

HUMANITARIAN IMPLEMENTATION PLAN (HIP) SOUTHERN AFRICA AND INDIAN OCEAN¹

AMOUNT: EUR 39 844 185.48

The present Humanitarian Implementation Plan (HIP) was prepared on the basis of financing decision ECHO/WWD/BUD/2019/01000 (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's² 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 PREVIOUS VERSION OF THE HIP

Third modification as of December 2019

The humanitarian situation in Zimbabwe continues to deteriorate due to a combination of climate and economic shocks. Following the impact of Cyclone Idai in mid-March 2019 that severely damaged the agricultural sector in the east of Zimbabwe, the country is facing a complex set of humanitarian challenges.

Since then, the situation for millions of Zimbabweans has deteriorated further. The recent impact of drought, pests and crop failure is exacerbated by a macro-economic crisis that directly affects vulnerable households in both rural and urban communities. National cereal production is estimated to have decreased by 54% compared to the previous year and the overall cereal deficit is projected by end of 2019 to be around 700,000. Prices for basic goods and services have more than doubled, especially impacting households relying on markets. These sharp price increases as well as high unemployment rates have a direct negative impact on the level of poverty and hunger.

The UN currently estimates that 5.8 million people are in need of food assistance, making Zimbabwe one of the highest food insecure States in the world, alongside conflict-wrecked countries. This number is expected to reach 7.7 million by the peak of the hunger season, commencing in January 2020. Prevalence of stunting remains high (27.1%), while a rapid deterioration of acute as well as severe malnutrition is expected. Due to the deteriorating humanitarian situation, protection needs are increasingly of concern. Food insecurity and the macro-economic crisis may lead affected rural populations to migrate abroad or settle in overcrowded urban areas with lack of basic services (proper sewage system, sanitation and safe drinking water) and increase protection-related risks such as sexual violence, exploitation and abuse.

Continued water-shortages, lack of water treatment chemicals and the fact that households spend most of their disposable incomes on food while compromising on hygiene, WASH standards and health requirements, is a public health risk and leads to an

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

² Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO)
ECHO-SF/BUD/2019/91000

increased risk of cholera, typhoid fever and other water-borne diseases. The health sector is currently in crisis, with medicine stocks depleted and health workers on strike.

In view of the current situation and the fact that local and national institutions are overwhelmed by the extent of the needs, the UN Special Rapporteur on the Right to Food, the UN Residence Coordinator for Zimbabwe, WFP, UNICEF and FAO appealed to the international donor community for urgently needed action to prevent further escalation of this humanitarian crisis.

In order to respond and find palpable solutions to this crisis, the European Commission has made an additional amount of EUR 16 844 185.48 available to address and respond to the humanitarian needs of the most vulnerable and marginalized populations.

These funds will contribute to the rapid scale up of multi-sector humanitarian interventions (protection, nutrition, water and sanitation, humanitarian food assistance, health, education in emergencies, coordination, humanitarian data management, prepositioning of humanitarian NFI kits, and operational support). Mandated international organisations as well as international non-governmental organisations with a substantial humanitarian operational presence, proven technical expertise and capacity in the areas of intervention will be DG ECHO's partners to implement the necessary assistance.

Second modification as of December 2019

Following the lowest seasonal rainfall totals since at least 1981 in large parts of Eswatini, Lesotho and Madagascar, especially in the south, countries are facing drought.

Cumulative scarcity of rainfall has depleted rangeland conditions and crop production, and irrigation capacity. Due to the high crop losses as well as reduced access to water, many rural households depleted their stock already in June, much earlier than the usual start of the lean season in October. The next harvest season only starts in March/April 2020.

The WFP, UNICEF and FAO³ appealed for urgently needed action to prevent wide-scale hunger in Southern Africa.

In Eswatini, 185,000 people are currently in acute crisis (IPC Phase 3) and 47,000 people in Emergency (IPC Phase 4) level of food insecurity. 25% of the rural population is expected to be in IPC 3 (Crisis) and 4 (Emergency) by the peak of the lean season (November 2019 -March 2020).

In Lesotho, around 350,000 people (25% of the rural population) were estimated to be in acute food insecurity, IPC 3 (Crisis) and 4 (Emergency) until October 2019. Figures are projected to increase to 433,000 people by the peak of the lean season (October – April 2020). The Government of Lesotho declared a 'State of Drought Emergency' in October 2019.

³ WFP/UNICEF /FAO "Joint Call for Action to Address the Impacts of Climate Change and a Deepening Humanitarian Crisis in Southern Africa".
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In Madagascar, especially the south, more than 500,000 people, which represents 14% of households in the southern region, are in IPC 3 (Crisis) and 4 (Emergency). It is projected⁴ that the situation will worsen by the peak of the lean season (October – March 2020), with an estimated 30% of the population in IPC Phase 4. 188,550 children are likely to suffer from acute malnutrition.

Latest projections⁵ indicate a severe deterioration in the number of people severely food insecure and in need of urgent support in the coming months, a critical situation that will last at least until the end of the lean season in March – April 2020. Almost 1.6 million people are currently food insecure in the concerned countries⁶ and this figure is likely to increase drastically.

In order to respond to the drought situation in Eswatini, Lesotho and Southern Madagascar, the European Commission has mobilised an additional amount of EUR 4 million to address emergency lifesaving needs for the populations affected by the unfolding crisis in the hardest hit areas.

These funds will contribute to the rapid scale up of the humanitarian response to the severe drought, preventing the crisis from becoming a catastrophe, by providing emergency support, in the form of food assistance and nutrition support. Protection issues will be mainstreamed across the board.

DG ECHO will support partners with a substantial humanitarian operational presence in the areas of intervention, proven technical expertise in the sectors identified above and a sufficient organisational capacity to scale-up effective operations rapidly.

First modification as of April 2019

Tropical Cyclone Idai has caused extensive loss of life, large-scale destruction of infrastructure, homes and crops. The cyclone made landfall during the night of 14/15 March 2019 near Beira City in Mozambique bringing torrential rains and winds. Following landfall, the cyclone moved eastwards, hitting eastern Zimbabwe as of 15 March and resulting in landslides and flash floods. Since early March high rainfall associated with the cyclone caused massive flooding in Malawi.

In Zimbabwe, this crisis comes on top of a severe food insecurity situation, exacerbated by the ongoing macroeconomic context, which is likely to further deteriorate. Damage to the port of Beira in Mozambique and surrounding roads due to landfall of Tropical Cyclone Idai is aggravating further the food crisis in Zimbabwe as it is directly impacting the availability and delivery of fuel and food in the country.

In view of the current situation in the region and the fact that local and national institutions are overwhelmed by the extent of the needs, assistance is needed for response related to Tropical Cyclone Idai in Mozambique, Malawi and Zimbabwe. In addition, in

⁴ Madagascar: Acute Food Insecurity Situation July - October 2019 and Projections for November 2019 - March 2020 and April - June 2020

⁵ WFP/UNICEF /FAO “Joint Call for Action to Address the Impacts of Climate Change and a Deepening Humanitarian Crisis in Southern Africa”.

⁶ OCHA Humanitarian Snapshot Southern Africa dd. 12 November 2019.
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view of the food insecurity crisis affecting Zimbabwe, assistance is also needed particularly in the sector of humanitarian food assistance

On the basis of the current identified needs, an additional amount of EUR 12 million has been mobilised for the affected countries. In **Mozambique**, where EUR 7 million are made available, and taking into account complementarity with other donors, the current allocation will focus on assistance to the most vulnerable affected population including both displaced and returning population. The priority sectors of intervention are camp coordination/camp management, humanitarian food assistance, water and sanitation and shelter, possibly health and psychosocial support, ideally in the framework of a multi sectoral approach. Protection concerns, including child protection and SGBV, should be mainstreamed in all interventions

In **Zimbabwe**, where EUR 4 million are made available, the current allocation will focus on assistance to the most vulnerable affected population including both displaced and returning population in rural or semi-urban areas. The response should be based on an extremely well developed targeting focusing on populations having lost totally or partially their houses. The priority sectors of intervention for cyclone response are shelter, water and sanitation, non-food items and psychosocial support. Food assistance can be considered if part of a multi-sector package. Cash transfer modalities should be preferred whenever feasible and appropriate. In relation to the on-going food security crisis, food assistance support will be prioritised in most affected semi-urban settings based on actual food insecurity needs' analysis.

In **Malawi**, where EUR 1 million is made available, the priority sectors of intervention are humanitarian food assistance and livelihood recovery.

Mandated international organisations as well as international non-governmental organisations already present and active in the affected areas will be the obvious partners for DG ECHO to implement the necessary assistance.

1. CONTEXT

This HIP focuses primarily on disaster preparedness in the Southern Africa and Indian Ocean Region (SAIO). It furthermore allows for a possible response to a new crisis in countries with limited capacity to cope, and/or where national or local capacity may be overwhelmed.

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

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

In 2015/2016, 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. Seasonal forecasts predict an

increased probability of El Niño throughout the Southern Hemisphere until summer 2019 which could result in hotter, drier conditions.

The region remains the global epicentre of the HIV epidemic with 8 countries having prevalence above 10%.

Cholera is endemic to several Southern African countries, and flooding risks to exacerbate poor water and sanitation conditions. Plague is endemic in Madagascar.

Floods occur frequently along the major river systems with major impact on crop production. Cyclones mainly affect Madagascar, Mozambique and some of the Indian Ocean islands.

During the 2017-18 rainy seasons, cyclones and flooding had significant humanitarian impact in Madagascar, Malawi, Mozambique and Zimbabwe affecting more than 397 000 people. Normal to above-normal rainfall occurred in the rainy season (January to March 2018). While conducive to agricultural production, the rains led to flooding in some countries (Malawi and Mozambique), and tropical cyclones affected Madagascar. Nevertheless, despite overall good rains and a bumper 2017 harvest, the overall food security situation in some drought-affected countries looks set to deteriorate and the number of severely food insecure people likely to rise.

Some areas of Mozambique are vulnerable to tensions and conflict with potential humanitarian consequences. Elections planned for several countries in the region (Madagascar, Malawi, Mozambique) could give rise to political tensions and complicate responses to food insecurity.

The region continues to recover from the 2015/2016 El Niño-induced drought, which affected about 41 million people across the region.

Drivers of food insecurity include climate factors, poor agriculture techniques, depleted soil fertility, crop pests, land access, lack of access to food, volatile food prices, but also governance, social and economic factors such as poverty, HIV/AIDS, demographic pressure.

Disaster Preparedness, Disaster risk reduction and resilience

The conclusion of humanitarian relief activities related to the El Niño drought has created conditions for a transition from emergency humanitarian assistance to recovery and resilience building, and to enhanced disaster preparedness as part of recovery and reconstruction strategies.

However, lessons learned from the El Niño drought as well as other repeated and recurrent disasters confirm the need to improve preparedness. National response systems need to be strengthened, reinforcing the link between early warning and early action in particular in the most at risk areas including urban settings. Crisis modifier approaches, based on a solid process of Preparedness for Early Action / Emergency Preparedness and Response, proved to be particularly efficient for rapid onset disasters in 2017 and 2018. There is a need to support the development of Shock Responsive Social Protection Systems, reinforce community/district and province preparedness and capacity for early warning and early action and continue piloting/scale-up and use of innovative technologies while creating links with development actions aimed to incorporate them in their long term programmes. Capacity strengthening on cash transfers linked to the

development of Shock Responsive Social Protection Systems and on preparedness is still needed both among governmental and non-governmental actors.

An outline of the needs, relevant lessons learned and recommendations was articulated by the Regional Inter-Agency Standing Committee - RIASCO report (July 2017)⁷.

At country and regional level preparedness measures are being developed and rolled out, with the support and collaboration of international development partners, leading to improved early warning, faster response times and greater coordination in regional emergencies. Actions draw on the experience and lessons learned from response in the region.

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

ECHO's 2018 Integrated Analysis Framework (IAF) identified relatively high vulnerability for the populations in Lesotho, Madagascar, Malawi, Mozambique and Zimbabwe, with a pronounced lack of coping capacity.⁸

The INFORM Global Risk Index for 2018 assesses risk as high in Mozambique (6), Zimbabwe (5.1), Madagascar (5), and medium in Lesotho (4.5) and Malawi (4.4).

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

	Lesotho	Madagascar	Malawi	Mozambique	Zimbabwe
INFORM Risk Value	4.5	5	4.4	6	5.1
Hazard & Exposure	2.6	3.9	2.4	5.2	4.7
Vulnerability Index	5.4	4.2	5.5	6.4	4.8
Lack of Coping Capacity	6.7	7.6	6.3	6.6	5.8
Crisis Index (CI)	2	3	1	3	1
Conflict Index	0	0	0	0	0
Natural disaster index	2	3	1	3	1
No. of people affected by Floods/Cyclones/Strong winds (2018)	1,418	212,000	95,500	73,200	15,862

2. HUMANITARIAN NEEDS

1) People in need of humanitarian assistance:

⁷ <https://www.humanitarianresponse.info/en/operations/southern-eastern-africa/document/report-riasco-action-plan-el-ni%C3%B1o-induced-drought>

⁸ The absence of major conflicts in the Region reduces the hazard score and only MOZ, ZIM, and MAD are ranked “High” by INFORM

Pillar I: Eligible countries for Disaster Preparedness support under this HIP are: Lesotho, Madagascar, Malawi, Mozambique and Zimbabwe.

Pillar II: Eligible countries for a possible response to a new crisis under this pillar are: Botswana, Comoros Islands, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Eswatini and Zimbabwe.

The countries covered by this HIP are all disaster-prone. Populations most affected by disasters are usually the poorest and most vulnerable, with no or limited access to basic services such as water and sanitation and health infrastructures. This population's vulnerability still tends to increase after each disaster, rendering them in need of humanitarian assistance and therefore more is needed in terms of resilience-building and preparedness (see above section).

Populations affected by recurrent cyclones and floods mainly live in low land areas of Madagascar, Mozambique, Malawi, and Zimbabwe. Urban populations are also often hit by natural hazards like floods and cyclones. Moreover, such hazards have consequences on the urbanisation process since it increases the rural to urban movement of affected populations in search of alternative livelihoods. In some areas this has led to an increase in the number of female and child-headed households and has reduced workforce available for production.

The recurrent hazards in 2016-2018 including the El Niño related drought, cyclones and floods severely impacted the overall population, with women and children among the most affected. School-aged children are periodically at risk of education disruption due to natural disasters. Moreover, displacements following natural disasters disproportionately exposes women and girls to risks of Sexual and Gender Based Violence (SGBV) and, consequently, exposure to HIV/AIDS.

Potential beneficiaries for disaster preparedness support are:

- vulnerable at-risk communities
- disaster management authorities at national and sub-national level
- Schools – education in emergencies linked to disaster preparedness
- SADC⁹, to support operationalisation of its regional disaster response mechanism, its Disaster Risk Reduction Unit and Disaster Response Team

Potential beneficiaries for disaster response are:

- vulnerable people affected by disasters where there are unmet humanitarian needs.

2) Description of the most acute humanitarian needs

- Disaster Preparedness, 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. Even though policies and guidelines have been put in place in most countries, there are still significant gaps in preparedness and in operationalisation of these policies/guidelines.

⁹ Southern African Regional Development Community

Even though Early Warning Systems exist at national level, support is needed to link these systems to community level, to enhance risk knowledge: anticipation, understanding and awareness, to strengthen capacity to exchange information and warnings. Communities need to be capacitated to take early actions or mitigate the risks to their communities.

During the El Niño and ENAWO responses, humanitarian actors scaled-up the Cash Based Transfer modality. However, lessons learned show that preparedness for rapid activation of Multi-Purpose Cash Transfers is still needed.

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

At regional level, support is needed to assist the operationalisation of SADC's¹⁰ regional disaster response mechanism and Regional Emergency Response Team.

- *Early Warning Systems/Capacity for early action.*

Multi Hazard Early Warning Systems is one of the targets of the Sendai framework¹¹. Strengthening of national DRR capacities and DRR mainstreaming should be the objective of longer term development programmes and DG ECHO's main added value should be on Preparedness. Efforts to support functional Early Warning Systems (EWS) have produced good results at community level as demonstrated in Madagascar, Malawi and Mozambique during the floods and cyclones in 2017 and 2018. 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 needs 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 transfers responses that meet basic needs.*

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, the needs are wider than the ones for food assistance and cash transfers thanks to a basic need approach.

¹⁰ Southern Africa Development Community

¹¹ 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”.

Also, cash transfer operations have not always been systematically coordinated in existing coordination structures. In several 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 transfer modality when a crisis occurred. This clearly highlights the need to **further focus on cash preparedness by notably linking the design of cash programmes with shock responsive social protection systems and advocacy for the use of MPCT** whose value is not calculated based only on food needs but on basic needs for the calculation of the minimum expenditure basket (MEB). MPCT preparedness needs to become an intrinsic part of DRR activities and, whenever possible, linked to shock responsive social protection systems to ensure faster and more efficient use of cash and in particular to be ready to implement MPCT in future emergency response.

In Mozambique, the cash modality is at an early stage of implementation and, support is needed in advocating for its use, piloting activities and supporting cash preparedness at central and district levels.

- *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 government 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.

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 a single registry to facilitate rapid and effective horizontal and vertical expansion of nationally led interventions. This should be done without precluding, but rather promoting better coordination and pre-established roles to be played by Governments, civil society, NGOs, UN and other 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 made using safe, 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 and northern Malawi.

- Education in Emergencies.

There is a need to strengthen education systems to prepare for and respond to disasters, such as through the Comprehensive School Safety Framework¹²; and to further scale up DRR activities in schools in areas at risk. Experience demonstrates 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.

- Strengthening Early Response Capacity.

Supporting risk management programmes with development and humanitarian perspectives rather than risk aversion should be privileged and advocated for. In the region, Crisis Modifiers¹³ for both humanitarian responses and development programmes have been used as an instrument of the Emergency Preparedness and Response (EP&R) approach. However, this is not yet sufficiently expressed in development and humanitarian actions and there is a clear need to imbed crisis modifier components in all programmes. Crisis modifiers need to be based on a solid process of Preparedness for Early Action/Emergency Preparedness and Response, 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 humanitarian 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 capacity at national and local level.

- Advocacy to operationalise Disaster Risk Management (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 a humanitarian-development nexus approach (with for e.g the use of Joint Humanitarian/Development Frameworks (JHDF)), and participation in regional RIASCO working groups to bring forward the DRM agenda.

- Logistics (Humanitarian Supply Chain (HSC))¹⁴.

The response to cyclone ENAWO in 2017 was characterized by serious logistical constraints due to limited access to affected areas; showing the importance of addressing Supply Chains in preparedness activities in the region. HSC is one of the priorities of the

¹² United Nations Office for Disaster Risk Reduction and Global Alliance for Disaster Risk Reduction and Resilience in the Education Sector (2017) Comprehensive School Safety Framework.

¹³ 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")

¹⁴ The term humanitarian supply chain is often referred to in the field as humanitarian logistics
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Sendai framework¹⁵ that needs to be reinforced to reduce time, cost and complexity in humanitarian responses, especially in countries that still have significant logistical constraints.

- *Coordination and advocacy*: support may be envisaged
- *Other sectors*:

In case of emergency response under Pillar II, Humanitarian needs are likely to be in sectors including food assistance, health, water, sanitation, shelter, non-food items, nutrition, emergency livelihoods support, emergency rehabilitation of basic infrastructures, disaster preparedness, protection, support to emergency communication, and logistics and coordination.

3. HUMANITARIAN RESPONSE

1) National/local response and involvement

SADC/OCHA/UN/NGOs contribute to situation analysis, coordination platforms and regional/national flash appeals as necessary.

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

In recent years, several countries made significant efforts to put in place Disaster Risk Reduction policies and laws, and to reinforce the role of disaster management authorities, 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 include, *inter alia*, the increased use of social safety nets, the strengthening of EWS, DRR and national policies on resilience building.

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

2) International Humanitarian Response

Cyclone Ava in Madagascar 2018: Several DG ECHO partners activated their crisis modifier allowing them to provide immediate response. In response to the government's request for satellite maps, DG ECHO's Emergency Response Coordination Centre (ERCC) activated Copernicus and provided a selection of satellite maps. EU Delegation Madagascar funds were made available to rapidly rehabilitate damaged roads, in close coordination with the Ministry of Public Works.

DG ECHO's emergency tool box was activated to fund a small scale operation in Zimbabwe in response to floods in 2017 and for plague response in 2018 in Madagascar.

Disaster Risk Reduction. Main donors involved in disaster preparedness/mitigation in the SAIO Region are the EU and its member states, (DFID, IRISHAID, Belgium, France, Italy), NORAID, USAID/OFDA, the World Bank GFDRR (Global Facility for DRR),

¹⁵ Logistical resources, allocation of: 30(a) / Logistical capacities for response and emergencies: 33(f)
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framed within long-term development strategies with some integrating wider climate change adaptation programmes. In 2018 DG ECHO allocated EUR 9 million to Lesotho, Madagascar, Malawi, Mozambique, Zimbabwe plus a regional action.

There is a growing interest and use of crisis modifiers 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, DFID and Sweden which provides the potential for appropriate early action. DG ECHO is contributing technically to its development. Almost all actions funded by DG ECHO now include 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. Streamlining the design, development and implementation of cash based responses, as well as influencing informed decisions by government and humanitarian actors is needed.

Most countries in the region are implementing a range of social protection projects or programmes such as child grant schemes, cash for work, old age pensions, but there is limited experience of linking these programmes to humanitarian response. A few countries (Malawi, Lesotho) are consolidating social protection programmes with the aim of creating a comprehensive and articulated system, including integrating "shock responsiveness" – using social protection systems in disasters, as a complement to, or substitute for, humanitarian assistance. The EU Delegation has made a significant contribution towards the development of social protection in Malawi and Lesotho. DG ECHO support, through DRR funding, aims to integrate humanitarian components, supporting support actions such as: identification and registration of vulnerable households; developing capacity in multipurpose cash transfer to enhance preparedness and enable rapid response to a crisis; strengthening e-payment cash preparedness and delivery.

3) Constraints and DG ECHO response capacity

Access and 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) or to risks associated with criminal groups (i.e. Southern Madagascar and North Mozambique). The preparedness component of such areas needs further resources to ensure a more efficient response capacity in the future.

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

Absorption capacity: 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.

In most countries, working in partnership with local partners allows reach into communities and local knowledge and acceptance, as well as enhancing sustainability. DG ECHO partners regularly work in partnership with national Red Cross societies particularly for DRR projects, as they are part of the disaster management system, have

extensive networks of volunteers, and the partnership has the added value of capacity strengthening. Risks may be insufficient financial management systems, in which case partners may have to take specific measures to mitigate the risk.

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

The strategy of this HIP is based on two pillars:

- PILLAR I: Targeted Disaster Risk Reduction (DRR) and Preparedness for response and early action
- PILLAR II: Multi-sector response to any natural and man-made disasters affecting the region

Pillar I: Targeted Disaster Risk Reduction (DRR) and Preparedness for response and early action

Support is envisaged for enhanced disaster preparedness for response and early action in contexts of recurrent and predictable crises, building upon ongoing actions and linking to national systems and longer term strategies. This will include supporting and strengthening national disaster management systems, reinforcing early warning and linking early warning to early action, and where possible linking to and strengthening the development of a shock responsive social protection systems. Crisis modifier approaches are encouraged as an integral component of Preparedness for Early Action/Emergency Preparedness and Response (EP&R). Support is envisaged to strengthen education systems to prepare for and respond to disasters, and to further scale up and expand DRR activities in schools in at risk areas, and for operationalisation of the regional disaster response mechanism. Logistics preparedness may be integrated where necessary and appropriate. Lessons learned, innovative approaches and best practices from previous and ongoing actions should be built upon and scaled up. 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 **rapid onset natural disasters**. As regards flooding, watershed management approaches are recommended.

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.

Priority 1 – Strengthening Linking Early Warning (EW) to Early Action (EA) and adoption and use of Crisis Modifiers

- o 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 Advocate for further development funding for DRM programmes in the medium/long term;
- o Enhance capacity of humanitarian actors to respond to a crisis within a crisis through risk analysis, preparedness and crisis modifiers embedded into humanitarian actions;
- o Support the development of national and local competencies for early action and locally owned Rapid/Emergency Response Mechanisms (ERMs) implemented by local actors;
- o Support government and development and humanitarian actors to better understand risks and respond to emerging crises through preparedness and crisis modifiers systematically embedded in most/all development programmes whenever relevant and possible.

Priority 2 - Shock Responsive Social Protection System (SRSPS)

- o DG ECHO funds could support in collaboration with the EU Delegations, where possible, existing social protection systems linked to EWS to become more responsive to shocks, able to expand social services vertically (amount transferred) and horizontally (number of beneficiaries) in prompt response to a shock; DG ECHO will only build or strengthen systems developed or being developed by development partners.
- o Support development and humanitarian actors to include SRSPS linked to functional EWS in their long term plans, and design and implement functional SRSPS in at least two countries (Lesotho and Malawi, where both DG ECHO and EU development funds are supporting the government's Social Protection system) where DG ECHO will engage in supporting the design and the implementation of the shock responsiveness of the social protection systems
- o Capacity strengthening on cash transfers linked with the development of Shock Responsive Social Protection Systems.

Priority 3 – Support to operationalise regional response mechanisms

Provide technical support to SADC DRR unit capacity strengthening on Cash Based Transfers (CBT) modalities and preparedness; advocating for shock responsive social systems and crisis modifiers. Explore relevant synergies with EU Civil Protection.

Priority 4 – Education in Emergencies (EiE)

Minimise education service disruption and enhance children's safe access to schools during and after natural disasters through strengthened preparedness, response and recovery interventions in line with global standards and frameworks and local regulations in collaboration with relevant authorities.

- The following 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:

- Piloting and scaling up / use of innovative solutions in DRR;
- Targeted DRR activities in urban contexts;
- Logistics preparedness¹⁶; such as capacity building of disaster management authorities in supply chain management
- Advocacy to complement actions where appropriate.

Actions funded under this HIP should focus on contributing to a larger, longer term resilience vision of vulnerable communities in crisis/disaster prone areas to withstand, adapt and quickly recover from stresses and shocks. This means that priority will be given to actions that demonstrate that 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 to 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 Sendai 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 among partners working in the same locations, synergies/linkages with long term development actors/donors, authorities and national systems, accountability for 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 actions funded by this HIP must demonstrate how they will support the design/development/roll out of such objectives ensuring continuum and contiguum.

Actions must also align with and support national strategies and demonstrate how they contribute towards strengthening and roll-out of such strategies.

Prioritisation 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: Multi-sector response to any natural and/or man-made disaster affecting the region

This pillar is for any needed humanitarian response to any natural and/or man-made event during the duration of the HIP for which there is no funding allocated at this stage.

Any eventual emergency response would consider a multi-sectoral approach including food assistance, WASH, shelter, health, protection, Education in Emergencies and any

¹⁶ Humanitarian Supply Chain (HSC).

other relevant sectors based on the needs of the affected population, and should reflect gender and age specific vulnerabilities and be coherent with DG ECHO policies. A single multipurpose assistance modality using a unified delivery mechanism would be preferred when possible.

4. NEXUS, COORDINATION AND TRANSITION

1) *Other DG ECHO interventions*

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, ALERT¹⁷ and Disaster Relief Emergency Fund (DREF) instruments may provide funding options.

It is also worthwhile mentioning that DG ECHO's strategy to support the response to Angola and Zambia is laid out in the HIP for the Great Lakes Region.

2) *Other concomitant EU interventions*

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

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.

Overall, 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.

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

Main donors involved in disaster preparedness/mitigation policies in the SAIO Region include DFID, Belgium, Italy, France, NORAID, IRISHAID, USAID/OFDA, the World Bank GFDRR (Global Facility for DRR) and the EU and its Member States. Thereafter some examples:

Malawi – EU funded Social Support for Resilience Programme (SoSuRe); DG ECHO works closely with the EU Delegation/DEVCO to complement this programme and integrate components of SRSPS.

Lesotho – EU Delegation and DFID – 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.

¹⁷ Acute Large Emergency Response Tool

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/humanitarian-development nexus approaches 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 11th EDF programming. Ongoing collaboration already started in Zimbabwe and Malawi EU Delegation to build national crisis modifier programmes and SRSPS.

Engagement to further build the country's DRR programming, strengthening national capacities at all levels 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 crisis modifiers, 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. DG ECHO funding supports "stepping stones" within longer term strategies and programmes.