

## **HUMANITARIAN IMPLEMENTATION PLAN (HIP) 2018**

### **SOUTHERN AFRICA AND INDIAN OCEAN<sup>1</sup>**

**The activities proposed hereafter are still subject to the adoption of the financing decision ECHO/WWD/ BUD/2018/01000**

**AMOUNT: 9 000 000 EUR**

The present Humanitarian Implementation Plan (HIP) was prepared on the basis of the financing decision ECHO/WWD/BUD/2018/01000 (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 partners and to assist them 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 Southern Africa and Indian Ocean Region (SAIO) region is exposed to various hazards ranging from floods, cyclones, droughts and epidemics resulting in loss of lives and livelihood assets, economic losses and population displacement. Disasters represent a major source of risk for the most vulnerable parts of the population and can potentially undermine development gains.

Hydro-meteorological hazards, in particular floods, cyclones and droughts, still represent the primary threat to lives and to food and livelihoods security. In the last two years cyclical and worsening climate phenomena stretched Disaster Risk Management (DRM) systems, coping capacities and increased vulnerability.

During the 2015/2016 planting season, El Niño conditions caused the worst drought in 35 years in the majority of countries in the region, creating severe food and water shortages which compounded existing vulnerabilities in all humanitarian sectors. The Southern Africa Development Community (SADC) declared a regional emergency in July 2016, and launched a USD 2.4 billion appeal to assist 41 million affected people in 13 countries.<sup>23</sup>

Floods occur frequently along the major river systems (Zambezi, Limpopo, Shire) with major impact on crop production. Cyclones mainly affect Madagascar, Mozambique and some of the Indian Ocean islands. Between 2015 and 2017, drought, cyclones, floods,

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<sup>1</sup> For the purpose of this HIP, the term Southern African and Indian Ocean Region (SAIO) includes the following countries: Botswana, Comoros Islands, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland and Zimbabwe.

<sup>2</sup> OCHA - Response Plan for the El Niño- Induced Drought in Southern Africa – May 2016 –April 2017 - by the Regional Inter-Agency Standing Committee (RIASCO) (2016) - available at <http://reliefweb.int/sites/reliefweb.int/files/resources/RIASCO%20Action%20Plan%20Draft%20Document%20PDF%20version.pdf>

<sup>3</sup> OCHA - Report on the RIASCO Action Plan for the El Niño - Induced Drought in Southern Africa 2016/2017 (July 2017) – available at <https://www.humanitarianresponse.info/en/operations/southern-eastern-africa/document/report-riasco-action-plan-el-ni%C3%B1o-induced-drought>

and cholera had devastating impacts. In January and February 2015, tropical Storm Chedza and later Tropical Storm Fundi crossed Madagascar, Malawi and Mozambique leaving destruction, displacement and deaths. During the 2016-2017 rainy season, two cyclones hit the region. Cyclone DINEO hit Mozambique with consequent floods in Mozambique and Zimbabwe in February 2017; 551 000 people were affected by this cyclone in Mozambique, while in Zimbabwe heavy rains exacerbated by the cyclone caused floods and loss of crops and houses in several districts, impacting thousands of people. Cyclone ENAWO hit Madagascar in March 2017, with an estimated 434 000 people affected and more than 80 deaths. Between January and March 2017 a series of flood events affected several districts in Malawi, impacting more than 63 000 people with significant loss of crops, shelter and livelihood damage.<sup>4</sup>

During the 2016-17 rainy season, cyclones and flooding had significant humanitarian impact in low lands of Madagascar, Malawi, Mozambique and Zimbabwe, further reducing the already eroded capacities of households affected by El Niño and impacting various sectors, particularly shelter, WASH, health and food assistance.

Other factors affecting local populations in the SAIO Region include aid dependency, inequality and poverty, with levels comparable to those of most high risk countries.

*Outbreaks of Fall Armyworm* have been reported in at least 10 SADC countries including Botswana, Malawi, Mozambique, Namibia, South Africa, Swaziland and Zimbabwe. The Fall Armyworm outbreak affected around 330 000 hectares of staple crops, especially maize, across the region. Future harvests including the 2017/2018 agriculture season could also be at risk.<sup>5</sup>

*An outbreak of H5N8 Avian Influenza* was reported in Zimbabwe between May and June 2017. Despite recent assessments suggesting limited risk for humans, this needs to be monitored in view of potential evolving risks related to health and livelihoods.

The *refugee flow* from Mozambique decreased in 2017 following a truce in 2016 between the government of Mozambique and the opposition RENAMO, but still needs to be further monitored.

*Current rain and agriculture forecast.* Seasonal rains have been largely good and most countries are expected to record healthy harvests. As the main 2016/17 cropping season is coming to an end, preparations for a second season or winter production is already underway in countries including Zimbabwe, Mozambique, Lesotho, and Malawi. FEWSNET reports indicate adequate soil moisture to support good crop conditions and immediate land preparation for winter crops without pre-irrigation. The region is therefore expected to experience improvement in food security outcomes. However, parts of Madagascar's southern west coast have been affected by repeated dry spells and late on set of rains, also damaged by flooding during ENAWO, which could lead to compromised food security.

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<sup>4</sup> OCHA – Southern Africa Flood Snapshot 2016/2017

<sup>5</sup> OCHA – Southern Africa Armyworm Outbreak (1 May 2017)

Climate models indicate normal to below-normal rainfall for most of the period from October to November 2017 and normal to above-normal rainfall for the period of January to March 2018 for the bulk of Southern Africa Development Community.

In general, conditions pave the way for moving from humanitarian assistance in mid-2017 to recovery and preparedness interventions.

*Human Development Index (HDI)*. 2016 ranks Mozambique at 181, Malawi 170, Lesotho at 160, Madagascar 158, Zimbabwe 154 and Swaziland 148 of 188 countries. All five countries are categorized as having Low Human Development.

The 2017 DG ECHO Integrated Analysis Framework (IAF) identified relatively high vulnerability for the populations in Lesotho, Madagascar, Malawi, and Mozambique. INFORM indicates a decline in coping capacity in Swaziland. Table 1 (INFORM) below indicates the INFORM figures and estimation of people recently affected by the most significant natural disasters between 2016 till mid-2017.

**Table 1 INFORM and Crisis Index (CI) of the targeted countries**

	Lesotho	Madagascar	Malawi	Mozambique	Zimbabwe
INFORM overall ranking	4.4/10	5.0/10	4.7/10	5.9/10	5.0/10
Hazard & Exposure	2.4/10	3.9/10	2.7/10	5.2/10	4.4/10
Vulnerability	5.1/10	4.1/10	6.0/10	6.0/10	4.7/10
Lack of Coping Capacity	6.8/10	7.6/10	6.3/10	6.7/10	5.9/10
Crisis Index (CI)	3/3	0/3	2/3	3/3	2/3
Conflict Index	0/3	0/3	0/3	0/3	0/3
Natural disaster index	3/3	0/3	2/3	0/3	2/3
No. (in million) of people affected by the El Niño related drought (2016-2017) <sup>6</sup>	0.491	0.978	6.7	1.2	3.1
No. of people affected by Floods and / or Cyclones (2017) <sup>7</sup>	-	424 000	63 000	550 000	13 000

## 2. HUMANITARIAN NEEDS

With improved food security in the region, humanitarian relief activities related to the El Niño response have been largely concluded in August 2017. This has created conditions for a transition from emergency humanitarian assistance to recovery and resilience building.

However, important needs have been identified in improving the preparedness towards potential recurrent natural disasters. An outline of the needs, relevant lessons learned and recommendations, some of which have been articulated and reiterated by the Regional Inter-Agency Standing Committee -RIASCO report (July 2017), are outlined hereafter.

<sup>6</sup> See footnote 3

<sup>7</sup> See footnote 4

There is also a need to further capitalize and bring to scale the use of innovative solutions proposed and piloted in Disaster Risk Reduction (DRR), such as enhanced approaches and technologies for communication, delivery, transport and mapping.

However, bearing in mind the exposure of the region to recurrent disasters, the situation will have to be followed closely and the need for response cannot be excluded.

1) *People in need of humanitarian assistance*

Populations most affected by disasters are usually the poorest and most vulnerable, with no or poor access to basic services such as water and sanitation and health infrastructure. This population's vulnerability tends to increase after each event, rendering them in need of humanitarian assistance.

Potential beneficiaries are vulnerable communities and institutions responsible for disaster management.

Populations affected by recurrent cyclones and floods mainly live in low land areas of Madagascar, Mozambique, Malawi, and Zimbabwe. Urban populations are equally exposed to strong rains and winds.

The natural hazards in the region particularly affect rural areas and farmers. However, urban areas are also often hit by natural hazards like floods and cyclones. Moreover, such hazards have consequences on the urbanization process since it increases the rural to urban movements of affected population in search of alternative livelihoods. In some areas this has led to an increase in the number of female and child-headed households.

The recurrent hazards in 2016/2017 including the El Niño related drought, cyclones and floods severely impacted the overall population, with women and children among the most affected<sup>8</sup>. School-aged children are periodically at risk of education disruption due to natural disasters. Moreover, women and girls' roles related to food and water, disproportionately exposes them to risks of Gender Based Violence. Population displacements following natural disasters further exacerbate the risk of sexual and gender based violence (SGBV) and exposure to HIV/AIDS.

The region has also some of the world's highest prevalence rates of HIV/AIDS contributing to aggravating the vulnerability. HIV prevalence rate among people from 15 to 49 years old is over 10% (Botswana, Lesotho, Malawi, Mozambique, South Africa, Swaziland and Zimbabwe). At an estimated 28.8%, Swaziland has the highest adult HIV prevalence in the world, followed by Lesotho (22.7%) and Botswana (22%).

2) *Description of the most acute humanitarian needs*

## **2.1 Disaster Risk Reduction/Resilience**

Support is needed for communities vulnerable to adverse events as well as local and national institutions to increase their resilience and enhance their preparedness, and to translate national and regional strategies into actions on the ground.

In recent years several countries have made significant efforts to put in place DRR policies and laws. This has been supported with funds from the European Commission and EU Member States, USAID, the World Bank and other donors.

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<sup>8</sup> See footnote 3

DRR activities in communities and schools have positively contributed to improve awareness and preparedness at the community level. However, there is still a need to support DRR in schools/education.

Efforts to reinforce government agencies responsible for Disaster Risk Management (DRM) have resulted in national contingency plans and policies/guidelines. However, despite the commitment of national/local authorities, there are still significant gaps in preparedness and gaps in operationalization of these policies/guidelines. Administratively, a decentralization process is ongoing with progressive transfer of competences to districts, but largely unimplemented because of human and financial capacity of districts with need to reinforce their interlinkages at various government levels and the operationalization of the policies instruments with more technical and financial resources.

There is thus a need to strengthen national, district and local preparedness and response capacities, linking early warning to early action. There is a need to strengthen preparedness and enhance/put in place functional Early Warning Systems and increase capacities for response, including in managing epidemic outbreaks when appropriate.

- Early Warning Systems/Capacity for early action.

Multi Hazard Early Warning Systems is one of the targets of the Sendai framework<sup>9</sup>. Efforts to support functional Early Warning Systems (EWS) seem to have produced good results at the community level as demonstrated in Madagascar, Malawi and Mozambique during the floods and cyclones in 2017. In these countries DRR programmes contributed to reinforce EWS at the community level, to put in place contingency plans and train and activate civil protection committees.

Nevertheless, EWS remains a major concern in most countries in the region; they do not always translate into early action. Coordination/interactivity of the various components is weak, undermining the effectiveness of the whole system. The ability to translate climate forecasts into locally usable early warning information and early action by affected communities, humanitarian responders and political decision-makers, varies across the countries, but is generally limited. EWS need to be further developed and implemented at the community, local, national and regional level to ensure they are functional, sustainable and owned by the users. Political and financial decision-making needs to be faster in the response. There is a clear need to enhance the use of available and potentially sustainable technological solutions to enhance the efficiency of EWS both in terms of information transmission and coordination of response. There is also a regional repercussion due to the connectedness of the countries in terms of rapid onset disasters (floods, epidemics). Support is needed to have multilevel, interlinked and well-coordinated EWS between the communities, local/ districts and central governments to ensure effective DRR.

- Preparedness on Cash-based responses and use of MPCT.

The El Niño response in 2016 and 2017 scaled up the use of the cash transfer modality in the humanitarian response, especially for food assistance. However, cash based response was not always systematically coordinated in existing coordination structures. In several

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<sup>9</sup> Sendai Framework, Target G “Substantially increase the availability of and access to multi hazard EWS and disaster Risk Information and assessments to people by 2030”.

contexts, for livelihoods and other humanitarian sectors that could have been supported with cash, the response was addressed using in-kind regardless of market functionality. This significantly limited the use of multipurpose cash transfers (MPCT). Moreover, the humanitarian response often lacked sufficient preparedness such as pre-arranged and pre-tested agreements with service providers to ensure rapid activation and scaling up of the cash based intervention when a crisis occurred. This clearly highlights the need to further focus on cash preparedness and advocacy for the use of MPCT whose value is not calculated based only on food needs, but based on the minimum expenditure basket (MEB) in order to address basic needs. Cash and in particular MPCT preparedness needs to become an intrinsic part of DRR activities and, whenever possible, linked to shock responsive social protection system to ensure faster and more efficient use of cash and in particular to be ready to implement MPCT in future emergency response.

As the cash modality has not yet been implemented in Mozambique, advocacy is needed on the use of cash. Only vouchers and in-kind modality could be used in the 2016 and 2017 responses.

- *Shock responsive social protection system (SRSPS).*

As indicated in the RIASCO lessons learned report of July 2017, national social protection systems are not shock responsive or adequately equipped to expand vertically or horizontally to rapidly respond to the needs of affected people, thus obliging recurrent humanitarian responses to work in parallel with existing governments' own programmes. With the recurrent climate shocks and continuing and multiple climate related hazards in the region, there is a growing need to promote, advocate and develop SRSPS. DG ECHO will continue its engagement (in Malawi and Lesotho) to contribute to the setting up of shock responsive social protection systems.

As reported by RIASCO, 'development partners and governments are focused on rapid response at the onset of a crisis, and the opportunity for coordination and planning for early recovery is easily lost'.

There is a need to invest during non-crisis periods in well-designed social-protection mechanisms enhanced with a shock responsive component aligned with a DRR strategy, including single registry to facilitate rapid and effective horizontal and vertical expansion of nationally led interventions in response to shocks. This should be done without precluding, but rather promoting better coordination and pre-planned roles to be played by governments, civil society, NGOs, UN and International Organisations (IOs) and the private sector. Moreover, it is essential to further ensure that all the basic needs of the affected beneficiaries are addressed using MPCT.

There is also a need to ensure that transfers to beneficiaries are done using modern, innovative and efficient solutions like mobile technologies, whenever possible.

- *Disaster preparedness at community level.*

Although progress has been made, there is still a general need to enhance disaster preparedness capacities at all levels including at household, community, and local institutions whilst linking this to early action. As development actors are progressively engaging in institutional support, there is still a need to strengthen communities. In several areas recurrently hit by hazards, local communities still need to be capacitated and equipped with local civil protection committees, risk assessments, contingency and

evacuation plans, evacuation sites, drilling exercises, and emergency stock, etc. This is particularly true for the west coast of Madagascar, Zimbabwe and Lesotho that did not (or only recently) benefit from previous DIPECHO support.

Previous DIPECHO experiences show that DRR activities in schools are beneficial to deeply embed DRR messages in local communities and reduce education disruption and the risk and vulnerability of children. There is need now to further scale and expand DRR activities in schools in all the areas subject to increasing hazard events.

- Emergency Preparedness & Response (EP&R).

Supporting risk management programmes with development and humanitarian perspectives rather than risk aversion should be privileged and advocated for. In the Region, Crisis Modifiers for both humanitarian responses and development programmes has been used as an instrument of the EP&R approach. However, this is not yet sufficiently expressed in current development and humanitarian actions and there is a clear need to imbed crisis modifier<sup>10</sup> components in all programmes. Crisis modifiers need to be linked to contingency plans developed and interlinked at community, district and national levels. In this respect RIASCO reaffirms the need also ‘to invest in gathering evidence on the protective function of crisis modifiers and use it to advocate its systematic adoption’. There is also a need to have contingency plans guided by contextual knowledge and understanding of disaster risk in all its dimensions of vulnerability, capacity and the particular hazard.

- Capacity for resilience building.

Most countries in the region are still inadequately equipped to meet the needs and have requested both technical and financial support, to prepare for and respond more effectively to recurrent events. There is a need to enhance financial and technical capacity at national and local level.

- Advocacy to operationalize DRM.

There is still a clear need to further advocate for the operationalization of DRM, and also to capacitate governments so that they can recognize a crisis and put in place systems to mobilize resources on time as well as functional systems to monitor disasters including disaster losses. This could include activities that support operationalisation of policies especially concerning allocation of national resources at the district level (ensuring funds for EWS, DRR in schools, crisis modifier, and training of staff in DRM at district level). Advocacy activities could include workshops and best practice exchanges, promotion of Joint Humanitarian/Development Frameworks, (JHDF), and participation in regional RIASCO working group to bring forward the agenda of DRM.

- Logistics (Humanitarian Supply Chain (HSC))<sup>11</sup>.

The response to cyclone ENAWO in 2017 was characterized by serious logistic constraints due to limited access to the affected area showing the importance of addressing Supply Chains in preparedness activities in the region. HSC is one of the priorities of the Sendai framework<sup>12</sup> that need to be reinforced to reduce time, cost and

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<sup>10</sup> A "crisis modifier" enables mobilisation of resources from on-going actions to swiftly respond to any new emerging shocks occurring in the area of their operations (a "crisis within a crisis")

<sup>11</sup> The term humanitarian supply chain is often referred to in the field as humanitarian logistics

<sup>12</sup> Logistical resources, allocation of: 30(a) / Logistical capacities for response and emergencies: 33(f)  
ECHO/-SF/BUD/2018/91000

complexity in humanitarian responses, especially in countries that still have significant logistical constraints.

- Health

Water borne communicable diseases. Hundreds of new cholera cases have been reported over the past 18 months, in particular in Malawi and Mozambique. Cholera is endemic and could be a serious issue in flood prone areas.<sup>13</sup> Typhoid cases were reported in Zimbabwe in 2016 and 2017. Awareness campaigns and strengthening the preparedness of health systems is still vital. In the next rainy season, needs may be particularly critical in some relocation sites in the absence of basic services.

Plague. Endemic in Madagascar, plague causes significant cases per year mostly (but not exclusively) in highland areas affecting mainly the poorest communities with a mortality rate nationwide between 20 and 38% and a risk of expansion. In the last two years various cases of plague<sup>14</sup> have been confirmed in rural areas around the capital and in remote areas of other regions, recalling the importance to strengthen the Early Warning, Alert and Response System (EWARS).

Malaria: Increased risk of malaria due to stagnant water.

## **2.2 Multi-sector disaster response**

In the event of affectation by a natural or man-made disaster in the region, a multi-sector response may be considered necessary to provide humanitarian and food assistance, relief and protection to vulnerable affected people.

### **3 HUMANITARIAN RESPONSE**

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

*El Niño and Cyclones 2016/2017.* At the national and regional level there have been significant efforts to enhance coordination. SADC/OCHA/UN/NGOs contributed to the situation analysis, coordination platforms and agreed regional appeals for the El Niño response in 2016 and national flash appeals in response to cyclones.

The SADC launched a Regional Drought appeal in July 2016, and thereafter the Regional Inter-agency Standing Committee (RIASCO)/OCHA developed an Action Plan which spelled out the expected actions aimed at addressing immediate needs and at the same time laying the foundation to address chronic needs in the region and build resilience. The regional appeal followed a number of country appeals and consolidated needs at the regional level for all affected sectors. The appeal envisaged a framework with a coherent response in the region to develop 1) a multi-year plan, 2) a multi-sector response encompassing primarily food and nutrition, but also WASH and other sectors and 3) adaptation of the humanitarian response to build the Region's resilience to crisis. Of the

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<sup>13</sup> In 2017 in Mozambique alone the total accumulative number of suspected cases reported by the Joint Cholera Initiative for Southern Africa (JCISA) was 2,153.

<sup>14</sup> According to MOH and WHO reports 325 cases in 2015 (CFR 29%) and 203 in 2016 (CFR 32.5%).



USD 1.3 billion requested, USD 900 million have been received (70%) and in countries like Malawi, a significant proportion came from the Government's Joint Response Plan<sup>15</sup>.

On 2<sup>nd</sup> March 2017, the Humanitarian Country Team in Mozambique launched a USD 10.2 million Flash Appeal in response to the DINEO cyclone. In Madagascar an appeal was launched in March/April 2017 for USD 20 million to respond to cyclone ENAWO.

The individual countries in the SAIO region facilitate humanitarian activities with active participation in strategies and response plans.

In the last years several countries made significant efforts to put in place Disaster Risk Reduction policies and laws, often with donor support.

SADC developed a 'SADC Disaster Preparedness and Response Strategy and Fund', a long term strategy initiative, 2016-2030, that aims at strengthening disaster preparedness and response and at contributing to resilience. Priority resilience Action Areas are identified by RIASCO that includes, among others, the increased use of social safety nets, the strengthening of EWS, DRR and national policies on resilience building.<sup>16</sup>

RIASCO is currently considering the establishment of a resilience atlas to profile key resilience work across the region.

## 2) International Humanitarian Response

***El Niño and Cyclones 2016/2017.*** Contribution to the El Niño response from DG ECHO, DEVCO, USAID/OFDA and DFID, the World Bank, CERF, various EU Member States such as Germany, Italy, France, Sweden and other countries such as Norway, Switzerland, China, Japan amounted to more than USD 800 million. Support included in-kind and cash-based interventions. EC humanitarian funding amounted to EUR 52 million in 2016 and EUR 10 million in 2017. DG ECHO's emergency tool box was activated in 2017 to fund a small scale operation in Zimbabwe in response to floods.

***Disaster Risk Reduction.*** Main donors involved in disaster preparedness/mitigation policies in the SAIO Region are the EU and its member states, DFID, NORAID, IRISHAID, USAID/OFDA, the World Bank GFDRR (Global Facility for DRR), framed within long-term development strategies with some integrating wider climate change adaptation programmes. In 2016, DG ECHO allocated EUR 5 million in the SAIO Region for Madagascar, Mozambique and Malawi and again in 2017 a further EUR 5 million was allocated to the same countries plus Lesotho and a regional action.

There is a growing interest and use of crisis modifier<sup>17</sup> in development programmes in the region in recent years, for example, the 'Zimbabwe Resilience Building Funds (ZRBF) Crisis Modifier Mechanism co-funded by the EU Delegation and DFID which

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<sup>15</sup> See footnote 3

<sup>16</sup> OCHA - RIASCO action plan for Southern Africa - Revised regional response plan for the El Niño-induced drought in Southern Africa December 2016 - April 2017 (Dec. 2016) – available at <http://reliefweb.int/report/world/riasco-action-plan-southern-africa-revised-regional-response-plan-el-ni-o-induced>

<sup>17</sup> See footnote 20

provides the potential for appropriate early action. DG ECHO is contributing technically to its development. Almost all the actions funded by DG ECHO in 2016 and 2017 included crisis modifiers whose use enabled an early response to floods and cyclones in Madagascar, Malawi and Mozambique.

The recent use at scale of cash interventions is welcome, albeit relatively limited. There is a need to have more donors willing to advocate at regional and country level for the use of MPCT and to include cash preparedness which is not yet sufficiently considered in their programmes.

### 3) Constraints and DG ECHO response capacity

*i) Access/humanitarian space.* Access is rarely an issue in the SAIO Region from a security point of view. Nevertheless, some areas frequently affected by natural disasters are not reachable due to logistical constraints (i.e. some parts of Mozambique and the north east of Madagascar). The preparedness component of such areas needs further resources to ensure a more efficient response capacity in the future.

*ii) Partners.* Major humanitarian partners remain present in the region. Most of the programmes and expertise are also development-oriented. This represents an advantage for DRR funded actions that can subsequently be mainstreamed in development programmes with appropriate advocacy.

*iii) Absorption capacity on the ground:* Overall there are no major problems in terms of absorption capacity in particular for DRR actions among the DG ECHO partners who often collaborate in a very constructive way both with local NGOs and private sector.

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

The strategy of this HIP is based on two pillars:

- PILLAR 1) Targeted Disaster Risk Reduction (DRR) and Preparedness for response and early action;
- PILLAR 2) Multi-sector response to any natural and man-made disasters affecting the region for which there is no funding allocated at this stage

### **Pillar I: Targeted Disaster Risk Reduction (DRR)**

DG ECHO, through various funding instruments, has been responding to disasters and supporting DRR initiatives in the SAIO region. It is time to capitalize on lessons learned and best practices; for a scale up of innovative DRR practices. This pillar is axed around the preparedness for and the mitigation of the effects of disasters. While man-made disasters cannot be ruled out, major hazards threatening the region are natural (floods, cyclones, droughts); DRR actions supported by this HIP will predominantly address natural disasters.

Expected number of beneficiaries for this pillar: 1 million.

This pillar focuses on ‘targeted DRR’ interventions. Targeted DRR refers to specific DRR actions that cannot be simply "integrated" into DG ECHO response projects that

will strengthen a system to avoid future humanitarian needs by reducing risks to vulnerable populations.

Funds for the DRR activities under this pillar target Lesotho, Madagascar, Malawi, Mozambique and Zimbabwe. Priority will be given to country level based actions. Regional activities, in particular advocacy and possibly a part of national actions can also be considered to support synergies at local, country and regional level and in line with the priorities of the SADC on DRM.

The DG ECHO DRR strategy under this HIP in the SAIO Region is to address the following priorities:

**Priority 1) – Strengthening and Linking Early Warning (EW) to Early Action (EA);**

- o Setting up/improving/strengthening of integrated and functional Early Warning Systems (EWS) that effectively operate at local, national and regional levels;
- o Reinforce the nexus between early warning and early action by strengthening the capacity of communities and local institutions to prepare and be the first responders to rapid onset disasters;
- o Advocacy for further development funding for DRM programmes in the medium/long term.

**Priority 2) - Roll out of Emergency Preparedness & Response (EP&R) approach/Crisis Modifiers mechanisms**

- o Enhanced capacity of humanitarian actors to respond to a crisis within a crisis through risk analysis, preparedness and crisis modifiers<sup>18</sup> embedded into humanitarian actions;
- o Support to development of national and local competencies for early action and locally owned Rapid/Emergency Response Mechanisms (ERMs) implemented by local actors;
- o Support to government and development and humanitarian actor for better understanding of risks and enhanced capacity to respond to emerging crises through preparedness and crisis modifiers systematically embedded in most/all development programmes whenever relevant and possible .

**Priority 3) - MPCT / cash preparedness;**

- o Cash preparedness activities.
- o Advocacy towards the use of cash and in particular MPCT as the preferred modality in any given humanitarian response;

**Priority 4) - Shock Responsive Social Protection System (SRSPS).**

In several countries of the SAIO Region, DEVCO and other development actors support social protection systems. However these systems often lack shock responsiveness.

In this respect DG ECHO funds should be used, where possible, to promote the shock responsiveness of governments' own social protection systems in order to have Shock Responsive Social Protection Systems (SRSPS) able to expand social services vertically

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<sup>18</sup> See footnote 20

(amount transferred) and horizontally (number of beneficiaries) in prompt response to a shock.

- o Provide support to Governments in the region and/or at national level, in cooperation with EU Delegations, to develop shock-responsive social protection systems assisting for example with the design of triggering, targeting and distribution modalities.
- o Support development and humanitarian actors to include SRSPS linked to functional EWS in their long term plans, and b) design and implement functional SRSPS in at least two countries where DG ECHO will engage in supporting the design and the implementation of the shock responsiveness of the social protection systems.

The **following listed other priorities**, which aim at ensuring that basic critical infrastructures are functional during and after a crisis, whenever aligned to the principal priorities set above, are also considered for funding:

- 5) Minimize education service disruption to enhance children’s safe access to schools during and after natural disasters and embed DRR messaging in education curricula;
- 6) Improvement of Water and Sanitation particularly in respect to risk of cholera epidemics;
- 7) Primary health/epidemics prevention, health surveillance monitoring and response (EWARS);
- 8) Piloting and scaling up / use of innovative solutions in DRR;
- 9) Targeted DRR activities in urban contexts;
- 10) Logistics preparedness<sup>19</sup>;
- 11) Advocacy and promotion of Joint Humanitarian Development Frameworks (JHDF) and fund raising with medium / long term development actors.

Actions funded under this HIP should not solely focus on preparing and responding to disasters through potential crisis modifiers, but also on contributing to a larger, longer term resilience vision of vulnerable communities in crisis/disaster prone areas to withstand, adopt and quickly recover from stresses and shocks. This means that priority will be given to actions that demonstrate they are part of a longer strategy and part of a programme that goes beyond the action to be funded under this HIP with tangible continuation of concurrent and subsequent activities using development funds.

DG ECHO supported actions should be risk informed and able to relate with the INFORM Risk Index to enable them to define preparedness measures, for readiness to respond to potential disasters whilst aligning to the country-specific action plans/strategies and to the priorities of the Sendai Framework for DRR (2015-2030). DG ECHO's focus will be on Priority No.4, “Enhancing disaster preparedness for effective response and to build back better in recovery, rehabilitation and reconstruction”. However, any of the other 3 priorities will be considered if a pre-condition to enhance achievement of Priority No.4.

Coordination measures among partners working in the same locality, synergies/linkages with long term development actors/donors, accountability for

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<sup>19</sup> Humanitarian Supply Chain (HSC).

effectiveness in strengthening community and national capacities to prepare and respond to disaster risks, are crucial at all phases of programming. Actions to be funded by DG ECHO must demonstrate that their plan and strategy are developed taking into account existing DRR actions already funded by DG ECHO. Moreover, DG ECHO considers crucial the role played by the EU Delegations and any actions funded by this HIP must demonstrate how it will contribute towards the objectives set by the EU Delegation in terms of DRR and/or will support the design/developments of such objectives ensuring continuum and contiguum .

Prioritization should be on the basis of needs and risks, factoring in the potential importance and added value of DG ECHO interventions. The entry point however, remains Natural Hazards.

**Pillar II: Response to emerging humanitarian needs.** This contemplates the possibility to either have an ad hoc decision or modify the total amount of this HIP as a response to new emerging humanitarian needs.

Any eventual emergency response would consider a multi-sectoral approach including food assistance, WASH, shelter, health, protection, Education in Emergencies and any other relevant sectors based on the needs of the affected population. A single multipurpose assistance modality using a unified delivery mechanism would be preferred when possible.

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

##### *1) General considerations for all interventions*

Partners will be expected to ensure full compliance with visibility requirements and to acknowledge the funding role of the EU/DG ECHO, as set out in the applicable contractual arrangements.

In addition, all humanitarian interventions funded by DG ECHO must take into consideration, together with other protection concerns, any risk of gender-based violence and develop and implement appropriate strategies to prevent such risks. Moreover, in line with its life-saving mandate, DG ECHO encourages the establishment of quality, comprehensive and safe GBV response services since the onset of emergencies, in line with DG ECHO's 2013 Gender policy<sup>20</sup>.

Effective coordination is essential. DG ECHO supports the Inter-Agency Standing Committee's Transformative Agenda (ITA) and expects its partners to demonstrate their engagement in implementing its objectives and to actively take part in coordination mechanisms (e.g. Humanitarian Country Team, clusters and technical working groups).

It is essential that actions implemented under this HIP are coherent with existing national systems and institutional arrangements. Coordination within the appropriate fora should be ensured.

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<sup>20</sup> Gender Age Marker Toolkit, DG ECHO, 2013 - [http://ec.europa.eu/echo/files/policies/sectoral/gender\\_age\\_marker\\_toolkit.pdf](http://ec.europa.eu/echo/files/policies/sectoral/gender_age_marker_toolkit.pdf); Gender and Age Sensitive Aid, DG ECHO, 2017 - [http://ec.europa.eu/echo/what/humanitarian-aid/gender-sensitive-aid\\_en](http://ec.europa.eu/echo/what/humanitarian-aid/gender-sensitive-aid_en)

2) *Other DG ECHO interventions*

In 2015-2016, in response to El Niño food and nutrition insecurity the EC allocated EUR 52 million for food assistance (EDF funds) and EUR 9 million under the 2017 HIP. An additional amount of EUR 1 million was allocated to respond to Cyclone ENAWO in Madagascar. Through the International Red Cross Federation, DG ECHO allocated DREF funds in Mozambique, Namibia and Botswana in 2017. In 2016 EUR 5 million was allocated to DRR actions for a period of two years (2016 and 2017). The same amount was allocated under the 2017 HIP. Small Scale Humanitarian Response to Disasters and Epidemics Decisions are also frequently used; one was activated in 2017 to respond to the flood in Zimbabwe.

In 2018, the **Emergency Toolbox HIP** may be drawn upon for the prevention of, and response to, outbreaks of **Epidemics**. Also, under this HIP the **Small-Scale Response** and **Disaster Relief Emergency Fund** (DREF) instruments may provide funding options.

3) *Other concomitant EU interventions*

In all the countries of the region, the European Development Fund (EDF) is the main EU instrument to provide external development assistance. The 11th EDF covers the period 2014 to 2020.

Interventions of particular relevance for the activities of this HIP include: **Lesotho** - Building an Integrated Social Protection System; **Malawi** - Resilience and Social Protection Programme; **Zimbabwe** - Zimbabwe Resilience-Building.

DG ECHO and other EU services are committed to the 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. EU Delegation staff often takes part in DG ECHO field assessment missions and consultations with key stakeholders, leading to common analysis of crises and coherent and comprehensive joint response plans.

4) *Other donors availability (such as for LRRD and transition)*

Main donors involved in disaster preparedness/mitigation policies in the SAIO Region include DFID, NORaid, IRISHAID, USAID/OFDA, the World Bank GFDRR (Global Facility for DRR) and the EU and its Member States.

Malawi – EU funds + Germany and Ireland - SoSuRe social protection that, with DG ECHO support, now includes a component of SRSPS

Malawi – Italian Cooperation – Climate change programme

Lesotho – EU Delegation and DIFD – support to social protection with UNICEF – support for the National Information System on Social Assistance (NISSA).

Zimbabwe \_ EU Delegation and DFID – Zimbabwe Crisis Modifier.

Madagascar – World Bank and UNICEF– Social protection in the South 2016-2019.

In line with a systematic and holistic approach to building resilience in risk-prone contexts, continuous efforts will be made to seek durable solutions and sustainable results. DG ECHO and its partners will remain proactive in cooperating with main stakeholders at national and regional levels and through collaboration with development

partners on the ground. This will ensure a combination of both development and humanitarian perspectives with the aim to achieve the best outcome of the programmes.

5) *Exit scenarios*

DG ECHO and the EU Delegations have made significant progress towards LRRD and many actions initiated by DG ECHO have been taken over by the EU Delegations and other development actors.

Building the resilience of vulnerable individuals, households and communities in the region to future shocks is of paramount importance with a view to tackle the key risks and address the underlying causes of vulnerability together with other donors and development stakeholders, including DEVCO and the EU Delegations.

DG ECHO has been fully involved in the preparation of the 11<sup>th</sup> EDF programming. Ongoing collaboration already started in Zimbabwe and Malawi EU Delegation to build national crisis modifier programmes and SRSPS. In Malawi, DG ECHO and DEVCO are working together to develop a shock responsive social protection system, expanding the existing social safety net to new areas and making it shock-responsive so that it can be expanded both horizontally (more beneficiaries) and vertically (bigger transfers) in response to climate related shocks.

Engagement to further build the country's DRR programming and at the same time advocating for DRR mainstreaming in all sectors is paramount to DG ECHO exit.

It is essential to reinforce the synergies between international organizations, UN, NGOs and local and national authorities as key partners to work in a coordinated way in DRR.

The exit strategy includes a progressive increasing role of the EU Delegations and other development actors to i) incorporate EP&R/crisis modifier, and to further mainstream integrated DRR in all its programmes, ii) provide a concrete impulsion to governments and other actors to further invest in DRR at national and district level and iii) put in place a SRSPS where possible.