

HUMANITARIAN IMPLEMENTATION PLAN (HIP) SOUTHERN AFRICA AND INDIAN OCEAN¹

AMOUNT: EUR 50 854 487

The present Humanitarian Implementation Plan (HIP) was prepared on the basis of financing decision ECHO/WWD/BUD/2022/01000 (Worldwide Decision) and the related General Guidelines for Operational Priorities on Humanitarian Aid (Operational Priorities). The purpose of the HIP and its annexes² is to serve as a communication tool for DG ECHO³'s 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.

0 MAJOR CHANGES SINCE THE PREVIOUS VERSION OF THE HIP

Fourth modification as of 6 December 2022

Tens of millions of people are highly food insecure in the region. The 2021/2022 cyclonic season coupled with the excessive amounts of rains reported recently in some countries undermined the production capacities and destroyed crops leading to poor harvests severely affected people's livelihood highly dependent on agriculture, and undermined their nutritional situation. The situation is also exacerbated by a challenging political and socio-economic environment, internal conflicts, epidemics and insecurity. Russia's war of aggression against Ukraine adds up another layer to this crisis by exacerbating economic effects such as inflation – particularly critical for food and other basic commodities – as well as affecting the availability of fertiliser and other essential goods for agriculture (e.g. fuel). This modification is targeting Malawi, Angola, Eswatini and Lesotho where the humanitarian situation has continued to gradually deteriorate in the course of 2022 and for which no reinforcement could materialise until now. These crises are also characterised by a lack of attention mirrored by the low level of funding mobilised to respond to this on-going crisis.

In Malawi, about **3.8 million people** are experiencing high levels of acute food insecurity (IPC Phase 3, Crisis) representing 20% of the population. In addition, the country is currently struggling with an uncontrolled cholera outbreak affecting all districts in the country and with an unprecedented price inflation.

In Angola, at least **1.58 million people** are in need of life-saving food assistance (IPC 3+) in South-western Angola with **417 000 people facing emergency conditions** (IPC4). Around 114 000 children under the age of five suffer from severe acute malnutrition (SAM) and are in need of urgent care and treatment. In the southern provinces, between January and September 2022, 458 318 children were screened for severe wasting at health facility level across seven UNICEF-supported provinces, of whom 22% of the

¹ This HIP covers the following countries in the Southern Africa and Indian Ocean region (SAIO): Angola, Botswana, Comoros Islands, Eswatini, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Zambia and Zimbabwe.

² Technical annex and thematic policies annex.

³ Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO).

children screened were admitted for treatment. The global acute malnutrition are above the emergency thresholds in at least 3 provinces.

In Eswatini, for the period October 2022 – March 2023 (lean season), the number of people in IPC Phase 3 (Crisis) or above is expected to reach **258 801 people**, representing over 22% of the overall population. The population in IPC 4 (emergency) is expected to reach over 37,000 people, doubling from the previous reporting period.

In Lesotho, food security is projected to deteriorate between October 2022 to March 2023, with an estimated **320 000 people** (representing 20% of the population) in rural areas to face crisis levels of food insecurity (IPC Phase 3).

To respond to these urgent needs in **Malawi, Angola, Eswatini and Lesotho**, the European Commission has mobilised from the DG ECHO's Operational Reserve an additional allocation of **EUR 5.5 million**, indicatively distributed as follows: EUR 2.5 million for Malawi, EUR 1 million for Angola, EUR 1 million for Eswatini and EUR 1 million for Lesotho. This funding will help the most vulnerable populations to face the crisis and avert to the extent possible a further deterioration. The interventions will look at reinforcing the shock responsiveness of existing social protection schemes and key sectors such as food assistance, nutrition, water-sanitation and hygiene while mainstreaming protection in all contexts. Further specifications are provided in the Humanitarian Implementation Plan Technical Annex.

Those activities shall start as soon as possible to prevent further deterioration.

Third modification as of 5 August 2022

This modification is intended to transfer EUR 7 354 487 to be allocated to the IFRC pilot Programmatic Partnership action 'Accelerating local action in humanitarian and health crises'.

Second modification as of 28 April 2022

The 2022 cyclonic season in the Southern Africa and Indian Ocean region has put more pressure on an already fragile humanitarian situation in the area. Madagascar and Mozambique have been the hardest hit countries so far in the region. It is therefore essential to reinforce the humanitarian response in those two countries to avoid a further increase of the humanitarian needs. In the absence of additional life-saving humanitarian assistance, the magnitude of the humanitarian needs, and in particular the food insecurity situation will undoubtedly grow.

To respond to these urgent needs in **Madagascar and Mozambique**, the European Commission has mobilised an additional amount of **EUR 9 million** (EUR 4 million for Madagascar and EUR 5 million to Mozambique) to expand life-saving assistance and to reinforce the preliminary urgent response provided by Acute Large Emergency Response Tool (ALERT) after Tropical Cyclone Batsirai in Madagascar and Gombe in Mozambique. The response will support the scale-up of food assistance delivery in both Madagascar and Mozambique, as well as the reinforcement of nutrition services including essential drugs for nutrition treatment in Mozambique.

First modification as of 9 March 2022

The levels of food and nutrition insecurity in **Angola** are alarming. The southern provinces of the country are experiencing a fifth consecutive year of drought. As a result, 1.58 million people are facing acute levels of food insecurity (IPC3+), out of which 417,000 people are in an emergency situation. 400,000 children are currently projected to be acutely malnourished, including over 177,000 children with Severe Acute Malnutrition (SAM). The prevalence of global acute malnutrition in some provinces is dangerously close to or already exceeding emergency thresholds (set at 15%). The weather forecast does not show any improvement, therefore the crisis situation in the southern Angola is expected to further deteriorate.

To respond to these urgent needs in Angola, **EUR 2 million** will be allocated to support an urgent scale-up of the humanitarian response in Angola. The scale-up will be focused on the delivery of emergency nutrition assistance. Further specifications are provided in the Humanitarian Implementation Plan Technical Annex under pillar I, Emergency response.

1. CONTEXT

The Southern Africa and Indian Ocean (SAIO) region is **highly vulnerable to various hazards** ranging from floods, cyclones, droughts and epidemics. These hazards result in loss of lives and destroy livelihood assets leading to population displacement and millions of people in need of humanitarian assistance.

Extreme weather events, frequent in the region and increasing in intensity, are exacerbated by climate change. Natural disasters represent a major source of risk for the most vulnerable populations and their recurrence can alter agricultural patterns and undermine development gains. Large parts of South of Angola, Eswatini, South of Madagascar and Zambia received their lowest seasonal rainfall in 40 years, severely impairing food security in 2021. Millions of people across the region are food insecure, although the situation in 2021 improved most notably for Zimbabwe and Malawi. In some countries, this burden is exacerbated by a **challenging political and socio-economic environment and** internal conflict and insecurity.

The **COVID-19 pandemic** is further aggravating the humanitarian context. All countries have been hit hard by successive waves and Southern African governments foresee a fourth wave towards the end of 2021. Persons of concern are facing barriers in accessing services, while humanitarian actors encounter obstacles in delivering assistance. It is likely that the economic consequences of the outbreak will result in a further increase of vulnerability and humanitarian needs during the 2021/22 lean season period (ordinarily from November to March), that may start earlier and last longer.

DG ECHO's Funding Information Tool for 2022 and INFORM Risk Index have identified very high humanitarian needs in Mozambique due to the prevalence of the internal violence and insecurity in Cabo Delgado province as well as high humanitarian needs related to the food and nutrition crisis across the Southern Africa and Indian Ocean (SAIO) region mainly in Madagascar and Zimbabwe. Madagascar is scoring high in DG ECHO's 2021 Forgotten Crises Assessment.

Table 1 – INFORM Risk Index 2022 / HDI and Population

Legend: * figures out of 10; ** figures out of 5

	Angola	Botswana	Comoros	Eswatini	Lesotho	Madagascar	Malawi	Mauritius	Mozambique	Namibia	Seychelles	South Africa	Zambia	Zimbabwe
INFORM Risk Index*	4.8	3.1	3.8	3.6	4.1	5.1	4.7	1.9	7.2	3.9	1.8	4.5	4.2	5.1
Vulnerability Index *	5.2	3.7	5.3	4.5	5.8	5.0	5.7	1.3	7.6	4.7	1.2	4.5	5.8	6.1
Hazard and Exposure *	3.0	1.7	1.5	1.9	1.7	3.9	2.9	2.0	7.8	2.5	1.5	4.9	2.2	3.7
Lack of Coping Capacity *	6.9	4.6	7.1	5.5	6.8	7.0	6.4	2.8	6.3	5.0	3.0	4.2	6.0	5.9
INFORM Severity Index **				2.3	2.5	2.8	3.0		3.5	2.3			2.9	3.5
Projected conflict risk*	4.0	0.5	0.1	1.9	1.1	0.9	1.2	0.0	9.6	0.0	0.0	6.9	0.8	3.3
Uprooted People Index*	5.1	1.4	0.0	2.4	1.1	1.3	4.8	0.0	8.2	3.2	0.0	6.3	5.4	4.0
Natural Disaster Index*	3.2	2.8	2.7	2.5	2.6	6.2	4.6	3.7	5.9	4.5	2.8	5.0	3.6	4.8
Humanitarian Conditions/Conditions of People Affected**				2.6	3.5	3.7	3.5		3.3	2.9			3.4	3.9
HDI Ranking ⁴	148	100	156	138	165	164	174	66	181	130	67	114	146	150
Total Population (in Million) ⁵	33,93	2,39	0,89	2,15	2,12	28,42	19,64	1,27	32,16	2,58	0,09	60,04	18,92	15,09

2. HUMANITARIAN NEEDS

2.1. People in need of humanitarian assistance:

Table 2 – IDPs, Refugees, Returnees, Out-of-school Children and food insecure populations in SAIO (Source: 2021 HRPs; UN Partners; SADC RVAA, IPC)

People of Concern	Namibia	Angola	South Africa	Eswatini	Lesotho	Madagascar	Botswana	Malawi	Mozambique	Zimbabwe	Zambia	Total - SAIO Region
People in Need of Humanitarian Assistance (millions)	n/a	3,8	n/a	0,35	0,77	1,35	n/a	2,64	1,3	6,8	n/a	17.000.000
IDPs	200	790	5.014	110	1.400	1.600	780	29.000	744.949	21.000	1.000	805.843
Refugees/Asylum Seekers	5.973	56.342	250.250	2.169	524	304	731	51.279	28.345	22.572	100.731	519.220
Returnees	n/a	n/a	n/a	n/a	24.000	n/a	n/a	1.977	n/a	275.706	n/a	301.683
Out-of-school Children (millions)	0,074	3,352	1,897	0,0825	0,116	2,703	0,0865	1,392	6,109	0,929	0,91	17.650.000,00
Food Insecure People (IPC 3+)	0,44	1,6	11,4	0,318	0,312	1,3	0,036	1,49	1,7	2,943	1,7	23.240.000,00
Global Acute Malnutrition	7.1%	4.9%	3.4%	2%	2,1%	6.4%	7.3%	0.6%	4.4%	2.9%	4,2%	3.640.000
Stunting (>5 year children)	22.4%	37.6%	21.4	25.5%	34.6%	41.6%	28.9%	40.9%	42.3%	23.5%	34.6%	4.900.000

The region experiences all types of population movements, including mixed and irregular migration, and forced displacement due to conflict and natural hazards.

⁴ Available on September 2021 at: <http://hdr.undp.org/en/content/latest-human-development-index-ranking>

⁵ World Bank: <https://data.worldbank.org/indicator>

2.1.1. Internally Displaced Persons (IDPs) and their host communities

Across the region 805 843 people are currently internally displaced. The large majority of people are displaced in northern Mozambique, in Cabo Delgado⁶ and neighbouring provinces of Nampula and Niassa due to the violence and insecurity. An estimated 90% of IDPs are living with host communities; most of them are also food insecure in a region classified as IPC 3+ (crisis). About hundred of thousands remain internally displaced due to hydrometeorological disasters (Cyclones) while others still live in damaged or destroyed houses or makeshift shelters mainly in Mozambique and Zimbabwe. Disasters and economic shocks expose communities to displacement and exacerbate vulnerabilities and protection needs.

2.1.2. Vulnerable populations exposed to disasters

The region is regularly hit by major natural and biological hazards including drought, cyclones, epidemics (cholera), crop pests such as the African migratory locust and fall armyworm (FAW) infestation⁷. These hazards undermine food production adversely affecting up to 70% of the region's population that depend on agriculture for food, income and employment. The impact of these recurrent crises and the impact of climate change exacerbate the anchored vulnerability, making effective humanitarian assistance even more necessary, due to reduced capacity to strengthen preparedness, response and resilience.

2.1.3. Refugees and asylum-seekers, and returning migrants

The region is hosting over 519 000 refugees mainly from the Democratic Republic of Congo and Burundi. Main drivers that lead people to seek refuge in neighbouring countries are recurrent conflicts in the region and beyond, economic challenges in their home countries and natural disasters. These populations are dependent on humanitarian assistance as they have very limited options to engage in livelihood activities. Most seek refuge in South Africa, followed by Malawi, Zambia, Angola, Mozambique and Zimbabwe. Since January 2021, nearly 10 000 Mozambican asylum-seekers are reported to have been forcibly returned from Tanzania. The conditions at Negomano (a village in Cabo Delgado on the border with Tanzania) are dire.

Due to COVID-19 restrictions and loss of jobs, the number of returning migrants to their home countries early 2021 reached to 301 683 individuals for Lesotho, Malawi and Zimbabwe alone. The returning migrants are caught in desperate situations facing some stigma because returning from COVID-19 affected countries, and they are not benefitting from any support in their country of origin.

2.1.4. Food insecure people

Over 23 million people across the SAIO region⁸ are acutely food insecure both in rural and urban areas due to natural and human induced hazards affecting harvest production,

⁶ Provide reference for the latest figures

⁷ According to the FAO, the Fall Armyworm (FAW), or *Spodoptera frugiperda*, is an insect that is native to tropical and subtropical regions. In its larva stage, it can cause significant damage to crops, if not well managed. It prefers maize, but can feed on more than 80 additional species of plants, including rice, sorghum, millet, sugarcane, vegetable crops and cotton.

⁸ This figures includes Angola, Botswana, Eswatini, Lesotho, Madagascar, Malawi, Mozambique, Namibia, South Africa, Zambia and Zimbabwe.

conflict (Mozambique), macro-economic crisis (Zimbabwe), livelihood impact of COVID-19 in the entire region. To be noted that in Grand-Sud of Madagascar extreme levels have been reached with about 40 per cent of the population experiencing high levels of acute food insecurity and thousands of people facing catastrophic, famine-like levels (IPC 5). Madagascar is the only country in the world reaching catastrophic levels of food insecurity without a conflict. The food security situation is compounded by worsening health, water and sanitation conditions across the country.

2.1.5. Children under the age of 5 affected by Acute Malnutrition

Based on national prevalence, it is estimated that over 3.6 million under 5 years old children are acutely undernourished.⁹ The root causes of malnutrition in the SAIO region generally are associated to multiple causes, such as sub-optimal infant and young child feeding practices including very poor dietary diversity but the recent aggravation in some countries seems associated to increased food insecurity, limited access to health care and, in the case of Northern Mozambique, to population displacement due to the conflict in Cabo Delgado. In addition, very high prevalence of chronic malnutrition (stunting) is reported across the region¹⁰. The situation is particularly worrisome in Grand-Sud (Madagascar) where the number of communes in nutrition emergency have constantly increased.

2.1.6. Out of school children

Over 17.65 million children are out-of-school in the SAIO region. In high risk disaster-prone areas **children are often dropping/missing school** due to various factors including closure of schools as a COVID-19 mitigating measure, use of schools as evacuation centres, inadequate school infrastructure, which cannot withstand disasters, damage to school infrastructure and learning equipment, inaccessibility of schools due to destruction of roads and bridges, or in the most food insecure areas, due to lack of financial resources. Countries are increasingly re-opening schools, but various forms of education disruption will remain for several months. In addition, in Mozambique, teachers are targets of the armed groups, schools are destroyed and damaged. Nearly 50 per cent of the forcibly displaced population are children seeking protection and safety. This influx puts further strain on an already over-stretched education system. Students, especially girls, from poorer households or with disabilities, are often the first to suffer reduced access to education, and increased protection risks, especially during the period between October and April coinciding with the lean and cyclone seasons.

2.2. Description of the most acute humanitarian needs.

2.2.1. Protection

Vulnerable populations including internally displaced persons, refugees and migrants are confronted to protection risks and violence, increased vulnerability and discrimination exacerbated by pre-existing gender and social inequalities. The most vulnerable people across the region – especially, women and children - are turning to negative survival coping mechanisms, including child and forced marriage, worst forms of child labour and

⁹ 2021 HRPs; UN Partners; SADC RVAA

¹⁰ UNICEF JME 2021

transactional sex, due to extreme food insecurity, lack of employment opportunities as well as limited or lack of access to assistance.

Increasing prevalence of Sexual and Gender Based Violence (S/GBV) in the region has expanded the risk of HIV transmission and Mental Health and PSychosocial Support (MHPSS) needs. Community mechanisms, basic services and coordination need to be maintained and strengthened to mitigate protection/social needs of the population, while paying special attention to the risk of stigma, discrimination and exclusion of vulnerable groups. The security context in **Mozambique** has been constantly deteriorating, limiting the humanitarian access to affected populations in hard-to-reach areas. Serious violations of International Humanitarian Law and human rights conventions against civilians have been reported including S/GBV, killings, abductions and forced recruitment of children into armed groups. The refoulement of asylum seekers by Tanzanian Authorities pose a protection challenge. . The scale up of a humanitarian protection response remains of paramount of importance. In **Madagascar**, the increased insecurity created by armed groups (Dahalo) and the drought undermine seriously the protection of the civilian population and their food security. Child abuse and gender-based violence are increasing, reflecting families' desperation, students are dropping out of schools, and cases of child exploitation are reportedly on the rise. The need to better understand the ongoing trends of the violence is critical to provide appropriate safe and dignify response based on do no harm principles.

2.2.2. Food Security & Livelihoods

Food insecurity is on the rise in the region. Recurrent hydro-meteorological hazards and high dependency on rains, poor agriculture techniques, depleted soil fertility, crop pests, land access disputes, lack of access to food, and volatile food prices continue to worsen the overall food security situation, compounded by localised conflict and social tensions as well as governance, social and economic issues. The COVID-19 containment measures undermine the humanitarian situation and weaken the existing systems.

2.2.3. Nutrition

Food insecurity represents a threat for children under the age of five, who are particularly vulnerable to becoming acutely undernourished, with already negative trends in several countries (i.e. Madagascar, Mozambique and Zimbabwe). The adoption of negative coping strategies and increased protection issues is already observed and will likely increase if not responded to. The SAIO region is faced with a triple burden of malnutrition characterised by undernutrition (acute malnutrition and stunting); over-nutrition (overweight/obesity); and micronutrient deficiencies. Conflict, climate change and natural disasters further increase the risk of undernutrition, as violence, displacement, droughts and floods disproportionately impact the most vulnerable across the region. Further, the COVID-19 restrictive measures resulted in reduced access to food and nutrition increasing the risk of undernutrition.

2.2.4. Health

The burden of infectious diseases is high in many countries across the region. Epidemics, in particular measles, cholera, malaria, yellow fever and other communicable diseases, are frequent with an extended geographical scope. Many of these outbreaks require urgent support of emergency, humanitarian and specialised actors to support national

authorities for adequate containment and response (beyond the health sector). About 16.5 million people across the region live with HIV¹¹. While South Africa has the highest number of people living with HIV, Eswatini has the highest HIV prevalence in the world. The COVID-19 pandemic has undermined the local capacities to respond to the most urgent needs and several countries have experienced acute shortage of essential supplies. Local and national responders are operating with limited resources, which calls for stronger investment in local capacities and for humanitarian funds to be used where appropriate in order to enable fragile countries to better prepare for future crises of such magnitude.

In **Cabo Delgado** nearly a third of the province's 132 health facilities are damaged or closed. Basic health services and emergency health needs for HIV, malaria, tuberculosis, cholera and COVID-19 treatments as well as mental and psychosocial health services are all critical needs. In **Madagascar**, the COVID-19 pandemic has put the already weak health systems under immense pressure to provide basic health services. The increased number of acts of crime in the South is also limiting access to basic social services, especially health facilities and limiting access to severely affected areas. In **Zimbabwe**, the deteriorating humanitarian situation is compounded by worsening health, water, sanitation and hygiene conditions across the country: old and poorly maintained water/sanitation facilities need investment and upgrades to prevent waterborne disease outbreaks. Access to health care has become restricted as shortages of medicine and medical staff persist and the economic crisis continues to worsen.

2.2.5. *Water, sanitation and hygiene (WASH)*

Large scale natural hazards and conflicts undermine the regular and reliable access to safe water for drinking, hygiene, agriculture and livestock is a challenge across the region. WASH infrastructures are damaged or insufficient to respond to the high demand in terms of quantity and quality. Competition over scarce access to resources including to water is also fuelling conflicts between communities. Support to preparedness and emergency response are essential. The WASH sector should complement multisector responses in order to maximise public health related benefit.

2.2.6. *Shelter and Non Food Items (NFIs)*

The provision of shelters and NFIs is critical for displaced populations in camps or settlements from the onset of a response and especially for people newly displaced. With violent attacks continuing in **Cabo Delgado**, most displaced people first seek shelter with host families, who themselves most often do not have adequate shelter conditions. Hosting displaced people may lead to overcrowding, unhealthy conditions and increased vulnerability. Considering vulnerabilities across the region, there is a need to strategically preposition shelter and non-food items, taking into account environment considerations, in order to ease a timely and effective response to any new and unforeseen crisis.

11 UNAIDS Data 2020

2.2.7. *Education in Emergencies (EiE)*

Schools are often used as emergency shelters or overpopulated after displacements causing education disruption. In other instances, schools have also been used for military purposes – contrary to the commitments of the Safe Schools Declaration – with direct implications on the continuity of education and not respecting IHL principles. Furthermore, the COVID-19 pandemic affected over 54 million students in the region and has led to school closure for almost 2 years in some areas, putting children at risk of dropping out when the schools will re-open. The longer a child stays out of school, the less likely they are to resume their education. These children have also been through traumatic events which require a strong psychosocial support (PSS) and more broadly protection responses. The needs include both hardware (Teaching Learning Succeeding, schools rehabilitation) and soft components (such as Accelerated Education Programmes, catch-up programmes, PSS and Mental Health and Psychosocial Support, but also extensive teacher training activities).

In addition, to better protect children from protection risks due to the overall degradation of the context in the region, the integration of the Child Protection programming within EIE will also be of paramount of importance.

2.2.8. *Disaster Preparedness (DP)*

The potential of the national disaster management authorities (NDMAs) and the local community based civil protection committees is significant, but they need to be capacitated to adequately operationalise existing DP policies and guidelines and to better prepare for, anticipate, mitigate and respond to disasters. In addition, there is a need to adapt DP strategies to urban settings and climate change. In order to rapidly respond to the needs of crisis affected populations. There is equally a need to advocate for and reinforce existing national shock responsive social protection systems to expand vertically and/ or horizontally¹².

Recent cyclone events and human-induced crises in the region have demonstrated the importance of having logistic capacity in place with emergency stocks strategically prepositioned in disaster-prone areas as well as to ensure local ownership and increase self-sufficiency through the inclusion of local actors, such as NDMAs and local governments, in the management and replenishment of these stocks. Prepositioning needs to be guided by contingency plans and forecasted multi-risk assessments. Vulnerable communities need to be trained on and equipped with self-protection plans, first aid and safety training, contingency and evacuation plans, as well as basic information on family reunification and protection services.

In the SAIO region, there is a conducive environment to pilot and scale up the use of innovative and green technologies as well as collaborations with Research institutes and Regional/National Meteorological and Hydrological Service (NMHS). A gradual shift towards more systematic forecast based financing and early action approaches, building on multi-hazard early warning systems should be strengthened overtime. Delivery channels, including community-based emergency preparedness processes, and developing strong synergies/ complementarities with national shock responsive social

¹² See Regional Inter-agency Standing Committee (RIASCO) lessons learned report of July 2017

protection systems should be further explored. It is necessary to build capacity of NDMAs on the use of these technologies.

3. HUMANITARIAN RESPONSE AND COORDINATION

3.1. National / local response and involvement

Regional level: At regional level the Southern African Development Community Disaster Risk Reduction (SADC DRR) Unit has the mandate to play a key role in disaster response and preparedness. Their *SADC Disaster Preparedness and Response Strategy and Fund 2016-2030* describes the regional priorities and highlights key gaps to be addressed, e.g. a regional Disaster Risk Management (DRM) data system, a regional disaster response mechanism and a Regional Emergency Response Team. There is however a need to improve the operationalisation of the strategy and promote further coordination between disaster preparedness and response structures at regional and national level.

National level: Overall, the capacity of governments to implement disaster preparedness activities and respond to natural disasters has made significant progress. However, the capacity to face disasters of extreme magnitude, such as the 2019 cyclones remains insufficient. DRM policies and frameworks exist, although their effectiveness is often limited due to uneven technical capacity of the Disaster Management Authorities (DMAs) and insufficient resources allocated by governments at central and provincial/district level. Collaboration with international organisations is generally conducive and collaborative.

The DMAs in Mozambique, Malawi and Zimbabwe have been active and present during the Idai and Kenneth cyclone response, providing personnel, equipment and some financial resources. The response demonstrated the need to strengthen rapid response capacity and coordination. Mozambique and Zimbabwe faced again critical challenges after Eloise storm in 2021 while lessons learned from Idai and Kenneth in 2019 could have helped the countries to be better prepared.

There is openness towards the use of innovative technologies such as mobile technologies and drones in Mozambique, Madagascar and in Malawi where these technologies have demonstrated their pertinence and effectiveness.

The modality of cash transfer interventions in humanitarian response is generally accepted in the region and promoted by governments¹³. Some countries deliver food assistance using their own grain reserves. However, the magnitude of food insecurity means that international support is usually necessary.

3.2. International Humanitarian Response

International humanitarian response in the SAIO region is both related to Disaster Preparedness and to addressing the consequences of natural disasters as well as to assist populations affected by the Cabo Delgado crisis, and refugee programmes in some of the SAIO countries. In 2021, the emerging priority is the food and nutrition crisis in the Grand-Sud of Madagascar.

¹³ With the exception of Mozambique where it is accepted on pilot basis.

The main donors involved in disaster preparedness/mitigation in the SAIO Region are the EU and its member states (IRISHAID, Belgium, France, Italy, etc.), Foreign, Commonwealth & Development Office (FCDO), Irish Northern Aid Committee (NORAI), United States Agency for International Development/Foreign Disaster Assistance (USAID/OFDA), the World Bank/ Global Facility for Disaster Reduction and Recovery (GFDRR), several UN agencies, framed within long-term development strategies with some integrating wider climate change adaptation programmes.

On the **Cabo Delgado crisis**, the main humanitarian Donors are USAID, the EU and the Central Emergency Respond Funds (CERF). On the Grand-Sud of **Madagascar crisis**, the main humanitarian Donors are the World Bank, Japan, USAID, the EU including its member States (France, Sweden and Germany) and CERF

Overall, the Humanitarian Response across the region is as follows:

Figures are coming from the UNOCHA Fast-Tracking System (FTS) . The table shows the amount of each appeal and its level of funding in percentage, when available.

	Mozambique	Madagascar	Zimbabwe	Zambia	Malawi	Angola
Funding appeals 2021: - Humanitarian Response Plan (HRP) 2021 - Flash Appeal (FA) 2021 – May 2022 Others ¹⁴ : - C-19 Emergency Appeal Zambia Intersectoral Response Plan 2020 - The Regional Refugee Response Plan (Congo) - COVID-19 2020 Emergency Appeal - National Covid-19 Preparedness and Response Strategy and Plan (July 2021-June 2022)	254.1-57.3%	231-45%	507-15%	125.6-10.5% 534.3-0.9 %	210-52% 421- 26.6%	29.4

3.3. Operational constraints

3.3.1. Access/humanitarian space

In Northern Mozambique, humanitarian actors are operating in a complex humanitarian crisis. Access is a huge challenge with security and logistical constraints to reach the most vulnerable. The humanitarian capacity needs to be strengthened to be able to work in a very volatile situation. There is a need to adopt/reinforce conflict-sensitive and principled approaches. The security of humanitarian personnel needs also to be adapted. Civil-military coordination should be further strengthened given the presence of many armed forces on the ground (including the army, special police forces and private security companies, and regional military troops deployed in support), in addition to the Non-State Armed Groups.

In Madagascar, mitigating measures related to COVID-19 imposed constraints in terms of movements of persons and goods within the country. Border closures imposed since the beginning of the pandemic have so far put additional constraints on the entry of

¹⁴ Other Appeals related to COVID-19 crisis and other humanitarian needs, including drought (not Appeal nor HRP) but reported in the FTS OCHA

people and goods (emergency importation of supplies/relief items) into the country, making the delivery and scaling up of assistance difficult.

Some areas frequently affected by natural disasters are often or always difficult to reach due to logistical constraints and in particular in times of disasters. Measures to limit the spread of COVID-19 have also proven to be problematic. The preparedness capacity in those recurrently affected areas needs further investment to ensure a more efficient response capacity.

3.3.2. *Partners (presence, capacity)*

Major humanitarian partners are present in the region. The presence of development programmes and expertise presents opportunities to mainstream/link humanitarian funded actions to development programmes with appropriate advocacy and sustainable outcomes in the long term. For the Cabo Delgado crisis, in Mozambique specifically there is a need to get more humanitarian partners and expertise. Conflict-sensitive approaches need to be further integrated in Northern Mozambique and Madagascar. Overall, there are no major problems in terms of absorption capacity among DG ECHO partners, which usually collaborate in a very constructive way both with local NGOs, private sector and Universities.

3.3.3. *Coordination*

The Office for the Coordination of Humanitarian Affairs (OCHA) is providing very important support at both regional and country level for main crises such as in Mozambique and Madagascar. In Northern Mozambique, OCHA is playing a critical role in both humanitarian and civil military coordination platforms. OCHA is furthermore ensuring coordination in Madagascar with a focus on the Grand Sud, where coordination is crucial, but need to continue to engage with other stakeholders (UN as well as other donors) as the same applies in Zimbabwe.

4. HUMANITARIAN – DEVELOPMENT – PEACE (HDP) NEXUS

The HDP nexus remains a central element DG ECHO programming, reconfirmed in the new Communication on the EU's Humanitarian Action¹⁵.

Listed below are several concrete and successful programming **priorities**, expanding on the many **opportunities** to strengthen the nexus approach in the region:

4.1. **Nexus opportunities related to chronic food insecurity and building resilience to drought**

The adoption of Shock Responsive Social Protections (SRSP) at national level has been a success in Lesotho, Madagascar and Malawi, where the EU has made significant contributions to strengthen national social protection systems. DG ECHO largely contributed to the efforts by advocating for inclusive national systems, by supporting operational research, coordination and by provided technical support to development

¹⁵ COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT AND THE COUNCIL on the EU's humanitarian action: new challenges, same principles. Brussels, 10.3.2021 COM (2021) 110 final. <https://ec.europa.eu/echo/files/aid/hacommunication2021.pdf> and Council conclusions on EU's humanitarian action, 20 May 2021: <https://data.consilium.europa.eu/doc/document/ST-8966-2021-INIT/en/pdf>

actors, piloting models for linkages between early warning systems (EWS) and cash preparedness. In some cases the crisis modifier adopted by EU Development programmes e.g. in Malawi and Lesotho have been used to inject resources through the social protection systems for response during the COVID-19 crisis, thereby extending coverage notably to urban areas. The Zimbabwe Resilience Building Fund (ZRBF) funded by the EU includes a robust Crisis Modifier allowing new financial resources to be mobilised in order to mitigate impact of unforeseen shocks/stresses.

4.2. Nexus opportunities with regard to Disaster Risk Reduction (DRR)

DG ECHO has been funding actions aim to enhance logistics and emergency stock prepositioning for faster and localised response capacity, while in parallel, EU Delegations are developing multi-year DRR programmes: the “Resilience building and Disaster Response Management in the Indian Ocean (RDRM), led by the EU Delegation in Mauritius, and the “Intra-ACP Natural Disaster Risk Reduction Programme” that includes the SADC region. These programmes include components of prepositioning that will benefit from the logistic capacity developed with DG ECHO funds.

DG ECHO supports multi-hazard Early Warning System in hotspot areas. Potential hand-over of such initiatives, especially with climate change and environment initiatives, are currently negotiated by some EU Member States.

Synergies have been put in place between the World Bank and DG ECHO-funded actions leading to the installation of water gauges for EWS in Mozambique and Malawi. Moreover, their DRR programmes often complement DP activities at district and community level and in the promotion of innovative technologies (ie. Unmanned Aerial Vehicle /UAV) where other DRR funds are less active.

There are also synergies with SADC and South Africa initiatives funded by DG INTPA to develop further the regional climate prediction and climate services offered by regional climate centres and by national hydro-meteorological organisations including for DRR, in partnership with EUMETSAT¹⁶, ECWMF¹⁷ and relevant MS institutions.’

4.3. Nexus opportunities in early recovery of natural disaster affected populations

Following cyclones in 2019 and 2021, DG ECHO mobilised humanitarian funds and coordinated EU Civil Protection assistance while EU development funds contributed to a series of assessments and support to recovery.

4.4. Nexus opportunities in Education in Emergencies

DG ECHO supports Education in Emergency (EiE) in Malawi, Mozambique, Madagascar, Lesotho and Zimbabwe for disaster preparedness activities in schools located in risk prone area (cyclones/floods) and ensuring education during and after disasters. DG ECHO funds contribute to developing guidance for more resilient school infrastructure to face natural disasters. This support informs and contributes to development programmes in those countries where EU and MS development funds contribute to more structural support for better education. The EiE support provided in Northern Mozambique in terms of Accelerated Education Programmes and development of catch-up programmes will not only benefit to the children and teachers affected by the security crisis, but will also benefit the whole

¹⁶ EUMETSAT is the European operational satellite agency for monitoring weather, climate and the environment from space

¹⁷ European Centre for Medium-Range Weather Forecasts

education community at country level. The MIP Mozambique includes Education as a priority sector.

4.5. Humanitarian Development Peace (HDP) nexus opportunities in developing an integrated approach in Northern Mozambique

In Cabo Delgado, DG ECHO is fully involved in the Humanitarian-Development-Peace (triple) nexus/integrated approach as it includes security components. It sets out humanitarian, development, peacebuilding and security actions both ongoing, immediate and to be conducted in the short, medium and long term, while stressing the necessity to maintain a focus on addressing human rights, the rule of law and international humanitarian law. In the upcoming multiannual programme (MIP), and building on the Political Framework for Crisis Approach – setting the framework of the EU integrated approach, the EU development strategy¹⁸ in Mozambique aims to prioritise actions supporting the transformation of Mozambique through economic, social and political inclusion. Through the Neighbourhood, Development and International Cooperation Instrument (NDICI) Crisis Response Pillar, FPI¹⁹ will focus on Children Associated with Armed Conflicts (CAAC), looking at children demobilisation and reintegration with direct linkages with Child Protection and Education in Emergency. EU, in close cooperation with the United Nations and the World Bank, is also working to support Mozambique with a Development & Resilience Strategy for the North.

The use of the cash transfer modality, advocated and promoted by humanitarian actors including DG ECHO and FCDO, could be linked to national social assistance supported by the EU as part of the response to COVID-19. The Northern Integrated Development agency operating since 2020, could also bring new development funding opportunities to follow up, notably from the World Bank and partners.

4.6. Nexus opportunities in developing a comprehensive response in Grand-Sud of Madagascar

The Grand-Sud has been identified as a context with opportunities for HDP Nexus centred on Humanitarian, development and Peace actions. A nexus approach is already developed in the area of food security and nutrition. In this regard, a technical group « *L'opérationnalisation du Nexus HDP dans le Grand Sud de Madagascar* » was recently put in place by Development partners, to be co-chaired by EU/ USAID. The priority for the next months will be to develop a joint resilience/ needs assessment to inform a joint response strategy.

5. ENVISAGED DG ECHO RESPONSE AND EXPECTED RESULTS OF HUMANITARIAN AID INTERVENTIONS

General considerations for all interventions:

The humanitarian response shall be compliant with EU thematic policies and guidelines that are described in the HIP policy annex.

¹⁸ Under the new “Global Europe” instrument for 2021-2027, the strategy will **address the root causes of the violence** in the Central and Northern provinces, prioritising three areas of work: **investing in youth, in a green and just transformation and in governance and peace.**

¹⁹ EU Foreign Policy Instrument

5.1. Envisaged DG ECHO response

This HIP covers multi-sector response to climate and / or human-induced disasters affecting the region (emergency response), Education in Emergency as well as disaster preparedness (DP) and is structured around three pillars as follows:

Pillars	Countries covered
Pillar 1: multi-sector response to climate induced and / or human induced disasters	Mozambique and Madagascar
Pillar 2: Education in Emergencies (EiE)	Mozambique
Pillar 3: Disaster Preparedness	Madagascar, Mozambique, Malawi, Zimbabwe and regional/multi-country

This HIP furthermore allows for a possible response to new crises in the region, in countries with limited capacity to cope, and/or where national or local capacity may be overwhelmed. The focus on a more limited set of countries within the initial 2022 HIP funding allocation is related to the fact that actions in some of the countries in the region will still be supported with 2021 HIP funding running into 2022 and in some cases until 2023. Another reason is the successful nexus approaches which enabled DG ECHO funding to refocus some of its interventions in crises with bigger magnitude and severity. In the event of unforeseen or sudden-onset events, DG ECHO may consider allocating funds to respond to natural and/or man-made disasters where needs are unmet and local capacity overwhelmed.

Synergies with EU Civil Protection and nexus opportunities with other EU instruments will be explored where practical and feasible. An adaptation and use of crisis modifiers in order to respond to a sudden-onset crisis within a crisis remain important in DG ECHO's strategy.

Crosscutting priorities for all Pillars - i) Adherence to humanitarian principles; ii) Protection mainstreaming²⁰; iii) Use of innovative and green solution as well as technologies aimed at enhancing efficiency; iv) Coordination and alignment with national policies and guidelines; v) Nexus; vi) Visibility and communication.

5.1.1. Pillar 1: multi-sector response to climate and/or human- induced disasters affecting the region

The priorities of this pillar are to provide needs-based, rapid and lifesaving humanitarian aid to populations affected by climate induced and/or human induced disasters with a priority given to Northern Mozambique and to Madagascar. Although no specific response is considered under this pillar for Zimbabwe, DG ECHO will continue to monitor the humanitarian situation.

The response will be multi-sector including protection, food assistance, nutrition, WASH, shelter, health and any other relevant sectors based on the most recent needs analysis of the affected population, and should reflect vulnerabilities related to gender and age, food and nutrition insecurity (i.e. IPC 3+), HIV/AIDS status, and be coherent

²⁰ Refer to ECHO Protection guidance note and toolkit

with DG ECHO policies. A single multipurpose assistance modality using a unified delivery mechanism would be preferred when possible.

Priority 1: Northern Mozambique (Cabo Delgado crisis) - Multi-sector and life-saving humanitarian assistance

In response to the consequences of the Cabo Delgado crisis, a coordinated **multisector humanitarian assistance** will be supported. **Protection** remains an overarching sector and has to be mainstreaming in all humanitarian actions. All actors and their respective interventions need to ensure a protective environment to the victims of conflict. **Coordination** is instrumental including **civil-military coordination** in view of the multiplicity of armed actors in the context. The assistance will prioritise people exposed to violence, notably in hard-to-reach areas, people staying behind as well as IDPs and their host communities in Cabo Delgado, Nampula and Niassa Provinces but also in other areas affected by violence / conflict that may emerge during the HIP period, as a consequence of the Cabo Delgado crisis spill-over in the country.

Priority 2: Madagascar (Grand-Sud) - Humanitarian Food Assistance and Nutrition integrating protection.

The focus will be on **Humanitarian Food Assistance** and **Nutrition** with a strong **mainstreaming of Protection** targeting especially children, pregnant and breast-feeding mothers. Small scale and filling the gap WASH interventions could be considered only when complementing Humanitarian Food assistance and nutrition components. The priority will be on the provision of Severe Acute Malnutrition treatment, on the timely identification and referral of malnutrition cases (nutrition surveillance), the provision of food rations and cash transfers (where applicable) in sufficient quantity, coverage and time, and possibly some short-term emergency livelihood assistance to support the next cropping seasons.

5.1.2. Pillar 2: Education in emergencies (EiE)

The provision of EiE interventions is highly relevant for displaced populations and their host communities in Cabo Delgado and neighbouring provinces, as the conflict has caused education disruption for thousands of pupils. The focus is to ensure safe learning spaces and provision of adequate education programmes for children in areas affected by violence and forced displacement. The target location is Cabo Delgado, Niassa and Nampula provinces. Other areas affected by violence/conflict may also be considered when related to the Cabo Delgado crisis spill-over.

The priorities under the EiE pillar are to ensure education continuation in the context of natural and human-induced disasters. While integrating Conflict Sensitive Education (CSE) principles in the response, it is important to provide adapted education and child protection programmes for children including accelerated education programmes or catch-up programmes; psychosocial services and social-emotional learning; safe and temporary learning spaces and psychosocial support to teachers and pupils, and to ensure teacher recruitment and retention (as teachers leave due to general insecurity). Rehabilitation/extension of existing schools can be considered.

Especially when access is a challenge, innovative technological solutions, including those developed during COVID-19 such as offline applications, tablet or radio learning, may be an appropriate option to ensure continuous learning.

5.1.3. Pillar 3: Disaster Preparedness (DP)

Support is envisaged for enhanced Disaster Preparedness for response and early action in contexts of recurrent and predictable crises, building upon ongoing actions and lessons learned from recent crises, and linking to national systems and longer-term strategies. This includes supporting national disaster management systems at central and community levels, reinforcing early warning systems and linking early warning to early action.

Multi-Purpose Cash (MPC) preparedness will become an intrinsic part of DP activities and, whenever possible, linked to Shock Responsive Social Protection Systems (SRSPS) to ensure timely and more appropriate and efficient use of cash. Advocacy for cash preparedness and technical support to national authorities and local partner organisations is crucial.

Logistics preparedness may be integrated when promoting emergency stockpiling with an aim of improving the effectiveness of the response process. Partners are encouraged to work with local implementing partners, and to promote active involvement of targeted communities and their representatives, as well as authorities at all levels.

In terms of disaster preparedness, the focus of this HIP will be on Madagascar, Malawi, Mozambique, Zimbabwe, regional and multi-country projects. DG ECHO has been significantly investing in disaster preparedness in the SAIO countries and this targeted approach takes into account existing support in the region and focus on identified gaps. The priorities for DG ECHO under the DP pillar is as follows:

Priority 1: *Northern Mozambique - Disaster preparedness to natural hazards in a conflict setting*

Investing in preparedness in Northern Mozambique, region affected by conflict and climate related disasters, remains a high priority.

DG ECHO will support actions contributing to 1/ developing a comprehensive context and risk analysis and focusing on community-based preparedness; 2/ better understanding specific dynamics of the complex situation in Northern Mozambique integrating also multi-hazards approach; 3/ integrating systematically disaster preparedness in Camp Coordination and Camp Management approaches (CCCM); 4/ building and reinforcing capacity of local actors to assist population in case of violence / natural hazards (in particular the National Red Cross) and improve articulation with national authorities; 5/ prepositioning and managing strategic emergency kits; 6/ establishing a framework for rapid responses. Conflict sensitive programming will be a key component in all actions.

Priority 2: *Madagascar - Drought preparedness in Grand-Sud.*

DG ECHO will focus on **drought preparedness in the Grand-Sud**, Madagascar. The actions will look into developing shock responsive social protection and nutrition surge model for the area in view of improving response system's scalability, timeliness, predictability and adequacy of benefits in case of shocks.

Attention needs to be specially paid to the growing "dahalo" phenomenon representing a major risk for the population being supported in the Grand-Sud. Therefore, actions will integrate a conflict sensitive programming and a do-no-harm approach to mitigate the risks.

Priority 3: *Zimbabwe: Local preparedness and response system*

The focus of this priority is twofold:

- Priority 3.1: DG ECHO will also build on past supports to reinforce disaster preparedness framework/mechanism combining risk based and anticipatory actions to quickly respond to emergencies, especially for rapid-onset natural disasters in Zimbabwe. To this end, local first responders will be capacitated and equipped. Coordination will be reinforced between early warnings and early action mechanisms integrating notably evidence-based systems and centralising management of stockpiled items.
- Priority 3.2: DG ECHO will also build on past supports in view of an exit strategy, to strengthen preparedness for displacement and improve the management of mixed migration flows through the International Organization for Migration (IOM) Displacement Tracking Matrix (DTM). This tool has proved to be a critical piece of information in-country to better understand and identify the underlying, complex and interrelated causes of displacements of hundreds of thousands people. The establishment of IDPs and returnees' profile and aspiration should lead to better response in country and to influencing further regional migration agenda.

Priority 4: *Malawi : Urban preparedness and climate/environmental resilience*

This priority will focus exclusively on **urban areas** including medium-sized agglomerates exposed to natural hazards in need of further DP support. The support will aim to develop risk and vulnerability assessments integrating a multiplicity of risks such as climate, and environmental risks and protection. The action will include the set-up of contingency plans, emergency stockpiling and logistics preparedness, with environmental considerations mainstreamed, as well as the reinforcement of institutional capacity, the development of operating modalities, and using multi-hazard early warnings to plan effective response by affected communities, first responders and decision-makers. Cash preparedness as part of the anticipatory actions will be promoted as well as public awareness on urban DP and on risk knowledge will be implemented.

Priority 5: *Regional and multi-country interventions*

Priority 5.1: Regional anticipatory actions will be supported only when articulated with interventions at **country level**. Anticipatory Action includes a set of tools to predict disasters and their effect in order to provide effective, efficient, timely and dignified support for communities at risk and to enable early action even before disaster strikes mitigating the possible impact. It also represents a crucial opportunity to put the humanitarian and development Nexus into practice and to ensure that development gains are protected. The actions under this priority will reinforce country mechanisms in place.

Priority 5.2 - Promotion of Innovative Technologies: DG ECHO will build on previous funded actions in Mozambique, which enabled WFP to set in Johannesburg an Unmanned Aerial Vehicle (UAV) Competence Centre (CC). DG ECHO will continue to support the WFP's Competence Center. The action funded will aim to provide the countries in the SAIO region with technical expertise in terms of know-how, hardware's to be deployed every time needed along advocacy on the use of technologies. ECHO will aim to reinforce the use of UAV/S as other innovative technologies in disaster

preparedness and humanitarian interventions in the Southern Africa countries to serve as an example for other countries.

5.2. Other DG ECHO interventions

The **Emergency Toolbox** HIP may be drawn upon for the prevention of, and response to, outbreaks of Epidemics. Under the Emergency Toolbox HIP, the Small-Scale Response, Acute Large Emergency Response Tool (ALERT) and Disaster Relief Emergency Fund (DREF) instruments may also provide funding options.

There is also room for enhancing the use and activation by SADC Member states of the **EU Civil Protection Mechanism (UCPM)** that proved to be very important and useful in the region, but with still countries not sufficiently familiar with the available services that may be provided.

The decision to deploy **EU Humanitarian Air Bridge** flights is driven by needs on the ground, in consultation with Member States and aid partners, to identify the most critical gaps, and in cooperation with the receiving countries. In the SAIO region, three humanitarian Air bridges have been deployed to delivery mainly medical equipment to Cabo Delgado Province, Northern Mozambique.