

## HUMANITARIAN IMPLEMENTATION PLAN (HIP) SOUTHERN AFRICA AND INDIAN OCEAN

**The activities proposed hereafter are still subject to the adoption of the financing decision ECHO/WWD/BUD/2016/01000**

AMOUNT: EUR 5 000 000

The present Humanitarian Implementation Plan (HIP) was prepared on the basis of financing decision ECHO/WWD/BUD/2016/01000 (Worldwide Decision) and the related General Guidelines for Operational Priorities on Humanitarian Aid (Operational Priorities). The purpose of the HIP and its annex is to serve as a communication tool for ECHO's<sup>1</sup> partners and to assist in the preparation of their proposals. The provisions of the Worldwide Decision and the General Conditions of the Agreement with the European Commission shall take precedence over the provisions in this document.

### 1. CONTEXT

The present 2016 HIP primarily targets countries in the Southern Africa and Indian Ocean region where ECHO has been repeatedly reacting in emergency interventions, aiming at emergency preparedness and addressing the context-specific vulnerabilities with the objective to enhance resilience of the hazards-exposed communities. Therefore, the focus will be mainly on Madagascar, Malawi and Mozambique. In addition, Lesotho, Swaziland, Zambia, Zimbabwe, Botswana, Angola, Namibia, Comoros will be integrated and prioritized in case of need, because of large proportions of the population having been recurrently affected by natural disasters and seasonal food insecurity in the last three years. Any other country in the region targeted by the regional DRR initiatives will also be considered in the perspective of preparedness.

According to the 2014 Human Development Index, Southern African and Indian Ocean countries of Malawi, Zimbabwe and Mozambique rank 174, 156 and 178 respectively out of 187 countries. Madagascar and Lesotho are rated 155 and 162 respectively. ECHO's 2015 Integrated Analysis Framework (IAF) identified high humanitarian needs in Malawi and Mozambique, whilst the vulnerability of the population affected by the crisis is assessed to be high.

Exposure to natural hazards is predominant, especially to hydro-meteorological hazards, such as namely tropical cyclones, floods and droughts, the effects of which can create or heighten humanitarian crises. Droughts affect the largest number of people in the region and floods occur frequently along the major river systems. Cyclones mainly affect Madagascar, Mozambique and some of the Indian Ocean islands.

The 2014/2015 Southern African rainfall season saw massive floods in the east of the region, and poor rains almost everywhere else. About 1.82 million people across the region were affected and 539 people lost their lives, making it the worst floods season in at least a decade, possibly since the great floods of 2000. Malawi, Mozambique and Madagascar accounted for over 97% of all flood-affected people in the region.

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<sup>1</sup> Directorate-General for Humanitarian Aid and Civil Protection (ECHO)

In addition, and in concomitance to floods, significant cholera outbreaks were recorded in the Malawi and Mozambique with over 9 500 cases reported.

Food insecurity in southern Africa is a chronic problem; however, as a consequence of the uneven rains performances of 2014-15 season and the expected delayed onset of the 2015-16 season, food insecurity will be particularly serious in 2016. As a result of combination of drought and intense rains that caused floods, the 2014/15 agricultural season's crop performance was poor across much of southern Africa, particularly in the region's surplus-producing areas. The national maize harvests in South Africa were the lowest in more than five years. Countries with significant production deficits this year have been projected to experience an early start of the lean season and limited food access for poor households. In Madagascar, the poorest country in the region where levels of food insecurity and chronic malnutrition are structurally very high, vulnerability is aggravated by recurrent and frequent natural disasters. According to the results of the Vulnerability Assessment Committees, the number of food insecure people in the region<sup>2</sup> amounts at 7.12 million<sup>3</sup>.

The 2015/16 agriculture season is likely to start late due to El Nino conditions. Regional forecasts<sup>4</sup> indicate that there is a 40 % chance that parts of southern Africa will experience El Niño-induced below normal rains/late on-set of rains. Moreover, oceanographers are also observing a higher than normal temperature of both surface and deep water in the Indian Ocean, particularly in the western sector. This may lead to another season characterized by strong cyclones.

In line with the post-2015 Sendai Framework for Disaster Risk Reduction adopted on March 2015, the focus of the support of ECHO in the region in 2016 will be on Disaster Risk Reduction. Contributing building the resilience of vulnerable communities in Southern Africa and Indian Ocean to future shocks is of paramount importance. It is in line with the commitments taken through the Commission Communication on Resilience<sup>5</sup> which aims at tackling the underlying key risks and address the structural causes of vulnerability. Some DIPECHO initiatives have been ongoing since 2008 and need to be consolidated / replicated.

In addition, ECHO will stand ready to mobilise emergency funding to respond to emergency humanitarian needs in the region as a consequence of rapid-onset natural hazards and of the potentially looming widespread food insecurity crisis. ECHO will privilege localized interventions giving the priority to situation where food insecurity is aggravated by other causes like epidemics, displacements, floods, droughts, locust's invasions and high rates of severe malnutrition.

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<sup>2</sup> Excluding Angola and Madagascar for which data are not available.

<sup>3</sup> SADC - Regional Summary Food & Livelihoods Insecurity - Vulnerability Assessment Committees 2015 Results

<sup>4</sup> 19<sup>th</sup> Southern Africa Regional Climate Outlook Forum, Kinshasa 26-28 August 2015.

<sup>5</sup> COM(2012) 586 final.

## 2. HUMANITARIAN NEEDS

### 1) *Affected people/ potential beneficiaries*

Populations affected by last year cyclones and floods and exposed to similar disasters in 2016 mainly live in low land areas of Mozambique, Malawi and eastern coastal areas of Madagascar. Regional and national maps showing risks of flooding are available. Some people displaced by last year's cyclones and floods are still living in camps with insufficient basic services and will be exposed to the same hazard this season. Urban populations are equally exposed to strong rains and winds as happened last year in Antananarivo.

Most rural population of the region relies on rain-fed agriculture and experienced a poor harvest in 2015 as a consequence of the uneven rain pattern. They are at risk of food insecurity during the next lean season (October 2015 – March 2016).

### 2) *Description of the most acute humanitarian needs*

#### Disaster Risk Reduction

In the Southern Africa and Indian Ocean region, hydro-meteorological hazards, and in particular floods and drought, represent the primary threat to lives and to food and livelihoods security. Tropical Storm Chedza and later Tropical Storm Fundi which crossed the Madagascar, Malawi and Mozambique in January and February 2015 have left destruction, displacement, deaths and suffering in the affected areas.

In Malawi flooding hit predominantly the Southern Region, exacerbating an already precarious situation for rural households. It is estimated that the floods affected about 1.1 million people, displaced 336 000 and killed 104 people; 15 districts among the poorest areas of the country were affected. Majority of people affected by floods are far from recovery despite the trickling of recovery support from various donors. Based on the Post Disaster Need Assessment (PDNA) of March 2015, the total recovery and reconstruction needs amount at around USD 446 million.

Among African countries, Mozambique is the third most affected by hydro-meteorological hazards. While the southern and central regions are drought-prone, coastal Mozambique is home to nine international river basins, making it especially vulnerable to flooding. Especially the northern part of the country is prone to cyclones and tropical storms, and more than 60% of the population lives in coastal areas. For example, in January 2015, flooding affected close to 327 000 people with 57 000 displaced. Although there have been efforts to resettle people in upland areas, it is clear that more support is required in order to fully build resilience of the communities, who have been affected by floods hardly two years after the previous serious flood event. The World Bank Flood Assessment Aide Memoire (April 2015) indicates that the recovery and reconstruction priorities are estimated at USD 423 million.

Madagascar is one of the countries in the world most affected by climate change and extreme weather. While most of the country experiences cyclones and floods, the South suffers from chronic drought. Tropical Storm Chedza (January 2015) and later Tropical Storm Fundi (February 2015) resulted in floods mainly in Antananarivo that killed 74 people and displaced almost 50 000 people after a dyke burst. Whilst the rains were

quite heavy, the scale of the human and material damage caused by the storms revealed that there are other structural issues that need to be addressed including urban land use planning, as most of the affected are poor people living in informal settlements in low lying areas susceptible to floods.

### Food Insecurity

The causes of the current food insecurity in the region are two folds:

- the erratic rainfall pattern during the 2014 - 2015 season resulting in floods and drought;
- The poor structural productive capacity of the majority of small-holder farmers over-reliant on rains with poor mechanization, fertility measures, mono-cropping, labour and investment capacity and land tenure.

The start of the 2014-15 rainfall season was quite delayed, and then its spatial and temporal distribution was poor. Southern Malawi, north/central Mozambique and the south/central Madagascar experienced abnormally heavy rainfall in mid-January, resulting in flooding and crop losses. Meanwhile, eastern South Africa, northern Malawi, Lesotho, southern Zimbabwe and Mozambique, Botswana and Namibia experienced long periods of dryness and atypically high temperatures which led to large moisture deficits and failed crops.

The regional Vulnerability Assessment Committee expects a longer lean season till the May 2016 harvest, and estimates number of population at risk of food insecurity as per following table.

Food insecure people (in million)								
Malawi	Zimbabwe	Tanzania	Zambia	Namibia	Swaziland	Mozambique	Angola	Lesotho
2.83	1.49	0.42	0.46	0.37	0.20	0.14	0.75	0.46

The August 2015 Malawi Vulnerability Assessment Committee (MVAC) reports that a total of about 2.8 million people, representing 17% of the entire population, will be food insecure in 2015-2016, compared to the 1.4 million in 2014. The affected population is in 25 out the 28 districts of the country. About 886 000 of the total number of food insecure were affected by the floods, while 1.95 million suffered from the dry spell that reduced their harvests.

The July 2015 Zimbabwe Vulnerability Assessment Committee (ZIMVAC) findings states that at the critical period of the lean season (January - March 2016) about 1.5 million people are projected to be food insecure, i.e. 16% of households compared to 6% in 2014.

In Mozambique, the May 2015 Vulnerability Assessment Group (GAV) indicates that about 140 000 people are currently facing stressed acute food insecurity outcomes and require humanitarian assistance to help protect their livelihoods.

In Madagascar the southern region has been flagged as facing the most severe food insecurity situation with more than 200 000 people requiring external support. Due to the chronic nature of food insecurity in southern Madagascar, it is estimated that 35.8% of households are chronically affected by seasonal food insecurity, while 48% of households are considered vulnerable. Overall in the country, population's resilience to new external shocks is extremely low.

Other countries in the region like Angola, Namibia, and Botswana are also severely affected but have higher economic resilience. Maize prices in the surplus-producing countries have remained higher than international benchmarks since August 2013 and are projected to remain above average in South Africa, which has implications on maize prices in the structurally deficit countries relying on imports of maize from South Africa. Most households in the drought-affected parts of Zimbabwe, Malawi, Botswana, Lesotho, Swaziland, and Namibia will rely on market purchases from July through December due to very little or no harvests.

#### Needs in other sectors (Nutrition, Cholera, Livestock)

The other major problems of direct/indirect humanitarian relevance in the region include cholera outbreaks (Mozambique, Malawi), Foot and Mouth Disease outbreaks (southern Zimbabwe, parts of Namibia and Mozambique), high rates of acute under-nutrition and locust's invasions (southern Madagascar), and reduction of remittances from migrants in South Africa after the xenophobic disturbances and lesser labour opportunities. General vulnerability of the populations is further aggravated by the high prevalence of HIV infection (above 11%).

In many countries of the region, there is chronic malnutrition as stunting affecting between 40% and 60% of children under five years of age. The high rates of chronic malnutrition have an important social cost and may be understood in light of still poor diet diversification, poor young child care, poor WASH conditions, as well as limited access to basic health care, especially for pregnant and young mother and young children.

In Malawi and Mozambique, cholera is endemic and could be a serious issue in the flood prone areas; awareness campaigns and strengthening preparedness of health systems are still vital. With the next rainy season, needs may be particularly critical in some relocation sites in the absence of basic services.

Particularly in the dryer southern part of the region, livestock may represent the main livelihood resource. In critical years like 2015-16, poor livestock body conditions, distress selling and unfavourable terms of trade against grain may lead to complete depletion of the livestock capitals, leaving the households completely incapable to recover from the stress. The outbreak of disease like Foot and Mouth Disease currently being reported in Southern Zimbabwe could have negative repercussion to the overall food security of the communities.

### 3. HUMANITARIAN RESPONSE

#### 1) *National / local response and involvement*

National governments and national Disaster Risk Management authorities (DRM) remain central to implementing DRR in the broader development agenda. In recent years a number of countries have strengthened their national DRM authorities and have formulated national policies, strategies and action plans. The institutional framework of the DRM agencies can often determine how strong national authorities are in coordinating between national ministries, UN organizations, international development partners, and NGOs. However, low capacity, lack of decentralization and poor communication flow continue to hamper the effectiveness of these platforms.

#### 2) *International Humanitarian Response*

Main donors involved in disaster preparedness/mitigation policies in the region are the United Kingdom's Department for International Development<sup>6</sup> (DFID), the US' Office for Foreign Disaster Assistance (OFDA), DEVCO and the World Bank. Most of the initiatives are framed within long-term development strategies and some have been recently integrated in wider climate change adaptation programmes. Humanitarian emergencies in the region are normally covered through ad hoc emergency decisions, ECHO and OFDA being often the first donors to react through rapid response mechanisms. DFID is actively involved in food security interventions. ERF and CERF funds are also often used by the UN system to respond to natural hazards.

#### 3) *Constraints and ECHO response capacity*

Access/humanitarian space: Access is rarely an issue in the region.

Partners: Major humanitarian partners remain present in the region although most of the programmes and expertise are development oriented.

Absorption capacity on the ground: Although there have been no major problems in terms of absorption, ECHO has observed insufficient capacity to deploy a scaled emergency response.

#### 4) *Envisaged ECHO response and expected results of humanitarian aid interventions*

During the implementation of this HIP, special attention will be given to relevant aspects related to migration and displacement, advocacy, international humanitarian law and humanitarian access.

The strategy governing this HIP is based on Disaster Risk Reduction. A possible emergency response to food insecurity and natural hazards affecting the region will be conditional upon budgetary availability and a modification of the HIP.

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<sup>6</sup> Except for Madagascar where it is not present.

### Disaster Risk Reduction

Components to be considered for funding will include:

- Support to improvement / strengthening of Early Warning Systems;
- Strengthening the capacity of communities and local institutions to prepare and respond to rapid onset disasters;
- Mainstreaming of DRR effort to all sectors of intervention;
- Mapping of current food security and nutritional status and exposure to hazards and vulnerability of the affected populations;
- Improvement of Water and Sanitation particularly in respect of risk of cholera epidemics;
- Primary health/epidemics prevention.

ECHO, through various funding instruments, has been responding to disasters and supporting DRR initiatives in SA/IO region. Climate change generates more severe weather-related events coming on top of hazards and pressures, such as population growth, urbanization, land degradation, as well as fragility related to political and socio-economic issues and bad governance. Therefore, this HIP should not solely allow preparing and responding to disasters, but also contributing to an effort to build resilience of the vulnerable communities in crises/disaster prone areas to withstand, adopt and quickly recovering from stresses and shocks.

ECHO is ready to fully engage in comprehensive, multi-sectoral and multi-level approaches that could guarantee better impact. ECHO, in close collaboration with EU Delegations in the region, EU Member States and other key stakeholders and in support to the national governments existing programmes, wishes to contribute to resilience-building through community-based approaches. To the extent possible, responses should be implemented in close collaboration with governments and other national counterparts and should aim at identifying opportunities to reinforce community management and durable solutions. Supported programmes should focus on areas where ECHO has been repeatedly reacting in emergency response.

"Crisis modifiers" incorporating contingency plans should be included in DRR activities to allow a shift to more "emergency-type" interventions in case of need, where it can be effective and bring an added value.

All DRR must be inclusive, accountable and result in tangible risk reduction for vulnerable people and communities documented within the action's report and possibly by other source of verification.

Effective coordination is essential. ECHO supports the Inter-Agency Standing Committee's Transformative Agenda (ITA) and strongly encourages partners to demonstrate their engagement in implementing its objectives, to take part in coordination mechanisms (e.g. Humanitarian Country Team/Clusters) and to allocate resources to foster the ITA roll-out.

Partners will be expected to ensure full compliance with visibility requirements in accordance with the applicable contractual arrangement as well as with specific visibility requirements agreed-upon in the Single Form, forming an integral part of individual agreements. In particular, this includes prominent display of the EU humanitarian aid visual identity on EU funded project sites, relief items and equipment and the acknowledgement of the funding role of and the partnership with the EU/ECHO through activities such as media outreach and digital communication. Further explanation of visibility requirements can be consulted on the dedicated visibility site: <http://www.echo-visibility.eu/>

#### **4. LRRD, COORDINATION AND TRANSITION**

##### *1) Other ECHO interventions*

In 2014, a regional DIPECHO HIP (IV Action Plan) has been adopted for an amount of EUR 7 260 000, covering a period of two years (2014 and 2015). In 2015, a EUR 3 000 000 emergency decision has been launched to respond to the floods in Madagascar, Malawi and Mozambique, followed by an Ad Hoc EUR 5 000 000 decision to support the post-floods early recovery process in these countries. In addition, through the International Red Cross Federation, DREF<sup>7</sup> allocations are often implemented in the region. Small Scale Humanitarian Response to Disasters and Epidemics Decision are also frequently used.

##### *2) Other services/donors availability (such as for LRRD and transition)*

In line with systematic and holistic approach to building resilience in risk-prone context, continuous efforts will be put forwards to seek durable solutions and sustainable results. ECHO and its partners will remain pro-active in cooperation with main stakeholders at national and regional levels and through collaboration with development partners on the ground. That would ensure to combine both development and humanitarian perspectives with the aim to achieve the best outcome of the programmes.

##### *3) Other concomitant EU interventions (e.g. IcSP)*

ECHO and other EU services are committed to timely exchange of information and coordination of short, medium and long term humanitarian and development actions in line with the Action Plan for Resilience in Crisis-Prone Countries 2013-2020. The process is already on-going, engaging ECHO Field Offices and the EU Delegations in the Southern Africa and Indian Ocean Region. EU Delegations staff takes often part in ECHO field assessment missions and consultations with the key stakeholders, leading to common analysis of crises and coherent and comprehensive joined-up response plans.

##### *4) Exit scenarios*

ECHO and the EU Delegations have made significant progress towards LRRD and many actions initiated by ECHO have been taken over by the EU Delegations and other development donors. ECHO has been fully involved in the preparation of the 11<sup>th</sup> EDF programming, where humanitarian concerns have been taken in duly consideration in

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<sup>7</sup> Disaster Relief Emergency Fund.

view of a structural solution. Examples can be found in the NIP Zimbabwe, where the specific objective of enhancing resilience, food security and reducing under-nutrition in children has been included; in the NIP Madagascar, which has among specific objectives the improvement of food and nutrition security and the resilience of rural populations; in the NIP Mozambique, including a specific objective for improving food security and nutrition status and finally in the NIP Malawi, with a large Sustainable Agricultural component which will encompass nutrition, agri-business and resilience to the effects of climate change. At regional level, the 11<sup>th</sup> EDF RIP for Eastern and Southern Africa, Indian Ocean includes among specific objectives the reinforcement of food security and the Disaster Risk Management for the Indian Ocean islands states.