

<u>EN</u> Annex

of the Commission Decision on the financing of humanitarian actions in favour of Mozambique

Measure Document for humanitarian actions in favour of Mozambique

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1. Title/basic act/ CRIS number	Commission Decision on the financing of humanitarian actions in favour of Mozambique to be financed from the 11 th European Development Fund CRIS number: n/a				
2. Zone benefiting from the action/location	Mozambique The measure shall be carried out at the following location: Cyclone affected areas, focusing on most vulnerable.				
3. Programming document	N/A				
4. SDGs	n/a as such for humanitarian aid but will contribute to SDG 2 – Zero hunger; SDG 3 – Good health and well-being				
5. Sector of intervention/ thematic area	Food security, health, disaster preparedness, protection	DAC-reportable Assistance: yes			
6. Amounts concerned	Total estimated cost: EUR 10 million Total amount of EDF contribution: EUR 10 million				
7. Aid modality(ies) and implementation modality(ies)	Direct management through: - Grants Indirect management with International Organisations				
8 a) DAC code(s)	700 Humanitarian Aid720 Emergency Response730 Reconstruction, Relief and Rehabilitation				
b) Main Delivery	NGOs – 20 000				

Channel ⁷	Multilateral organisations – 40 000					
9. Markers (from CRIS DAC	General policy objective	Not targeted	Significant objective	Principal objective		
form) ²	Participation development/good governance	Х				
	Aid to environment	х				
	Gender equality and Women's and Girl's Empowerment ³		Х			
	Trade Development	Х				
	Reproductive, Maternal, New born and child health		Х			
	RIO Convention markers	Not targeted	Significant objective	Principal objective		
	Biological diversity	X				
	Combat desertification	Х				
	Climate change mitigation		Х			
	Climate change adaptation	Х				
10. Global Public Goods and Challenges (GPGC) thematic flagships	N/A					

SUMMARY

In 2019, Mozambique has faced unprecedented destruction by natural disasters. It is the first time in recorded history that two strong cyclones hit the country during the same cyclone season – one of which became the strongest cyclone to hit the African continent. Moreover, the cyclones took place in a context of high vulnerability, where the population is already struggling with drought and low agricultural yields. This combination requires a prompt humanitarian response.

The two cyclones caused the death of more than 650 people and directly affected about 2 million people in the provinces of Sofala, Manica, Tete, Zambezia, Inhambane, Cabo Delgado and Nampula. More than 750 000 individuals were estimated to be in need of urgent assistance.

The cyclones damaged important infrastructure (including health facilities such as the Beira hospital) and destroyed livelihoods. An estimated 750 000 hectares of cultivated land were flooded. Due to drought and crop pests, food insecurity levels were already high before the cyclones. The IPC report of 2 July 2019 indicates 1.64 million people in IPC phase 3 (Crisis) and 4 (Emergency) who currently need urgent humanitarian assistance. The IPC predicts that from October 2019 until February 2020, the number of persons in IPC phases 3 and 4 will

¹ <u>http://www.oecd.org/dac/stats/annex2.htm</u>

²When a marker is flagged as significant/principal objective, the measure description should reflect an explicit intent to address the particular theme in the definition of objectives, results, activities and/or indicators (or of the performance / disbursement criteria, in the case of budget support).

³ Please check the Minimum Recommended Criteria for the Gender Marker and the Handbook on the OECD-DAC Gender Equality Policy Marker. If gender equality is not targeted, please provide explanation in section 4.5.Mainstreaming.

increase up to 1.99 million. Approximately 67 500 children under five in the 31 assessed districts need treatment for acute malnutrition. The cyclones hit just before the harvest began, and thus, a deterioration of the situation is expected.

This financing decision aims to address the humanitarian needs related to food security, health and disaster preparedness through emergency prepositioning, in cyclone-impacted areas.

1 CONTEXT ANALYSIS

1.1 Context Description

<u>Regional</u>

The Southern Africa and Indian Ocean (SAIO) region is highly vulnerable to various hazards ranging from floods, cyclones, droughts and epidemics resulting in loss of lives and livelihood assets, economic losses and population displacement. Threats facing the region are interlinked, including the annual flood and cyclone season (October-March) and localised droughts. The region continues to recover from the 2015/2016 El Niño-induced drought, which affected about 41 million people across the region.

Disasters represent a major source of risk for the most vulnerable populations and can potentially undermine development gains.

Drivers of food insecurity include climate factors, poor agriculture techniques, depleted soil fertility, crop pests, land access disputes, lack of access to food, volatile food prices, but also governance, social and economic factors such as poverty, HIV/AIDs and demographic pressure. The region remains the global epicentre of the HIV epidemic with 8 countries having prevalence above 10%.

Mozambique

The humanitarian needs in Mozambique have sharply increased due to the impact of two powerful cyclones, which have seriously affected vulnerable households in cyclone-impacted areas.

It is the first time in recorded history that two strong cyclones impacted the country during the same cyclone season – one of which became the strongest cyclone to hit the African continent. Moreover, the cyclones took place in a context of high vulnerability, where the population is already struggling with drought and low agricultural yields. This combination requires a prompt humanitarian response. Following the cyclones, the government and international partners mobilized to support the Government and affected communities.

Tropical cyclone Idai made landfall during the night of 14/15 March 2019 near Beira City, in the central part of Mozambique. Only 6 weeks later, on 25 April 2019, tropical cyclone Kenneth made landfall in Cabo Delgado province, in the northern part of the country. Winds ranged from 180 to 220 km/h, and was accompanied by heavy and persistent rainfall as well as storm surge. The two cyclones caused the death of more than 650 people and directly affected about 2 million people in the provinces of Sofala, Manica, Tete, Zambezia, Inhambane, Cabo Delgado and Nampula. More than 750 000 individuals were estimated to be in need of urgent assistance.

The cyclones damaged important infrastructure, destroyed houses, shops and other buildings. 89 health facilities were partly destroyed (including Beira Hospital) and three health facilities were completely destroyed. Crops and livestock were also severely affected. An estimated 715 378 hectares of cultivated land were flooded, as a result of Idai. In Cabo Delgado, 34 804 hectares of agricultural lands were lost. Both cyclones also affected other sources of livelihoods such as fishing boats and equipment of communities living along the coastline and on small islands in Cabo Delgado. The Post-Disaster Needs Assessment (PDNA) estimated recovery and reconstruction needs at over \$2.9 billion for cyclone Idai and preliminary estimate for cyclone Kenneth at \$ 224, 4.

Due to drought and crop pests, food insecurity levels were already high before the cyclones. It is estimated that 1.16 million people are in IPC 3 (Crisis) and 188 000 people in IPC 4 (Emergency) phases during July-September 2019. During October 2019-February 2020, 1.69 million are expected to be in IPC 3 and IPC 4. Approximately 67 500 children under five in the 31 assessed districts need treatment for acute malnutrition (61 000 MAM and 6 500 SAM cases).

The current situation does not yet reflect the impact of these cyclones on acute malnutrition, as surveys were conducted before or in the immediate aftermath of the cyclones. The cyclones hit just before the harvest began, and thus, a deterioration of the situation is expected.

1.2 Policy Framework (Global, EU)

In recent years, several countries of the region made significant efforts to put in place Disaster Risk Reduction (DRR) policies and laws, and to reinforce the role of disaster management authorities, often with donor support. The Southern Africa Development Community (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 Regional Inter-agency Standing Committee (RIASCO) that include, inter alia, the increased use of social safety nets, the strengthening of Early Warning Systems (EWS), DRR and national policies on resilience building.

1.3 Public Policy Analysis of the partner country/region

n/a - See above for SADC

1.4 Stakeholder analysis

Both humanitarian and development partners are present in Mozambique.

The Commission (through DG ECHO⁴) benefits from the presence of International organisations, including the UN agencies, INGOs, signatory of Framework Partnership Agreements (FPA) and the Red Cross Movement, which enjoys close relationships with the National Red Cross Society. The Commission has long been in the region with funding of humanitarian Disaster Risk Reduction initiatives, in close collaboration and in complementarity with development actors. In this framework, Partners are increasingly requested to include Crisis Modifiers in their projects, to ensure rapid response to small-scale crises in their area of intervention whenever relevant during the time-frame of their

⁴ Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO).

interventions. There is likewise a growing interest and use of crisis modifiers in development programmes in the region in recent years.

The main donors involved in disaster preparedness/mitigation policies in the SAIO Region include the EU and its Member States, in particular DFID, Belgium, Italy, France, IRISHAID but also NORAID, USAID/OFDA and the World Bank GFDRR (Global Facility for DRR).

Beneficiaries of this financing decision are vulnerable at-risk communities (drought/food security - and flood/cyclone-affected)

1.5 Problem analysis/priority areas for support

A Post Disaster Needs Assessment (PDNA) was conducted between April 16 and 2 May 2019. This assessment estimates the total cost of recovery and reconstruction to 2.9 billion US dollars for the provinces of Sofala, Manica, Tete and Zambezia. The additional needs in Inhambane (affected by Idai) and in Cabo Delgado and Nampula (affected by Kenneth), raise the total recovery needs to 3.2 billion USD.

In view of the current situation in the country and the fact that local and national institutions are overwhelmed by the extent of the needs, assistance is needed for humanitarian food assistance and emergency nutrition, health support and emergency prepositioning.

The strategic objectives of the ECHO response strategy are:

Humanitarian Food Assistance (HFA) and emergency nutrition assistance during the lean season 2019/2020. There was significant loss of crops during the two cyclones events, with more than 715.000 hectares of cultivated land flooded in districts already categorized as in food security crisis (IPC 3). Several donors have pledged funds for agriculture and livelihood recovery, which will help in the medium/long term. However, in the short term, there is a significant high risk that the affected subsistence farmers will not have enough food reserves to face the lean season 2019/2020 before their next harvest in April 2020. DG ECHO will therefore support HFA, in particular to address emergency food consumption needs during the lean season.

Health sector. The cyclones damaged health systems and exacerbated health needs. DG ECHO will support the referral and emergency services in targeted health centres, building the capacity to deliver key lifesaving health interventions to the population. Support to the Beira Hospital is likely to be prioritised, as it serves one of the biggest cities in Mozambique, and recently received a Civil Protection Mechanism module donated by Italy.

Emergency prepositioning. Mozambique is exposed to recurrent cyclonic and climatic events. Lessons learned from the current cyclones demonstrate that despite relatively rapid emergency funds allocation, it takes time for emergency supplies to materialize to beneficiaries, because of the magnitude of the disaster and difficulties to source supplies. Consequently, prepositioned emergency kits placed at strategic locations throughout the country are crucial and the stocks depleted in the Idai and Kenneth response must be replenished.

2 **RISKS AND ASSUMPTIONS**

Access and security: Access is rarely an issue in the SAIO Region from a security point of view. The exception is Cabo Delgado province, which has seen an increasing number of violent attacks since the end of 2017. Both the civilian population and humanitarian staff have been directly targeted in the response to cyclone Kenneth. Moreover, some remote areas affected by the floods might still be difficult to access due to damaged infrastructure.

Implementation capacity: Major humanitarian partners are present in the country and region. There is a significant development expertise, which can be seen as a clear added value to link both humanitarian needs and response to more medium-term/recovery approach, which is necessary in particular for livelihoods interventions and rehabilitation of the health sector.

Absorption capacity: Overall, there are no major problems in terms of absorption capacity among the Commission's humanitarian partners that often collaborate in a very constructive way both with local NGOs and private sector. Working in partnership with local partners allows reaching communities based on acceptance and local knowledge, as well as enhancing sustainability. The humanitarian partners of the Commission also regularly work in partnership with national Red Cross societies and its extensive networks of volunteers.

3 LESSONS LEARNT AND COMPLEMENTARITY

3.1 Lessons learnt

An independent evaluation was carried out of the Commission humanitarian support in the Southern Africa and Indian Ocean region, during a five-year period, 2012-2016 and covering both response and disaster risk reduction.

Global external evaluations as well as project level evaluations and lessons learned workshops show the appropriateness of having disaster risk reduction approaches embedded in all humanitarian actions in the Southern Africa region and therefore in Mozambique, increasingly affected by natural disasters, like the ones seen this year.

Several lessons learnt have also been gathered from the response to cyclone Idai and Kenneth. For example, capacity building of local protection committees, the use of new technologies in preparedness and response, cash preparedness, as well as access to prepositioned emergency kits all proved to be effective in limiting the impact of the cyclones.

3.2 Complementarity, synergy and donor coordination

1) Other humanitarian interventions

The interventions will be complementary to the ones put in place in the framework of the 2019 Humanitarian Implementation Plan (HIP), which foresees both emergency response interventions linked to the cyclone Idai and Disaster Preparedness interventions.

2) International Donors Pledging Conference in Beira

At the International Donors Pledging Conference held in Beira, Mozambique, on 31 May and 1 June 2019, the EU pledged EUR 200 million to support Mozambique in its efforts to recover from cyclone Idai and Kenneth, of which EUR 100 million mobilised mainly through the EDF and another 100 million in loans through the European Investment Bank. Consultations between DG ECHO, DG DEVCO, EEAS, FPI and the EU Delegation in Mozambique will ensure proper coordination and complementarity of the actions funded through the EDF.

In 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.

3) Other concomitant EU interventions

In addition, there are several complementary programmes funded by the EU's Development Cooperation Instrument (DCI) such as Pro-Resilience Action (Pro-ACT), Global Public Goods and Challenges (GPGC).

Overall, 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 regularly participate in humanitarian field assessment missions and consultations with key stakeholders, leading to common analysis of crises and coherent and comprehensive joint response plans.

4 DESCRIPTION OF THE MEASURE

4.1 Overall objective, specific objective(s), expected outputs and indicative activities

The overall objective of this funding decision is to address humanitarian needs exacerbated by cyclone Idai and Kenneth. The specific objectives of the EU humanitarian response are:

- To provide humanitarian food assistance and nutrition support to the most food insecure populations (drought- and flood-affected)
- To ensure lifesaving support to the health sector affected by the cyclones
- To strengthen the preparedness of vulnerable communities through emergency prepositioning

4.2 Intervention Logic

Assistance should contribute to covering the urgent and humanitarian needs exacerbated by cyclones Idai and Kenneth, specifically with regard to humanitarian food assistance/emergency nutrition, health support and emergency prepositioning in preparation for future natural hazards. All interventions must integrate strong protection mainstreaming.

4.3 Mainstreaming

Mainstreaming of basic **protection** principles is of paramount importance for each sector of intervention. This implies taking into account safety and dignity, avoiding causing harm and ensuring meaningful access, accountability and participation and empowerment of affected communities as from the needs assessment to systematically monitoring throughout the measure.

All proposed interventions should be informed by a thorough **gender-informed risk** analysis to ensure that humanitarian projects reach the most vulnerable, respond adequately to their specific needs and do no harm. To this end, the needs and capacities of different gender and age groups among targeted populations must be adequately assessed, and assistance must be adapted accordingly.

All humanitarian interventions to be funded under this Decision must take into consideration, together with other protection concerns, any risk of **sexual- and gender-based violence** (**SGBV**) and should develop and implement appropriate strategies to actively prevent such risks.

EU humanitarian-funded actions need to be **environment-friendly** (e.g. sustainable technical solutions including renewable energy).

As part of the Commission's commitment to protect operations from risks, to **mainstream disaster preparedness** in EU-funded humanitarian operations, and to contribute (to the extent possible) to building resilience, the needs assessment presented should reflect, whenever relevant, the exposure to the range of hazards and threats affecting people at the village/community level (natural hazards, economic or conflict-related threats), the related vulnerability of the targeted population and their ability to cope. This analysis should also assess the likely impact of the humanitarian intervention on both immediate and future risks as well as the partner's institutional commitment to, and operational capability in, managing risk (technical competence in the relevant sectors of intervention).

4. 4 Contribution to SDGs

This intervention is relevant for the 2030 Agenda. It contributes primarily to the progressive achievement of SDG 2 - Zero hunger; SDG 3 - Good health and well-being.

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this measure, it is not planned to conclude a financing agreement with the partner country.

5.2 Indicative implementation period

The duration for the implementation of each humanitarian action will start on the date specified in the relevant agreements and may last up to 18 months (drawing by analogy from the corresponding provision of the financing decisions in the field of humanitarian aid under Council regulation (EC) No 1257/96 concerning humanitarian aid).

5.3 Implementation modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate.

The envisaged assistance is to comply with the conditions and procedures set out by the restrictive measures adopted pursuant to Article 215 TFEU⁵. The needs-based and impartial nature of humanitarian aid implies that the Union may be called to finance humanitarian assistance in crises and countries covered by Union restrictive measures. In such situations, and in keeping with the relevant principles of international law and with the principles of impartiality, neutrality and non-discrimination referred to in Article 214(2) of the Treaty on the Functioning of the European Union, the Union should allow and facilitate rapid and unimpeded access to humanitarian relief by civilians in need. The relevant Union restrictive measures should therefore be interpreted and implemented in such a manner as not to preclude the delivery of humanitarian assistance to the intended beneficiaries.

In light of the humanitarian aid nature of the actions to be financed under this Decision, it is appropriate that humanitarian actions are implemented by the organisations and agencies

⁵ www.sanctionsmap.eu Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

eligible to receive EU humanitarian financing under Council Regulation (EC) No 1257/96 of 20 June 1996 concerning humanitarian aid.

5.3.1 *Direct management (grants)*

- a) Purpose
 - To provide humanitarian food assistance and nutrition support to the most food insecure populations (drought- and flood-affected)
 - To ensure lifesaving support to the health sector affected by the cyclones
 - To strengthen the preparedness of vulnerable communities through emergency prepositioning
- b) Potential applicants
 - Non-governmental organisations (NGOs) satisfying the eligibility and suitability criteria provided for in Article 7 of regulation (EC) No 1257/96 including but not limited to those NGOs with which the Commission, as represented by its Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO), has concluded a framework partnership agreement within the meaning of Article 130 of Regulation (EU, Euratom) 2018/1046 on the financial rules applicable to the general budget of the Union.
 - Member States specialised agencies referred to in Article 9 of regulation (EC) No 1257/96.
- c) Grants without call for proposals

Grants may be awarded without a call for proposals on the basis of Article 195 of Regulation (EU, Euratom) 2018/1046.

d) Exception to the non-retroactivity of costs

The Commission authorises that the costs incurred may be recognised as eligible as of 01/09/2019 because of the situation of extreme urgency where an early intervention by the Union would be of major importance.

5.3.2 Indirect management

- a) Purpose
 - To provide humanitarian food assistance and nutrition support to the most food insecure populations (drought- and flood-affected)
 - To ensure lifesaving support to the health sector affected by the cyclones
 - To strengthen the preparedness of vulnerable communities through emergency prepositioning
- b) Potential entrusted entities

Organisations of the United Nations and Red Cross family may have specific expertise, singular capacities, privileges and access, notably related to their international mandate, for effective delivering of humanitarian aid. The use of international organisations under indirect management is therefore necessary for the implementation of Union-funded humanitarian aid operations addressing the full spectrum of humanitarian needs, which cannot all be addressed through direct management with NGOs (and procurement) only.

International organisations which were subject to an *ex ante* assessment in line with Article 154 of Regulation (EU, Euratom) 2018/1046, including those that are signatories of a framework partnership agrement concluded in the field of humanitarian aid (International Committee of the Red Cross and International Federation of Red Cross and Red Crescent Societies) or the Financial and Administrative Framework Agreement concluded between the Commission and United Nations entities.

c) Exception to the non-retroactivity of costs

The Commission authorises that the costs incurred may be recognised as eligible as of 01/09/2019 because of the situation of extreme urgency where an early intervention by the Union would be of major importance.

- **5.3.3** Selection criteria for the selection of individual projects (humanitarian aid actions)
- 1) Relevance
- How relevant is the proposed intervention and its coverage for the objectives of the decision?
- Do joint (prioritised) needs assessment and coordination mechanisms of the humanitarian actors exist, and if so, has the joint needs assessment been used for the proposed intervention and/or has the proposed intervention been coordinated with other relevant humanitarian actors?
- 2) Capacity and expertise
- Does the partner, with its implementing partners, have sufficient country / region and / or technical expertise?
- How good is the partner's local capacity? Is local capacity of partners being built up?
- 3) Methodology and feasibility
- Quality of the proposed response strategy, including intervention logic / logframe, output & outcome indicators, risks and challenges.
- Feasibility, including security and access constraints.
- Quality of the monitoring arrangements.
- 4) Coordination and relevant post-intervention elements
- Extent to which the proposed intervention is to be implemented in coordination with other actions (including where relevant use of single interoperable registries of beneficiaries).
- Extent to which the proposed intervention contribute to resilience, LRRD and sustainability.
- 5) Cost-effectiveness/efficiency/transparency

- Does the proposed intervention display an appropriate relationship between the resources to employed, the activities to be undertaken and the objectives to be achieved?
- Is the breakdown of costs sufficiently displayed/explained?

In case of actions ongoing in the field, where the Commission is requested to fund the continuation thereof, a field visit may be conducted by humanitarian field expert (TA) to determine the feasibility and quality of the follow-up action proposed.

5.4 Scope of geographical eligibility for procurement and grants

In accordance with Council Regulation (EC) 1257/96 of 20 June 1996 concerning humanitarian aid.

5.5 Indicative budget

The total amount to be made available by the EDF under this Decision is EUR 10 million. Upon adoption of this Decision, funding will be awarded by the Commission in accordance with the procedures used in the field of humanitarian aid.

5.6 Performance and Results monitoring and reporting

The day-to-day technical and financial monitoring of the implementation of humanitarian actions to be funded under this Decision will be a continuous process, and part of the organisations to be funded by the Commission. Reporting will be ensured in accordance with the contractual obligations applicable to humanitarian aid funding under Council Regulation (EC) No 1257/96.

Each humanitarian action to be funded under this Decision will be based on a logical framework (logframe) including results and indicators.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

5.7 Evaluation

Having regard to the humanitarian nature of the measure, an evaluation will not be carried out for this measure or its components.

The Commission may, during implementation, decide to undertake such an evaluation for duly justified reasons either on its own decision or on the initiative of the partner.

5.8 Audit

Without prejudice to the obligations applicable to contracts concluded for the implementation of the measure, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

5.9 Communication and visibility

Communication and visibility of the humanitarian actions to be financed under this Decision will be ensured in accordance with the usual contractual obligations applicable to humanitarian aid funding under Council Regulation (EC) No 1257/96.