

AFRICAN DEVELOPMENT BANK



MALAWI

PROPOSAL FOR A GRANT OF US\$ 1 MILLION FOR HUMANITARIAN EMERGENCY ASSISTANCE TO MITIGATE THE EFFECTS OF THE 2015 FLOODS

OSAN/SARC/MWFO/GECL/DEPARTMENTS

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ACRONYMS AND ABBREVIATIONS

ADB	African Development Bank
ADF	African Development Fund
AfDB	African Development Bank
DAD	Debt and Aid
GoM	Government of Malawi
DoDMA	Department of Disaster Management Affairs
MT	Metric Tons
MVAC	Malawi Vulnerability Assessment Committee
NGO	Non-Governmental Organization
TLA	Tripartite Letter of Agreement
SRF	Special Relief Fund
UN	United Nations
USD	United States Dollars
WFP	World Food Program

Results Based Logical Framework

Country and Project Name: Malawi Humanitarian Emergency Assistance						
Purpose of the project: To save lives and protect livelihoods of the affected people during the food shortage period of October 2015 to April 2016						
RESULTS CHAIN		PERFORMANCE INDICATORS			Means of Verification	RISKS / MITIGATION MEASURES
		Indicator (including CSI)	Baseline	Target		
IMPACT	Nutrition status of flood victims improved	Number of the households affected by floods and drought receiving food assistance	0	280,559	DoDMA reports	
	Improved food consumption for the targeted households	Number of affected people with adequate food	0	280,559	DoDMA monthly reports	Risk: Delays in food distribution Mitigation: DoDMA has a track record in implementing such operation
OUTPUTS	Maize procured and distributed	quantity of maize distributed (mt)	0	2,551	Department of Disaster Management Affairs Reports	Risk: Timely procurement of relief items Mitigation: All items will be procured at once and distributed to recipients
KEY ACTIVITIES	Procurement of 2,551 MT food maize Transportation, handling, storage and fumigation costs for white maize Indirect Support costs			Resources: US\$ 1,000,000.00		

I INTRODUCTION AND JUSTIFICATION FOR BANK SUPPORT

1.1 Malawi experienced a number of weather related hazards during the 2014/15 and 2015/16 agricultural production seasons. The onset of rains delayed by more than one month and followed by heavy rains in January, 2015 and this was repeated in January/February 2016. This resulted into widespread floods and wash-aways that led to loss of crops, property and lives in 2015. The country also experienced dry spells in most districts for a period of 3-4 weeks between March and February, 2015 and early tail off of rains that affected crop development. On the other hand both floods and dry spells occurred in various parts of the country between January and February, 2016. The Ministry of Agriculture, Irrigation and Water development (MoAIWD) has shown a decline of staple food maize production from 3,978,123 in 2013/14 to 2,776,277 metric tonnes in 2014/15 seasons. With a national requirement of 3 million metric tonnes this translated to maize deficit of 223,723 metric tonnes. The recent crop survey by MoAIWD in February, 2016 also revealed further reduction of the maize crop production from 2,776,277 metric tonnes in 2014/15 season to 2,719,425 first round assessment for the 2015/16 season.. The assessments by the Malawi Vulnerability Assessment Committee (MVAC) in January 2015 and followed by another one in June 2015 revealed that 2,833,212 households will not be able to meet their food requirements between August 2015 and March 2016. The recent MVAC report for December, 2015 identified an additional 32,000 households to be affected and that food relief program be extended by one month to April 2016 due to the delay in the on-set of rains in the 2015/16 season..

1.2 Against this background, the GoM made an appeal to all major cooperating partners including the African Development Bank for emergency humanitarian assistance as per the declaration of disaster on 13th January, 2015 and followed by another appeal in September, 2015 (Declaration of disaster and appeal for support by the President of the Republic of Malawi are attached in Annex 1 and II respectively). The United Nations also made an appeal to all cooperating partners to assist the Government of Malawi.

1.3 This proposal for emergency assistance for the victims of the 2015 and 2016 flush floods, droughts and delays in the on-set of rains is justified as it fulfills the three criteria required to qualify for the Bank Group assistance in that: (i) the emergency situation is of the a scale which is beyond the capacity of the government of Malawi and its agencies (ii) The proposed activities can be carried out expeditiously and effectively within the required time frame and (iii) that the emergency relief assistance aims at restoring a degree of normalcy in both social and economic life of affected population as quickly as possible. Thus Government's request is deemed acceptable since it meets the above mentioned eligibility criteria of the Bank's Emergency Policy Guidelines and Procedures for Humanitarian Relief Assistance (ADB/BD/WP/2008/211.Rev 1-ADF/BD/WP/2008/173/Rev.1) approved on 14th January 2009 by the Boards of Directors.

1.4 The Guidelines and Procedures stipulate that emergency humanitarian relief assistance is typically a short-term operation, lasting a few months. Consequently, a period of 6 months from the date of signature of the memorandum has been proposed for this emergency relief assistance. Funds not disbursed after this period will be cancelled.

II OVERVIEW OF EMERGENCY ASSISTANCE OPERATION

2.1 Scale of disaster

2.1.1 Many parts of Malawi received above normal rainfall resulting into wash away of field crops and livestock and loss of human life in the month of January, 2015 and similar situation has been repeated in January, 2016. The disaster led to the loss of lives about 176, about 50 people missing and about 70,000 households displaced in 15 of 28 districts in the country in 2015. According to MVAC Report of January, 2015, a total of 695,995 people were identified to be food insecure. However, the MVAC report of June 2015 indicated a rise in the number of affected districts to 25 with **2,833,212**

households (representing 17% of the national population). The 25 districts affected by the disaster are: Balaka, Blantyre, Chikwawa, Chiradzulu, Chitipa, Dedza, Dowa, Karonga, Kasungu, Lilongwe, Machinga, Mangochi, Mtchinji, Mulanje, Mwanza, Mzimba, Neno, Nkhotakota, Nsanje, Ntcheu, Phalombe, Rumphu, Salima, Thyolo and Zomba. According to the recent MVAC assessment in December, 2015 another 32,000 households in 4 districts namely: Blantyre Rural, Phalombe, Mzimba and Dedza were found to be food insecure. This has resulted into the total number of households requiring food assistance increasing to 2,865, 212.

2.1.2 While the Government is currently coping up with the effects of the 2014/15 disasters, the food situation is expected to further worsen with the effect of El Nino in the country. The first half of 2015/16 farming season has been extremely poor across the Southern Africa including Malawi. Malawi has already experienced delays in the on-set of rains, floods and dry spells across the country including the districts currently under relief program. In view of the effects of El Nino, the current relief programme planned to end by March 2015 has been extended by one month to April 2015. In addition, the effects of El Nino will lead to delays in harvesting the crop and recent crop survey shows a further decline in maize production to 2,719, 425 metric tonnes from 2,776,277 in 2014/15. This situation means that most households will start consuming green maize while in the field thereby leaving such households having little harvest that will not take them through to the next harvest. According to EU-ECHO Crisis Flash No. 1 it is anticipated that Malawi will require about US\$ 146 million to meet the needs of food insecure households.

2.2 Response by the National and International Community

2.2.1 The President of the Republic of Malawi, on 13th January, 2015 and in September, 2015 made a public appeal for assistance to all cooperating partners, NGOs, Private Sector and any well-wishers to assist the Government in addressing the effects of the floods on the affected households. Boats and helicopters were mobilized to the flood areas to airlift and move people out of danger zones to safe places. Food relief items as well as shelter materials were provided to the affected households through WFP and NGOs. However, due to the magnitude of the disaster and its effects on the national food maize production, the President made further appeal to the international community to assist the households deemed to be food insecure in order to see them through to the next harvest season and ensure full recovery from the effects of these disasters. There are several development partners who have responded to the call and World Food Program and Non- Government organizations are currently implementing a food relief program and cash transfer in the affected districts planned to end March 2016. However, the resources secured are not adequate to meet the needs of all the households by March 2016 and hence the appeal for further assistance.

2.2.2 Furthermore, the effects of El Nino further threaten the likelihood of restoration to normalcy of the households already under relief program and also further increase in the number of affected households. The Bank is therefore responding to a Government appeal, seeking to support the affected households with food relief between March and April 2016. A total of 124,183 metric tonnes of maize equivalent with a cash value of USD33.2 million if sourced locally will be required for the response. The resources from the Bank's Special Relief Fund is expected to serve 280,559 people of the 2.86 million people.

III THE PROPOSED EMERGENCY ASSISTANCE OPERATION

3.1 Objective

The main objective of the proposed emergency humanitarian assistance of US\$ 1,000,000.00 is to meet the urgent and immediate needs of the affected households in the targeted districts. These resources to be made available will help to assist the identified households with white maize in order to meet their food requirements and livelihoods during the planned period and beyond.

3.2 Description of operation

3.2.1 The request to the AfDB for emergency humanitarian assistance is expected to cover the cost of procuring 2,551 MT white maize only since other food ingredients in the package such as pulses and vegetable oils are already available. The AfDB resources will also be used for Landside Transport, Storage and Handling (LTSH), supervision and auditing. . The white maize will be distributed to **280,559** people in Mangochi, Mzimba, Dedza and Blantyre rural districts over a period of one month i.e. April, 2016. The Department of Disaster Risk Management Affairs (DoDMA), through its cooperating partners, will mobilize resources for the remaining tonnage and meet the associated costs including transportation, distribution and monitoring costs. Beneficiary targeting will be done using Manual for Provision of General Food Distributions during Emergency Programmes in Malawi, which requires participation of the affected community in identification of beneficiaries. Final beneficiaries will be those that are most vulnerable in the community, including female and child headed households, elderly, disabled and those that cannot sell their labour.

3.3. Cost and financing

3.3.1 The total revised funding requirement including the additional 32,000 increase and April extension is **USD 110,953,031**. A total of **USD 91,094,366** has been secured from development partners. With value discounted due to ration reduction (USD 10,350,665) and loan amount that need to be repaid (USD 5,992,000), this leaves a total budget shortfall of **USD 15,500,000**. See details attached in annex 1.

3.3.2 The Bank Group contribution to the operation is US\$ 1,000,000.00 which will be used for the procurement of 2,551 metric tons of white maize, transport, storage and handling, and indirect support costs. Details on the breakdown of the items to be procured using the Bank resources have been presented in annex 2.

3.4 Institutional arrangements

3.4.1 According to the Bank's Revised Policy Guidelines and Procedures for Emergency Relief Assistance and General Regulations of the Special Relief Fund (ADB/BD/WP/2008/211/Rev.1 and ADF/BD/WP/2008/173/Rev.1) (the "Guidelines"), implementation of emergency humanitarian relief assistance will be entrusted to the Department of Disaster and Risk Management Affairs (DoDMA). DoDMA has been implementing and coordinating the implementation of humanitarian programmes in Malawi since its establishment in 1991 and has the requisite experience and capacity to deliver. DoDMA coordinates disaster risk management activities in Malawi and operates under the Office of the President and Cabinet with a mandate to coordinate emergencies, promote disaster prevention, protect human lives; ensure multi-sectoral coordination in disaster emergency; coordinate early warning systems; carry out public awareness; and re-utilize arid and semi-arid zones. They are responsible for coordinating disaster risk management at the national, regional and district levels.

3.4.2 A letter of Agreement will be signed between the Bank, and the Government of Malawi (Ministry of Finance, Economic and Planning Development) outlining the terms and conditions for the grant, responsibilities, and obligations of each party

3.5 Procurement of Goods and Services

Procurement

3.5.1 Emergency resources will be used to procure the various relief items (maize and pulses) and meet the costs for transport logistics, supervision and audits. The food commodities will be procured using the National Procurement Systems (NPP) which was reviewed and found acceptable as per the Letter of Agreement signed in November 2014, between Malawi Government and the Bank on use of NPP in all procurement using National Competitive Bidding (NCB) or lesser method of procurement. Government will purchase where available food commodities locally or within the region using Shopping method of procurement. As per the Government operational organization of the delivery of relief assistance the National Food Reserve Agency (NFRA) is responsible of the procurement, handling and storage of all relief food items in the country. DoDMA will therefore procure food relief items through the National Food Reserve Agency (NFRA). The structures and capacity of the NFRA have been assessed and found adequate as they have vast experience in procuring similar emergency relief items.

3.5.2 The Bank, through a provision in the Letter of Agreement, will exercise a post review of this acquisition process. The Bank through MWFO will monitor the process of ensuring that the relief items effectively reach the warehouses of the DoDMA and are distributed to the beneficiaries in the quantity and quality as required.

Disbursement

3.5.3 In view of the urgent nature of the operation, the grant resources will be disbursed by the Bank in one tranche directly to DoDMA. DoDMA which will open a foreign currency denominated special account with a bank in Malawi acceptable to the Bank for the purpose of disbursing the resources for the emergency operation. Once opened, DoDMA will provide the bank account details to the Bank before submitting a request for funds after disbursement conditions are satisfied. The resources will be disbursed upon approval of the Grant by the Board and upon signing of a Letter of Agreement by the Bank and the Government of Malawi in line with the Revised Policy Guidelines and Procedures for Emergency Relief Assistance and the General Regulations of the Special Relief Fund.

3.6 Reporting, Supervision and Auditing

3.6.1 The DoDMA will submit through the Office of the President and Cabinet a detailed Project Completion and financial Report and an Audit Report (together with a Management Letter with recommendations on internal control matters) within six months of full disbursement. The financial Audit report shall be compiled by an external audit firm acceptable to the Bank with the audit carried out in accordance with a Bank approved audit Terms of Reference. The audit fee, not exceeding 1% of the grant amount, will be part of the grant amount.

3.6.2 The Bank's Field Office in Malawi will provide ongoing support and monitor the execution of this operation and the submission of the required reports.

3.7 Implementation schedule

The implementation period for the emergency operation will remain within the Bank's recommended implementation period not exceeding 6 months from March to September June 2016. The key implementation stages and indicative deadlines will be as follows:

Table: Provisional Implementation Schedule

Activity	Reporting Entity	Target deadlines
Approval of Grant	AfDB	April, 2016
Signing of the LA	AfDB/Government	April, 2016
Disbursement request	Government	April, 2016
Implementation activities	DoDMA/NFRA	April to September 2016
Submission of PCR	Government (DoDMA)	September 2016

3.8 Compliance with Bank's policies

3.8.1 The request is compliant with the provisions of the Guidelines and Procedures which are applicable to emergency situations resulting from natural disasters such as drought, floods, hurricanes or earthquakes, accidents such as bush fires or conflicts as approved by the Board of Directors in the Revised Policy Guidelines and Procedures for Emergency Relief Assistance and General Regulations of the Special Fund of 28th January, 2009.

IV CONCLUSION AND RECOMMENDATIONS

4.1 Conclusion

The scale of prolonged floods overwhelmed the capacity of Government of Malawi to provide the required food assistance to the 2,833,212 affected people in 2015 and the subsequent effects of El Nino have further increased the need for further assistance to the affected households. The proposed assistance will contribute and supplement government's efforts to alleviate the suffering of these affected households through the provision of relief food assistance to help save lives and protect the affected people's livelihoods. The emergency assistance is expected to be funded through a grant from the Bank's Special Relief Fund.

4.2 Recommendations

In accordance with the guidelines and the procedures and the general regulations of the Special Relief Fund (SRF), it is recommended that the Bank awards to the Republic of Malawi from the resources of the SRF, a Grant not exceeding One Million United States Dollars (US\$ 1 million) for financing the procurement and associated costs of 2,551MT of white maize for the 280,559 people of the 2,865,212 people facing food insecurity in 2016.

2015-2016 Food Insecurity Response Programme

WFP FUNDING TABLE - UPDATED 8 March 2016	Total (US\$)
Revised Total WFP Funding Requirements (incl. 32,000 increase and April extension)	110,953,031
Secured Contributions - WFP	
USA	28,435,736
ECHO	782,998
Italy	127,065
CERF	7,200,000
Malawi Government	17,877,715
Brazil	482,311
UK	4,754,420
WFP Multilateral Funding	6,680,287
WFP Immediate Response Account (Loan that Needs to Be Repaid)	5,992,000
Norway	2,643,375
Iceland	350,000
UK (DFID HQ)	615,000
Japan	3,000,000
Canada	2,147,459
Donor Pledges	10,006,000
TOTAL WFP SECURED	91,094,366
Value discounted due to lack of sufficient/timely resources that forced ration reductions	10,350,665
WFP shortfall	9,508,000
Loan Amount that Needs to Be Rapid	5,992,000
TOTAL WFP SHORTFALL	15,500,000

Annex 2

	ITEM	QUANTITY (MT)	UNIT COST (USD)	ESTIMATED COST (USD)
1	Maize meal procurement¹			
	Maize meal	2,550.54	371.4	947,270
	Procurement process, handling and storage			6,850
	Sub Total			954,120
2	Distribution costs²			
	Fuel			20,350
	Allowance			12,000
	Sub Total			32,350
3	Monitoring and Evaluation			
	Fuel			1,170
	Allowance			6,860
	Sub Total			8,030
4	Audit			5,500
				5,500
	Total			1,000,000

¹ Government will procure the maize through the National Food Reserve Agency (NFRA)

² To be distributed by the Department of Disaster Management Affairs in Balaka, Blantyre, Chikwawa, Chiradzulu, Dedza, Machinga, Mangochi, Mulanje, Mwanza, Neno, Nsanje, Ntcheu, Phalombe, Salima, Thyolo and Zomba.

Annex 3: Letter of Appeal from Government of Malawi

DECLARATION OF STATE OF DISASTER OVER DISTRICTS AFFECTED BY FLOODS,

JANUARY 2015

My fellow Malawians, as you may be aware, some parts of the country, especially in the Southern Region, have experienced a lot of heavy rainfall since last week. This rainfall has resulted in heavy flooding in some districts. The worst affected districts are Nsanje, Chikwawa, Phalombe and Zomba where a lot of people's houses and household property have been damaged rendering the affected households displaced. Some people have also lost their lives as a result of the floods.

I mourn with those that have lost relatives as a result of these heavy rains. And I pray for the souls of our departed brothers and sisters to rest in peace.

The floods have affected Nsanje, Chikwawa, Phalombe, Zomba; Blantyre, Chiradzulu, Thyolo, Mulanje, Balaka, Machinga, Mangochi, Ntcheu, Salima, Rumphi and Karonga districts. So far, it is estimated that 13,999 households (69,995 people) have been displaced by the floods and forty eight (48) people have lost their lives. The floods have also damaged a lot of hectares of crops, washed away livestock and damaged infrastructure such as roads and bridges. Assessment of the impact of the floods is a problem currently because most of the affected areas are inaccessible. T/A Mlolo, for example, is inaccessible and a lot of people need to be rescued to higher ground as they are stranded. The Malawi Defence Force has already been requested to undertake rescue operations using boats.

Government has been providing assistance to the displaced households. Other organizations have also provided assistance. However, due to the increasing number of affected people, the relief requirements are also increasing.

In the circumstances, it is clear that we have a flooding problem in the country which has affected a considerable number of our fellow citizens. Since most of the areas are inaccessible and considering the large number of displaced households, additional resources are required to provide assistance to all the affected people.

Accordingly, and in accordance with powers conferred upon me by Section 32(1) of the Disaster Preparedness and Relief Act, I declare all the districts that have been affected by floods Disaster Areas, with effect from today, 13th January, 2015.

I fully appreciate all previous assistance Malawi has received when affected by disasters. However, I, appeal for humanitarian assistance, from the International donor community, the relevant United Nations agencies, the Non-Governmental Organisations, the local private sector as well as all fellow citizens of goodwill, so that, together, we can contribute in alleviating suffering on the part of people affected by the floods. Tents and food are urgently required. Rescue operations are also a priority. Donations in cash or kind should be sent to the Secretary and Commissioner for Disaster Management Affairs, P/Bag 336, Lilongwe 3.

I would like to assure you that Government will see to it that relief assistance is provided to all the affected people in the affected districts. May I also take this opportunity to appeal to the religious community to put our nation in prayer as we face this challenge.

My fellow Malawians, I thank you for your attention. May the Almighty God Bless you all and our country.

ANNEX 4: APPEAL FOR HUMANITARIAN ASSISTANCE (SEPTEMBER 2015)



GOVERNMENT OF MALAWI

SPEECH BY HIS EXCELLENCY PROF. ARTHUR PETER MUTHARIKA, PRESIDENT OF THE REPUBLIC OF MALAWI, ON THE FOOD SECURITY SITUATION IN MALAWI

September 22, 2015

- Your Excellency, Madam Gertrude Mutharika, First Lady of the Republic of Malawi;
- The Right Honourable Dr. Saulos Klaus Chilima, Vice President of the Republic of Malawi;
- All Cabinet Ministers present here;
- Senior government officials present here;
- Members of the Press;
- Ladies and gentlemen.

I have called for this press conference to share with you the current food security situation in the country.

As you know, the 2014/2015 growing season has been one of the worst seasons. You will recall that during this growing season, rains started very late, in mid-December, 2014. From the onset of rains in mid-December, 2014, through to mid-January, 2015, the country received continuous heavy rainfall that led to the worst flooding in living memory.

The floods affected about 1.1 million people. It damaged people's property and public infrastructure and at least 64 000 hectares of crop fields throughout the country, mostly in the Southern Region. One hundred and one [101] people were killed and 172 people were reported missing.

The magnitude of the floods caused my government to swiftly move in and, as you will recall, I declared a state of national disaster in the 15 most affected districts and I appealed for assistance on 13th January, 2015. The response to my appeal for assistance was commendable.

Let me take advantage of this opportunity to thank all the development partners and the entire humanitarian community for the assistance to the flood-affected households that they rendered, and continue to do so.

Distinguished Ladies and Gentlemen;

Soon after the floods in January, 2015, the season was characterised by intermittent rainfall and prolonged dry spells in most parts of the country. The combination of the delayed onset of rains, the worst floods, the intermittent rainfall and the prolonged dry spells at critical stages of maize development, led to a food deficit of 223 723 metric, for the first time since the introduction of the Farm Input Subsidy Programme.

The Government of Malawi, through the Malawi Vulnerability Assessment Committee (MVAC), carried out a food security assessment exercise from 8th June to 2nd July 2015. The exercise was aimed at assessing the food security situation in the country, and determining the number of people who are likely to be food insecure during the 2015/2016 consumption year.

The results of the assessment show that a total of 2,833,212 people will not be able to meet their annual food requirement during the 2015/16 consumption period. This represents 17 per cent of the country's total population. The affected population is spread in 25 districts, namely: Chitipa, Karonga and Mzimba in the Northern Region; Dedza, Dowa, Kasungu, Lilongwe, Mchinji, Nkhhotakota, Ntcheu and Salima in the Central Region; and Balaka, Blantyre, Chikwawa, Chiradzulu, Machinga, Mangochi, Mulanje, Mwanza, Neno, Nsanje, Phalombe, Thyolo and Zomba in the Southern Region.

Although there has been people facing hunger in recent years, the situation this year is the worst in many years. The MVAC report estimates the total humanitarian food that is required to support the affected people to be at 124,183 metric tons of maize equivalence.

Distinguished Ladies and Gentlemen;

Following the MVAC food insecurity report, the government has developed the 2015/2016 Food Insecurity Response Plan. The response plan requires a total of US\$146.378 million.

I would like to assure you that the Malawi Government is ready to support the 2.8 million people facing hunger. In the meantime, the government, using its own resources, has bought 30 000 metric tons of maize from Zambia at the cost of K2.82 billion, and it is in the process of buying additional 26 000 metric tons, at the value of about K3.5 billion. This maize will be used to stabilize the price of the commodity on the market through ADMARC across the country. The Strategic Grain Reserve currently has maize in stock and it continues to be replenished. The government is therefore, ready to roll out food relief to food insecure households during the lean period from October, 2015, to March 2016, as recommended by MVAC.

As has always been the case, another MVAC assessment is due in October, 2015. Based on the historical trend, that assessment is likely to show a larger number of people facing hunger than is the case now. In view of this, I would like to appeal to all our development partners, other countries, non-governmental organizations, civil society, the private sector and individuals, both in Malawi and elsewhere, to complement government resources in assisting the food insecure households. Donations can be in cash or in kind.

The 2015/2016 Food Insecurity Response Plan as well as details of the government's bank account for cash donations can be obtained from the Department of Disaster Management Affairs in the Office of the Vice President.

Distinguished Ladies and Gentlemen;

I would also like to call upon all stakeholders, including implementing partners who will be involved in the implementation of the response plan, to be accountable in assisting the needy. We need to move together in alleviating the suffering of the food insecure Malawians who are looking forward to government's support during this difficult time.

Let me take advantage of this opportunity to express my appreciation to development partners and other donors who have so far provided food assistance in response to this year's food needs.

With these remarks, I thank you very much for your attention.