



**Humanitarian Aid Decision**  
**F9 (FED9)**

Title: Humanitarian aid for vulnerable populations suffering the effects of drought in Mozambique

Location of operation: MOZAMBIQUE

Amount of Decision: EUR 2,000,000

Decision reference number: ECHO/MOZ/EDF/2006/01000

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**Explanatory Memorandum**

**1 - Rationale, needs and target population.**

1.1. - Rationale :

Mozambique's geographic location, with its 2.900 km Indian Ocean coastline, and criss-crossed by several of Africa's major rivers as they flow into the ocean, predisposes it to various climatic phenomena such as erratic rainfall patterns, cyclones, floods and drought along its three geographic regions (North, Central and South). These phenomena can co-exist in a paradoxical and cyclical situation where there are floods in certain areas of the country, whilst at the same time, other areas are subject to drought. Meteorological records show that flooding usually occurs during the rainy season, mainly during the months of October to April. Records of cyclones, dating from 1946, show that these also generally occur around the same time of the year along the coastline of Mozambique, with some occasionally moving inland. Historical references to drought show that the country habitually suffers from extremely dry conditions approximately every ten years with its greatest impact in the semi-arid areas of the country. In a typical example of this drought/flood cycle, two years of massive flooding in 2000 and 2001 gave way to a lower than usual rainfall in the southern and central regions of the country from the beginning of 2002. The 2003/2004 rainy season was characterized by irregular and insufficient rains in the south and central regions of the country, with overall good rains in 2004/2005. The latest SARCOF<sup>1</sup> climate forecast for the 2005/2006 rainy season indicates below-average rainfall, with chances of cyclones along the coastal areas. The prolonged drought that has continued right up to the 2005/2006 rainy season – and which is contributing to the extreme

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<sup>1</sup> Southern African Regional climate forecasting office  
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vulnerability which this decision seeks to address - therefore looks set to continue in these semi-arid areas. At the same time, and in a separate development, heavy rain in Malawi and more northerly areas of Mozambique has resulted in considerable localized flooding further north during January.

The exceptional maize harvest in the southern provinces in 2004 - a result of widespread planting prompted by continuous rains from January to April 2004 - was not repeated in 2005. In the north, however, although the rains were not as well distributed as in 2004, they were heavier and more than adequate to support slightly improved maize production from a slightly increased area. In the central region, where cereal production varied from above to below last year according to location and crop, rains started and finished earlier in a season characterised by heavy rains and dry spells. Overall, though maize production in Mozambique is only very slightly (about 1 %) lower than last year at 1,403,000 tonnes, the performance of maize in the three southern provinces (Inhambane, Gaza and Maputo) throughout both sowing seasons has been much worse than in the north, resulting in a 45.7 % reduction in the estimated regional harvest. On aggregate, cereal production (maize, sorghum, millet and paddy rice) is estimated to be 3 % lower than last year at 1,920,233 tonnes, though production of both millet and sorghum have declined severely in the south by 42 % and 37 % respectively and by 40 % and 26 % in the central provinces.

The marked regional differences in maize production and consumption, coupled with the high cost of moving the crop from the surplus northern and central provinces to the deficit south, are reflected in the high price differentials among regions. In October 2005, for example, the price of maize in the southern Maputo market was double that in the central provinces of Manica and Tete. Maize prices have been undergoing a seasonal decline in central and northern regions since March 2005, owing to this year's satisfactory harvest there. However, in the south and other drought affected market areas of the centre, prices are rising as a result of the poor harvest in 2005. Maize prices in the northern provinces of Mozambique are expected to increase as a result of the stronger demand from bordering southern provinces of Malawi, where harvests have also been reduced. Such inefficient and imperfect market structures and poor road networks further exacerbate food insecurity, as surpluses produced in the northern parts of the country cannot be economically transferred to the south. This situation looks, however, set to improve over the next few years, as funding for the construction of a road bridge over the Zambezi at Caia has now been secured to complete the main north/south road artery.

Against a background of general chronic food insecurity (54 % of Mozambique's population are living below the poverty line) in May 2005, the Vulnerability Analysis Group of the Technical Secretariat for Food Security and Nutrition of the Government of Mozambique (SETSAN-VAC) carried out an assessment on the ground, which identified a total of 428,234 people in situation of extreme food insecurity and in need of immediate food aid assistance, with a further 159,265 said to be at risk. These figures were similar to those of 2002 and 2003, with a marked fall in 2004<sup>2</sup>, and were – in the relative context of Mozambique and the wider sub-region – not considered to be particularly alarming.

As the drought continued through the latter part of 2005, however, and the price of maize and other basic foodstuffs sharply increased (30-100 %) from June to October 2005, SETSAN-VAC carried out a second assessment in October which identified 801,655 people (4.4 % of the population) in a situation of extreme food insecurity, and in need of food aid until March 2006. The worst hit province is Tete (198,000 people affected), followed by Gaza and

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<sup>2</sup> 590.000 in 2002, 659.000 in 2003, 108.000 in 2004  
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Inhambane (146,000 and 119,000 respectively). Significant numbers of households were found to be in desperate need and having to resort to negative survival alternatives, such as reducing the frequency of meals per day (caloric intake) and selling animals beyond the normal turnover.

The assessment was conducted in conjunction with a nutrition survey, as the country has a high chronic malnutrition rate among children under five (41 % in 2003), with no progress noted between 1997 and 2004. Preliminary results of the survey show that chronic malnutrition remained static at 36 % and underweight prevalence at 26 % among children under three years of age. Stunting amongst children suffering from chronic malnutrition is highest in the north (which is not affected by the drought) and lowest in the central and southern regions (most affected by the drought), which indicates that there is no direct correlation between chronic malnutrition and the drought.

Indeed, the SETSAN-VAC evaluation of October 2005, carried out in 35 districts in 11 provinces to assess the level and complexity of the vulnerability of the affected population, concluded that the most critical problem affecting the nutritional status of the most vulnerable was the lack of water, with up to 600,000 people being affected. The lack of access to quality water results from depletion of groundwater and subsequent drying of a significant number of shallow wells. This situation, combined with existing poor hygiene practices, is resulting in people using contaminated water, spending more time fetching water and reducing or stopping use of water for sanitation and hygiene purposes. This in turn leads to greater spread of water and sanitation-related disease, such as cholera, which is endemic in Mozambique.

The majority of those people badly affected by the drought live in the semi-arid areas in the south which traditionally have not been used for agricultural production due to unfavorable climatic conditions and very poor soil. People migrated to those areas in order to have their homes closer to the mining industry in South Africa, where male family members found work to provide for their families, who purchased food rather than grew it. As time has passed, however, there has been less and less work for them in South Africa, where many have contracted and brought back HIV/AIDS. Many households are therefore deprived of wage earners and livelihoods, burdened by disease, and struggling to cope in the harsh conditions of these semi-arid areas. These most vulnerable are often mixed together with others who have retained their livelihoods and are therefore better off, which makes it extremely difficult to identify and target them.

HIV/AIDS constitutes a major development threat to Mozambique with rapidly increasing prevalence rates. In 2004, 16.2 % of Mozambicans between 15 and 49 years of age were living with HIV or AIDS. The epidemic is exacerbated by gender disparities, poverty and limited access to basic social services and information.

## 1.2. - Identified needs :

The food insecurity situation in parts of Southern and Central regions of Mozambique, though real, is structural and chronic. It cannot therefore be tackled by short term interventions such as those funded by DG ECHO, but only by longer term programmes and holistic approach. The Government needs to take this longer-term approach, and see - and tackle - the food security problem from this perspective and not just as a series of humanitarian crises.

DG ECHO can, however, contribute to tackling the immediate humanitarian needs of the most vulnerable population groups affected by drought by supporting emergency water and sanitation interventions to enhance their nutritional status, prevent disease and improve physical access to safe water and environmental sanitation conditions for communities, schools and health centres in drought affected areas in the south and central regions of the country. It should be noted here that nationally, only 36 % of the population has access to safe drinking water.

Water and sanitation interventions will particularly focus on the rehabilitation of existing water points and latrines, and on chlorination and hygiene activities, including training in the use and maintenance of same. In cases where existing water points have dried up, are beyond repair or are too far away for local populations to reasonably obtain their supply, the creation of new water points – such as the drilling of boreholes – may be considered after due examination of the environmental impact. These types of intervention are fully in line with the findings of the SETSAN-VAC and other field assessments conducted. They provide a response to the immediate impact of the drought on health, whilst also laying the basis for long term solutions by increasing awareness of safer hygiene practices, providing community training for maintenance and management of water supply facilities.

### 1.3. - Target population and regions concerned :

This decision will support interventions targeted at the most vulnerable population groups, mainly in the southern and central regions of Mozambique affected by the drought. Among the more than 800,000 people estimated to be particularly at risk, DG ECHO-funded interventions will be specifically aimed at preventing a further deterioration of the humanitarian situation of the most vulnerable groups, including child-, and grandparent-headed households. In view of the high percentage of children under 5 estimated to be at risk, it is fair to say that children will be the major beneficiaries of this decision.

### 1.4. - Risk assessment and possible constraints :

Humanitarian interventions in Mozambique generally do not encounter major risks due to security or access, though some roads may be impassable in January-March due to localized flooding. There is the possibility of landmines left over from the civil war being displaced by flooding, though this cannot be considered to be a generalized risk.

In terms of constraints, longer-term funding is essential in order to extend and ensure the sustainability of DG ECHO- funded interventions. These latter are no substitute for a wider sectoral approach in the water and sanitation sector.

## **2 - Objectives and components of the humanitarian intervention proposed:<sup>3</sup>**

### 2.1. - Objectives :

Principal objective:

To mitigate the effects of drought on vulnerable populations in Mozambique

Specific objective:

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<sup>3</sup> Humanitarian aid operations funded by the Commission are implemented by NGOs and the Red Cross organisations on the basis of Framework Partnership Agreements (FPA) (in conformity with Article 163 of the Implementing Rules of the Financial Regulation) and by United Nations agencies based on the Financial and Administrative Framework Agreement (FAFA). The standards and criteria established in Echo's standard Framework Partnership Agreement to which NGO's and International organisations have to adhere and the procedures and criteria needed to become a partner may be found at [http://europa.eu.int/comm/echo/partners/index\\_en.htm](http://europa.eu.int/comm/echo/partners/index_en.htm)

To provide access to safe water and prevent water-borne diseases by supporting emergency water and sanitation interventions

## 2.2. - Components :

Water and sanitation interventions, including the rehabilitation of existing boreholes, water tanks, shallow wells, etc.; rehabilitation or construction of latrines, hand washing and laundry facilities for households, communities, schools and health centres; where strictly necessary, drilling of new boreholes after environmental analysis; chlorination of water sources; distribution of soap, water purification tablets and other hygiene items; public health and hygiene education; training in the management and maintenance of water points.

These activities are essential to prevent a deterioration of the nutritional and health status and to prevent the spread of water-borne diseases.

In view of the heavy burden of HIV/AIDS in the targeted areas, all interventions will include a component of HIV/AIDS awareness activities.

### **3 - Duration expected for actions in the proposed Decision:**

The duration for the implementation of this Decision shall be 12 months. Humanitarian operations funded by this decision must be implemented within this period.

Expenditure under this Decision shall be eligible from 01 March 2006. This will mean that the worst of the potential flood season is likely to be over, in order to allow smooth implementation of the interventions. The 12-month duration of the decision will allow the Delegation sufficient time to prepare a longer-term programme to build on this one.

Start Date : 01 March 2006

If the implementation of the actions envisaged in this Decision is suspended due to *force majeure* or any comparable circumstance, the period of suspension will not be taken into account for the calculation of the duration of the humanitarian aid operations.

Depending on the evolution of the situation in the field, the Commission reserves the right to terminate the agreements signed with the implementing humanitarian organisations where the suspension of activities is for a period of more than one third of the total planned duration of the action. In this respect, the procedure established in the general conditions of the specific agreement will be applied.

### **4 - Previous interventions/Decisions of the Commission within the context of the current crisis**

The European Commission is managing a substantial programme of funding transport infrastructure, macro-economic support and health interventions in Mozambique from the 9<sup>th</sup> EDF (EUR 329 million, "A" and "B" envelopes combined for 2002-2007), whilst the Food Security Budget Line funds a Multi-Annual Food Security Programme averaging EUR 15 million annually. The National Indicative Programme for the 9<sup>th</sup> EDF (Country Strategy

Paper for Mozambique) states that if the FSBL funds are not sufficient, then part of the 9<sup>th</sup> EDF funds might need to be reprogrammed to offset such unexpected shortages. The decision was taken at the Mid-Term Review to do just that, and EUR 35 million was earmarked from EDF funds for food security interventions. It is expected that part of this sum will fund a longer-term water and sanitation programme to follow on from and expand on DG ECHO-funded interventions within the context of the LRRD process.

DG-ECHO has not been called upon to fund humanitarian interventions in Mozambique since 2001.

## 5 - Other donors and donor co-ordination mechanisms.

Many donors, including a large number of Member States, are present in Mozambique, who have built up very close coordination and capacity building mechanisms with the Government. Moreover, many of the numerous international agencies participate in these coordination fora. The two which are most active in the area of food security/vulnerability are the SETSAN network (Technical Secretariat for Food Security and Nutrition) and the National Institute for the Management of Disaster Management (Instituto Nacional pela Gestão das Calamidades or INGC).

The European Commission's Humanitarian Aid Directorate-General (DG ECHO) works in close cooperation with other Commission services and coordinates its activities with the EC Delegation in Maputo.

Donors in MOZAMBIQUE the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria		ECHO	0		
Belgium		Other services			
Cyprus					
Czech republic					
Denmark					
Estonia					
Finland					
France					
Germany	663,390				
Greece					
Hungary					
Ireland	55,000				
Italy	200,000				
Latvia					
Lithuania					
Luxemburg					
Malta					
Netherlands					
Poland					
Portugal	300,000				
Slovakia					
Slovenia					
Spain	500,000				
Sweden	88,700				
United kingdom					
Subtotal	1,807,090	Subtotal	0	Subtotal	0
		Grand total	1,807,090		

Dated : 17/01/2006

(\*) Source : ECHO 14 Points reporting for Members States. <https://hac.cec.eu.int>

Empty cells means either no information is available or no contribution.

## 6 - Amount of decision and distribution by specific objectives:

6.1. - Total amount of the decision: EUR 2,000,000

### 6.2. - Budget breakdown by specific objectives

<b>Principal objective:</b> To mitigate the effects of drought on vulnerable populations in Mozambique				
<b>Specific objectives</b>	<b>Allocated amount by specific objective (EUR)</b>	<b>Geographical area of operation</b>	<b>Activities</b>	<b>Potential partners<sup>4</sup></b>
Specific objective 1: To provide access to safe water and prevent water-borne diseases by supporting emergency water and sanitation interventions	2,000,000	South and south-central provinces	Rehabilitation of existing boreholes, water tanks, shallow wells, etc.; Rehabilitation or construction of latrines, hand washing and laundry facilities for households, communities, schools and health centres; where strictly necessary, drilling of new boreholes after environmental analysis; chlorination of water sources; distribution of soap, water purification tablets and other hygiene items; public health and hygiene education; training in the management and maintenance of water points.	- CARE - AUT - CUAMM - GERMAN RED CROSS - INTERMON - UN - UNICEF - BEL - WORLD VISION DEU
<b>TOTAL:</b>	2,000,000			

<sup>4</sup> CARE OESTERREICH - VEREIN FÜR ENTWICKLUNGSZUSAMMENARBEIT UND HUMANITÄRE HILFE, DEUTSCHES ROTES KREUZ, INTERMON OXFAM (E), MEDICI CON L'AFRICA (ITA), UNICEF, WORLD VISION, (DEU)



## **7 - Evaluation**

Under article 18 of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid the Commission is required to "regularly assess humanitarian aid operations financed by the Community in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent operations." These evaluations are structured and organised in overarching and cross cutting issues forming part of ECHO's Annual Strategy such as child-related issues, the security of relief workers, respect for human rights, gender. Each year, an indicative Evaluation Programme is established after a consultative process. This programme is flexible and can be adapted to include evaluations not foreseen in the initial programme, in response to particular events or changing circumstances. More information can be obtained at:

[http://europa.eu.int/comm/echo/evaluation/index\\_en.htm](http://europa.eu.int/comm/echo/evaluation/index_en.htm).

**COMMISSION DECISION**  
**on**  
**the financing of humanitarian operations from the 9th European Development Fund**  
**in**  
**MOZAMBIQUE**

**THE COMMISSION OF THE EUROPEAN COMMUNITIES,**

Having regard to the Treaty establishing the European Community,  
Having regard to the ACP-EC Partnership Agreement signed in Cotonou on 23 June 2000, in particular Article 72 thereof,

Having regard to the Internal Agreement of 18 September 2000 on the Financing and Administration of the Community Aid under the Financial Protocol to the Partnership Agreement between the African, Caribbean and Pacific States and the European Community and its Member States signed in Cotonou (Benin) on 23 June 2000, in particular Articles 24.3.a and 25.1 thereof,

Whereas:

- (1) There has been a prolonged drought in Mozambique since 2002, with areas in the south and south-central parts of the country most affected ;
- (2) More than 800,000 people are said to be in a situation of extreme food insecurity, with more than 600,000 of these lacking access to safe water ;
- (3) The vulnerability of the poorest segments of the population is exacerbated by HIV/AIDS, and water-borne diseases such as cholera, which is endemic in Mozambique ;
- (4) An assessment of the humanitarian situation leads to the conclusion that a humanitarian aid operation should be financed by the Community for a period of 12 months.
- (5) In accordance with the objectives set out in Article 72 of the ACP-EC Partnership Agreement and Article 25.1 of the Internal Agreement it is estimated that an amount of EUR 2,000,000 from the 9th European Development Fund, representing less than 25% of the National Indicative Programme, is necessary to provide humanitarian assistance to populations directly affected by the drought.
- (6) The Commission will inform the EDF Committee set up by the Internal Agreement with ex-ante information according to the criteria laid down in Articles 24.3(a) and 24.5 of the Internal Agreement.

HAS DECIDED AS FOLLOWS:

*Article 1*

1. In accordance with the objectives and general principles of humanitarian aid, the Commission hereby approves a total amount of EUR 2,000,000 from the 9th European Development Fund for humanitarian aid operations to assist vulnerable people directly affected by the drought in MOZAMBIQUE.

2. In accordance with Article 72 of the ACP-EC Partnership Agreement, the humanitarian operations shall be implemented in the pursuance of the following specific objective:

To provide access to safe water and prevent water-borne diseases by supporting emergency water and sanitation interventions.

The total amount of this decision is allocated to this objective.

*Article 2*

1. The implementation of humanitarian aid operations funded by this Decision shall have a maximum duration of 12 months from 01 March 2006.

2. Expenditure under this Decision is eligible from 01 March 2006.

3. If the operations envisaged in this Decision are suspended due to *force majeure* or comparable circumstances, the period of suspension will not be taken into account for the calculation of the duration of the humanitarian aid operations.

*Article 3*

The decision shall take effect on the date of its adoption.

Done at Brussels,

For the Commission

Member of the Commission