HUMANITARIAN IMPLEMENTATION PLAN (HIP)

Regional DIPECHO HIP for Southern Africa and Indian Ocean

*The activities proposed hereafter are still subject to the adoption of the financing decision ECHO/WWD/BUD/2014/01000*

AMOUNT: EUR 7 000 000

1. Context

The previous regional DIPECHO HIP for Southern Africa and Indian Ocean 2012-2013 was covering Madagascar, Malawi, Mozambique and Namibia. During the period of implementation of the programmes under this funding, several financing decisions were approved to address emergency needs arising from drought (Angola, Lesotho, Malawi and Zimbabwe), floods (Lesotho, Mozambique) and cyclones (Madagascar) cross-out the region. The situation on the ground confirms high vulnerability of the hazards exposed populations in the region and still lacking local capacity to prepare and response to disasters. DIPECHO-supported programmes under current HIP will incorporate, even stronger than in the previous years, resilience-based approaches, contributing to holistic development strategies framed within regional and national policies.

The DIPECHO HIP for 2014 has a regional coverage, with special focus on the countries where DG ECHO has been repeatedly reacting in emergency interventions - aiming at emergency preparedness and addressing the context specific vulnerabilities with *aim to enhance resilience of the hazards-exposed communities*.

The 2014 plan targets the three countries prioritized in the Global Facility for Disaster Reduction and Recovery (GFDRR) for this region: Madagascar, Malawi and Mozambique. In addition, Lesotho and Zimbabwe have been integrated because large proportions of the population have been recurrently affected by seasonal food insecurity in the last three years. Any other country in the region targeted by the regional DRR initiatives will also be considered in the perspective of preparedness.

The Southern Africa and Indian Ocean region is extremely vulnerable to weather hazards, namely tropical cyclones, floods, droughts and strong winds. There is lack of resilience to the climate extremes-related shocks that negatively affect highly sensitive livelihoods and economies. Repeated shocks erode communities’ ability to fully recover, leading to increased fragility and vulnerability to subsequent disasters. The vulnerability situation is further compounded by negative socio-economic factors prevailing in the region, such as high HIV prevalence rate, extreme poverty and high population density. **The nature and pattern of weather-related disasters is shifting and becoming unpredictable, increasing in frequency, intensity and magnitude as a result of climate change.**

Although some parts of the region have registered marked improvements in cereal crop production, due largely to government subsidies, food and vulnerability assessments indicate that rural populations continue to face critical food shortages due to reliance on rain-fed agriculture, declining soil fertility and land degradation.

According to the 2013 Human Development Index, some Southern African and Indian Ocean states are among the poorest countries of the world. Malawi, Zimbabwe and Mozambique rank
170, 172 and 185 respectively out of 186 countries. Madagascar and Lesotho are rated 151 and 158.

ECHO’s Integrated Analysis Framework for 2013-14 identified moderate to high humanitarian needs in Southern African and Indian Ocean region. The vulnerability of the population affected by the crisis is assessed to be high.

The table below illustrates the Global Needs Assessment (GNA) Vulnerability Index and Crisis Index per country.\(^1\)

<table>
<thead>
<tr>
<th>Country</th>
<th>GNA Vulnerability</th>
<th>GNA Crisis</th>
<th>Rank</th>
</tr>
</thead>
<tbody>
<tr>
<td>Zimbabwe</td>
<td>3</td>
<td>3</td>
<td>11 375</td>
</tr>
<tr>
<td>Malawi</td>
<td>2</td>
<td>3</td>
<td>11 062</td>
</tr>
<tr>
<td>Mozambique</td>
<td>2</td>
<td>3</td>
<td>11 062</td>
</tr>
<tr>
<td>Madagascar</td>
<td>2</td>
<td>2</td>
<td>7 938</td>
</tr>
<tr>
<td>Lesotho</td>
<td>2</td>
<td>2</td>
<td>7 875</td>
</tr>
</tbody>
</table>

2. Humanitarian Needs

The population in the Southern Africa and Indian Ocean region is mostly practicing subsistence agriculture largely dependent on rain; the food security of those populations is precarious in normal years and deteriorates fast in the years of climate related hazards. Sustainable recovery and development efforts are hampered in most cases by high frequency of disasters. The primary health concern and risk to lives is HIV/AIDS; special support is needed to at-risk groups.

According to the Global Assessment Report 2011 Madagascar and Mozambique are amongst the top 10 countries in the mortality risk index linked to cyclones. Over the last two years, Madagascar has been affected by 3 cyclones, one of them, Giovanna, affecting nearly 100 000 people. In 2011, Lesotho experienced its heaviest rainfall in 10 years resulting in most of the country being inundated. In 2012, the country was affected by severe drought which affected 700 000 people, representing two thirds of the population. In 2013 Mozambique was affected by severe floods resulting in 150 000 people being displaced.

With aim on capitalising on up to date experiences and lessons learned from the implemented DIPECHO programmes in Southern Africa and Indian Ocean, the current DIPECHO programme will continue to focus on local communities exposed to hazards and supporting institutions and organizations involved in disaster risk reduction/disaster management on regional, national and sub-national level.

\(^1\) Global Vulnerability and Crisis Assessment Final Index Rank, July 2013.
• Consolidation of the previous actions will be prioritised under this HIP, especially in Madagascar, Mozambique and Malawi.

• Priority will be given to actions addressing the effects of hydro-meteorological hazards: floods, tropical storms, cyclones, hurricanes and drought.

• When feasible, multi-hazard approaches will be encouraged. DG ECHO will continue to promote joint initiatives, alliances, synergies and consortiums of its partners in each country or regionally.

• Partners will be required to build synergies with longer term initiatives seeking sustainable solutions and funded by the EU and other donors and covering same geographical areas or addressing similar hazards.

• All actions must be aligned with national and/or regional DRR/disaster management legal, policy and planning frameworks and contribute to their implementation and consolidation.

3. HUMANITARIAN RESPONSE

1) National/local response and involvement

National governments and national Disaster Risk Management (DRM) authorities remain central to implementing DRR in the broader development agenda. In recent years a number of countries have strengthened their national DRM authorities and have formulated national policies, strategies and action plans. The institutional framework of the DRM agencies can often determine how strong national authorities are in coordinating between national ministries, UN organizations, international development partners and NGOs. However, low capacity, lack of decentralization and poor communication flow continue to hamper the effectiveness of these platforms, particularly as far as the community level is concerned.

2) International Humanitarian Response

Main donors involved in disaster preparedness/mitigation policies in the region are the United Kingdom’s Department for International Development (DFID) and the US’ Office for Foreign Disaster Assistance (OFDA), the World Bank and the EU. Most of the initiatives are framed within long-term development strategies and some have been recently integrated in wider climate change adaptation programmes.

3) Constraints and DG ECHO response capacity

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

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

Absorption capacity on the ground: Although there have been no major problems in terms of absorption, DG ECHO has observed insufficient capacity to deploy a scaled-emergency response.

4) Envisaged DG ECHO response and expected results of humanitarian aid interventions.
DG ECHO, through various funding instruments, has been responding to disasters and supporting DRR initiatives in SA/IO region. Climate change generates more severe weather-related events and the region faces new hazards and pressures such as population growth, urbanization, land degradation, as well as fragility related to political and socio-economic issues. Therefore, this HIP should not only contribute to better preparedness to disasters but also contribute to an effort to build resilience of the vulnerable communities in disaster-prone areas to withstand, to adapt and to quickly recover from stresses and shocks.

Lessons learned from engagement in the region advise a more strategic/longer term approach and DG ECHO is ready to fully engage in comprehensive, multi-sectoral and multi-level approaches that could guarantee better impact.

DG ECHO will operate in close collaboration with EU Delegations in the region, EU Member States and other key stakeholders and in support to the national governments existing programmes aligned with longer term strategies. To the extent possible, **DIPECHO programmes should be implemented in close collaboration with governments and other national counterparts and should aim at identifying opportunities to reinforce community management and durable solutions.**

DG ECHO-supported programmes should focus on areas where DG ECHO has been repeatedly reacting in emergency response.

The strategy governing this HIP is therefore based on two pillars:

A. **Emergency Preparedness** by building local capacities for sustainable weather-hazard preparedness and management. This should include seasonal preparedness plans, training, emergency stocks and rescue equipment, as well as support to Early Warning Systems.

B. **Empowering communities through multi-sectoral and multi-level approaches** with DRR mainstreamed as a central component and improved food and nutrition security as an outcome.

Recognizing that strengthening resilience lies at the interface of humanitarian and development assistance, DG ECHO partners should ensure that their strategies are aligned to national strategies and frameworks.

For DIPECHO the main measure for success is replicability. To the extent possible the results of the programme should be incorporated into national and regional DRM planning. This needs to be a key element of project design.

Humanitarian coordination is key for an effective and cost efficient international humanitarian response. For this reason, DG ECHO supports the Inter-Agency Standing Committee’s Transformative Agenda (ITA) process and invites partners to demonstrate their overall engagement in the implementation of its objectives. Inter alia, partners are encouraged to participate actively in humanitarian coordination mechanisms (such as the Humanitarian Country Team and Clusters, when applicable) and to allocate resources to foster the roll-out of the ITA.

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.
ECHO is in the process of reviewing the DIPECHO programme with the intention of developing it in a more strategic manner and building on the experience from previous exercises. This review will be completed in 2014 and projects may need to be re-assessed in light of the conclusions of this exercise.

4. LRRD, COORDINATION AND TRANSITION

1) Other DG ECHO interventions:

Besides the DIPECHO and Zimbabwe HIPs, EDF and DG ECHO reserve funds have been used to address the recurrent emergencies in the region. Between 2012 and 2013, DG ECHO utilized EUR 19.5 million from EDF budget and EUR 4 million from DG ECHO's reserve. In addition, through the International Red Cross Federation, DREF allocations are often implemented in the region. Small Scale Humanitarian Response to Disasters and Epidemics Decision are also frequently used. In total, about EUR 40 million were allocated for the region between 2012 and 2013.

2) Other services/donors availability:

In line with systematic and holistic approach to building resilience in risk-prone context, continuous efforts will be put forward to seek durable solutions and sustainable results. DG 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 to combine both development and humanitarian perspectives with the aim to achieve the best outcome of the programmes.

Mainstreaming the results of the programme is likely to require a long-term strategic engagement with national and regional authorities. For this reason financial support for mainstreaming is likely to be most appropriate from development donors and engagement with these donors should be sought from an early stage.

3) Other concomitant EU interventions:

DG 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 ongoing, engaging DG ECHO Field Office and the EU Delegations in the Southern Africa and Indian Ocean Region. EU Delegations staff takes often part in DG ECHO field assessment missions and consultations with the key stakeholders, leading to common analysis of crises and coherent and comprehensive joined-up response plans.

4) Exit scenarios:

DG ECHO and the EU Delegations have made significant progress towards LRRD. In Malawi some of the DRR initiatives have since been taken over by long term project funded by DFID. Regional feasibility study funded by DIPECHO to assess possibility of establishing a DRR School of Excellency has received funds through GFDRR. The school will improve capacity of government and NGO stakeholders in DRR issues. Introduction of short cycle seeds throughout the region has also assisted communities to harvest before peak drought and cyclone seasons.

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2 Disaster Relief Emergency Fund
DG ECHO has been fully involved in the preparation of the 11th EDF programming, where humanitarian concerns have been taken in duly consideration in view of a structural solution. LRRD efforts will intensify now particularly in all the DRR aspects which can be connected to longer term strategies.