PROJECT : UNION OF THE COMOROS: Emergency Humanitarian Assistance to Flood Victims
COUNTRY : UNION OF THE COMOROS

Memorandum to the Board of Directors
Date: (The report was prepared following a request from the Government of the Comoros to the Bank dated 26 April 2009.)

HUMAN DEVELOPMENT DEPARTMENT
June 2009
OSHD
EMERGENCY HUMANITARIAN ASSISTANCE TO FLOOD VICTIMS

TABLE OF CONTENTS

List of Tables, Annexes, Acronyms and Abbreviations, Executive Summary i - iii

1. INTRODUCTION AND RATIONALE 1

2. OVERVIEW OF THE EMERGENCY ASSISTANCE OPERATION 1

   2.1 Scale of the Disaster 1
   2.2 Reactions by the National and International Community 2

3 BANK’S EMERGENCY ASSISTANCE 2

   3.1 Objectives 2
   3.2 Description of Operation 3
   3.3 Institutional Arrangements 3
   3.4 Cost and Financing 4
   3.5 Procurement of Goods and Services 4
   3.6 Disbursement 4
   3.7 Implementation Schedule 4
   3.8 Reporting, Supervision and Auditing 5

4. CONCLUSION AND RECOMMENDATIONS 5

   4.1 Conclusion 5
   4.2 Recommendations 5
   4.3 Conditions 5
LIST OF TABLES AND ANNEXES

TABLES

Table 2.1  Estimated Emergency Action Needs 2
Table 3.1  Breakdown of Cost of Emergency Assistance 4
Table 4.1 : Provisional Implementation Schedule 5

ANNEX

Annex I  :  Map of the Union of the Comoros 1
Annex II :  Request by the Government 2

ACRONYMS AND ABBREVIATIONS

ADB :  African Development Bank
ADF :  African Development Fund
COSEP :  Centre for Relief and Civil Protection Operations
CRCO :  Red Cross of the Comoros
MFBETCEEF :  Ministry of Finance, Budget, Economy, Labour, External Trade and Women’s Entrepreneurship
MSP :  Ministry of Public Health
NGO :  Non-Governmental Organization
SRF :  Special Relief Fund
TLA :  Tripartite Letter of Agreement
UNO :  United Nations Organization
UNDP :  United Nations Development Programme
UNEP :  United Nations Environment Programme
UNICEF :  United Nations Children’s Fund
UoC :  Union of the Comoros
US :  United States of America
WHO :  World Health Organization
**UNION OF THE COMOROS**

**EMERGENCY HUMANITARIAN ASSISTANCE TO FLOOD VICTIMS**

**RESULT-BASED LOGICAL FRAMEWORK**

<table>
<thead>
<tr>
<th>HIERARCHY OF OBJECTIVES</th>
<th>EXPECTED RESULTS</th>
<th>REACH (Target Population)</th>
<th>PERFORMANCE INDICATORS</th>
<th>OBJECTIVES AND TIMEFRAME</th>
<th>ASSUMPTIONS/ RISKS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sector Goal:</td>
<td>Long Term Outcomes:</td>
<td>Improve the living conditions of the population, notably flood victims</td>
<td>The entire Comorian population</td>
<td>Restoration of pre-flood living conditions</td>
<td>Infant and juvenile mortality of 60.2 per 100,000 live births (2008 level)</td>
</tr>
<tr>
<td>Contribute to Government efforts to alleviate the suffering of the population affected by floods.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Objective of Operation:</td>
<td>Mid-term Outcomes:</td>
<td>Reduction of the risk of and vulnerability to epidemics and low school attendance rate due to the floods.</td>
<td>Direct flood victims, notably children and women representing 3000 displaced persons.</td>
<td>Incidence of water-borne diseases and malaria</td>
<td>Incidence of cholera = 0% Incidence of malaria 40% (2008 level) Enrolment rate 90% (2008 level)</td>
</tr>
<tr>
<td>Respond to the urgent and immediate health and education needs of flood victims</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Contributions and Activities:</td>
<td>Short term outcomes:</td>
<td>Strengthen the epidemic control mechanism and restore the educational system</td>
<td>Children; Women and the displaced population (representing 2100 children and women directly affected).</td>
<td>Number of kits distributed; Number of vaccines administered; Number of mosquito nets distributed</td>
<td>20,000 school kits distributed; 3,000 vaccines administered; 3,000 mosquito nets distributed.</td>
</tr>
<tr>
<td>Supply of vaccines; Supply of essential medicines; Supply of insecticide-treated mosquito nets; Supply of school kits.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Resources: USD 1.00 million</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
EXECUTIVE SUMMARY

1. Introduction: The Union of the Comoros (UoC) is an archipelago made up of four volcanic islands situated at the northern entrance of the Mozambique Channel. The group of islands consists of: (i) Grande Comoros; (ii) Anjouan; (iii) Moheli and (iv) Mayotte which recently became a French-administered territory. The country covers an area of 2,236 km², with a population of 892,182 (2006) and an average density of 399.01 per km². The Union of the Comoros is highly prone to many natural risks, among which epidemics, cyclones, volcanic eruptions and floods. Some UoC regions now face major challenges following the floods provoked by exceptional torrential rains first witnessed on 6 April 2009. The rains have caused major material damage and led to deterioration in the health conditions of the population.

2. Purpose of the Grant: The purpose of the grant is to contribute USD 1,000,000 as emergency assistance to flood victims in the Union through the Special Relief Fund. This sum represents about 23% of the financial needs expressed by the Government.

3. Project Objective: The main objective of the proposed emergency humanitarian assistance is to respond to the urgent and immediate needs of the country’s flood victims.

4. Brief Description of the Emergency Humanitarian Assistance: The ADB emergency humanitarian assistance will cover two components, namely: (i) multi-faceted health assistance to the population geared toward providing health care; (ii) education of children aged below twelve and distribution of school kits to all affected primary schools; and (iii) procurement of essential food items.

5. Amount of the Emergency Humanitarian Assistance: The total estimated amount of emergency assistance to be granted to the Union of the Comoros is one million US dollars.

6. Source of Financing: The emergency humanitarian assistance will be financed from the Special Relief Fund (SRF).

7. Implementation of the Emergency Humanitarian Assistance: The operation will be implemented by UNICEF and coordinated by the Centre for Relief and Civil Protection Operations (COSEP), which is the beneficiary of a natural disaster and risk management capacity building project put in place by the UNDP. The UNICEF country office in Moroni has the organizational capacity and experience to carry out the operation and manage the Bank’s emergency assistance resources.

8. Conclusion and recommendations: It is recommended that the Union of the Comoros be awarded a grant not exceeding one million US dollars. The assistance is in accordance with the Bank’s new emergency assistance policy guidelines and procedures. It falls under emergency humanitarian assistance against natural disasters such as floods and will be used to facilitate: (i) children’s access to basic education; (ii) access to health, hygiene and sanitation in the affected areas; and (iii) support for the nutrition programme.
1. INTRODUCTION AND RATIONALE

1.1 Since 2005, severe floods and ash from volcanic eruptions have caused major damage in several villages of the Comoros Archipelago. April 2009 was marked by torrential rains that unexpectedly hit the three islands of the Union of the Comoros. Several regions recorded their heaviest rains in fifty years. A rapid joint assessment of the situation was recently conducted throughout the country by the Centre for Relief and Civil Protection Operations (COSEP) and development partners (UNDP, UNEP, UNICEF, WHO and CRCO). Against this background, the African Development Bank (ADB) was approached by the Comorian Government, alongside other development partners, for emergency humanitarian assistance.

1.2 The Government’s request is deemed acceptable since it meets the 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 14 January 2009 by the Board of Directors. The aid proposed for the UoC is in line with these guidelines and relates to emergency operations for natural disasters caused by the torrential rains that led to flooding.

1.3 The emergency requires a rapid response to assist the affected population, enabling them to return to normalcy. The recipients of the emergency humanitarian assistance are all displaced Comorian flood victims, nearly 70% of whom are women and children. According to available data, the number of cases of malaria and other vector-transmitted water-borne diseases has risen on the three UoC islands. Children could receive school supplies and kits at the start of the next academic year. The Bank’s assistance will help to enhance the control of malaria, water-borne diseases and other transmissible illnesses, thereby contributing to improving the health status of vulnerable groups. The two key areas targeted by the proposed assistance concern the health of the population and support for the supply of school kits to child victims.

2. OVERVIEW OF THE EMERGENCY ASSISTANCE OPERATION

2.1 Scale of the Disaster

2.1.1 About 6,000 hectares of farmlands and 560 homes have been destroyed, directly affecting an estimated 3,000 persons, including families that hosted them. Most of the material damage concerns houses. Nationwide, 560 families have been affected, including some 366 displaced ones who have been resettled in host families. One human life was lost, carried away by the floods and three persons were injured by falling trees. Most of the affected areas are in poor rural districts. Furthermore, the violence and continued bad weather have caused serious disruptions to basic communication facilities such as major roads and bridges, making access difficult. The Government has also reported a sharp rise in vector-transmitted water-borne diseases, acute respiratory illnesses and cases of measles among children in the affected areas.

2.1.2 The emergency needs of the population fall into three categories, namely: (i) essential goods; (ii) health, hygiene and sanitation; and (iii) urgent rehabilitation of community infrastructure and dwellings. The estimated costs of immediate actions amount to KMF 1.555 billion, equivalent to USD 5.197 million. The table below presents a breakdown of the costs.
Table 2.1
Estimated Emergency Action Needs

<table>
<thead>
<tr>
<th>Item</th>
<th>Estimated Cost in USD</th>
<th>Estimated Cost in KMF</th>
</tr>
</thead>
<tbody>
<tr>
<td>Foodstuff and essential goods</td>
<td>1 439 433</td>
<td>431 830 000</td>
</tr>
<tr>
<td>Drinking water, health and sanitation, education</td>
<td>302 670</td>
<td>90 801 000</td>
</tr>
<tr>
<td>Infrastructure rehabilitation</td>
<td>3 455 000</td>
<td>1 036 500 000</td>
</tr>
<tr>
<td><strong>Total Cost</strong></td>
<td><strong>5 197 103</strong></td>
<td><strong>1 555 131 000</strong></td>
</tr>
</tbody>
</table>

N.B. USD 1 = KFM 352.741 (25 June 2009)

2.1.2 Furthermore, the Government has expressed major concerns about a possible public health crisis resulting from the pollution of groundwater tables in affected villages and the destruction of the water supply system. The destruction of latrines observed in all the affected villages has raised the spectre of a possible fresh outbreak of cholera, which has become endemic in the country.

2.2 Reactions by the National and International Community

2.2.1 Following the damage assessment by the Government and the declaration of affected areas as disaster zones, a multi-sector and multidisciplinary team visited the area to rapidly assess the situation and compile a precise inventory of needs. Faced with the situation, the Government created the Centre for Relief and Civil Protection Operations (COSEP) - a structure directly attached to the President’s office and responsible for coordinating all related operations. The United Nations System, in collaboration with the Red Cross of the Comoros (CRCO), supported COSEP in conducting a situation analysis and coordinating humanitarian action throughout the country. The needs expressed in the first phase of the primary emergency by the Government include the following: (i) household items; (ii) food products; (iii) hygiene and sanitation products; (iv) resettlement of displaced persons; and (v) rehabilitation of damaged bridges and roads.

2.2.3 In areas severely affected by floods, UNICEF, in collaboration with COSEP, launched an operation for the distribution of water kits for affected households, school kits for school children and food for undernourished children. The UNDP contributed to the situation analysis, coordination of humanitarian action and active search for funds to provide adequate response to affected families. For its part, the CRCO actively participated in the situation analysis and the search for funds to launch tank drainage and cleaning operations, as well as clean out flooded houses. Several development partners (China, France, USA, the Bank) have stated their intention of assisting the country to mitigate the consequences that might arise from the situation.

3. BANK’S EMERGENCY OPERATION

3.1 Objectives

The main objective of the proposed humanitarian assistance is to provide a response to the urgent and immediate needs of flood victims throughout the Comoros. Specifically, it will entail preventing the escalation of cases of malaria, cholera and other transmissible diseases among flood victims, facilitating the return of children aged below twelve to school and improving the nutritional status of vulnerable groups. The incidence and prevalence of these diseases have risen sharply in the affected areas where some 360 families have been displaced and resettled in temporary habitation.
3.2 Description of the Operation

3.2.1 To achieve the set objective, the SRF emergency humanitarian assistance will cover two components, namely: (i) multi-faceted assistance to the population involving the procurement of chemical spraying equipment and non-toxic products, vaccines for the Expanded Programme on Immunization and insecticide-treated mosquito nets; (ii) a component related to the education of children under the age of twelve, involving the procurement of complete school kits for all primary schools on the Archipelago hit by floods; and (iii) support for food security entailing the distribution of essential commodities to victims. The Bank’s assistance will supplement the support provided by other development partners in various areas of need. In view of the specific nature of the humanitarian assistance, it was agreed with the Government that the implementation would be entrusted to UNICEF.

3.3 Institutional Arrangements

3.3.1 The Centre for Relief and Civil Protection Operations (COSEP) is the executing agency of the national platform for risk and disaster preparedness and management in the Union of the Comoros. The platform brings together all governmental and non-governmental stakeholders. COSEP is directly supervised by the Chief of Staff, Office of the President of the Republic, responsible for National Defence and Security. It is charged with: (i) watch and early warning; (ii) information collation, analysis and processing; (iii) formulation and activation of emergency plans; (iv) resource mobilization; and (v) coordination of stakeholders on the ground.

3.3.2 COSEP works in close collaboration with national, island and community institutions, NGOs and development partners. It is represented on the islands by the Regional Centres (CROSEP) administratively attached to the Ministry of Interior of the autonomous island. COSEP’s organizational structure comprises: (i) a General Directorate; (ii) an administrative and technical department; (iii) a training and operations department; and (iv) a department in charge of information collation, analysis and processing.

3.3.3 In accordance with the Bank’s emergency assistance guidelines and following a proposal by the Government, UNICEF will manage the Bank’s contribution based on a Tripartite Letter of Agreement (TLA) with the Government and the Bank. The choice of UNICEF is justified by the fact that the Agency has the required capacity to implement assistance activities. In terms of human resources, UNICEF has a health officer, an education officer and a nutrition officer among its staff. The team can easily implement all the emergency aid components. Furthermore, UNICEF is the only agency of the United Nations System with regional offices on the three islands of the Archipelago, while the others agencies are based solely in Moroni. Thus, UNICEF supported COSEP in the preparation of the social mobilization efforts throughout the Archipelago. UNICEF could also receive support from WHO for activities concerning the health component. COSEP will be responsible for coordinating all activities and facilitating the deployment of focal points on each of the islands.
3.4 **Cost and Financing**

3.4.1 According to estimates by the Comorian Government, the long-term reconstruction of all the community infrastructure, schools, health centres, public markets, bridges and roads will cost about USD 10 million, equivalent to about KMF 3 billion. The estimated cost of immediate needs (health, community infrastructure and food products) which the Government will have to address in order to meet the pressing demands of the flood victims amounts to nearly USD 5,197,103 equivalent to about KMF 1.5 billion. As of 30 June 2009, partners had undertaken several one-off operations. However, the amount of commitments by the international community is still not available. The amount requested from the Bank represents about 23% of the emergency needs.

3.4.2 Bank Group contribution to the operation, excluding taxes and customs duty, is USD 1,000,000. The source of financing proposed for the operation is the Special Relief Fund. The detailed cost of Bank financing is given below:

<table>
<thead>
<tr>
<th>Operating Expenses</th>
<th>Estimated Cost in $</th>
<th>% of total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Drinking water, sanitation and essential medicines</td>
<td>300,000</td>
<td>30.0</td>
</tr>
<tr>
<td>Support to food security</td>
<td>330,000</td>
<td>33.0</td>
</tr>
<tr>
<td>Insecticide- treated mosquito nets</td>
<td>100,000</td>
<td>10.0</td>
</tr>
<tr>
<td>School kits</td>
<td>200,000</td>
<td>20.0</td>
</tr>
<tr>
<td>Administrative expenses</td>
<td>70,000</td>
<td>7.0</td>
</tr>
<tr>
<td><strong>Total cost</strong></td>
<td><strong>1,000,000</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

PS: 1 = KMF 252.5 and KMF 1 = US $ 0.0039604 (as at 25 June 2009)

3.5 **Procurement of Goods and Services**

In keeping with the agreement on the implementation of operations linking the United Nations Agencies to the Bank, UNICEF will be responsible for implementing this emergency humanitarian assistance. In that regard, UNICEF will procure goods and services on behalf of the Government, using UN procedures acceptable to the Bank Group.

3.6 **Disbursement**

In view of the urgent nature of the operation and the procurement characteristics, it is recommended that the entire grant be disbursed in one tranche and by direct payment to UNICEF, which will provide the account number into which the Bank’s contribution will paid as soon as the Government submits the disbursement request for the operation.

3.7 **Implementation Schedule**

For emergency operations, the Bank usually recommends a short implementation period not exceeding 6 months. Consequently, after approval by the Board, the key implementation stages as well as indicative deadlines should be as follows:
### Table 4.1
Provisional Implementation Schedule

<table>
<thead>
<tr>
<th>Activity</th>
<th>Responsible Entity</th>
<th>Target Deadline</th>
</tr>
</thead>
<tbody>
<tr>
<td>Approval of Grant</td>
<td>ADB</td>
<td>05 August 2009</td>
</tr>
<tr>
<td>Presentation of disbursement request</td>
<td>Government/UNICEF</td>
<td>15 August 2009</td>
</tr>
<tr>
<td>Implementation of activities</td>
<td>UNICEF/Government</td>
<td>1/09/2009 to 31/03/2010</td>
</tr>
<tr>
<td>Submission of audit report</td>
<td>Government</td>
<td>30 October 2010</td>
</tr>
</tbody>
</table>

3.8 Reporting, Supervision and Auditing

In view of the nature of the operation, no specific supervision mission has been planned. However, if a mission of health experts should go to Comoros during the implementation period, it could supervise the operation. Since the United Nations Agencies do not prepare separate audit reports, the Bank will require a written confirmation at the end of the operation certifying that UNICEF has complied with the terms of the Letter of Agreement.

4 CONCLUSION AND RECOMMENDATIONS

4.1 Conclusion

The torrential rains of mid-April to mid-May 2009 caused serious floods in some regions of Comoros. About 560 homes were destroyed, directly affecting an estimated 3,000 persons. Furthermore, the number of cases of malaria and water-borne diseases has doubled in several administrative districts. Given the scale of the disaster and its consequences, the Government requested assistance from its development partners as well as those of donor organizations such as the Bank. The proposed assistance to the Union of the Comoros is in line with the Bank’s guidelines and procedures for emergency relief assistance.

4.2 Recommendations

It is recommended that the Bank award the Union of the Comoros through UNICEF, a grant not exceeding USD 1,000,000 sourced from the Special Relief Fund to finance: (i) the purchase of medicines and supplies, spraying equipment and chemical products to intensify the control of malaria, water-borne and other transmissible diseases among flood victims; (ii) procurement of school kits for primary school pupils and (iii) procurement of basic food supplies for the affected population. UNICEF is the executing agency of the grant.

4.3 Conditions

The grant will be subject to the following conditions:

**Conditions Precedent to Disbursement**

i) The Donee will forward to the Bank the Agreement Letter signed between the Comorian Government and UNICEF regarding the implementation of activities financed from grant resources and specifying the respective responsibilities of the beneficiary and UNICEF.

ii) UNICEF will communicate to the Bank the number of the special account into which the grant resources will be paid (Paragraph 4.3).
Request by the Government

UNION OF THE COMOROS
Unity – Solidarity – Development

MINISTRY OF FINANCE, BUDGET,
ECONOMY, LABOUR, EXTERNAL TRADE
AND WOMEN'S ENTREPRENEURSHIP

The Minister

Moroni, 28 April 2009

No. 09.057/MFBETCEEF/CAB

To
Mr. Donald Kaberuka
President of the African Development Bank Group
BP 323
1002 Tunis Belvedere
Fax No: 00216 71 33 26 95

No. 09-057/MFBET/CEEF/CAB

Subject: Request for Emergency Assistance Following Recent Rainstorms

Mr. President,

I would like to officially inform the Bank about the scale of the human and material damage caused by the floods that hit all the islands of the Comoros starting from 6th April 2009, particularly in poor areas that are highly vulnerable to these exceptional climatic conditions.

The damage noted following the initial rapid assessment by the Centre for Relief and Civil Protection Operations (COSEP) shows the catastrophic nature of the situation – one that justifies the declaration of a nationwide state of emergency.

Indeed, the violence and persistent rainstorms have caused considerable harm, notably the destruction of dwellings affecting over 560 persons and basic communication infrastructure (national roads and bridges). This has rendered access to affected areas difficult.

The situation has still not improved and it is feared that a health crisis will occur due to the pollution of water reserves in the affected villages on Ngazidja Island and the destruction of the water supply network on Mwali and Ndezouani Islands.

The estimated cost of immediate actions based on a preliminary evaluation amounts to nearly KMF 1,555,131 broken down as follows:

- KMF 431.830 million ($1,439,433) for food and essential commodities;
- KMF 90.801 million ($302,670) for water, health, hygiene and sanitation
- KMF 1,036,500 ($ 3,455,000) for infrastructure rehabilitation
Consequently, I would like to request the Bank’s assistance to support the considerable efforts already made by the Government and some agencies such as the Red Crescent and UNICEF under the coordination of COSEP, to alleviate the suffering of the affected population.

I would like to take this opportunity to reiterate my sincere thanks for your readiness to support our development efforts.

Yours sincerely,
X
(Signature)
Mohamed Ali Soilihi

Attch. : Situation Analysis Report

cc. :
- Chief of Staff responsible for National Defence and Security
- Mrs. Diaretou Gaye, Regional Director
- General Commissioner of Planning