



EUROPEAN
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COMMISSION DECISION

of 2.12.2015

**financing humanitarian actions in Southern Africa from the 11th European Development
Fund**

(ECHO/-SF/EDF/2015/01000)

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THE EUROPEAN COMMISSION,

Having regard to the Treaty on the Functioning of the European Union,

Having regard to Council Regulation (EU) 2015/322 of 2 March 2015 on the implementation of the 11th European Development Fund¹ and in particular Article 9(3) thereof,

Having regard to Council Regulation (EU) 2015/323 of 2 March 2015 on the financial regulation applicable to the 11th European Development Fund² and in particular Article 26 thereof,

Whereas:

- (1) As a consequence of the uneven rains during the 2014-15 season and the expected delayed onset of the 2015-16 season influenced by El Niño, dire food insecurity situation is seriously affecting some Southern Africa countries.
- (2) Findings of the 2015 vulnerability assessments conducted by the region's National Vulnerability Assessment Committees (NVACs) indicate that about 6.5 million people in the region are at risk of food insecurity (with varying levels of food consumption gaps) in the 2015/16 consumption period.
- (3) Prices of staple commodities (especially maize) and fuel are rising as own produce runs out, and international price increases may have a further negative effect on access to food.
- (4) Food assistance will be necessary to contribute to the unmet needs during the lean season, protect livelihoods, mitigate adoption of negative coping mechanisms and prevent most vulnerable to fall into further destitution. Wherever possible, (markets are functional and target populations have access to markets) cash transfers will be encouraged.
- (5) To reach populations in need, humanitarian aid should be channelled through non-governmental organisations, international organisations including United Nations agencies or directly by the Commission. Where necessary, recourse to Member States' specialised agencies should also be possible. The Commission should therefore implement the budget either by direct management or by indirect management in

¹ OJ L 58, 3.3.2015, p. 1.

² OJ L 58, 3.3.2015, p. 17.

accordance with Articles 17 and 37 of Regulation (EU) 2015/323 together with Articles 58, 60 and 121 *et seq.* of Regulation (EU, Euratom) 2012/966.

- (6) An assessment of the humanitarian situation leads to the conclusion that humanitarian aid actions should be financed by the Union for a period of 18 months.
- (7) For the purposes of this Decision, the Southern Africa countries concerned are Angola, Lesotho, Madagascar, Malawi, Mozambique, Swaziland and Zimbabwe.
- (8) Pursuant to Article 37 of Council Regulation (EU) 2015/323 and Article 130 of Regulation (EU, Euratom) No 966/2012 of the European Parliament and of the Council of 25 October 2012 on the financial rules applicable to the general budget of the Union³, and in view of the specific nature of humanitarian aid, expenditure incurred before the date of submission of a proposal for action should be eligible for Union funding.
- (9) The use of the 11th European Development Fund (EDF) set up by the Internal Agreement⁴ is necessary as all the funds for African, Caribbean and Pacific (ACP) countries in the general budget are entirely allocated.
- (10) It is estimated that an amount of EUR 12 000 000 from the reserve for unforeseen needs (B-envelope) of the 11th EDF is necessary to provide humanitarian assistance to populations directly affected by food insecurity. Although as a general rule actions financed by this Decision should be co-financed, the Authorising Officer should be able to agree to the financing of actions in full, in accordance with Articles 2(1) and 37(1) of Regulation (EU) 2015/323, together with Article 277 of Commission Delegated Regulation (EU) No 1268/2012⁵.
- (11) Within 14 days of the adoption of this Decision and in line with Article 14(4) of Regulation (EU) 2015/322, the Commission will submit this Decision to the EDF Committee set up under Article 8 of the 11th EDF Internal Agreement, in order to obtain its opinion,

HAS DECIDED AS FOLLOWS:

Article 1

1. A maximum amount of EUR 12 000 000 from the 11th European Development Fund for the financing of humanitarian aid actions is approved.

³ OJ L 298, 26.10.2012, p. 1.

⁴ Internal Agreement between the Representatives of the Governments of the Member States of the European Union, meeting within the Council, on the financing of European Union aid under the multiannual financial framework for the period 2014 to 2020, in accordance with the ACP-EU Partnership Agreement, and on the allocation of financial assistance for the Overseas Countries and Territories to which Part Four of the Treaty on the Functioning of the European Union applies (OJ L 210, 6.8.2013, p. 1.)

⁵ Commission Delegated Regulation (EU) No 1268/2012 of 29 October 2012 on the rules of application of Regulation No 966/2012 of the European Parliament and of the Council on the financial rules applicable to the general budget of the Union (OJ L 362, 31.12.2012, p. 1.)

2. The humanitarian aid actions financed under this Decision shall be implemented in order to alleviate suffering of approximately 6.5 million food insecure people in Southern Africa by ensuring coordinated and effective humanitarian assistance to the most food insecure population in Southern Africa countries.
3. The Authorising Officer may decide on non-substantial changes in accordance with Articles 2(1) and 26 of Regulation (EU) 2015/323, together with Article 94(4) of Delegated Regulation (EU) No 1268/2012. Accordingly, if necessary in light of the changing circumstances the maximum contribution authorised by this Decision may be increased, by a maximum of 20% of the amount specified in paragraph 1.

Article 2

1. The period for the implementation of each action financed under this Decision shall start on the date specified in the relevant agreement and may last up to 18 months.
2. Pursuant to Article 37 of Regulation (EU) 2015/323 and Article 130 of Regulation (EU, Euratom) No 966/2012, and in view of the specific nature of humanitarian aid, expenditure incurred before the date of submission of a proposal for action can be eligible for Union funding.
3. If the implementation of individual actions is suspended owing to force majeure or other exceptional circumstances, the period of suspension shall not be taken into account in the implementing period of the action suspended.
4. In accordance with the contractual provisions of the agreement, the Commission may consider eligible those costs arising and incurred after the end of the implementing period of the action which are necessary for its winding-up.

Article 3

1. Actions financed by this Decision shall, in principle, be co-financed.

The Authorising Officer by delegation may agree to the full financing of actions, in accordance with Article 37 of Regulation (EU) 2015/323, together with Article 277 of Commission Delegated Regulation (EU) No 1268/2012, where this will be necessary to achieve the objectives of this Decision and with due consideration to the nature of the activities to be undertaken, the availability of other donors and other relevant operational circumstances.

2. Actions financed under this Decision shall be implemented either by non-governmental organisations which fulfil the eligibility and suitability criteria laid down in Article 7 of Council Regulation (EC) No 1257/96⁶ of 20 June 1996 concerning humanitarian aid⁷ or by international organisations.
3. The Commission shall implement the budget:

⁶ OJ L 163, 2.7.1996, p. 1.

⁷ OJ L 163, 2.7.1996, p. 1.

- (a) by direct management, with non-governmental organisations; or
- (b) by direct or indirect management, with international organisations that are signatories to the Framework Partnership Agreements or the Financial Administrative Framework Agreement with the UN and have been subject to the *ex ante* assessment in accordance with Article 17 of Regulation (EU) 2015/323, together with Article 61 of Regulation (EU, Euratom) No 966/2012.

Done at Brussels, 2.12.2015

For the Commission
Christos STYLIANIDES
Member of the Commission



Humanitarian Aid Decision 11th European Development Fund (EDF)

<u>Title:</u>	Commission decision on the financing of humanitarian actions in Southern Africa from the 11th European Development Fund
<u>Description:</u>	Humanitarian Food Assistance for populations affected by food insecurity in Southern Africa linked to El Nino phenomenon
<u>Location of action:</u>	Angola, Lesotho, Madagascar, Malawi, Mozambique, Swaziland, Zimbabwe
<u>Amount of Decision:</u>	EUR 12 000 000
<u>Decision reference number:</u>	ECHO/-SF/EDF/2015/01000

Supporting document

1 Humanitarian context, needs and risks

1.1 Situation and context

Southern Africa Regional food security has been extremely compromised by erratic 2014/15 rainfall and early cessation of rains. Majority of countries have been affected by the long dry spell that occurred between January and March 2015 (Botswana, Lesotho, and Namibia, the maize belt of South Africa, southern Angola and southern Zimbabwe). Madagascar, Malawi and Mozambique were affected by floods and prolonged dry spells. As a result, significant decreases in crop production have been experienced in southern parts of Zimbabwe, Angola, Malawi, Madagascar, Lesotho, Swaziland and South Africa. Aggregate regional maize shortfall amounts at 6.5 million metric tonnes: Malawi and Zimbabwe have been the most hit countries.

Food access is generally quite restricted mainly due to atypically high prices and extremely limited income generating opportunities. The maize prices across the region during the month of September have been reported to be generally higher than the average of the last five year, with maize deficit markets reporting atypically high prices consistent with supply and demand factors. As the regional cereal supply decreases and prices increase, the situation will likely deteriorate to Crisis (IPC Phase 3) acute food insecurity, from October to March in Zimbabwe, Malawi, Zambia, Madagascar, Lesotho, Swaziland and Angola.

The Climate Prediction Centre's El Niño Advisory predicts a 95% probability that El Niño will continue through the remainder of 2015 and will likely weaken by the end of the rainy season in 2016 (March 2016). Based on an analysis of previous El Niño events, most of the region is expected to experience erratic rains, possibly leading to a late start, along with poorly distributed rains for the first half of the season. These conditions will likely result in inadequate moisture for crops, and limit agro-based labour opportunities that normally provide incomes for very poor and poor households during the lean season. The region could thus face another poor rainfall season and harvest, which coupled to the eroded productive capacity of vulnerable farming households, the already low regional cereal stocks and high grain prices, would result in significant increase in food and nutrition insecurity in the region.

In recent years weather-induced disasters have been increasing in frequency and intensity significantly reducing resilience in Southern Africa, where livelihoods and economies are extremely sensitive to climatic variations (agro-based economies). There is lack of resilience and coping mechanisms to the climate-related shocks, which results in heavy social and economic consequences for the population. The vulnerability situation is further compounded by negative socio-economic factors prevailing in the region inclusive of high HIV- prevalence rate. According to the Human Development Report 2014, Southern African states are among the poorest in the world. Improving the local communities' resilience capacities remains central to the EU's humanitarian assistance.

1.2 Identified humanitarian needs

The various assessments outlined above alerted on a food security crisis that will worsen as the lean season progresses and will not be overcome until the harvest of the 2016 summer crop, assuming the 2015/16 rains are adequate for production. Findings of the 2015 vulnerability assessments conducted by the region's National Vulnerability Assessment Committees (NVACs) indicate that about 6.5 million people in the region are at risk of food insecurity (with varying levels of food consumption gaps) in the 2015/16 consumption period.

Use of Integrated Food Security Methodology (IPC) has gained momentum in the region. According to FEWSNET latest regional update, from July through December 2015, acute food insecurity conditions with severity ranging from Stressed (IPC Phase 2) to Crisis (IPC Phase 3) are expected in the affected localized areas. Many of the poor and very poor households located in most parts Malawi, and southern and western Zimbabwe will face food consumption gaps, and will require humanitarian assistance.

1.3 Risk assessment and possible constraints

Humanitarian interventions in the affected areas do not generally encounter major security risks.

Interventions will follow as much as possible a cash-based approach. In Malawi, cash programming has gained momentum and it is very important to continuously monitor impacts of injections of cash to the communities that have a high speculative market. In Zimbabwe, response to lean season food insecurity is slowly moving towards cash-based interventions based on objective studies undertaken by partners and ZimVAC. Cash-based interventions especially in rural areas remain quite sensitive and may not

be accepted by the government especially when they do not match full in kind food basket. This aspect requires constant monitoring, and performance of the market that potentially can be speculative.

2 Proposed EU humanitarian aid response

2.1 Rationale

The deteriorating food security situation in southern Africa requires a moderate and time-bound humanitarian response in the most affected countries to address the needs of the most vulnerable communities in the most affected areas during the lean season of 2015/16 (ending March 2016). Further to the current food insecurity, a recent climate outlook for Southern Africa has indicated that normal to below normal rainfall is expected for the 2015/16 rainy season as a consequence of a severe El Niño event.

The humanitarian response will help in alleviating hunger and suffering now and to avoid asset depletion and increased vulnerability ahead of a consecutive drier than normal period. However, mechanisms should be put in place to avoid that a temporary return to large-scale in-kind food assistance becomes a threat to development gains made, including undermining an improving market environment. Any humanitarian response should therefore avoid undermining development processes and the market as a matter of principle. Therefore, some resilience programmes should be considered in view of the likely increased frequency of weather induced disasters due to climatic variation and change.

2.2 Objectives

- Specific objective: To mitigate effects of food insecurity in the most vulnerable populations in Southern Africa by providing humanitarian food assistance to the most vulnerable populations of Southern Africa.

2.3 Components

Interventions funded by this decision will specifically target emergency food assistance and the immediate recovery phase of the relevant Southern Africa countries.

Interventions should as well enhanced preparedness of the targeted populations, improve early response mechanisms and also foster long-term development solutions.

2.4 Complementarity and coordination with other EU services, donors and institutions

The EU Delegations in each of the countries have been involved in ECHO field missions and have been contacted at the Brussels level in order to coordinate humanitarian responses with asset protection and recovery approaches.

Close coordination with the EU Delegation in both countries will be mandatory - and in addition - key donors will be consulted on a regular basis to ensure complementarity, synergies and avoidance of duplication. In particular, USAID and DFID will be considered key donor partners.

2.5 Duration

The duration for the implementation of the actions financed under this Decision shall run for 18 months.

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 actions.

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.

3 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 actions financed by the Union in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent actions." 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://ec.europa.eu/echo/funding-evaluations/evaluations_en

4 Management Issues

Humanitarian aid actions funded by the European Union are implemented by NGOs and the Red Cross National Societies on the basis of Framework Partnership Agreements (FPA), by Specialised Agencies of the Member States and by United Nations agencies based on the Financial Administrative Framework Agreement with the UN (FAFA) in conformity with Article 17 of the Financial Regulation applicable to the 11th EDF, together with Article 178 of the Rules of Application of the Financial Regulation applicable to the general budget of the European Union. These Framework agreements define the criteria for attributing grant agreements and contribution agreements and may be found at http://ec.europa.eu/echo/about/actors/partners_en.htm

For NGOs, Specialised Agencies of the Member States, Red Cross National Societies and international organisations not complying with the requirements set up in the applicable EDF Financial Regulation for indirect management, actions will be managed by direct management.

For international organisations identified as potential partners for implementing the Decision, actions will be managed under direct or indirect management.

Individual grants are awarded on the basis of the criteria enumerated in Article 7.2 of the Humanitarian Aid Regulation, such as the technical and financial capacity, readiness and experience, and results of previous interventions.

5 Annexes

Annex 1 - Summary decision matrix (table)

Principal objective: To mitigate effects of food insecurity in the most vulnerable populations in Southern Africa				
Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Activities	Potential partners
To provide humanitarian food assistance to vulnerable people in Southern Africa	12 000 000.00	Angola, Lesotho, Madagascar, Malawi, Mozambique, Swaziland, Zimbabwe	Food Assistance	All ECHO partners
TOTAL	12 000 000.00			

Annex 2 - List of previous ECHO decisions

List of previous ECHO operations in Angola, Lesotho, Madagascar, Malawi, Mozambique, Swaziland and Zimbabwe				
Decision Number	Decision Type	2013 EUR	2014 EUR	2015 EUR
ECHO/DRF/BUD/2013/91000 (*)	Ad hoc	161 603.00		
ECHO/DRF/BUD/2013/92000 (*)	Ad hoc	300 000.00		
ECHO/MOZ/BUD/2013/01000	Emergency	3 000 000.00		
ECHO/ZWE/BUD/2013/91000	Ad hoc	3 000 000.00		
ECHO/DIP/BUD/2014/94000 (*)	Ad hoc		6 899 308.45	
ECHO/DRF/BUD/2014/91000 (*)	Ad hoc		202 433.00	
ECHO/-SF/BUD/2015/01000 (*)				3 000 000.00
ECHO/-SF/BUD/2015/02000 (*)				5 000 000.00
Subtotal		6 461 603.00	7 101 741.45	8 000 000.00
TOTAL		21 563 344.45		

Date : 12/11/2015

Source : HOPE.

(*) decisions with more than one country

Annex 3 - Overview table of the humanitarian donor contributions

Donors in Angola, Lesotho, Madagascar, Malawi, Mozambique, Swaziland and Zimbabwe over the last 12 months			
1. EU Member States (*)		2. European Commission	
	EUR		EUR
Czech Republic	107 944.74	ECHO	8 000 000.00
Denmark	1 611 070.18		
Finland	1 133 689.00		
France	475 800.00		
Germany	7 062 367.18		
Ireland	683 462.70		
Italy	520 000.00		
Lithuania	10 000.00		
Luxembourg	595 393.71		
Portugal	30 000.00		
Spain	525 000.00		
Sweden	4 344 399.95		
Subtotal	17 099 127.46	Subtotal	8 000 000.00
TOTAL	25 099 127.46		

Date : 12/11/2015

(*) Source : ECHO EDRIS reports. <https://webgate.ec.europa.eu/hac>

Empty cells : no information or no contribution.