be implemented within this period.

Expenditure under this Decision shall be eligible as from 1 July 2007

Start Date : 1 July 2007

5 - Overview of donors' contributions

Donors in Mozambique the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria	420,594	DG ECHO	4,000,000		
Belgium	1,000,000	Other services			
Bulgaria					
Cyprus					
Czech republic	35,336				
Denmark					
Estonia					
Finland					
France	144,210				
Germany	3,036,611				
Greece					
Hungary					
Ireland	625,000				
Italy	492,000				
Latvia					
Lithuania					
Luxemburg					
Malta					
Netherlands	810,000				
Poland					
Portugal	67,317				
Romania					
Slovakia					
Slovenie					
Spain	130,000				
Sweden	454,754				
United kingdom					
Subtotal	7,215,822	Subtotal	4,000,000	Subtotal	0
		Grand total	11,215,822		

Dated : 22 June 2007

(*) Source : DG ECHO 14 Points reporting for Members States. <https://hac.ec.europa.eu>

Empty cells means either no information is available or no contribution.

In terms of coordination, The Government's Disaster Management platform (Instituto pela Gestão das Calamidades) is firmly in the lead. The United Nations, the International Federation of the Red Cross and Red Crescent Societies and the Non-Governmental Organisations group is applying the Cluster approach, with the UN in the lead in most sectors apart from education and protection (Save the Children joint lead).

6 - Amount of decision and distribution by specific objectives:

6.1. - Total amount of the decision: EUR 3,000,000

6.2. - Budget breakdown by specific objectives

Principal objective: To support the recovery of the livelihoods of vulnerable populations affected by climatic disasters				
Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Activities	Potential partners⁹
Specific objective 1: To provide the essential basic services and goods necessary for the dignified resettlement and/or the recovery of livelihoods of up to 100,000 people	3,000,000	Lower Zambezi Valley and other areas of central Mozambique affected by flooding ; Other areas of Mozambique affected by flooding, cyclone or drought	-Basic public health interventions, both medical and water and sanitation-based; - primary health care; - water and sanitation; - rehabilitation of social infrastructure ; - shelter ; - emergency food security ; - logistics ; -HIV/AIDS awareness and prevention ; - community-based disaster preparedness	- ACTIONAID - CARE - UK - CHRISTIAN AID - UK - CROIX-ROUGE - BEL - CROIX-ROUGE - DEU - CR-E - FAO - GERMAN AGRO ACTION - GVC - HAI - INTERMON - IOM - IRD - MdM-P - OIKOS - OXFAM GB - SC(UK) - UNICEF - WVUK
TOTAL:	3,000,000			

⁹ ACTIONAID GB, BELGISCHE RODE KRUIS/CROIX ROUGE DE BELGIQUE, (BEL), CARE INTERNATIONAL UK , CHRISTIAN AID (GBR), CRUZ ROJA ESPAÑOLA, (E), DEUTSCHE WELTHUNGERHILFE / GERMAN AGRO ACTION, (DEU), DEUTSCHES ROTES KREUZ, (DEU), GRUPPO DI VOLONTARIATO CIVILE (ITA), HELPAGE INTERNATIONAL (GBR), INTERMON OXFAM, (E), INTERNATIONAL ORGANIZATION FOR MIGRATION (INT), Islamic Relief Humanitäre Organsiation in Deutschland e.V., Médicos do Mundo Portugal, OIKOS - COOPERAÇÃO E DESENVOLVIMENTO, OXFAM (GB), THE SAVE THE CHILDREN FUND (GBR), UNICEF, UNITED NATIONS - FOOD AND AGRICULTURE ORGANIZATION, WORLD VISION - UK

7 - Evaluation

Under article 18 of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid, the Commission is required to "regularly assess humanitarian aid operations financed by the Community in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent operations." These evaluations are structured and organised in overarching and cross cutting issues forming part of ECHO's Annual Strategy such as child-related issues, the security of relief workers, respect for human rights, gender. Each year, an indicative Evaluation Programme is established after a consultative process. This programme is flexible and can be adapted to include evaluations not foreseen in the initial programme, in response to particular events or changing circumstances. More information can be obtained from:

http://ec.europa.eu/echo/evaluation/index_en.htm

8 – Management issues

Humanitarian aid actions funded by the Commission are implemented by NGOs, Specialised Agencies of the Member States, and the Red Cross organisations on the basis of Framework Partnership Agreements (FPA) and by United Nations agencies based on the EC/UN Financial and Administrative Framework Agreement (FAFA) in conformity with Article 163 of the Implementing Rules of the Financial Regulation. These Framework agreements define the criteria for attributing grant agreements and financing agreements in accordance with Article 90 of the Implementing Rules and may be found at http://ec.europa.eu/echo/partners/index_en.htm.

Individual grants are awarded on the basis of the criteria enumerated in Article 7.2 of the Humanitarian Aid Regulation, such as the technical and financial capacity, readiness and experience, and results of previous interventions.