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**COMMISSION DECISION**

**of**

**on the financing of humanitarian actions in the south-east African and south-west  
Indian Ocean region from the general budget of the European Union**

**(ECHO/-FA/BUD/2010/03000)**

## COMMISSION DECISION

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**on the financing of humanitarian actions in the south-east African and south-west Indian Ocean region from the general budget of the European Union**

**(ECHO/-FA/BUD/2010/03000)**

THE EUROPEAN COMMISSION,

Having regard to the Treaty on the Functioning of the European Union,

Having regard to Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid<sup>1</sup>, and in particular Articles 2 and 4, and Article 15(3) thereof;

Whereas:

- (1) The south-east African and south-west Indian Ocean region is exposed to a wide range of natural disasters, such as floods, cyclones, and volcanic eruptions,
- (2) Local communities are very vulnerable to these disasters, the effects of which are compounded by socioeconomic factors, such as high population density, extreme poverty, and in some cases, a high prevalence of HIV/AIDS;
- (3) Lessons learned from the first DIPECHO<sup>2</sup> Action Plan in the region lead to the conclusion that natural hazards, mainly floods and cyclones, in this region put at risk not only the lives of individuals, but also their livelihoods, especially for those based in agriculture;
- (4) It is necessary to respond to the livelihoods concerns of these communities at risk of natural disasters, by linking Disaster Risk Reduction-based food security actions to those of ongoing community-based DIPECHO projects in order to decrease their vulnerability;
- (5) To reach populations in need, humanitarian aid should be channelled through non-governmental organisations (NGOs) and international organisations including United Nations (UN) agencies. Therefore the European Commission should implement the budget by direct centralized management or by joint management;
- (6) An assessment of the humanitarian situation leads to the conclusion that humanitarian aid actions should be financed by the European Union for a period of 18 months;
- (7) For the purposes of this Decision the south-east African and south-west Indian Ocean region countries involved are the Comoros, Madagascar, Malawi and Mozambique;

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<sup>1</sup> OJ L 163, 2.7.1996, p. 1.

<sup>2</sup> Disaster Preparedness Programme of the Directorate-General for Humanitarian Aid and Civil Protection - ECHO

- (8) It is estimated that an amount of EUR 5,000,000 from budget article 23 02 02 of the general budget of the European Union is necessary to provide humanitarian assistance to the vulnerable population of the south-east African and south-west Indian Ocean region at risk of natural disasters, taking into account the available budget, other donors' contributions and other factors. Although as a general rule actions funded by this Decision should be co-financed, the Authorising Officer, in accordance with Article 253 of the Implementing Rules of the Financial Regulation, may agree to the full financing of actions;
- (9) The present Decision constitutes a financing Decision within the meaning of Article 75 of the Financial Regulation (EC, Euratom) No 1605/2002<sup>3</sup>, Article 90 of the detailed rules for the implementation of the Financial Regulation determined by Regulation (EC, Euratom) No 2342/2002<sup>4</sup>, and Article 15 of the internal rules on the implementation of the general budget of the European Union<sup>5</sup>;
- (10) In accordance with Article 17(2) of Council Regulation (EC) No.1257/96 of 20 June 1996, the Humanitarian Aid Committee gave a favourable opinion on 8 June 2010.

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 5,000,000 for the financing of humanitarian actions in the south-east African and south-West Indian Ocean region from budget article 23 02 02 of the 2010 general budget of the European Union.
2. In accordance with Articles 2 and 4 of Council Regulation No.1257/96, the principal objective of this Decision is to provide short-term food assistance to vulnerable populations living in areas most affected by natural hazards in the south-east African and south-west Indian Ocean region. The humanitarian actions shall be implemented in the pursuance of the following specific objective:
  - To protect livelihoods of vulnerable populations regularly affected by natural disasters and to establish conditions to promote disaster preparedness by providing short-term food security, short-term livelihood support, and other support activities.

The full amount of this Decision is allocated to this specific objective.

#### *Article 2*

1. The period for the implementation of the actions financed under this Decision shall start on 1 August 2010 and shall run for 18 months. Eligible expenditure shall be committed during the implementing period of the Decision.
2. If the implementation of individual actions is suspended owing to force majeure or other exceptional circumstances, the period of suspension shall not be taken into account in the implementing period of the Decision in respect of the action suspended.

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<sup>3</sup> OJ L 248, 16.9.2002, p.1.

<sup>4</sup> OJ L 357, 31.12.2002, , p.1.

<sup>5</sup> Commission Decision of 5.3.2008, C/2008/773

3. In accordance with the contractual provisions ruling the Agreements financed under this Decision, the Commission may consider eligible those costs arising and incurred after the end of the implementing period of the action which are necessary for its winding-up.

### *Article 3*

1. As a general rule, actions funded by this Decision should be co-financed.  
The Authorising Officer, in accordance with Article 253 of the Implementing Rules, may agree to the full financing of actions when this will be necessary to achieve the objectives of this Decision and with due consideration to the nature of the activities to be undertaken, the availability of other donors and other relevant operational circumstances.
2. Actions supported by this Decision will be implemented either by non-profit-making organisations which fulfil the eligibility and suitability criteria established in Article 7 of Council Regulation (EC) No 1257/96 or international organisations.
3. The Commission shall implement the budget:
  - \* either by direct centralised management, with non-governmental organisations
  - \* or by joint management with international organisations that are signatories to the Framework Partnership Agreements (FPA) or the Financial Administrative Framework Agreement with the UN (FAFA) and which were subject to the four pillar assessment in line with Article 53d of the Financial Regulation

### *Article 4*

This Decision will take effect on the date of its adoption.

Done at Brussels, **[Date to be inserted by SG]**

*For the Commission*

...

*Member of the Commission*



**Humanitarian Aid Decision**  
**23 02 02**

Title: Commission Decision on the financing of humanitarian actions in the south-east African and south-west Indian Ocean region from the general budget of the European Union

Location of Action: Comoros, Madagascar, Malawi, Mozambique

Amount of Decision: EUR 5,000,000

Decision reference number: ECHO/-FA/BUD/2010/03000

## **Supporting Document**

### **1 - Rationale, needs and target population**

#### **1.1. - Rationale :**

##### **Background**

The south-east African and south-west Indian Ocean region is one of the most disaster-prone regions in the world, experiencing multiple types of natural disasters. Tropical storms often take the form of cyclones or hurricanes<sup>1</sup> and have become more frequent and devastating. The hurricane season lasts for four months. There is also recurrent and severe flooding associated with heavy rainfall during the five month rainy season, which puts pressure on the river systems. In some parts of the regions, such as in southern Malawi, floods are a relatively new phenomenon or have changed in frequency, intensity and schedule. Earthquakes have occurred in Mozambique in recent years, whilst the Comoros islands have experienced volcanic eruptions. This physical risk is combined with socio-economic factors, such as high population density, extreme poverty and, in Malawi and Mozambique, a high incidence of HIV and AIDS. The combination of these factors results in very vulnerable communities with few coping capacities in the event of disaster, compounded by the fact that there may be a high number of child and grandparent-headed households. Due to their extreme poverty, these vulnerable population groups have a very low capacity to recover from losses.

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<sup>1</sup> Pronounced rotary circulation, with constant wind speed of 74 miles per hour / 119 kilometres per hour or more

Statistics from the database of the Centre for Research on the Epidemiology of Disasters (CRED) indicate that in Mozambique, there is one major flood every 2.5 years, one major windstorm every 3.8 years; in Malawi, major floods are recorded every 1.8 years whilst in Madagascar, the country has suffered an average of 1.3 major disasters every year since 1968, windstorms being the most frequent ones (35 events in the period 1968 – 2006). As an example, major cyclones (affecting 100,000 people or more) have occurred in almost a 3 year pattern since 1972.

In 2009, several hazards had a serious negative effect on the population in the region. There was flooding in March on the three major islands of the Comoros affecting 100,000 persons; Cyclone Fanele struck the west coast of Madagascar as a category three storm, damaging homes, infrastructure, and agriculture in the western, south-western, and central regions of the country and affecting 40,400 people, and southern Madagascar experienced untimely poor rainfall which severely deteriorated the food insecurity situation of the population of the Androy and Anosy regions. The rainy and cyclone seasons of both 2007 and 2008 demonstrated the extent of the region's exposure and vulnerability to disaster:

- Two successive years of flooding affected more than 280,000 people in Mozambique, 150,000 in Madagascar, and 100,000 in Malawi, causing displacement of population, and destruction of crops and livelihoods.
- During the 2007 cyclone season, 120,000 people were affected, and 80 killed, by cyclone Indlala in Madagascar, and 140,000 affected by Cyclone Favio in Mozambique.
- In 2008, cyclones Fame and Ivan caused further deaths and significant damage to crops and infrastructure in Madagascar.
- The Comoros islands are at risk from frequent strong winds as well as from the active Karthala volcano, which erupted twice in 2005, polluting the water sources of 260,000 people.

These natural disasters, which are sporadic in nature but have nevertheless increased in frequency, are difficult to predict in terms of schedule and intensity, and are believed to be associated with climate change. The affected communities are unable to cope with this new climatic situation, which has exacerbated their vulnerability and dependency on foreign aid to survive.

In areas exposed to sudden onset natural hazards in Madagascar, Malawi and Mozambique, the population is mostly practicing subsistence agriculture. The food security of this population is at recurrent risk in normal years, so the additional impact of natural disasters has a devastating effect on its access to food. The high recurrence of natural disasters, furthermore, prevents any possibility of sustainable recovery, let alone development of entire regions of the selected countries, as the resilience of the population in terms of food security is severely negatively affected. According to the 2009 Global Assessment Report of Disaster Risk Reduction,<sup>2</sup> households are often also faced with other catastrophes such market shocks, health risks, and in some cases conflict, compounding the hazard risk and increasing vulnerability to another hazard. The recurrence of natural disasters, therefore, creates a vicious circle where the population practicing subsistence agriculture has to contract debt to be able to recover from losses of crops; debts are further aggravated by the fact that the natural disasters have a negative impact on the price of the staple food in the markets (price

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<sup>2</sup> UNISDR, 2009

of staple food being multiplied by 2 or 3 in period of lack of commodity). This economic situation creates conditions where vulnerable households can do little more than follow survival mode. Under these conditions, a natural hazard of low intensity could take on disaster proportions.

#### Directorate-General for Humanitarian Aid and Civil Protection (DG ECHO) Strategy

The increased risks mentioned above therefore reinforce the need to support actions that are targeted towards Disaster Risk Reduction (DRR) in order to strengthen coping capacities of the communities exposed to natural hazards, and vulnerable to these climatic shocks, as well to secure their livelihoods through food security interventions.

A first Action Plan for Disaster Preparedness was launched under DG ECHO's Disaster Preparedness ECHO (DIPECHO) programme, and was followed up by a second Action Plan for Disaster Preparedness in March 2010. The Action Plans aim to increase resilience and decrease the vulnerability of local communities and institutions by supporting strategies that enhance their capacities and enable them to better prepare for, mitigate and respond adequately to natural disasters. DIPECHO projects generally focus on local communities and institutions, leaving most institutional strengthening at national level to development donors.

The main lessons learned from the first Action Plan are that natural hazards, mainly floods and cyclones in this region, put at risk not only the lives of individuals, but also their livelihoods, especially for those based in agriculture. Whilst DIPECHO interventions are indeed necessary to achieve the principal objective of preparing the communities at risk to better cope with the negative impacts of natural hazards, primarily the saving of human lives, they do not respond to the other pressing concern of the communities, that is that of the acute food insecurity that the continuous succession of natural catastrophes carries with it.

This Decision thus aims to complement the second DIPECHO Action Plan by linking DRR-based food security actions, namely the adaptation to new patterns of natural hazards, to those of ongoing DIPECHO projects in order to decrease the vulnerability of communities exposed to the risk of floods and cyclones. Ideally, the involvement of longer term development actors, such as EU Delegations, should be encouraged since development is the only sustainable solution to reducing the vulnerability of the populations at risk of natural hazards. However, development donors have traditionally approached climate change in terms of the reduction of carbon dioxide and the minimisation of environmental degradation, such as erosion and forestry conservation and to a much lesser extent on actual impacts, such as changes in patterns or occurrence, on communities exposed to hazards. Nevertheless, existing EU development programmes with a potential for synergies are outlined in the next section. Hence, pilot initiatives, operational research and advocacy are necessary to demonstrate new approaches to climate change adaptation and DRR to development donors, governments and agencies.

## 1.2. - Identified needs :

### Comoros

The Comoros is made up of 3 main islands – Grande Comore, Anjouan, and Mohéli. It is one of the world's poorest countries, with 60 % of its population living below the poverty line. Agriculture, including fishing, hunting, and forestry, employs 80% of the labour force, and provides most of the exports. Export income is heavily reliant on three main crops (vanilla, cloves, and ylang-ylang) but due to natural disasters, this income is erratic, keeping the population vulnerable and dependent on foreign aid.

There are two main natural hazards affecting the country - the active Le Karthala volcano, located on the island of Grande Comore, and flash floods. In 2005, the Le Karthala erupted spewing ash into the water supplies, affecting both the health of individuals as well as livestock. Moreover, this volcanic ash, when mixed with heavy rains, blocks river beds causing flash floods and the destruction of houses and agriculture.

The EU Delegation is implementing two DRR projects in the Comoros. One is funded under the Indian Ocean Commission (IOC) / *Programme régional de gestion durable des zones côtières des pays de l'Océan Indien* (ProGeCo) and is oriented towards climate change adaptation. The project's objective is to set up an effective regional cooperation between the countries with a view to reinforcing the capacity of the IOC regarding adaptation to climate change in short-term projects and to develop projects and policies in the long term. The second project came under the 2009 Annual Action Plan, in the framework of the Indian Ocean Small Island Developing States, which included a component for the development of a disaster insurance scheme.

### Madagascar

Madagascar's population is estimated at 19 million inhabitants. Currently growing at a rate of 3 % per annum, the population is expected to reach 35 million by 2030. The country is poor, with 61 % of the population living on less than USD1 per day. Over 85 % of the population leads rural, subsistence-based lives. Forty-two % of children under 5 years of age are moderately underweight, and 48 % are moderately stunted.

Madagascar has always been prone to natural disasters in the form of cyclones, floods, droughts and locust infestations, but extreme climatic events have increased in frequency and intensity in recent years. Madagascar experiences severe cyclones which puts pressure on the river systems and can cause widespread flooding and crop losses throughout the country. These occur during the rainy season from November to April. At the same time, the south is prone to drought, the past 50 years being characterised by extreme dryness roughly three out of every five years. Whereas Madagascar used to produce enough to meet its food needs, it is now a net importer of rice, with 20 % to 30 % of its rice needs being annually brought in from abroad.

Areas where food security emergencies are more likely to occur in the future include primarily the coastal and adjacent districts along the eastern seaboard, where the likelihood of cyclones is high. Further to the north (e.g., Vavatenina) lie areas where cyclones and flooding are recurrent, resulting in too much water and poor drainage preventing crop yields from



reaching their potential. Over the past 35 years, at least 50 natural disasters, including cyclones, drought, epidemics, floods, famines and locust infestations, have been reported, affecting more than 11 million people.

The eastern coastal and southern regions are the most exposed to seasonal food insecurity. A World Bank report in 2008 stated that, 'The country relies heavily on the consumption of rice as its main staple crop, the per capita consumption being highest in the world<sup>3</sup>. In 2008, rice prices were 15 % higher than in 2007. Further, they increased by about 4 % in 2008/09<sup>4</sup>. As a result, food security and household welfare has been severely affected.<sup>5</sup>

Moreover, Madagascar's vulnerability has been exacerbated by its political crisis since development aid has been suspended and sanctions, by various bodies including the African Union, have been imposed, affecting all social infrastructures.

The most serious impact of the floods and cyclones is the loss of own production, mostly rice, but also maize and cassava. Floods used to occur once every five years, but currently happen 6 to 8 times per year, between December and April, when rice is ready for harvesting, jeopardising efforts to constitute food stocks that would normally have lasted until the next harvest season; landslides caused by rains also affect crop fields. The 2007/2008 agricultural / rainy season was characterised by heavy rains and two cyclones, Fame and Ivan. According to the Bureau National de Gestion des Risques et Catastrophes (BNGRC), 50,948 hectares of rice fields were flooded, of which 15,000 hectares in the region of Alaotra Mangoro, yielding 30% of the national rice production; 14,000 hectares in Mahajanga II; 8,860 in Marovoay; 3,141 hectares in Lalangina; 3,060 hectares in Midongy South; 2,808 hectares in the region of Betsiboka. 135,708 hectares of other crop fields were also flooded<sup>6</sup>.

Due to constant demographic pressure, the size of cropping plots has also decreased (less than one hectare), adding extra challenges to the constitution of sufficient food stocks. On top of that floods carry sand, making the crop fields less and less productive; as an example, peasants report that 30 years ago, 15 kg of rice seeds were enough to cultivate 0.5 ha to produce enough rice for six months. Currently, 60 kg of seeds produce rice for just four months, under good weather conditions. Floods also negatively affect grazing areas, which remain covered by mud and cause the spreading of diseases and loss of cattle. The heavy cyclone winds also affect "income-generating" cultures such as vanilla and cloves, which are usually located on higher ground.

Floods do not threaten human lives, but deaths do sometimes occur when individuals lose their food stocks and, as a coping mechanism, are forced to eat other varieties of wild plants, which may be poisonous.

Malnutrition is one of the most recurrent health consequences of floods and cyclones in Madagascar. Since crops and household food stocks are severely affected, the food gap between harvests may be extended, fostering food insecurity and increasing malnutrition in children. Moreover, during the floods access to crop fields, markets (to buy basic products such as salt, sugar, oil, etc), health care and schools is hampered.

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<sup>3</sup> WFP 2008

<sup>4</sup> World Bank 2008

<sup>5</sup> <http://www.foodsecurityportal.org/madagascar>

<sup>6</sup> <http://www.reliefweb.int/rw/RWB.NSF/db900SID/EDIS-7CMRCG?OpenDocument> Madagascar: Cyclones Situation Report No. 3 - 10 Mar 2008

The projects under the first DIPECHO Action Plan were oriented towards floods and cyclones and located along the eastern coastline of the country. Activities included the small-scale construction of cyclone-resistant granaries, and malnutrition follow-up. In the disaster-prone areas affected by cyclone Ivan, in the Analanjirofo region, these DIPECHO actions were complemented by a DG ECHO-funded food security grant to support the local production of improved rice seed (shorter production cycle and flood-resistant).

## Malawi

Malawi is a small land-locked country with one of the highest population densities in sub-Saharan Africa, and one of the lowest per capita incomes in the world. In 2005, for example, its per capita income was only USD 167, less than one-third of the average for sub-Saharan Africa. Agriculture is critical to achieving food security in Malawi at the national as well as the household level. Agriculture is the single most important sector of the economy, employing 85 % of the workforce and contributing 36 % of the country's GDP and over 80 % of the country's foreign exchange earnings. This means that food supplies, at the household and the national level, depend ultimately on the productivity of the agricultural sector.

Agricultural production is erratic, however, due to weather related shocks, drought and floods in particular. Food production is dominated by smallholders, and small-holder agriculture provides a livelihood to over 2.4 million households. Small-holders also contribute about 80 % of agricultural GDP, with commercial farms producing the rest.<sup>7</sup> Most smallholders are almost completely dependent on agriculture for their livelihoods. Their productivity is low, however, and, with limited irrigation, most can only produce one crop per year. Farm sizes also are small, especially in the south, and are declining. Three out of four farmers cultivate less than a hectare, for example, and 40 % of holdings are less than one half of a hectare. The result is that only a small percentage of farmers are able to produce enough maize to last them throughout the year, and because off-farm employment opportunities are limited, many households experience a "hungry season" when supplies run low.<sup>8</sup>

Vulnerability and poverty in Malawi is widespread and pervasive, with over half the population still living in poverty in 2005 and over 22 % classified as ultra-poor with insufficient income to meet even their basic food needs.<sup>9</sup> The existence of frequent and widespread shocks in Malawi has also resulted in large movements of people into and out of poverty.

According to the vulnerability assessments conducted, the most common shocks facing households in Malawi relate to a drop in crop yields and an increase in the price of food, reflecting Malawi's great dependence on rain-fed agriculture and its high exposure to climatic shocks. These climatic shocks are becoming more frequent and severely affect the livelihoods of the communities negatively and increase their vulnerability.

Three districts - Nsanje, Chikwawa and Salima – have on several occasions been identified as being the priorities in terms of vulnerability to natural disasters due to flooding, windstorms

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<sup>7</sup> Total cultivated area in the beginning of the 21<sup>st</sup> century averaged about 2.7 million hectares, of which from 1 to 1.1 million hectares are held in some 30,000 estates with average farm size ranging from 10 to 500 hectares. The remaining approximately 1.7 million hectares are cultivated by small holders with farm sizes averaging around 1 hectare. World Bank, "Malawi Country Economic Memorandum, Policies for Accelerating Growth," June 2004, p. 37.

<sup>8</sup> The Malawi Vulnerability Assessment Committee (MVAC) has estimated that roughly one third of the population in the livelihood zones analyzed is in perpetual food production deficit and has to rely on local agricultural labor (*ganyu*) for between two and six months each year. MVAC, "Malawi Baseline Livelihood Profiles," 2005.

<sup>9</sup> IHS2, 2005/06; also GOM/World Bank, "Malawian Poverty and Vulnerability Assessment (MPVA)," 2006.

and drought. Up until 15 years ago, these three districts rarely flooded. Since the early to mid-1990 episodes of flooding have been recurrent on an annual or bi-annual basis, associated with displacement of communities for a few days up to a few weeks, the very frequent destruction of crops, and the frequent destruction of houses and goods.

These districts are affected by two types of floods: flash floods, from the highlands, and floods from the Shire River (when the river banks burst). Flash floods last for 5-6 hours and can be 40-100cm in height. Floods from the Shire River, which can last for weeks up to several months depending on severity, are more devastating in nature. The flash floods are much more predictable than floods from the Shire River. Flash floods carry lots of sand from the highlands where deforestation is rampant, filling up the river beds and changing the course of rivers. Moreover, the sand brought by the floodwaters is progressively deteriorating the quality of good agricultural land.

During the 2007/2008 agricultural season heavy rains experienced throughout the southern Africa region caused crop damage mainly in the Shire Valley mainly in Nsanje, Chikwawa and Zomba where 10,080 hectares of crop field were reportedly destroyed<sup>10</sup>. According to these assessments conducted in March 2008 a total of 32,767 households were affected, with 13,433 in need of immediate assistance and 22,707 requiring recovery assistance as a result of the loss of crops<sup>11</sup>. The effects of climatic shocks affect livelihoods mainly through crop damage.

Moreover households suffer losses of productive assets such as livestock. Years of deforestation caused by tobacco farming in the highlands have meant that major rivers in the three districts constantly change course due to silting, and the sand brought by the floodwaters is progressively deteriorating the quality of agricultural land. In the long run communities remain trapped in the poverty cycle as their main livelihood sources are rendered ineffective.

Some activities under the first DIPECHO Action Plan were aimed at building small-scale seed bank flood-resistant silos.

A related EU intervention in the domain of DRR and Climate Change Adaptation is the Farm Income Diversification Programme (FIDP) contributing to reducing soil erosion and environmental degradation, including rainwater harvesting, conservation farming, contour ridging, vetiver planting, and agro forestry. The project also has a dam construction component with the aim of improving resilience to dry spells and improving livelihoods and crop diversification through multi cropping and irrigation. Furthermore, soil erosion is mitigated through the planting of trees and crops.

A second Climate Change EU intervention is the Income Generating Public Works Programme (IGPWP), which is also undertaken with mitigation components for example in the forestry component. One of the programme's objectives is to ensure productive local forestry activities for the provision of fuel wood.

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<sup>10</sup> [http://www.unmalawi.org/sit\\_reps.html](http://www.unmalawi.org/sit_reps.html) Government of Malawi Humanitarian Update; 05 February 2008; Issue 3

<sup>11</sup> Situation Report 10 – Southern Africa Floods – 6 March 2008; UNOCHA

## Mozambique

Mozambique, one of the poorest nations in the world, is highly susceptible to floods and cyclones. More than 60 % of Mozambique's population of 21 million lives in coastal areas, and is therefore highly vulnerable to cyclones and storms along its 2,700 km coastline. Mozambique lies at the receiving end of major international hydrographical basins. Many of these basins suffer from saline intrusion deep into river mouths. Despite strong economic growth (6.5% in 2008), over 80 % of the population continues to depend on agriculture and is therefore highly susceptible to climatic shocks.

Mozambique ranks third amongst the African countries most exposed to risks from multiple weather-related hazards, suffering from periodic floods, cyclones and droughts. As much as 25 % of the population is at risk from natural hazards. Floods, epidemics and cyclones are the most frequent disasters, although drought affects the largest number of people. Droughts occur primarily in the Southern and Central regions, with a frequency of 7 in 10 and 4 in 10 years, respectively. Floods occur every 2-3 years along major river basins, low coastal plains, and areas with drainage problems. The risk is highest in the central and southern region. Cyclones affect the entire coast, but with highest wind impact along the northern area, from October to April, with frequencies of about 1-2 in 4 years, depending on the regions.

In 2007 the Inter-governmental Panel on Climate Change (IPCC) confirmed that in recent years a trend of increased temperature had been observed<sup>12</sup>. This has a particular influence on the climatic and hydrological regimes at the global scale; hence, the incidence of recurrent natural disasters induced by climatic factors, such as floods, cyclone and drought, is augmenting. Within eight years Mozambique has already endured four major flood events (2000, 2001, 2007 and 2008) and four cyclones (2000, 2004, 2007 and 2008), which are seriously hampering its economic growth. Therefore, the combination of cyclone and floods, along with the hydrographical configuration of the Mozambican basins and the large accumulation of population in the lower part, and thus close to the mouth, compounds the situation becoming a serious risk for human lives.

Heavy floods, cyclones and droughts have more effect on crop losses than on the toll on human lives. In the 2007/2008 agricultural season the Vulnerability Analysis Group (GAV) of the Technical Secretariat for Food Security and Nutrition (SETSAN) estimated that around 258,000 persons were affected by floods in the Zambeze, Save, Pungué and Buzi basins<sup>13</sup>. The crop losses were estimated at 83,000 hectares, affecting 89,000 households by February 2008<sup>14</sup>. Food security issues therefore become pertinent in areas prone to floods as most crops are swept away by flooded rivers.

In the past, floods were considered as a positive event in the lives of the inhabitants of the lower Zambezi Valley, as they extended the fertile soils and brought about abundant fishing. Local communities adapted the cropping season to the pattern of the seasonal flooding, so when floods occurred, they had their food stocks ready. However, in the last fifteen years the patterns of the floods in the valley have dramatically changed: with increased water levels and flooding months changing. Therefore, flooding occurs before communities have been able to harvest their crop fields meaning that they are unable to preserve food to face the period when the fields are uncultivable.

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<sup>12</sup> *Fourth Assessment Report - Climate Change 2007: Mitigation of Climate Change*. Summary Report approved at the 9<sup>th</sup> Session of Working Group III of the IPCC, Bangkok, Thailand, 30 April - 4 May 2007.

<sup>13</sup> [http://www.fews.net/docs/Publications/mozambique\\_outlook\\_2008\\_Q2-Q3.pdf](http://www.fews.net/docs/Publications/mozambique_outlook_2008_Q2-Q3.pdf)

<sup>14</sup> <http://www.sadc.int/fanr/aims/rfsu/rfw/Flood%20Watch%20-%202004-Feb-2008.pdf>

When cyclones strike, besides crop loss, there is usually damage to fishing boats. Also, land becomes less fertile due to increased salinity as sand is carried away by heavy winds, thus leading to a decrease in crop production.

To complement food stocks, people develop mechanisms such as labouring, fishing, eating wild fruits (i.e. certain type of bananas) and the bulbs of the water lily plant. Gathering these bulbs, which grow on the river margins, considerably exposes locals to crocodile and hippopotamus attacks.

Community assessments under the first DIPECHO Action Plan show that the population of the lower Zambezi valley has valid know-how on co-existing with floods, as it is a natural event that locals have faced for generations. This complements the Inter-Agency Standing Committee (IASC) Real-Time Evaluation conducted in February 2007 which confirmed that the population living along the lower Zambezi River is in general extremely poor and approaches natural disasters with a “calculated risk”.

Actions under the first DIPECHO Action Plan were complemented with food security actions to support the recovery of productive activities of cyclone and flood-affected farming and fishing families in Mossuril and Ilha de Moçambique (Nampula) and Morrumbala (Lower Zambezi Valley) through the distribution of improved varieties of seeds and fruit trees, seed banking and food storing, and capacity building on increasing cropping productivity.

Taking into account the pillars of EU cooperation and the interventions of other partner donors, particularly EU Member States, the following areas of interest for EU support are targeted, through budget support:

- Enhancing participation in the global carbon market through the Clean Development Mechanism (CDM)
- Reducing Emissions from Deforestation and Degradation (REDD)
- Improving assistance to communities (agrarian producers) in risk areas

#### Proposed DG ECHO Response based on the identified needs

Needs assessment in terms of preparedness has been ongoing in the four target countries since early 2007, following the support by DG ECHO to the emergency humanitarian responses due to the series of natural disasters during the cyclone seasons of 2006, 2007 and 2008. The launch of the first DIPECHO Action Plan saw the maintaining of close contacts with the national disaster preparedness platforms and the EU delegations, as well as the partners and beneficiaries, enabling DG ECHO to develop a better understanding of the state of Disaster Preparedness and its shortcomings.

In addition, national consultative meetings, encompassing DG ECHO's partners, representatives of EU Delegations, national and regional stakeholders plus donor agencies, were held in each of the participating countries to set the priorities for the second Action Plan. The meetings found that there is a strong link between DRR and the significant toll on human lives and livelihoods. As the high recurrence of natural hazards in the region, especially floods and cyclones, greatly jeopardise the recovery of the affected population, it was recommended that DG ECHO put in place mechanisms to liaise DIPECHO actions to



mitigation activities linked to short-term food security and agriculture livelihood support<sup>15</sup> in areas with a high risk of natural disasters. These types of interventions to protect livelihoods assets would take place in complement to the DIPECHO Action Plan and be linked to longer-term interventions and strategies of national governments and other donors.

To date, humanitarian response in the region in terms of livelihoods has been almost exclusively reactive, in that it has addressed impact rather than reducing vulnerability to disasters and minimising asset loss. In general terms, the recovery interventions funded under the usual relief model have been defined as being purely agricultural, save with shorter timeframes, and therefore have been unable to break the dependency circle originated by cyclical recurrent hazards. The non-provision of alternatives, in terms of mitigation of the risk of food insecurity, to address the causes of the losses in livelihoods production leaves affected populations exposed to new food crises, and consequently to a dependency on foreign aid, in the event that the hazard occurs again.

DIPECHO interventions alone do not respond to the most pressing concerns of the community as expressed through the Hazard Vulnerability Capacity Assessments (HVCA) undertaken by the partners in the First DIPECHO Action Plan. As a practical example, little might be the impact of developing cyclone-proof models of silos if crop fields are flooded one month before harvesting and the population cannot store any food reserves or seeds to start the next agricultural season after the decrease of the water levels. Likewise, malnutrition follow-up is included in the DIPECHO Action Plan, but if the problem can be tackled at the root using food security initiatives, then this would be a more efficient and sustainable approach to the matter.

Therefore, to minimise damages to livelihoods and to recover from the impact of natural hazards rapidly and in an autonomous manner, communities primarily need, in complementarity with other community-based preparedness initiatives, basic agricultural inputs, which may improve their adaptation to the changed climate patterns. DG ECHO will thus aim to build complementarities and synergies with the efforts of development stakeholders by bridging gaps between the financial instruments that are already available and by advocating to development stakeholders. This will be pursued in three ways.

Firstly, through pilot projects focusing on the procurement and distribution of livelihoods inputs which facilitate the early creation of sufficient food stocks at household level, before the peak of the flood/cyclone season, and thus minimizing the chances of hunger and food dependency in the event of a natural disaster. Examples would include short-cycle, high-yielding, and/or water-resistant crops. In order to also facilitate the recovery of the affected population in the aftermath of a disaster, communities would also be trained in methods of generating these types of seeds to create seed banks for storing, consumption and selling to neighbouring communities.

Secondly, through operational research, carried out in a coordinated manner, using the same methodology and sampling, allowing data and outcomes in the various DIPECHO countries to be compared, providing a joint vision beyond contextual particularities.

Lastly, through sound advocacy and awareness-raising with regard to donors, governments, aid agencies working in agriculture, other relevant stakeholders, such as research institutions, and the general public - especially those whose livelihoods are in the hazard-prone areas,

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<sup>15</sup> This sector in DG ECHO is known as "Food Assistance, Short Term Food Security and Livelihood Support"

using a well-elaborated strategy, based on data obtained through operational research to demonstrate these innovative approaches and suggestions for policy changes within the food security sector.

### 1.3. - Target population and regions concerned :

In line with the Second DIPECHO Action Plan, this Decision will also focus on local communities. Priority will be given to those which are most vulnerable, most exposed to natural disasters, most lacking in support from other institutions, and who periodically suffer from acute food insecurity and livelihood loss.

The following countries will be targeted: Comoros, on all three islands; Madagascar, coastal areas and the hinterland; Malawi, particularly the riparian areas of Lake Malawi and the south along the Shire river basin; Mozambique, particularly the main river valleys and coastal towns. The same hazards will be prioritised as those in the Second DIPECHO Action Plan.

The interventions under this Decision will strive to ensure coherence and complementarities with other DRR initiatives in the region, especially the DIPECHO one. In order to ensure that this condition is met, the areas of implementation will need to be the same as those in which the DIPECHO interventions are taking place. Moreover, partners will need to be in a position to closely monitor and follow up the activities planned in order to allow added value in terms of lessons learned and the identification of good practices, in order to link them with existing DRR policies in the targeted countries.

The number of beneficiaries could vary from 500,000 to 1,000,000 vulnerable persons.

### 1.4. - Risk assessment and possible constraints :

In case of a natural disaster in the region, projects being implemented in the affected area could be suspended during an emergency, as implementing agencies may need to provide humanitarian assistance for the victims.

For LRRD<sup>16</sup> to be effective, advocacy of the lessons-learned will be required from a wide range of actors in order to ensure the involvement of development stakeholders, who are in turn fundamental in helping to feed this knowledge into sectoral policies.

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<sup>16</sup> Linking Relief, Rehabilitation and Development (LRRD)" [COM(1996)153]

## 2 - Objectives and components of the humanitarian intervention proposed

### 2.1. - Objectives :

Principal objective: To provide short-term food assistance to vulnerable populations living in areas most affected by natural hazards in the south-east African and south-west Indian Ocean region

Specific objective: To protect livelihoods of vulnerable populations regularly affected by natural disasters and to establish conditions to promote disaster preparedness by providing short-term food security, short-term livelihood support, and other support activities

### 2.2. - Components :

Rather than duplicating the EU Delegations' food security projects<sup>17</sup>, DG ECHO's support will pursue innovative livelihoods approaches that could be reinforced and complemented by the EU Delegations' interventions whilst taking into account environmental issues and climate change. Interventions may focus on vulnerable groups such as women and children-headed households, the elderly, and chronic patients living alone. Projects which are complementary to actions already put in place by ongoing DIPECHO actions and which include one or more of the following will be funded:

1. **Short-term livelihood support and short-term food-security**: strengthening the resilience to future shocks in natural disaster-prone contexts, by ensuring access to and availability of agricultural and livestock inputs and services in the preparedness phase as well as in the aftermath of a natural disaster, and other factors of production and livelihoods.

*Examples of possible eligible activities:*

- Seeds, tools, livestock support;
- Support to women's groups so that funds from income generating activities can be used to build the capacity of the household to cope with the effects of recurrent natural hazards.
- Supporting, at community level, short-term activities that would allow communities to constitute stocks of livelihoods inputs, and which in turn may also contribute to the reinforcement of community assets and infrastructure.

2. **Coordination and technical support to partners' operations; awareness-raising and advocacy**

*Examples of possible eligible activities:*

- Support to the coordination efforts on food security at national and regional level.
- Technical studies, workshops and surveys to increase knowledge about DRR in food security;
- strengthen partners' technical capacities
- Support to advocacy and awareness actions.

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<sup>17</sup>Through either the Food Facility, the EDF envelopes, or the Food Security Thematic Budget Line



### **3 - Duration expected for Actions in the proposed Decision**

The duration for the implementation of this Decision shall be 18 months.

Humanitarian Actions funded by this Decision must be implemented within this period. As a general rule, humanitarian operations funded under this Decision are to be implemented within a period of 12 months.

Expenditure under this Decision shall be eligible from 1 August 2010.

The 18 months duration is requested in view of the nature of the proposed activities, requiring a substantial investment in processes and systems, as well as complementarity with the DG ECHO actions supported under the Second DIPECHO Action Plan. Moreover, the duration of the Decision is necessary because in some instances for short-term livelihood support, starting dates and implementation periods need to be synchronised with varying agricultural seasons. Additionally, for humanitarian agricultural input projects, lead times for planning, procurement and transportation often demand extended timeframes.

Start Date : 1 August 2010

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 Actions.

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 DG ECHO operations in COMOROS*MADAGASCAR*MOZAMBIQUE*MALAWI				
Decision Number	Decision Type	2008 EUR	2009 EUR	2010 EUR
ECHO/-FA/BUD/2008/02000 (*)	Ad hoc	2,427,665		
ECHO/DIP/BUD/2008/04000 (*)	Ad hoc	5,359,207		
ECHO/MDG/BUD/2008/01000	Emergency	1,500,000		
ECHO/-SF/BUD/2009/01000 (*)	Emergency		462,766	
ECHO/MDG/EDF/2009/01000	Ad hoc		2,800,000	
ECHO/DIP/BUD/2010/04000 (*)	Ad hoc			6,000,000
	<b>Subtotal</b>	9,286,872	3,262,766	6,000,000
	<b>TOTAL</b>	18,549,638		

Date : 30/04/2010

Source : HOPE

(\*) Decisions with more than one country

## 5 - Overview of donors' contributions

Donors in COMOROS*MADAGASCAR*MOZAMBIQUE*MALAWI over the last 12 months			
1. EU Member States (*)		2. European Commission	
	EUR		EUR
Austria	600,000	DG ECHO	8,800,000
France	2,750,000		
Germany	3,115,366		
Italy	205,000		
Sweden	1,026,079		
United Kingdom	1,721,539		
<b>Subtotal</b>	<b>9,417,984</b>	<b>Subtotal</b>	<b>8,800,000</b>
<b>TOTAL</b>	<b>18,217,984</b>		

Date : 30/04/2010

(\*) Source : DG ECHO 14 Points reports. <https://webgate.ec.europa.eu/hac>

Empty cells : no information or no contribution.

## 6 - Amount of Decision and distribution by specific objectives

6.1. - Total amount of the Decision: EUR 5,000,000

### 6.2. - Budget breakdown by specific objectives

<b>Principal objective:</b> <i>To provide short-term food assistance to vulnerable populations living in areas most affected by natural hazards in the south-east African and south-west Indian Ocean region</i>					
<b>Specific objectives</b>	<b>Allocated amount by specific objective (EUR)</b>	<b>Geographical area of operation</b>	<b>Activities</b>	<b>Potential partners<sup>18</sup></b>	
Specific objective 1: To protect livelihoods of vulnerable populations regularly affected by natural disasters and to establish conditions to promote disaster preparedness by providing short-term food security, short-term livelihood support, and other support activities	5,000,000	Comoros, Madagascar, Malawi, Mozambique,	1. Short-term livelihood support and short-term food-security  2. Coordination and technical support to partners' operations; awareness-raising and advocacy	<u>Direct centralised management</u> - ACF - FRA - ACH- ESP - ACTIONAID - CAFOD - CARE - FR - CARITAS - ESP - CARITAS - FRA - CHRISTIAN AID - UK - CONCERN WORLDWIDE - COOPI - CROIX-ROUGE – DEU - CROIX-ROUGE - DNK - CROIX-ROUGE - ESP - CROIX-ROUGE - FIN - CROIX-ROUGE - FRA - CROIX-ROUGE - NLD - CROIX-ROUGE - SWE - FLEMISH RED CROSS - GERMAN AGRO ACTION - GOAL - ICCO - INTERMON	- IRD - ISLAMIC RELIEF - MDM - FRA - MEDAIR CH - MEDAIR UK - MEDICUS MUNDI - ESP - MSF - BEL - MSF - CHE - OIKOS - OXFAM - UK - PLAN INTERNATIONAL UK - SAVE THE CHILDREN - UK - WORLD VISION - UK <u>Joint management</u> - FAO - ICRC-CICR - IOM - OCHA - UN - ISDR - UNCHS - HABITAT - UNDP-PNUD - UNICEF - WFP-PAM
<b>TOTAL:</b>	<b>5,000,000</b>				

<sup>18</sup> ACCION CONTRA EL HAMBRE, (ESP), ACTION CONTRE LA FAIM, (FR), ACTIONAID, CARE FRANCE, (FR), CARITAS ESPANOLA, (E), CARITAS FRANCE - SECOURS CATHOLIQUE, (FR), CATHOLIC AGENCY FOR OVERSEAS DEVELOPMENT (GBR), CHRISTIAN AID (GBR), COMITE INTERNATIONAL DE LA CROIX-ROUGE (CICR), CONCERN WORLDWIDE, (IRL), COOPERAZIONE INTERNAZIONALE (ITA), CROIX-ROUGE FRANCAISE, CRUZ ROJA ESPAÑOLA, (E), **DANSK RODE KORS, (DNK)**, DEUTSCHE WELTHUNGERHILFE e.V., DEUTSCHES ROTES KREUZ, (DEU), FEDERACION DE ASOCIACIONES MEDICUS MUNDI ESPANA, (E), GOAL, (IRL), HET NEDERLANDSE RODE KRUIS (NLD), INTERMON OXFAM, (E), INTERNATIONAL ORGANIZATION FOR MIGRATION (INT), ISLAMIC RELIEF WORLDWIDE, Interkerkelijke Organisatie voor Ontwikkelingssamenwerking, Islamic Relief Humanitaire Organisation in Deutschland e.V., MEDAIR UK (GBR), MEDECINS DU MONDE, MEDECINS SANS FRONTIERES - SUISSE (CH), MEDECINS SANS FRONTIERES BELGIQUE/ARTSEN ZONDER GRENZEN BELGIE(BEL), Medair, OIKOS - COOPERAÇÃO E DESENVOLVIMENTO, OXFAM (GB), PLAN INTERNATIONAL (UK), Rode-Kruis Vlaanderen international vzw, SUOMEN PUNAINEN RISTI (CROIX ROUGE FINLANDAISE), SVENSKA RÖDA KORSET, THE SAVE THE CHILDREN FUND (GBR), UNICEF, UNITED NATIONS - FOOD AND AGRICULTURE ORGANIZATION, UNITED NATIONS DEVELOPMENT PROGRAMME, UNITED NATIONS INTERNATIONAL STRATEGY FOR DISASTER REDUCTION, UNITED NATIONS, OFFICE FOR THE COORDINATION OF HUMANITARIAN AFFAIRS, United Nations Human Settlements Programme, WORLD FOOD PROGRAM, 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 Actions financed by the Union in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent Actions." These evaluations are structured and organised in overarching and cross cutting issues forming part of DG 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 at:

[http://ec.europa.eu/echo/policies/evaluation/introduction\\_en.htm](http://ec.europa.eu/echo/policies/evaluation/introduction_en.htm) .

## **8 - Management issues**

Humanitarian aid Actions funded by the European Union are implemented by NGOs and the Red Cross National Societies on the basis of Framework Partnership Agreements (FPA), by Specialised Agencies of the Member States and by United Nations agencies based on the Financial and Administrative Framework Agreement with the UN (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/about/actors/partners\\_en.htm](http://ec.europa.eu/echo/about/actors/partners_en.htm) .

For NGOs, Specialised Agencies of the Member States, Red Cross National Societies and international organisations not complying with the requirements set up in the Financial Regulation applicable to the general budget of the European Union for joint management, actions will be managed by direct centralised management.

For international organisations identified as potential partners for implementing the Decision, actions will be managed under joint management.

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.