



Brussels, 13.5.2015
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COMMISSION IMPLEMENTING DECISION

of 13.5.2015

**on the financing of humanitarian actions in Madagascar, Malawi and Mozambique from
the general budget of the European Union**

(ECHO/-SF/BUD/2015/02000)

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on the financing of humanitarian actions in Madagascar, Malawi and Mozambique from the general budget of the European Union

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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 aid¹, and in particular Article 15(3) thereof;

Having regard to Regulation (EU, Euratom) No 966/2012 of the European Parliament and of the Council of 25 October 2012 on the financial rules applicable to the general budget of the Union and repealing Council Regulation (EC, Euratom) No 1605/2002 (hereinafter referred to as 'the Financial Regulation')², and in particular Article 84(2) thereof;

Whereas:

- (1) Heavy seasonal rainfall starting in December 2014 caused massive flooding in the South-East Africa region, in particular in Madagascar, Malawi and Mozambique, affecting more than one million people, causing displacement of thousands and destruction of houses, schools, health facilities, roads, bridges and other infrastructure and loss of crops and livestock.
- (2) The Commission has already mobilised emergency funding for EUR 3 000 000 to provide immediate relief to the most affected populations.
- (3) In order to sustain the outcomes of the relief efforts provided so far by the Commission and the international community and to assist the affected population to come back to normality, additional funding is needed to support recovery process, especially in the sectors of food security / agriculture, rehabilitation of shelter and vital infrastructure, WASH and primary health/epidemics prevention.
- (4) To reach populations in need, humanitarian aid should be channelled through non-governmental Organisations (NGOs) and international organisations including United Nations (UN) agencies. Where necessary, recourse to Member States' specialised agencies should also be possible. Therefore the European Commission should implement the budget by direct centralised management or by indirect management.

¹ OJ L 163, 2.7.1996, p. 1.

² OJ L298/1, 26.10.2012

- (5) 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 15 months months.
- (6) Pursuant to Article 130 of Regulation (EU, Euratom) No 966/2012, and in view of the specific nature of the humanitarian situation, expenditure incurred before the date of submission of a proposal should be eligible for Union funding.
- (7) It is estimated that an amount of EUR 5 000 000 from budget article 23 02 01 of the general budget of the European Union is necessary to provide humanitarian assistance to over 1 million people, 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 277 of Commission Delegated Regulation (EU) No 1268/2012 of 29 October 2012 (hereinafter referred to as 'the Rules of Application'³), can agree to the full financing of actions.
- (8) This Decision complies with the conditions laid down in Article 94 of the Rules of Application.
- (9) The measure provided for in this Decision are in accordance with the opinion of the Humanitarian Aid Committee established by Article 17(1) of Regulation (EC) No 1257/96,

HAS DECIDED AS FOLLOWS:

Article 1

1. A maximum amount of EUR 5 000 000 for the financing of humanitarian actions in Madagascar, Malawi and Mozambique from budget article 23 02 01 of the 2015 general budget of the European Union is hereby approved.
2. The humanitarian actions shall be implemented in order to improve the humanitarian situation of vulnerable people affected by weather inducted disasters in Malawi, Madagascar and Mozambique through the provision of integrated relief and early recovery assistance.

Article 2

1. The period for the implementation of the actions financed under this Decision shall start on the date specified in the relevant Agreements financed under this Decision and shall run for 15 months.
2. Pursuant to Article 130 of Regulation (EU, Euratom) No 966/2012, and in view of the specific nature of humanitarian aid, expenditure incurred before the date of submission of a proposal may be eligible for Union funding.

³ OJ L 362, 31.12.2012, p. 1.

3. 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.
4. 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.
5. The Authorising Officer may, where this is justified by the humanitarian situation, extend the duration of the Decision for a maximum of 6 months provided that the total duration of the Decision does not exceed 18 months, in accordance with Article 94.4 of the Rules of Application.

Article 3

1. As a general rule, actions funded by this Decision should be co-financed.

The Authorising Officer, in accordance with Article 277 of the Rules of Application, 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 shall be implemented either by non-governmental organisations which fulfil the eligibility and suitability criteria established in Article 7 of Council Regulation (EC) No 1257/96, international organisations or Member States' specialised agencies.
3. The Commission shall implement the budget:
 - (a) either by direct management, with non-governmental organisations and Member States' specialised agencies,
 - (b) or by indirect management with international organisations that are signatories to the FPA or the Financial Administrative Framework Agreement with the UN (FAFA) and which were subject to the institutional compliance assessment ('six pillar assessment') in line with Article 61 of Regulation (EU, Euratom) No 966/2012.

Article 4

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

Done at Brussels, 13.5.2015

For the Commission
Christos STYLIANIDES
Member of the Commission



Humanitarian Aid Decision 23 02 01

Title: **Commission Implementing Decision on the financing of humanitarian actions in Madagascar, Malawi and Mozambique**

Description: **Early Recovery assistance for populations affected by weather-induced disasters in Madagascar, Malawi and Mozambique**

Location of action: **Madagascar, Malawi and Mozambique**

Amount of Decision: **EUR 5 000 000**

Decision reference number: **ECHO/-SF/BUD/2015/02000**

Supporting document

1 Humanitarian context, needs and risks

1.1 Situation and context

Heavy seasonal rainfall starting in December 2014 caused flooding in the region, in particular in Madagascar, Malawi and Mozambique, affecting more than one million people, causing displacement of thousands and destruction of houses, schools, health facilities, roads, bridges and other infrastructure and loss of crops and livestock.

In Madagascar, weeks of heavy rainfall had already caused high river levels and soil saturation when Tropical Storm Chedza crossed the island on 16 January. Continuing rainfall not only worsened the impact of Chedza, but also caused flood conditions over the north of the country. In the same period drought has caused severe crop loss in the south. On 27 February, at least 14 people died and 24 000 people were displaced, in the flooding of the capital Antananarivo after a night of torrential rain caused dykes to burst. The needs for recovery of infrastructure and support to agriculture in both Antananarivo and the flood and drought affected parts of the country are great.

In Malawi the floods, said to be the worst since independence in 1964 affecting the lives of 638 000 people; 173 000 people remain displaced The southern districts of

Nsanje, Chikwawa, Phalombe, and Zomba were initially the most affected, but a State of Disaster has been declared across 15 Districts in total. Crops, livestock and infrastructure have suffered extensive damage. It is estimated 64 000 hectares of cropped land have been washed away, and infrastructure such as roads, bridges and dwellings have been submerged and destroyed. On 21 January, a Preliminary Response Plan was presented to the Office of the Vice President, seeking USD 81 million to address the immediate needs of the people who have been affected by floods.

In Mozambique, flooding caused by extremely heavy rains in January 2015 surpassed the Government's capacity to respond to the emergency with the means and resources planned in the 2014/2015 National Contingency Plan for the Rainy Season. The floods have affected 327 327 people, displaced 56 259 and killed 163. An institutional red alert was declared on 12 January and the government requested that Humanitarian Country Team assistance was activated and necessary support from humanitarian actors and development partners was mobilized.

The floods in the region also exacerbated a cholera outbreak, which has so far affected over 6 000 people and caused 64 deaths.

In all three countries the disasters have caused great damage to agriculture and to infrastructure, with severe impact on food security and livelihoods of the most vulnerable.

ECHO¹ is closely collaborating with the EU Delegations in the affected countries, the OCHA Regional Office in Johannesburg, UNDAC, IFRC and all other partners in the collective effort to support the national governments in assisting victims of the disaster.

The Commission has already adopted a EUR 3 million Emergency Decision on 03/02/2015 to support the partners in all three countries and providing emergency relief to the most affected populations. ECHO is also currently implementing a EUR 7.26 million DIPECHO programme in the three affected countries.

1.2 Identified humanitarian needs

Relief operations are still ongoing in all three countries with approximately 336 000 people still displaced. The Commission's humanitarian aid partners are on the ground engaged in the response and are requesting for financial support to early recovery interventions allowing the vulnerable flood affected communities to recover from the shock and build back their lives.

Madagascar

Madagascar has been receiving double its average rainfall since early January. These rains, coupled with the impact of Tropical Storm Chedza and later Tropical Storm Fundi, which crossed the country on 16 January 2015 and 6/7 February, have to date killed 74 people and almost 50 000 people remain displaced in accommodation sites. 200 000 people are in need of food aid. On 27 February, at least 14 people died in

¹ European Commission's Directorate-General for Humanitarian Aid and Civil Protection - ECHO

flooding the capital Antananarivo after a night of torrential rain caused dyke to burst. About 24 000 people were driven from their homes in the floods and several neighbourhoods' have been evacuated.

The Government has appealed for national and international aid to rebuild damaged infrastructure and strengthen preparedness measures. The Humanitarian Country Team may also appeal for international assistance in the coming weeks to address emergency needs and replenish pre-positioned relief stocks.

Much of the pre-positioned relief supplies of both Government and humanitarian partners have already been exhausted, severely weakening the capacity to respond to any new or worsening humanitarian situation. This is of concern, as joint teams are currently assessing reports of drought conditions with associated food insecurity and malnutrition in the south; and as the country enters the peak of the cyclone season.

A Call to the UN Emergency Fund (CERF) for an amount up to USD 3 million is being prepared to help ensure humanitarian intervention targeting 200 000 drought affected people in the Great South, including 40 000 children under 5 years.

Moreover, according to FAO and Madagascar Ministry of Agriculture and Rural Development, the conditions for locusts are currently favorable due to significant rainfall since December 2014. The above normal rainfall is likely to expand the outbreak areas and infested areas and increase the locust populations.

Malawi

Malawi is the country most affected by the floods and 173 000 people remain displaced living in temporary displacement sites or with relatives. The displaced populations are still facing critical shortages of food and non-food items, clean water, and shelter material. A review of the preliminary response plan is underway; partners agreed on the review of the 2015 Malawi Floods Response Plan through a common prioritization process, based on a geographical focus (the 6 most hit districts: Nsanje, Chikwawa, Phalombe, Zomba, Blantyre Rural, Mulanje), targeting displaced people and other vulnerable groups and focusing on immediate humanitarian response while linking with Early Recovery needs that will be articulated through the Post Disaster Needs Assessment (PDNA) exercise.

As of 18 March 2015, 148 cases of cholera and two deaths were confirmed by the Ministry of Health. Nsanje continues to register higher cases than Mwanza, Dedza and Chikwawa. All cases are linked to the cholera outbreak in the Province of Tete, Mozambique. The Health Cluster is continuing to strengthen preparedness and response capacity to cholera in the districts of Dedza, Nsanje, Chikwawa, Phalombe, Zomba and Mwanza. The country is also reporting Typhoid cases, in Mchinji and Kasungu but no deaths have been reported so far.

A UN Disaster Assessment and Coordination (UNDAC) team, with the participation of an ECHO civil protection expert, and ECHO mission visited the three most affected districts of Phalombe, Chikwawa and Nsanje. Their assessments confirmed the damage to houses, infrastructure and crops. Malawi was before the floods already struggling with chronic food insecurity. The floods caused significant crop destruction and loss of livestock and approximately 90% of livelihoods have been disrupted in the

affected communities. It is estimated that around 116 000 farmers country-wide have been affected. The Malawi Vulnerability Assessment Committee conducted a food security monitoring during the month of February. Findings of the report indicate that 615 837 will need assistance for 2 to 6 months from the month of March and will require an equivalence of 23 750 metric tonnes of maize to be assisted.

Livelihoods of the vulnerable populations in the flooded areas have been significantly affected. It is therefore crucial that these communities are supported so that they don't become dependent on long-term relief assistance and can more easily recommence their livelihood activities.

According to the Financial Tracking Service (FTS) and the local sources, at the end of February only 40% (32.1 million USD out of 81 million USD) of the funding requirements presented in the Preliminary Response Plan had been mobilised.

Mozambique

The Mozambican government on 3 March 2015 downgraded the state of alert from Red to Orange, following a general improvement in the weather and the receding of floodwaters in the Central and Northern provinces.

Relief support to people affected by the floods in Zambézia is ongoing and more rain may come, as the cyclone season is not yet over. From 4 to 8 March 2015, the central and north of the country were severely affected by another round of heavy rains affecting at least 144 882 people in Nampula and Cabo Delgado.

The heavy rains and floods are affecting about 327 327 people and temporarily displacing about 56 259 people. The death toll due to floods, house collapse and lightning is 163 of which 134 were recorded in Zambézia province. Ministry of Agriculture estimates that about 142 480 hectares of crops and 102 029 families are affected.

Disease outbreaks remain a concern as about 3 600 cases of malaria and 574 cases of diarrhoea have been reported in the centres across the most affected province of Zambézia. Cholera is endemic to Mozambique, and UNOCHA confirms that the cholera outbreak in Tete, Nampula, Zambézia, Sofala and Niassa provinces, claimed more than 6 500 cases and 48 deaths since 25 December 2014. The situation in Tete Province is the most severe.

A Response and Recovery Proposal has been developed, requesting USD 30.1 million, to enable the humanitarian community to address the needs of the flood-affected people, in particular IDPs, to recover their livelihoods. A proposal for Mozambique Floods Response, Early Recovery Adaptation and Sustainable Development is being prepared with the main objective to ensure that early recovery strategies in vulnerable areas are resilient to climate change and mainstream DRR. At the Government of Mozambique's request, the World Bank is carrying out a post disaster needs assessment (PDNA) in affected areas, with financial contribution from the EU-ACP fund. The current funding gap for relief and recovery actions in Mozambique is USD 20.9 million.

1.3 Risk assessment and possible constraints

Humanitarian interventions in the affected areas do not generally encounter major security risks. In the present situation access to some locations is still difficult, and some roads in the target areas are impassable.

The "cyclone season" is not over, therefore occurrence of new cyclones and rains could result in increased layers of vulnerabilities.

Inadequate basic social facilities in accommodation centres and resettlement areas could add to the challenges. Therefore the humanitarian actors should consider expedient proper planning of the accommodation centres and equipping them with adequate facilities.

In the areas where DIPECHO projects are implemented, Community Risk Management Committees are reportedly active utilising their emergency action plans to respond. It is also expected that the mitigation works implemented under DIPECHO will have a significant contribution in reducing the impact of flooding. Furthermore the motor boats procured under DIPECHO projects are currently being used to warn and to evacuate isolated communities. It is also expected that food losses will be mitigated by the raised storage facilities that were constructed under DIPECHO.

2 Proposed EU Humanitarian response

In order to sustain the outcomes of the relief efforts provided so far by the government, UN agencies, local and international NGOs and to assist the affected population to come back to normality, funding is needed to support recovery process, especially in the sectors of food security / agriculture, rehabilitation of shelter and vital infrastructure, WASH and primary health/epidemics prevention.

Interventions funded by this decision will be targeting the identified recovery needs from the recent storms and floods.

2.1 Rationale

The entire Southern African region is extremely vulnerable to weather-induced hazards, namely tropical cyclones, floods, droughts and strong winds. Weather-related disasters are significantly reducing resilience in Southern Africa / Indian Ocean; where livelihoods and economies are agro-based and extremely sensitive to climatic variations. Reoccurring shocks erode communities' ability to fully recover, leading to increased fragility and vulnerability to subsequent hazards. The vulnerability situation is further compounded by negative socio-economic factors prevailing in the region such as high HIV prevalence rate, extreme poverty and high population density.

2.2 Objectives

Principal objective:

- To mitigate effects of current season floods, cyclones and droughts in Madagascar, Malawi and Mozambique and to assist the affected population to recover.

Specific objective:

- To improve the humanitarian situation of vulnerable people affected by weather induced disasters in Malawi, Madagascar and Mozambique through the provision of integrated relief and early recovery assistance.

2.3 Components

The relieve operations are still on-going. Due to the magnitude of the recent disasters and vulnerability of the affected population in the three targeted countries, support to early recovery is urgently needed.

Components to be considered for funding will include the following:

- Mapping of current food security and nutritional status of the affected populations
- Food security and livelihood/asset protection/support activities with focus on recovery of agricultural livelihoods and food production
- Nutrition activities
- Improvement of Water and Sanitation
- Primary health/Epidemics prevention
- Rehabilitation of shelter for the most vulnerable
- Rehabilitation of small, vital infrastructure on the community level
- Support to improvement / strengthening of Early Warning Systems
- Mainstreaming of DRR effort to all sectors of intervention

2.4 Complementarity and coordination with other EU services, donors and institutions

The complementarity with other donors' actions and on-going support is secured by the Harare ECHO Office's close collaboration with the main stakeholders, including EU Delegations and EU Member States, in Malawi, Mozambique and Madagascar.

(See table 3 in annex).

2.5 Duration

The duration for the implementation of this Decision shall be 15 months.

Humanitarian actions funded by this Decision must be implemented within this period.

Expenditure under this Decision shall be eligible from 1/03/2015.

Start Date: 1/03/2015

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.

3 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 ECHO's annual General Guidelines for Operational Priorities on Humanitarian Aid 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/en/funding-evaluations/evaluations>

4 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 Administrative Framework Agreement with the UN (FAFA) in conformity with Article 178 of the Rules of Application of the Financial Regulation. These Framework agreements define the criteria for attributing grant agreements and financing agreements in accordance with Article 94 of the Rules of Application and may be found at:

<http://ec.europa.eu/echo/en/partnerships/humanitarian-partners>

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 indirect management, actions will be managed by direct management.

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

5 Annexes

Annex 1 - Summary decision matrix (table)

Principal objective To mitigate effects of current season floods, cyclones and droughts in Madagascar, Malawi and Mozambique and to assist the affected population to recover.				
Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Activities	Potential partners
To improve the humanitarian situation of vulnerable people affected by weather-induced disasters in Madagascar, Malawi and Mozambique through the provision of integrated relief and early recovery assistance.	5 000 000	Madagascar, Malawi and Mozambique	<ul style="list-style-type: none"> • Mapping of current food security and nutritional status of the affected populations • Food security and livelihood/asset protection/support activities with focus on recovery of agricultural livelihoods and food production • Nutrition activities • Improvement of Water and Sanitation • Primary health/Epidemics prevention • Rehabilitation of shelter for the most vulnerable • Rehabilitation of small, vital infrastructure on the community level • Support to improvement / strengthening of Early Warning Systems • Mainstreaming of DRR effort to all sectors of intervention 	All ECHO partners
TOTAL	5 000 000			

List of previous EU/Commission humanitarian aid operations in MOZAMBIQUE*,MALAWI, MADAGASCAR*

Decision Number	Decision Type	2013 EUR	2014 EUR	2015 EUR
ECHO/DRF/BUD/2013/91000 (*)	Ad hoc	161 603		
ECHO/MOZ/BUD/2013/01000	Emergency	3 000 000		
ECHO/DIP/BUD/2014/94000 (*)	Ad hoc			
ECHO/DRF/BUD/2013/91000 (*)	Ad hoc	85 500		
ECHO/DIP/BUD/2014/94000 (*)	Ad hoc		7 000 000	
ECHO/-SF/BUD/2015/01000 (*)	Emergency		7 000 000	3 000 000
	Subtotal	3 247 103	7 000 000	3 000 000
	TOTAL	13 247 103		

Date : 26/03/2015

Source : HOPE.

(*) decisions with more than one country

Annex 3 - Overview table of the humanitarian donor contributions

Donors in MOZAMBIQUE*, MALAWI, MADAGASCAR* over the last 12 months			
1. EU Member States (*)		2. European Commission	
	EUR		EUR
Denmark	851 516		
Germany	10 284 867		
Sweden	1 415 767		
France	450 000		
Luxemburg	42 780		
Portugal	30 000		
Spain	1 025 000		
Czech Republic	107 943		
Ireland	200 000		
Italy	400 000		
Subtotal	14 807 873	Subtotal	
TOTAL		14 807 873	

Date : 26/03/2015

(*) Source : EDRIS: <https://webgate.ec.europa.eu/hac>

Empty cells: no information or no contribution.

Annex 3 – Maps

