

HUMANITARIAN IMPLEMENTATION PLAN (HIP) 2017 SOUTHERN AFRICA AND INDIAN OCEAN

AMOUNT: EUR 15 000 000

The present Humanitarian Implementation Plan (HIP) was prepared on the basis of financing decision ECHO/WWD/BUD/2017/01000 (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 programming tool for ECHO's partners and to assist in the preparation of their proposals. The provisions of the Worldwide Decision and the General Conditions of the Agreement with the European Commission shall take precedence over the provisions in this document.

0. MAJOR CHANGES SINCE PREVIOUS VERSION OF THE HIP

First modification dated 04/04/2017

Tropical cyclone Enawo struck the northeast coast of Madagascar on 7 March 2017, with winds up to 290 km/h and gusts of up to 300 km/h within a radius of 70 km around its centre, one of the most powerful to have affected Madagascar during the last ten years. The system passed across central and south-eastern regions before exiting the country on 10 March. The Government of Madagascar declared a national emergency and requested international assistance. Food and non-food items and shelter are being shipped from the region (La Réunion) by boat and from Antananarivo by plane to the area. Due to the total breakdown of road infrastructure including bridges and massive flooded areas with no land access, these commodities need to be delivered to the affected population despite the very difficult logistics conditions of the most affected areas.

In view of the current situation and the fact that local and national institutions are unable to cover the needs, assistance is needed in particular to support (1) logistics capacity to enable delivery of humanitarian aid to the victims, and (2) water and sanitation, health and provision of multipurpose cash transfer (MPCT) to address basic emergency needs. It is therefore appropriate to increase the allocation under the present HIP by EUR 1 000 000.

Mandated international organisations as well as international non-governmental organisations already present in the areas of response would be the obvious partners for ECHO to implement the necessary assistance.

1 CONTEXT

The majority of countries in Southern African and the Indian Ocean Region (SAIO)¹ are currently affected by a widespread food security crisis as a result of the El Niño phenomenon which has developed since early 2015.

¹ For the purpose of this HIP, the term Southern African and Indian Ocean Region (SAIO) is used to indicate the following countries: Angola, Botswana, Comoros Islands, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Zambia and Zimbabwe.

In June 2016, SADC (Southern Africa Development Community) launched a regional Humanitarian Appeal² with a requirement for USD 2.7 billion while only 19% has been contributed to date.³ The same appeal and the report ‘*El Niño: Overview of Impact, Projected Humanitarian Needs and Response as of 16 August 2016*’ (OCHA) indicate that 40 million people are affected by the drought, of which 23 million require urgent assistance.⁴ The Southern African Regional Standing Committee (RIASCO) developed a complementary action plan with a request for USD 1.2 billion for 12.3 million people in the seven most affected countries until April 2017, indicating that USD 200 million are urgently needed⁵.

Seven countries Botswana, Lesotho, Malawi, Madagascar, Namibia, Swaziland and Zimbabwe have declared national drought emergencies. South Africa has declared it in almost all provinces except two and Mozambique has declared an institutional red alert.

The SAIO Region has experienced two consecutive poor agriculture seasons⁶. A poor 2014/2015 rainy season (dry spells and early cessation of rains) was followed by an even more erratic and below average 2015/2016 season.

During the 2015/2016 season, October to December 2015 was the driest period in more than 35 years in several parts of the region. In many areas, rains did not start till February 2016. Poor rains associated with hotter than average conditions resulted in widespread crop production failures, loss of thousands of livestock, and consequently led to severe food shortages particularly in Lesotho, Malawi, Madagascar, Mozambique, Swaziland and Zimbabwe. In addition to food security, the El Niño-induced poor rain has impacted other sectors including nutrition, wash, health, protection and education.

The 2016/2017 lean season has already started in many parts of the region as households have already exhausted their food stocks⁷. The earlier and higher demand for commodities in the local market contributes to atypically high staple prices. The outcomes are expected to deteriorate during the peak lean seasons (January-March 2017) when food prices reach their peak.

For the forthcoming 2016/2017 rainy season, the SADC regional climate outlook forum (SARCOF 24th-26th August 2016) forecasts that the “*bulk of Southern African Development Community (SADC) is likely to receive normal to above-normal rainfall for most of the period October 2016 to March 2017. However, northern Angola, southernmost of Tanzania, northern Mozambique, and*

² SADC: Regional Humanitarian Appeal, June 2016 – by SADC - available at

http://reliefweb.int/sites/reliefweb.int/files/resources/appeal_document_final_20160711.pdf

³ Please note that this appeal also includes the Democratic Republic of Congo (DRC) with a requirement of USD 232 million and the United Republic of Tanzania which are not part of this HIP.

⁴ El Niño: Overview of Impact, Projected Humanitarian Needs and Response as of 16 August 2016 - by OCHA - available at <http://reliefweb.int/report/world/el-ni-o-overview-impact-projected-humanitarian-needs-and-response-16-august-2016>

⁵ 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>

⁶ The Region is characterised by one rainy season from October to April coinciding with the rain-fed cropping season.

⁷ In normal years the lean season begins around November-December, reaching its peak by March before the harvest expected in April-May.

*eastern-most Madagascar are more likely to receive normal to below-normal rainfall most of the season”.*⁸

The likelihood of above-average rainfall on the bulk of the SAIO Region is associated with 55-60 % chances of La Niña development in the third quarter of 2016.⁹ Although the increased rainfall could lead to a favourable rain-fed agriculture season and speed up regeneration of pasture, these positive effects would only be beneficial from March-April 2017 after the main maize harvest. Even where the rainfall patterns appear to be better for the upcoming season, stressed economic condition and the El Niño crisis have had a negative impact on the preparation of the forthcoming agriculture season in some countries, which is likely to result in another poor harvest.

On the other hand, excessive rainfall could increase possibilities of flooding and cyclones. The SAIO Region is historically exposed to hydro-meteorological hazards; 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. In early 2015, about 1.82 million people across the SAIO Region were affected by cyclones and floods and 539 people lost their lives, making it the worst floods season in at least a decade, possibly since the great floods of 2000. Malawi, Mozambique and Madagascar accounted for over 97% of all flood-affected people in the SAIO Region.

The 2015 Human Development Index ranks Mozambique, Malawi, and Lesotho at 180, 173 and 161 respectively out of 188 countries. Zimbabwe, Madagascar and Angola are ranked 155, 154 and 149 respectively.¹⁰ An analysis of the INFORM Risk Crisis Index for Angola, Madagascar, Malawi, Mozambique, Namibia and Swaziland shows an increase. The 2016 Integrated Analysis Framework (IAF) identified the vulnerability of the population affected by the crisis to be high and increasing in Madagascar, Malawi and Mozambique. INFORM also indicates a decline in coping capacity in Swaziland. Other vulnerability dimensions affecting the local population in the SAIO Region include levels of aid dependency, inequality, and development deprivation, with levels comparable to those of most high risk counties. Countries in the SAIO Region have the highest prevalence of HIV worldwide (11% at regional level).

Most of the countries of the SAIO Region have strong economic links with and dependency on South Africa. The reduction of remittances from migrants in South Africa after the xenophobic disturbances and devaluation of the Rand had a major impact on the livelihood of millions of families in Malawi, Zimbabwe and Mozambique.

Following renewed fighting between government military forces and the Mozambican National Resistance (*Renamo*) in Mozambique, asylum-seekers fled Mozambique to Malawi in 2015 and 2016. While the situation has improved with relocation in Malawi and voluntary repatriation¹¹, new refugee influx cannot be ruled out. Malawi already hosts some refugees and asylum-seekers mostly from the Great Lakes region and the Horn of Africa.

⁸ Statement From the 20th Annual Southern Africa Regional Climate Outlook Forum (SARCOF-20), August 2016

⁹ World Meteorological Organization (WMO) - 28 July 2016 available on the 29/08/2016 at http://www.wmo.int/pages/prog/wcp/wcasp/enso_update_latest.html

¹⁰ Human Development Report 2015 – by UNDP – available at http://hdr.undp.org/sites/default/files/2015_human_development_report.pdf

¹¹ In March – April 2016 Mozambican asylum seekers reached 11 000; as of July 2016, remaining 2 000 refugees are in Luwani camp.

2 HUMANITARIAN NEEDS

1) Affected people/ potential beneficiaries

As per SADC appeal, “compared to last year, the total number of food insecure population has increased by 31 % from 30.4 million in 2015/16 marketing year to 40 million in 2016/17 marketing year”. Out of this number, 23 million are in need of emergency assistance.¹² As per RIASCO, 12.3 million people will be food insecure and will require international food assistance at the peak of the lean season¹³.

Table 1 Relevant Food Insecurity comparisons in some countries of the SAIO

DATA	Lesotho		Madagascar		Malawi		Mozambique		Swaziland		Zimbabwe	
	trend	Value	trend	Value	trend	Value	trend	Value	trend	Value	trend	Value
Gouvernement declarations		Drought emergency (21/12/16)		State of emergency in Grand Sud		State of national disaster (12/04/16)		Institutional red alert (21/12/16)		National drought disaster (18/02/16)		State of disaster in rural areas (23/03/16)
Total Population *		2,100,000		23,000,000		16,400,000		25,800,000		1,300,000		14,200,000
Rural population*		1,500,000		15,700,000		14,500,000		18,400,000		1,000,000		10,200,000
Number Food Insecure ps. (in millions)*		0.709		1.100	↑	6.500		2.000		0.638		4.100
% of Rural food insecure***	↑	46%	↑	7%	↑	45%	↑	11%	↑	63%	↑	40%
IPC Classification: Trend 2017 vs 2016 Highest projected severity in Feb.17 ****		Phase		Phase		Phase		Phase		Phase		Phase
	↑	3	↑	4	↑	4	↑	3	↑	3	↑	4
GAM***	NA	2.8%	NA	8.6%	UP	3.2%	UP	7.2%	NA	2.0%	UP	3.0%
Total funding Requirement (RIASCO) (M\$)***		55		70		396		206		85		365
Gap %		77%		66%		77%		85%		73%		49%

Sources: *SADC Regional Appeal (2016); **INFORM; ***RIASCO (2016); ****FEWS NET

Populations affected by recurrent cyclones and floods and exposed to similar disasters in 2017 mainly live in low land areas of Mozambique, Malawi and eastern and western coastal areas of Madagascar. Urban populations are equally exposed to strong rains and winds as happened in 2015 in Antananarivo.

The natural hazards in the region affect particularly rural areas and farmers. However, it has consequences on urban areas since it increases the rural to urban movements of affected population in search of alternative livelihood.¹⁴ In some areas this increased the number of female- and child-headed households.

As per RIASCO report, the drought has impacted child attendance at schools, and women and girls are the most vulnerable groups. According to the SADC appeal, women and girls are particularly vulnerable to violence as they bear the primary responsibility for collecting water and food for the

¹²These figures include also DRC with a requirement of USD 232 million and 7.5 million people in Need.

¹³See footnotes 2, 4 and 5

¹⁴See foot note 5

family. Women also access less food and water to ensure the health of their children and male relatives, affecting their health, particularly pregnant and lactating women. Female- and child-headed households may not have the ability to access support for their children exacerbating under-nutrition and increasing reports of child marriages are reported. In various areas, women and girls are forced into dangerous exploitive behaviors in order to obtain resources. This ultimately leads to emotional trauma, physical injury, unwanted pregnancies, social rejections, increased school drop-outs and the spread of communicable diseases. Population displacements further exacerbate the risk of sexual and gender based violence (SGBV).

2) *Description of the most acute humanitarian needs*

Food and Nutrition Security: The causes of the current food and nutrition insecurity in the SAIO Region include:

- Erratic and below average rainfall pattern during two consecutive seasons (2014-2015 & 2015-2016);
- Limited structural productive capacity and the reliance on one type of staple food of the small-holder farmers; rain-fed mono-cropping subsistence agriculture with poor mechanization labour and investment capacity, and constrained by depleting fertility and land tenure.
- Slow implementation of sector policies and reform needed to break the cycle of recurrent food and nutrition insecurity.

During 2015-16 agriculture season, Eastern South Africa, Southern Malawi, Lesotho, Southern Zimbabwe, Southern/Central Mozambique, Botswana and Namibia experienced delayed onset of rains, long dry spells and atypically high temperatures which led to large moisture deficits and failed crops. It is estimated that in the SAIO Region (including South Africa) the grain deficit for the 2016-2017 consumption season is at 10 million metric tonnes (MT).

FEWSNET (2016) indicates low food production, food stock and abnormally high food prices will continue to hamper food access in several countries. Significant geographical areas already in IPC phase 2 (stressed) will deteriorate in the medium term to IPC phase 3 (crisis). In Lesotho, Malawi, Madagascar, Mozambique and Zimbabwe, several districts are already in IPC phase 3 with further projected deterioration toward phase 4 (emergency) in Madagascar, Malawi, and Zimbabwe.¹⁵ Therefore, principal humanitarian priorities in the SAIO Region are:

- i. Ensure that the most vulnerable people have access to safe and nutritious food;
- ii. Protect and restore threatened livelihood in order to avoid detrimental coping strategies and exacerbated under-nutrition and mortality rates.

Food and nutrition insecurity associated with water scarcity aggravate the nutrition situation in most of the region. In 2016, 579,000 children are expected to be severely acutely malnourished in SAIO region.¹⁶ In some districts of Zimbabwe and Madagascar the proportion of global acute malnutrition exceeds the 15% critical threshold. This has serious implication in terms of the actual capacity of the national health systems to refer and treat the increase of both severe (SAM) and moderate

¹⁵FEWSNET – Food Assistance Outlook Brief- August 2016 – available at <http://www.fews.net/global/food-assistance-outlook-brief/august-2016>.

¹⁶See footnote 4

under-nutrition (MAM) caseloads. In many countries of the region, chronic malnutrition is affecting between 40% and 60% of children under five years of age. The high rates of chronic malnutrition not only bear long term consequences on people and communities, but it also reduces the survival of children when it coexists with acute under-nutrition. Both acute and chronic under-nutrition may be understood in light of the poor diet diversification, poor infant and young child feeding practices and care, poor WASH conditions, as well as limited access to basic health care.

Disaster Risk Reduction: The SAIO region is exposed to various hazards ranging from floods, cyclones, drought and epidemics resulting in loss of lives and livelihood assets, economic losses and population displacement.

In the last two years, floods, drought and cholera had the most devastating impacts. While during the last 2015-2016 rain season, only relatively few and localized floods occurred in Malawi, Mozambique and Madagascar, in January and February 2015, tropical Storm Chedza and later Tropical Storm Fundi crossed Madagascar, Malawi and Mozambique leaving destruction, displacement and deaths.

Hydro-meteorological hazards, in particular floods, cyclones and droughts, still represent the primary threat to lives and to food and livelihoods security.

During the 2016-17 rain season, increased probability of above normal rainfall, thus with increased risk of flooding, may have a significant humanitarian impact in low land of Madagascar, Malawi and Mozambique, further reducing the already eroded capacities of households affected by the El Niño.

In the last years several countries made significant efforts to put in place DRR policies and laws. This was made possible with funds from DFID, USAID, the World Bank, the European Commission and EU Member States and other donors.

Despite the commitment of the National /local authorities, there are still significant gaps to be filled. There is need to enhance proper capacity, both financial and technical, of the local entities to lead DRR programmes. There is the need to further develop multilevel, interlinked and well-coordinated structures between the communities, the local/ districts and the central governments to ensure effective DRR.

Early Warning Systems (EWS) need to be further developed and implemented at the community, local, national and regional levels to ensure they remain functional, sustainable and owned by the users. The EWS are not always operationalized by the Local/National Institutions to trigger appropriate early action.

The contingency plans should be guided by contextual knowledge and understanding of disaster risk in all its dimensions of vulnerability, capacity and the particular hazard.

Access to water for human and animal use: Drought reduces access to water and has impact on public health and communicable diseases. In Swaziland 80% of schools are experiencing a water and sanitation crisis, with the consequence of increased incidence and prevalence of intestinal parasites and nutrition deterioration. In southern Madagascar water shortage has been a major problem for acceptable water and sanitation conditions of the rural population causing the depletion of livestock assets. In Namibia, wildlife is starting to compete with humans and livestock for accessing water. Furthermore, infrastructure is being destroyed by free roaming elephants searching for water.

Livestock: Particularly in the dryer parts of the region, livestock may represent the main livelihood resource. In critical years like 2015-16, poor livestock body conditions, distress selling and unfavourable terms of trade against grain led to a depletion of the livestock capitals, leaving the households incapable of recovering from the stress. The outbreak of diseases such as Foot and Mouth Disease currently being reported in Southern Zimbabwe, parts of Namibia and Mozambique could have negative repercussions to the overall food security of the communities. Lions and other predators in search of food are attacking weakened livestock, triggering conflict between predators and livestock owners. These conflicts have started and they are likely to continue.

Locusts: The presence of African Migratory locusts (AML) recently caused agricultural damages in the southern part of Malawi. Despite significant monitoring actions having been taken, future infestations cannot be excluded in the region.

Water borne communicable diseases / cholera: Thousands of new cholera cases have been reported over the past 12 months in Zambia, Malawi and Mozambique, cholera is endemic and could be a serious issue in the flood prone areas. Awareness campaigns and strengthening the preparedness of health systems are still vital. In the next rainy season, needs may be particularly critical in some relocation sites in the absence of basic services.

Haemorrhagic fever / yellow fever: In Angola, a yellow fever outbreak has killed 345 people and the risk of cross border infections remains of concern.¹⁷

Plague: In 2015 in Madagascar 14 cases of plagues with pneumonic form have been confirmed, of which 10 resulted in death.¹⁸

3. HUMANITARIAN RESPONSE

1) National / local response and involvement

The SADC launched a Regional Drought appeal in July 2016, and thereafter Regional Inter-agency Standing Committee (RIASCO)/OCHA developed an Action Plan which spells out the expected actions that aim to address immediate needs and at the same time lays the foundation to address chronic needs in the region and build resilience. The regional appeal follows a number of country appeals and consolidates the needs at regional level for all affected sectors.

The regional appeal envisages 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.

The individual countries in the SAIO Region have a conducive approach to facilitating humanitarian activities with active participation in the strategies and response plans. The use of cash transfer modality is encouraged by several authorities in the function of appropriate situation and response analyses on case by case basis. To date, the governments in the SAIO Region made available USD 173 million.

¹⁷See footnote 2

¹⁸Plague – Madagascar – by World Health Organization (WHO) - available on the 29/08/2016 at <http://www.who.int/csr/don/06-september-2015-plague/en/>

SADC also developed a ‘*SADC Disaster Preparedness and Response Strategy and Fund*’, a long term strategy initiative, 2016-2030, aiming at strengthening disaster preparedness and response and at contributing to resilience.¹⁹

Building the capacity of the lead National DRM agencies to coordinate the line ministries, and the various national and international institutions such as the UN organizations, international development partners, NGOs and private sectors will be paramount in strengthening preparedness, prevention, mitigation and response to the common hazards. This has to be accompanied by support to decentralization and effective communication to enable efficiency and effectiveness.

International Humanitarian Response

Food and Nutrition Security. Humanitarian emergencies in the SAIO Region are normally covered through ad hoc emergency decisions, ECHO and OFDA being often the first donors to react through rapid response mechanisms. DFID is actively involved in food security interventions. A number of actions funded by different donors are currently in place to address the food and nutrition insecurity in the SAIO Region caused by El Niño. Based on SADC appeal the total available funds from other donors are USD 187 million.²⁰ These include transfers of in kind and cash based interventions. ECHO contributed with EDF funds EUR 52 million.

Disaster Risk Reduction. Main donors involved in disaster preparedness/mitigation policies in the SAIO Region such as DFID, NORAD, IRISHAID, USAID/OFDA, the World Bank GFDRR (Global Facility for DRR) and the EU and its member states are framed within long-term development strategies with some integrating the wider climate change adaptation programmes. ERF and CERF funds are also often used by the UN system to respond to natural hazards. In 2016 ECHO allocated EUR 5 million in the SAIO Region for Madagascar, Mozambique and Malawi.

2) *Constraints and ECHO response capacity*

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

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

The principal limitation is the limited availability of funds to address the magnitude of the current crisis.

Absorption capacity on the ground: Although there are no major problems in terms of absorption, during 2015-2016 lean season, ECHO has observed insufficient capacity to timely deploy a scaled emergency response. Nevertheless, the current response triggers further response capacity in the region.

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

In line with the joint EC, FAO, FEWS NET and WFP Statement on El Niño Impact in Southern Africa (February 2016), ECHO envisages to support 1) close monitoring of the region to inform decision making, programming and targeting, 2) provide immediate food assistance, 3) intensify

¹⁹See footnote 2

²⁰See footnote 2

advocacy and resource mobilizations and 4) increase awareness of the need for a regional approach to address the effects of frequent and intense drought.²¹

During the implementation of this HIP, special attention will be given to relevant aspects related to food security, recovery and protection of livelihoods and DRR. Despite the fact that migration and displacement are not a major source of concern in the SAIO Region, displaced people should be considered particularly vulnerable, hence a priority target. Special attention will be given also to advocacy.

The strategy governing this HIP is based on three pillars:

1. Humanitarian Food Assistance and Nutrition;
2. Targeted Disaster Risk Reduction;
3. Multi-sector response to any natural and man-made hazards affecting the region.

Pillar I: Humanitarian Food Assistance and Nutrition

In line with ECHO policies and in response to the current El Niño in the region, this pillar aims primarily to the following two sub-pillars:

First Priority: Humanitarian food assistance during 2016/2017 lean season. Ensure the consumption of sufficient, safe and nutritious food to avert excessive mortality, high rates of acute malnutrition and detrimental coping mechanisms.

Second Priority: To promote the restoration of self-reliance and recovery of livelihoods threatened by recent crises while contributing to resilience.

This HIP prioritises two sets of activities to meet the humanitarian needs under this pillar of the HIP. However, financial support will be awarded by ECHO by priority to the first set of activities ("first priority"); activities belonging to the second set ("second priority") should only be considered by ECHO for financial support in the event where sufficient appropriations are made available to ECHO in the course of the year. While ECHO's Humanitarian Partners are free to submit at this stage, proposals covering both sets of activities, no expectations whatsoever can be entertained by ECHO's Humanitarian Partners as to the possible financing of second priority activities on the basis of this version of the HIP. In the event where additional appropriations are made available, a revised version of this HIP will be published in response to which Partners will be invited to submit proposals for new actions or modification requests to existing actions, as the case may be.

First Priority: Humanitarian food assistance during 2016 - 2017 lean season

Under decision ECHO/SF/BUD/2016/91000 EDF El Niño Decision, ECHO is already supporting food assistance interventions in seven countries (Angola, Lesotho, Madagascar, Malawi, Mozambique, Swaziland, and Zimbabwe).

Under this HIP, sub-pillar 1) remains the main priority of the food assistance response through scaling-up of existing response.

²¹Joint EC, FAO, FEWS NET and WFP Statement on El Niño Impact in Southern Africa February - 2016- available at <http://www.fews.net/southern-africa/alert/february-2016>

All the countries in the SAIO Region are potentially beneficiaries of this pillar. However, particular attention is given to Lesotho, Madagascar, Malawi, Mozambique, Swaziland and Zimbabwe.

Estimated number of food insecure people requiring international food assistance: 12.3 million.²²
Estimated number of ECHO beneficiaries: 2 million.

ECHO will prioritize actions that demonstrate clear targeting of the most vulnerable people and operates at significant scale. The decision to fund interventions will be based on criteria that include:

- *The relative severity and scale of food and nutrition insecurity of the targeted area;*
- *The unmet food and livelihood needs based on indicators of food consumption, availability of and access to nutritious food, coping strategies, and malnutrition rates;*
- *Capacity of partners to swiftly scale-up existing food assistance interventions with the highest cost-efficiency in delivering the assistance;*
- *Funding gaps of international and government humanitarian response.*

ECHO will prioritize actions that allow vulnerable groups to access nutritious food in sufficient quantities. Delivery of assistance should prioritise cost-efficiency, intended as the net value actually transferred to the beneficiaries over the total cost of the action. Partners will need to specify the total net amount transferred to the beneficiaries.

Response Analysis to Support Modality Selection for all Resource Transfers is mandatory. ECHO will support the most effective and efficient modality of providing assistance. However, in line with World Humanitarian Summit commitments, ECHO will endeavour to increase cash-based interventions (CBT) in the interests of cost efficiency and effectiveness gains. The questions ‘why not cash’ and ‘if not now, then when’ should be asked before modalities are selected. Should other modalities be selected, partners should provide sufficient information on the reasons about why CBT is excluded and an alternative modality proposed. Partners should ensure coordination and complementarities with national safety nets. When calculating the amount transferred to beneficiaries, partners should take into account prices of the food and basic non-food commodities including eventual national subsidies. Partners may consider different amounts during the season to meet one-off non-food needs of the households.

Although the entry point remains food and nutrition security, ECHO will prioritize actions designed as multipurpose cash transfers (MPCT) *corresponding to the amount of money that a household needs to cover, fully or partially, their basic food and non-food needs, calculated over a minimum expenditure basket (MEB), that the local market and available services are able to meet appropriately and effectively.*

For current emergency response, the most cost efficient, innovative, swift and scalable delivery mechanism should be considered. Common electronic / mobile delivery platforms will be preferred.

Unless properly justified and necessary to achieve the food assistance and nutrition objectives, unconditional transfers should be preferred. In case of Cash for Work (CFW), partners will have to demonstrate the contribution to resilience of the infrastructures constructed/rehabilitated and their capacity to ensure quality and technical standards.

²²As per RIASCO – see footnote 5

Food utilization is a pillar of food security that should be an inherent part of any food assistance action.

Nutrition programming will be implemented where nutrition needs are clearly identified, but also where justified by the analysis of the risks and vulnerabilities. The entry criteria are the ones defined in ECHO Nutrition policy. Nutrition causal analysis is encouraged to help identify the main determinants of under-nutrition and guide the development of multi-sector projects. A multi-sectorial approach to address under-nutrition is recommended in particular taking into account health and WASH in nutrition.

Nutrition interventions will be implemented following the national guidelines, if available. Community-based approaches such as the Community Management of Acute Malnutrition (CMAM) and integration of nutrition programming into the existing health services is strongly encouraged. Considering the current crisis and limited funds, priority has to be given to treatment of severe acute malnutrition (SAM). It is strongly recommended to assess and promote Infant and Young Children Feeding (IYCF) practices in all nutrition programs, so as to reduce the incidence of malnutrition.

Second Priority: Restoration of self-reliance, livelihood recovery and contribution to resilience

After two consecutive under-performing rain-fed agriculture seasons, the livelihood of rural populations has been deeply eroded. After the 2017 harvest, once the peak of the food security crisis is over, rural populations will need to be supported to recover their livelihood and self-reliance.

Given the magnitude of the current crisis and the priority to respond to the immediate humanitarian food assistance needs in term of food consumption and nutrition (pillar I.i) during the 2017 lean season, ECHO will only support actions focusing on recovery when its added value and synergy with existing long term rural development and resilience programs are evident and justified by partners.

Actions should be framed into joint development – humanitarian frameworks with a clear objective of recovering the livelihood and reducing future vulnerability of the most vulnerable households and communities.

Partners should provide analyses of the socio-economic feasibility, sustainability and disaster-proofness of the economic activity (agricultural, livestock or off-farm). Its economic return should be achievable and measurable vs. the external investment provided by the action.

Training will be supported where transferred skills are innovative, non-present and essential to the success of the economic initiative. The training must be cost-efficient (for a limited time, low cost and in collaboration with the private sector).

ECHO may consider supporting rapid response/crisis modifier components of long term resilience and development programs, with the aim to protect livelihood assets and development gains in case of shocks.

In drier areas of the SAIO region, livestock remains the main livelihood and key household asset, without mentioning its importance for the national economies. After two consecutive dry seasons, the sector is severely affected by depleted pastures and scarce water sources in addition to outbreaks of foot and mouth, Rift Valley Fever and anthrax diseases. ECHO will support cost efficient actions with a direct impact in protecting and recovery of livestock assets from shocks.

Pillar II: Disaster Risk Reduction

ECHO, through various funding instruments, has been responding to disasters and supporting DRR initiatives in SAIO region. It is time to capitalize on lessons learnt 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 ECHO response projects that will strengthen a system to avoid future humanitarian needs by reducing risk to vulnerable populations.

The funds for the targeted DRR activities of this pillar are principally targeting Madagascar, Malawi and Mozambique. Priority will be given to local / country level based actions where ECHO has comparative advantages. Regional actions can also be considered aiming to support synergies at local, country and regional level and in line with the priorities of the SADC Disaster Preparedness and Response Strategy.

Components to be considered for funding will include:

- Setting up / improving / strengthening of *integrated* and *functional* Early Warning Systems (EWS) that effectively operate at the local level, that are owned by local population and that link with district, national and regional EWS;
- Strengthening the capacity of communities and local institutions to prepare and respond to rapid onset disasters;
- Promoting and developing interlinked local, district, national, regional contingency plans;
- Mapping of current hazards, vulnerabilities and risks as part of DRR plans;
- Cash transfer preparedness: Particular importance is given to activities aiming at setting common registration, identification and scalable delivery mechanisms for cash transfer programs (particularly MPCT) for preparedness and rapid response in case of future crisis; Particular emphasis is given to common electronic / mobile identification and delivery platforms and links with existing social protection / social safety nets;
- Improvement of Water and Sanitation particularly in respect of risk of cholera epidemics;
- Improving access to schools during natural disasters and providing children education related to DRR;
- Primary health/epidemics prevention, monitoring and response (EWARS)
- Advocacy and promotion of Joint Humanitarian Development Frameworks (JHDF) and fund raising with medium / long term development actors;

- Regional actions for coherence across countries, in collaboration with SADC and other Regional organizations, for policy dialogue at the political level.

This HIP should not solely focus on preparing and responding to disasters, but also on contributing to a larger, longer term resilience vision of vulnerable communities in crises/disaster prone areas to withstand, adopt and quickly recover from stresses and shocks.

ECHO supported actions, should be risk informed and able to relate with the INFORM Risk Index to enable them define preparedness measures, for readiness to respond to potential disasters while aligning themselves to the country-specific Action plans/strategies and to the priorities of the Sendai Framework for DRR (2015-2030).

Coordination measures among partners working in the same locality, synergies/linkages with long term developmental actors/donors, accountability for effectiveness in strengthening community and national capacities to prepare and respond to disaster risks, are crucial at all phases of programming.

All DRR must be inclusive, accountable and result in tangible reduction of risk for vulnerable people and communities.

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

Pillar III: Response to emerging humanitarian needs

The region is exposed to various hazards, and the need for an emergency response to rapid on-set natural and man-made disasters cannot be ruled out.

All actions should therefore include "crisis modifiers" incorporating contingency plans to adapt to emergency response in case of a sudden crisis. The crisis modifiers will allow first response while waiting for eventual additional resources; Ad-hoc decisions would be conditional upon budgetary availability and a modification of the HIP.

Any eventual emergency response would consider a multi-sectorial approach including WASH, shelter, health, protection and any other relevant sectors based on the needs of the affected population.

The following applies to all the pillars of this HIP.

- "**Crisis modifiers**" should be included in all proposals under pillars I & II of this HIP to allow to respond to life-saving needs in the immediate aftermath of a rapid-on-set disaster. The crisis modifier should incorporate a contingency plan and financial allocation. It should be activated when a partner has an added value as first responder.
- All the actions considering transfer of resources should incorporate a solid **grievance mechanism**; it should be separate from the implementing structure to avoid: i) conflict of interest; ii) ensure systematic treatment of the cases; and, iii) to safeguard the confidentiality of the whistle blower and the victim.
- All actions funded under this HIP (except targeted DRR) should integrate DRR. **Integrated DRR** is where ECHO humanitarian interventions are informed on existing and future risks; moreover, interventions should be designed in order to be durable and

disaster proof and attentive in not increasing exposure and vulnerability of beneficiaries. All ECHO beneficiaries and activities should be appropriately protected from hazards and shocks – according to their likelihood of occurrence, intensity and possible impact.

- Whenever possible and appropriate, ECHO encourages partners to design their intervention based on **multipurpose cash transfers (MPCT)**.
- In several countries of the SAIO Region, DEVCO supports social protection systems. **Social protection/social safety nets** should be considered in light of complementarities between humanitarian short term assistance and poverty/chronic vulnerability alleviation systems. ECHO encourages using/supporting national electronic platforms for targeting, registration and delivery of beneficiaries for current and future emergency responses and to avoid creation of parallel system, whenever possible. For this reason, whenever possible, the use of existing social protection system with the possibility to expand it either vertically (amount transferred) or horizontally (targeted beneficiaries) will be prioritized, provided that the targeting criteria and the delivery modality, amount and timeliness of the existing system are adequate in responding to the humanitarian needs.
- **Innovation.** Innovative approaches are encouraged, especially for: i) DRR related activities; ii) common targeting/identification/delivery mechanisms for CBT; iii) grievance / accountability systems. Collaborations with research institutions and private sectors and corroborated by solid scientific documentation are encouraged.
- **Multi-sectoral and multi-level approaches** guarantee better impact. ECHO, in close collaboration with EU Delegations in the SAIO Region, EU Member States and other key stakeholders and in support of the national governments existing programmes, wishes to contribute to resilience-building through community-based approaches. To the extent possible, responses should be implemented in close collaboration with governments and other national counterparts primarily, and also with regional initiatives, and should aim at identifying opportunities to reinforce community management and durable solutions. All sectorial interventions should be consistent with ECHO guidelines for the sector.
- **Community-based approach.** In all sectors, interventions should adopt a community-based approach in terms of defining viable options to effectively help increase resilience and meet basic needs among the most vulnerable.
- Aspects of **protection and gender** should be clearly mainstreamed in any action proposed in line with the ECHO policies.
- Partners will be expected to ensure full compliance with **visibility** requirements and to acknowledge the funding role of the EU/ECHO, as set out in the applicable contractual arrangements.

Please do refer to the technical annexes for further clarification on the expected elements to be incorporated in proposed actions and prioritization.

4. LRRD, coordination and transition

1) *Other ECHO interventions*

In 2014, a regional DIPECHO HIP (IV Action Plan) has been adopted for an amount of EUR 7.26 million, covering a period of two years (2014 and 2015). In 2015, a EUR 3 million emergency

decision has been launched to respond to the floods in Madagascar, Malawi and Mozambique, followed by an ad hoc EUR 5 million decision to support the post-floods early recovery process in these countries. In 2016 a EUR 5 million was allocated to DRR actions for a period of two years (2016 and 2017). In 2015-2016, in response to El Niño food and nutrition insecurity EUR 52 million have been allocated for food assistance (EDF funds). In addition, through the International Red Cross Federation, DREF²³ allocations are often implemented in the SAIO Region. Small Scale Humanitarian Response to Disasters and Epidemics Decisions are also frequently used.

2) *Other concomitant EU interventions (e.g. IcSP)*

ECHO and other EU services are committed to timely exchange of information and coordination of short, medium and long term humanitarian and development actions in line with the Action Plan for Resilience in Crisis-Prone Countries 2013-2020. The process is already on-going, engaging ECHO Field Offices and the EU Delegations in the SAIO Region. EU Delegations staff often take part in ECHO field assessment missions and consultations with the 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)*

As per SADC appeal, to date USD 360 million has been made available by other donors and governments. ECHO will advocate other donors to increase their contribution to the regional appeal. In line with systematic and holistic approach to building resilience in risk-prone contexts, continuous efforts will be put forward to seek durable solutions and sustainable results. ECHO and its partners will remain pro-active in cooperation with main stakeholders at national and regional levels and through collaboration with development partners on the ground. That would ensure a combination of both development and humanitarian perspectives with the aim to achieve the best outcome of the programmes.

4) *Exit scenarios*

When the El Niño and its effects will end and upon restoration of a normal agricultural cycle the need for humanitarian food assistance in the region is expected to decrease. Along with stabilized decrease of indicators under the emergency thresholds, this will represent, in line with the HFA ECHO policy, the exit scenario of food assistance interventions.

ECHO recognizes the comparative advantages of long term strategies and interventions to address the underlying causes of vulnerability. Resilience, targeted and integrated DRR actions will have to develop at the start clear links with medium / long term development plans, both at local and regional level, to ensure the continuation and the scaling up of what is initiated with ECHO funds.

ECHO and the EU Delegations have made significant progress towards LRRD and many actions initiated by ECHO have been taken over by the EU Delegations and other development donors. ECHO has been fully involved in the preparation of the 11th EDF programming, where humanitarian concerns have been duly considered in view of a structural solution. Examples can be found in the NIP Zimbabwe, where the specific objective of enhancing resilience, food security and reducing under-nutrition in children has been included; in the NIP Madagascar, which has among specific objectives the improvement of food and nutrition security and the resilience of rural populations; in the NIP Mozambique, including a specific objective for improving food security and

²³Disaster Relief Emergency Fund.

nutrition status and finally in the NIP Malawi, with a large Sustainable Agricultural component which will encompass nutrition, agri-business and resilience to the effects of climate change. At regional level, the 11th EDF RIP for Eastern and Southern Africa and Indian Ocean includes among specific objectives the reinforcement of food security and the Disaster Risk Management for the Indian Ocean islands states.