

OPERATIONS UPDATE



International Federation of Red Cross and Red Crescent Societies
Fédération internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

MADAGASCAR: CYCLONE

MDRMG002
15 August 2007

APPEAL EXTENSION

The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in over 185 countries.

In Brief

Appeal No. MDRMG002; Operations Update no. 4; Period covered: 9 May to 31 May, 2007; Appeal coverage: 93%; ([Click here to go directly to the attached Contributions List, also available on the website.](#))

Appeal history:

- [Preliminary Emergency Appeal](#) was launched on 22 March, 2007 for CHF 773,262 (USD 637,935 or EUR 477,765) for 6 months to assist 32,000 people.
- [Operations Update no.1](#), issued on 29 March, 2007, focused on assessments conducted by the Malagasy Red Cross Society, the Field Assessment and Coordination Team (FACT) and other stakeholders.
- [Revised Emergency Appeal](#), launched on 12 April 2007, increased the Appeal budget to CHF 2,005,707 (USD 1,649,430 or EUR 1,238,090) and raised the number of beneficiaries to 60,000.
- [Operations Update no. 2](#) issued on 23 April 2007 focused on food distribution. And
- [Operations Update no.3](#) issued on 18 May 2007 focused mainly on distribution of non-food items.
- This Operations Update seeks to extend the operation's period by three months until the end of December, 2007. The extension has been necessitated by changes in the plan of action introducing new objectives in logistics, support to livelihoods and promotion of Red Cross Red Crescent Fundamental Principles and Values.
- Disaster Relief Emergency Funds (DREF) allocated: CHF 185,000.

Related Emergency or Annual Appeals: <[Indian Ocean Sub-Regional Programmes; Appeal 2006-2007 \(Appeal MAA64002\)](#)>

Operational Summary: Emergency food and non-food item distributions in the Sofia and Diana Regions of Madagascar in response to Cyclone Indlala have been completed. Over 11,000 households were assisted totalling more than 55,000 people. The Federation's Logistics and Relief Emergency Response Unit (ERU) teams completed the distributions in partnership with staff and approximately 160 volunteers of the Malagasy Red Cross Society (MRCS).

Plans to build upon recent efforts by enhancing the capacities of the MRCS to address crises likely to arise in the future have been discussed and agreed upon. Among the key areas, logistics, support to community livelihoods and promoting the Fundamental Principles and Values of the Red Cross Red Crescent have been targeted as additional items for the next phase. Minor adjustments have been made to the budget allocations to boost those areas which are expected to receive support i.e. information, public relations, utensils and tools, but the overall appeal figure has not changed. To facilitate the implementation, an appeal extension of three months has been agreed upon by the MRCS and the field teams.

Background

Cyclone Indlala circled over Madagascar for about three days after coming ashore as a category 3 storm on 15 March 2007. With wind speed of up to 200 kilometres/hour, the cyclone left considerable damage in the northeast and northwest regions of the country. The cyclone was the fifth to hit Madagascar since late December.

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The cyclone season in the southern Indian Ocean typically runs from November to March. The current season, 2006-2007 proved to be very active. Preliminary estimates by humanitarian agencies indicated needs for safe water, sanitation facilities, health care, food, non-food and basic shelter items. Responding to immediate needs, the International Federation of Red Cross and Red Crescent Societies released CHF 185,000 from its Disaster Relief Emergency Fund (DREF) to support the disaster response by the MRCS bolstering an initial allocation of CHF 35,000 released in February for cyclone preparedness. A Preliminary Emergency Appeal was launched on 22 March seeking CHF 773,262 to support 32,000 people for six months.



Palm trees flattened by the cyclone Indlala.

Assessments done by Field Assessment and Coordination Team (FACT), the French Red Cross/Indian Ocean Regional Intervention Platform (PIROI¹), United Nations (UN) agencies and non-governmental organizations revealed that communities had lost belongings such as food stocks, seeds, crops, farming and fishing tools and household goods including kitchen utensils and cooking pots. Flooding as a result of the cyclones weakened coping capacities of various communities and a severe food crisis was foreseen as an estimated 70 to 80 percent of rice crops had been destroyed.

The Federation's Preliminary Emergency Appeal was revised on 12 April with a budget increase up to CHF 2,005,707, an increase of over one Million Swiss francs. The Federation supports the MRCS in disaster response efforts targeting 60,000 people through provision of emergency relief items, health and capacity building.

Operational developments

Distributions of food items in Sofia region and non-food items in both Sofia and Diana regions have been successfully completed. Cooperation and coordination among all involved in the cyclone response played a major role during the activities. Community-based Red Cross volunteers continued to play a central role in the targeted regions and their continued training and experience, complemented by the reinforcement of reliable operational systems at local, regional and national levels, is pivotal. As a result, continued recovery, organizational development and capacity-building activities in the area of disaster management continue to form the core of the support for the National Society.

The plan of action has been revised to reflect the post-emergency situation and the efforts to assist the affected communities to fully recover from the impacts of the cyclone and also to be able to be adequately prepare for cyclone threats in the future. For this reason, the appeal has been extended for three months until the end of the year. The revised plan of action, example of the transition from relief work to recovery and a more developmental or structurally-oriented approach seeking to address the following:

- Development of a disaster response unit based at Antananarivo responsible for country-wide coordination, technical support, internal and external cooperation. Rehabilitation of the MRCS office at Antsohihy where cyclone response operations were focused.
- Additional training for volunteers in disaster management including logistics systems, distribution and reporting procedures and addressing operational response in its various aspects at the national level and particularly in Sofia region (Antsohihy and Befandriana).
- The pre-positioning of relief items at warehouses used by the Federation and the MRCS during the cyclone response at Antsohihy, as well as, re-packaging of relief items that often need to be done during distributions so beneficiaries can take them to their homes.

Red Cross and Red Crescent action - objectives, progress and impact

Overall objective: To provide humanitarian assistance to 12,000 families affected by successive cyclones – including Indlala and Jaya – and resulting floods in Sofia and Diana regions, and contribute to the restoration of their basic living conditions.

¹ In French : Plateforme d'Intervention Régionale pour l'Océan Indien (PIROI).

Emergency relief (food and basic non-food items)

Specific objective 1: Provide 12,000 most vulnerable households in Mampikony, Ambanja, Antsohihy, and Port Berger districts with food items.

Progress

By the end of Week 18 since the beginning of the operation, most food distributions have been completed with a total of 11,100 households being reached reflecting 228MT of foodstuffs. By the end of May, the Federation and MRCS were able to serve an additional 331 households with the remainder of food commodities in stock. A total of 11,431 households from seven districts, translating into 95 percent of the targeted number were assisted. Distributions were done by the Federation through its Emergency Response Unit (ERU) teams, volunteers and staff of the MRCS with commodities provided by the World Food Programme (WFP). Household rations were composed of 15kg rice, 4.5kg beans and one litre of cooking oil. Location and beneficiary details can be seen in the table below. Food distribution was not carried out in Ambanja district of Diana region due to change of strategies between the MRCS and WFP. To address this gap, additional assistance was given to affected communities in Mampikony, Antsohihy and Port-Berger districts of Sofia region.

Table 1: Distribution of Food Items in Sofia Region

Districts	Distribution Sites	Households	Beneficiaries
1. Antsohihy	12	3,070	15,350
2. Ananalava	5	1,433	7,165
3. Bealanana	2	93	465
4. Port-Berger	5	471	2,355
5. Befandriana Nord	8	1,090	5,450
6. Mandritsara	1	271	1,355
7. Mampikony	8	5,003	25,015
Total	41	11,431	57,155

Specific objective 2: Provide non-food items to cover basic non-food and shelter needs of 60,000 most vulnerable persons.

Progress

By the end of Week 21, non-food items distributions were completed by the Federation's Emergency Response Unit (ERU) teams in collaboration with volunteers and staff of the MRCS. The relief items made available were a combination of ones purchased by the Federation and others provided by the French Red Cross through PIROI. The beneficiary-households were provided with a selection of goods that included one pick-axe, one spade, candles (one box of 10 pieces), lighters (two pieces) and one kitchen set. The locations and beneficiary details can be seen in the table below.

Table 2: Distribution of Non-Food Items in Sofia and Diana Regions.

Region	Districts	Distribution points	Households assisted	Beneficiaries
Sofia	Antsohihy	12	2,895	14,475
	Ananalava	5	1,490	7,450
	Bealanana	2	95	475
	Port-Berger	5	493	2,465
	Befandriana Nord	8	1,594	7,970
	Mandritsara	2	221	1,105
	Mampikony	8	3,485	17,425
Diana	Ambanja	3	1,005	5,025
Total		45	11,278	56,390

Constraints

Among the challenges faced by the MRCS and Federation staff was relief material and personnel transportation, when conducting distributions among the often remote villages of north-west Madagascar.

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Lessons learnt during the emergency relief distributions

It has been observed that distributions in sparsely populated areas without modern communications technology need to be scheduled several days in advance to ensure that the targeted population is notified. Partial distributions have at times been ineffective as the items being distributed are seldom perceived to have a value equal to or greater than the value of time and effort expended to receive the full consignment. Timely distributions have had a bigger impact and ensure proper use of synergies. The involvement of community officials has been noted to be imperative. During the distributions they were able to distinguish between persons with the same names, identify family members who could represent the intended beneficiary, assist in maintaining order, and identify those most vulnerable in accordance with the established criteria.

Health

Specific objective 3: Ensure community access to adequate, safe and clean water to prevent epidemics of water-borne diseases.

Progress

3,000 buckets of 14 Litre capacity and 10,000 jerry-cans were provided for distribution through the MRCS. The beneficiaries were each provided with one bucket, water purification liquid (eight bottles of 150ml each) and two bars of soap.

Specific objective 4: Promote proper hygiene and health practices

Progress

Some 10,000 households were assisted with one insecticide- treated mosquito net (ITNs) each. Plans to develop a PHAST programme including training of volunteers were discussed with the MRCS and will be reported on in the coming update.

Capacity Building

Specific objective 5: Strengthen the capacity of the MRCS to manage emergency operations.

Progress

The ERU teams and MRCS staff working in Antsohihy have been using an outbuilding of approximately nine metres by 20 metres that served as their operations centre. The regional Red Cross branch did not have its own office space although it does have a building available for rehabilitation opposite the local hospital.

Lessons learnt

The expertise from the FACT and ERU teams was shared with the MRCS staff and volunteers during the joint activities undertaken including distribution of food and NFIs. This is expected to boost their response capacities during future disasters.

Constraints

Some districts lack volunteers to facilitate assessments, preparedness and response activities. Those on hand could still benefit from more training in logistics-relief operations to ensure their reliability.

Livelihoods

Cyclones Indlala and Jaya washed away crops at the harvest period and the communities in Sofia and Diana regions lost most of their assets including agricultural and fishing tools. At the time of launching the emergency appeal, some 35,000 hectares of rice paddies and 12,000 hectares other crops had been destroyed. In response to the needs, the International Federation provided beneficiaries with relief non-food items to address shelter including one pick axe and one spade per family (see objective number two). With the cyclones over, the priority has gradually shifted from emergency relief to strengthening livelihoods.

New Objective

Specific objective 6: Provide 6,000 people with agricultural tools to speed up the recovery phase following the cyclones.

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Planned activities

- Procure agricultural tools including spades, shovels, pick axes and ploughs.
- Conduct beneficiary identification and distribution of agricultural tools.
- Train volunteers in charge of the operation on basic relief principles.

Expected results

- Volunteers are trained in basic relief principles.
- The beneficiaries receive agricultural tools for their use.

Logistics

New Objective

Specific objective 7: Strengthen logistics capacity by pre-positioning non-food items as close as possible to the populations at risk in Sofia Region.

Planned activities

- Hire a warehouse.
- Carry out extensive repairs including doors and windows replacement, roofing, electrification, water, painting and installation of basic office equipment.
- Procure and transport NFIs, including kitchen sets, shelter tools kit, jerri-cans, sleeping mats, pails, water purification products and mosquito nets, to the warehouse for storage.
- Train volunteers involved in general principles in disaster management, stock management and financial management.

Expected results

- The warehouse is fully operational and can be used for relief stocks pre-positioning.
- Volunteers receive adequate training in stock management.

Federation Coordination

The Federation's emergency appeal has received donor response from National Societies around the globe and international humanitarian and development agencies such as the Department for International Development (DFID). Human resources, were mobilized from various partners including PRIOI and other Federation staff deployed from various places around Africa.

At the close of emergency distributions, the MRCS and Federation had been looking at strategies for additional collaboration with World Food Programme (WFP) and United Nations Children's Fund (UNICEF) through food-for-work and other rehabilitative activities in Sofia Region. Food-for-work projects focus on repair of community infrastructure such as bridges and roads. With a sufficient volunteer base, the National Society is in good position to manage projects with its UN partners. Along with actions such as the Global Fund Malaria Programme and additional joint efforts with other National Societies, the MRCS is placed to move in a positive direction toward fulfilment of its Strategic Plan for 2007 to 2010 as well as the Global Agenda of the International Federation of Red Cross and Red Crescent Societies. The Federation also expects to work with MRCS counterparts to develop disaster management contingency plans and basic emergency-operational response systems within the National Society.

Red Cross and Red Crescent Movement -- Principles and initiatives

Extra assistance was given to elderly people, persons with disabilities or expectant women who were affected by the cyclones during distributions of food and non-food items. In addition, promotion of the Fundamental Principles of the Red Cross/Red Crescent Movement has been scaled up during this phase of the operation to focus on dissemination of the Principles to volunteers and those within affected communities. Copies and information regarding the Code of Conduct for the Red Cross/Red Crescent Movement have been given to Federation and MRCS staff working as part of the cyclone response. Provision and discussion is expected to continue as part of ongoing training efforts, capacity-building and organizational development in the weeks and months ahead.

New Objective

Objective: Promote Red Cross and Red Crescent principles and values during all training sessions, beneficiary identification, distribution of agricultural tools and meetings with community leaders.

Planned activities

- Conduct public information sharing sessions that promote practising of principles and values of the Red Cross targeting volunteers, local authorities and the communities.
- Produce copies of Red Cross Red Crescent Movement code of conduct and information for circulation to volunteers and MRCS staff.

Communications – Advocacy and Public Information

Telecommunications infrastructure and access to internet services focused largely on supporting the cyclone operation. Computer Information and Technology (IT) training for volunteers was conducted as part of the operation. With resources made available, it is hoped that communication goals can be reached and, if possible, expanded.

Documents produced and published through the cyclone response and available via the Federation website are aimed at raising awareness about operational orientation among partners and supporters as well as deepening public understanding of the context in Madagascar. Photos taken during the emergency intervention and the subsequent phase have been posted on the DMIS and more are available upon request to the MRCS.

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