

www.ifrc.org
Saving lives,
changing minds.

Operations Update 2

Madagascar: Heavy Rains, Floods and Landslides

 International Federation
of Red Cross and Red Crescent Societies

DREF n° MDRMG016	GLIDE n° F-2020-0008-MDG
EPoA update n° 2: 16 September 2020	Timeframe covered by this update: 5 February to 31 August 2020 (6 months)
Operation start date: 05 February 2020	Operation timeframe: 9 months (New end date: 30 November 2020)
Overall operation budget: CHF 307,356	
N° of people being assisted: 5,000 people in Alaotra Mangoro, Analamanga, and Betsiboka Regions	
Red Cross Red Crescent Movement partners currently actively involved in the operation: French Red Cross (PIROI), German Red Cross, and Luxemburg Red Cross	
Other partner organizations actively involved in the operation: National Office for Disaster Risk Management [BNGRC]	

Summary of major revisions made to emergency plan of action:

This Operations Update 2 is issued to inform stakeholders of the need to extend the timeframe of this DREF operation by three (3) months (new end date 30 November 2020). The main reason for this extraordinary extension is to enable the Malagasy Red Cross Society and IFRC to complete the replenishment of non-food items (NFIs) taken from the emergency/contingency stocks of the National Society (NS). This replenishment process started only after distributions were made on 21 August 2020, logistics process only allows replenishment after distribution has been completed documented (proof of exit from warehouse, distribution reports, etc.) before the requisition for replenishment should be issued.

Constraints linked to the COVID-19 Pandemic:

- In mid-March 2020, restrictive measures such as total lockdown, limited movements to access some regions, prohibition of gatherings, etc.) were put in place by the Malagasy Government. The NS was not well equipped to protect the volunteers from contamination. In compliance with Government measures, the National Society suspended implementation of the operation for 3 months (April - June 2020). This information was duly communicated to IFRC Africa Region.
- By end of June 2020, the Government eased the lockdown measures and access to some regions. In consultation with the NS, the request for a 2 months' timeframe extension from 1 July to 31 August 2020 (six months operation timeframe) was submitted and approved, to cover the community needs identified during previous assessment which raised huge expectations (NFI and cash distribution) from communities.
- In July 2020, the Government re-established some lockdown measures and the number of persons to gather, which again, disrupted implementation and further delayed the planned distributions.
- After consultations with NS, it was decided to focus on the main activities (with a realistic plan of what can be done in the Covid-19 context within the given timeframe) such as training of volunteers, community mobilisation on hygiene promotion, NFI and cash distribution, post distribution monitoring, lesson learnt workshop and replenishment of distributed items. Some objectives of the DREF were just considered as non-realistic within the given time frame.
- All activities were implemented as planned (before 31 August 2020). The last distribution of NFI (items were taken from the pre-positioned stock of the NS, made available by PIROI), ended on 18 August 2020 and the replenishment process could only be initiated after getting the report from the distribution activities.
- The requisition for the replenishment was sent to the Logistics Unit in Nairobi on 21 August 2020 following the logistic process (items should be first distributed and documented: exit from store proof, distribution report). After exchange between logistic unit in Nairobi, Dubai and at cluster level on non-availability on one item (cuvette), the final requisition was signed and sent on 31 August 2020.
- Unfortunately, when the finance in Dubai used the project code provided for replenishment, the DREF had already ended. Hence, this request for an extraordinary timeframe extension and reopening of codes for due payment of the items. Without this replenishment, the NS will be left with no pre-positioned stocks to kickstart response in the event of another disaster.

To note, although the distribution plan was disrupted by the restrictive measures related to COVID-19, it was finally carried out and about 84% of the targeted households were received the items. The replenishment process launched, practically by the end of August because of difficulties mentioned above, has not been completed after the closing of the operation. This was only notified one week later after the operation closed on 31 August 2020. No changes in activities or additional budget are requested through this extension as most of the planned activities have been completed as seen in the Detailed operational plan below.

A. SITUATION ANALYSIS

Description of the disaster

On 22 January 2020, the cyclonic circulation called *Zone de Convergence Inter-Tropicale* (ZCIT) made landfall on the West coast of Madagascar, in the district of Besalampy, the Melaky region. This prompted a Red Alert Warning for heavy rains in Boeny, Sofia (Districts of Analalava, Antsohihy, Mampikomy, Boriziny, and Mandritsara) and a Yellow Alert Warning for the region of Analamanga and Alaotra Mangoro. On 23rd January 2020, Red Alert for High wind for most of the coast of the country, from the North, North-Eastern, North-Western, and Western regions was equally issued. The depression eventually went out to sea on 23rd January 2020 at around 3:30 pm, between Toamasina and Vatomaniry (Ambila Lemaitso, in the region of Atsinanana) and continued to move towards the islands of Reunion and Mauritius, East of Madagascar, as it evolved into the moderate tropical storm Diane by 24 January 2020.



Detail assessment of the disaster impacts in Ambatondrazaka
©MRCs

Despite leaving the island, the clouds associated with the phenomena kept bringing rain over several regions, including Alaotra and Atsinanana and as of 25 January 2020, the casualties registered was 9 people missing, 31 reported dead, 106,846 affected and 16,031 displaced. The estimation of damage on infrastructure was significant and government declared a state of emergency.

In response, Malagasy RC, with support from IFRC, launched this [DREF operation](#) on 5 February 2020, to meet the immediate shelter and NFIs, livelihoods and basic needs, health care and WASH needs of 5,000 people (1,000 HHs) affected by this disaster in three of the most impacted regions -- Alaotra Mangoro and Betsiboka and in urban Antananarivo. This operation was set to last 4 months, but due to Covid 19 containment measures set out in country, the operation was extended for a supplementary 2 months though publishing of [Operation Update 1](#) in June 2020. With the current request for extension, the operation will be extended for another 3 months, to allow completion of procurement process to replenish items distributed from NS warehouse.

Summary of current response

Overview of Host National Society

Since the launch of this operation, the following activities have been implemented:

- Rapid multi sectoral needs assessment, conducted on wash, shelter, and livelihoods sectors;
- Market assessment carried out for Alaotra Mangoro;
- Targeting and registration of recipients with community meetings carried out in the three targeted areas: Alaotra Mangoro, Betsiboka and Analamanga;
- Training of volunteers on shelter kit, WASH promotion, First Aid, RCCE related COVID-19;
- Community mobilization/sensitization on WASH promotion and COVID-19;
- Distribution of non-food items for 764 household in the three targeted areas: Alaotra Mangoro, Betsiboka and Analamanga;
- Recruitment and contract with the FSP;



NFI distribution in Maevatanana Region ©IFRC

- Cash assistance for 1,167 household in the three targeted areas: Alaotra Mangoro, Betsiboka and Analamanga;
- Post distribution monitoring;
- Lesson learnt workshop.

Overview of Red Cross Red Crescent Movement in country

The IFRC Indian Ocean Islands Country Cluster Office provided support to the Malagasy Red Cross Society (MRCS) in developing the Emergency plan of Action (EpoA) and launching and managing the DREF operation. Surge members were deployed and are still in the country to support the implementation of this operation. IFRC also provides PMER support to help MRCS to ensure proper monitoring and reporting of activities.

The IFRC Indian Ocean Islands Country Cluster Office is also supporting the MRCS in the current COVID-19 response. The IFRC Regional Office is supporting the Cluster and the NS in the replenishment of distributed items.

French Red Cross/PIROI is supporting MRCS in the implementation of a preparedness and response project which includes Analamanga and Atsinanana Regions. In close coordination with member National Societies, PIRIOI manages seven prepositioned warehouses across the South West Indian Ocean Island, including two prepositioned warehouses in Madagascar (warehouses of Tamatave (Atsinanana region) and Ambohimambola (Analamanga region). These two warehouses will be used during this operation. French RCS/ PIRIOI is also supporting the NS in the COVID 19 response. In addition to a shelter project implemented in the north of the country, the Luxembourg Red Cross is also supporting the NS in COVID 19 preparedness and response.

The German Red Cross is supporting the NS in the heavy rain response through cash assistance in Sofia region. The project is at the final phase of implementation.

Overview of non-RCRC actors in country

The government through the BNGRC is coordinating the responses in the affected regions. Other humanitarian actors such as WHO, UNICEF and WFP are also present in the affected areas supporting the affected people. Few NGOs are active in the field in the fight against this pandemic.

Needs analysis and scenario planning

Needs analysis

According to the assessment conducted before COVID-19, the needs remain the same but worsened by COVID-19 context. The results show that there are needs in shelter, WASH, Health promotion, food and livelihoods. Many of these identified needs have been addressed according to the initial operational plan. Please see [EPOA](#) for details on the needs analysis.

Operation Risk Assessment

Please refer to [Operation Update 1](#) for details.

B. OPERATIONAL STRATEGY

Proposed strategy

The overall objective of this operation is to provide 1,000 HHs (5,000 people) with shelter and NFIs, livelihoods and basic needs, health care and WASH support in three of the most impacted regions including Alaotra Mangoro, Betsiboka and in urban Antananarivo. With this second operation update and extension, the operational timeframe is set to last 9 months (additional three months extension with new end date on 30 November 2020).

This extension period will allow MRCS and IFRC the needed time to complete the replenishment of Non-Food items (shelter kit, WASH kit, kitchen kit and mosquito) distributed to the affected population in the 3 targeted areas and that have been taken from the emergency/contingency stocks of the NS. The process of replenishment, impacted by the COVID-19 outbreak restrictions, is ongoing and the needed three additional months will help to complete it.

C. DETAILED OPERATIONAL PLAN



Shelter

People reached: 2,720 (544 HH)

Male: 1,238

Female: 1,482

Outcome 1: Communities in disaster and crisis affected areas restore and strengthen their safety, well-being and longer-term recovery through shelter and settlement solutions

Indicators:	Target	Actual
Number of HHs having received shelter assistance	650	544

Output 1.1: Short and medium-term shelter and settlement assistance is provided to affected households

Indicators:	Target	Actual
Number of households provided with shelter tool kits	650	544
Number of tents provided	30	11
Number of households provided with kitchen kit	650	531
Number of households reached with mixed cash approach	350	0
Number of households reached with CT for household items	650	544
Number of volunteers involved in shelter activities	30	30

Output 1.2: Technical assistance, counselling services and awareness raising activities regarding shelters and safe settlement and improved building/construction techniques are provided to affected households

Indicators	Target	Actuals
Number of households reached with awareness raising activities	1000	764
Percentage of households referring main key awareness raising messages	At least 65% or 1000 households	20% or 200 households

Progress towards outcomes

As part of a joint multi-sectoral response led by the government with the participation of all the humanitarian actors present (MEDAIR, WFP, RED CROSS, UNICEF) in the affected areas, MRCS Shelter Kits and Wash Kits were requisitioned by the government. The distribution process was not followed according to humanitarian standards as the entire operation were led by the Presidential Couple. All humanitarian actors present on the field were unable to manage the distribution even if the beneficiary list was already ready according to the vulnerability criteria. A joint note with MEDAIR was written explaining the situation since MEDAIR and MRC were the actors on the ground engaged in the WASH and Shelter kits distribution.

Following the first extension of the NS team engaged the revamping of activities, the training of volunteers and the distribution of kits were carried out following the evaluation and targeting of beneficiaries. From the 650 households planned, about 84% were reached. Most of the absent households were out of their resident area (affected areas) or were blocked in another region because of the COVID 19 restrictive measures prohibiting movement between the regions/districts of the country. All the shelter kits and tents distributed were taken from NS stocks made available by PIROI. The extension of these items was started after the last distributions and as such, this extension is needed to complete replenishment process. To note, the distribution plan was disrupted by the restrictive measures related to COVID-19.

Regarding the cash assistance to 350 households for the rehabilitation of their houses, this was not carried out as planned given the impact of the restrictive measures put in place by the Government against the spread of COVID-19, which has worsened the living conditions the affected families. It should be noted that almost all the affected households had lost all or part of their homes, making it difficult to select the 350 households to receive this support. The funds earmarked for this activity were therefore reallocated to livelihood cash assistance reaching 1,167 households (5,835 people).



Livelihoods and basic needs

People reached: 5,835

Male: 2,745

Female: 3,090

Outcome 1: Communities, especially in disaster and crisis affected areas, restore and strengthen their livelihoods

Indicators:	Target	Actual
Number of households that have enough cash to meet their basic need	1,000	1,167

Output 1.1: Households are provided with multipurpose cash grants to address their basic needs

Indicators:	Target	Actual
Number of households that have enough cash to meet their basic need	1,000	1,167

Progress towards outcomes

A market assessment was conducted in the field for 5 communes for the Cash implementation in Alaotra Mangoro, Maevatanana and Analamanga regions. The FSP procurement process was successfully completed and the selected FSP has been contracted for two years.

Combined with the cash for shelter assistance, the cash for livelihood targeted 1,200 beneficiaries of which 97.25% were reached. As with the distribution of NFIs, those absent were outside their residential/affected area due to the epidemic restrictions.

A post distribution monitoring has been conducted in order to allow the evaluation of the impact of the operation within the target communities and to collect recommendations from the beneficiaries to improve future actions.



Health

People reached: 1500

Male: 695

Female: 805

Outcome 1: The immediate risks to the health of affected populations are reduced

Indicators:	Target	Actual
Number people that are provided with early warning messages and first aid support	5000	0

Output 1.1: Community-based disease prevention and health promotion and early detection (surveillance) or potential disease outbreaks is provided to the target population

Indicators:	Target	Actual
Number of households provided with mosquito nets	1000	861
Number of people supporting with PSS in the affected communities	5000	1500
# of volunteers mobilized for early warning and evacuations	100	0

Output 1.2: Community-based disease prevention and health promotion and early detection (surveillance) or potential disease outbreaks is provided to the target population

Indicators:	Target	Actual
Number of MRCS volunteers trained in FA	86	58
Number of first aid kits distributed	10	0

Progress towards outcomes

Psychosocial assistance has been provided to the affected people during all the implementation process. It should be noted that 400 nets intended to be distributed in Aloatra Mangoro disappeared during the government's convoy of items to the ground for the first distributions. This incident, like the one concerning the distribution of shelter and WASH kits, was caused by the difficulty of access to the affected areas by vehicles and the influence of the Presidency of the Republic in the distribution of relief.

The 861 distributed mosquito nets were taken from the stock of the NS and will be replenished during this extension period. Most of the absent households were out of their resident area (affected areas) or were blocked in another

region because of the COVID 19 restrictive measures prohibiting movement between the regions/districts of the country. All the disappeared and distributed mosquitos nets were taken from NS stocks. The extension of these items was started after the last distributions and as such, this extension is needed to complete replenishment process. To note, the distribution plan was disrupted by the restrictive measures related to COVID-19. Some 58 volunteers have been trained on first aid and are able to provide assistance to people in need in the targeted communities.



Water, sanitation and hygiene

People reached: 13000

Male: 6110

Female: 6890

Outcome 1: Immediate reduction in water-borne disease risk in targeted communities

Indicators:	Target	Actual
Number of HH reached with WASH activities	1000	2600

Output 1.1: WASH items assistance is provided to the affected households

Indicators:	Target	Actual
# of WASH kits (composition 1 jerrycan foldable, 1 bucket, 2 pieces of soap, 1 jar, 1chlorine bottle 150 ml) items prepositioned in preparedness. (Target: 1,000 households)	1 000	764

Output 1.2: Hygiene promotion activities that meet Sphere standards for the identification and use of hygiene products are provided to the target population

Indicators:	Target	Actual
Number of people reached by the hygiene awareness campaigns	5000	8000
# MRCS volunteers trained and prepared to respond in WASH (Hygiene promotion).	86	64

Progress towards outcomes

As part of the joint multi-sector response led by the President of the Republic, during that period, the ground transportation was interrupted, and the government ensured the delivery by air of all humanitarian responses. 400 MRCS's wash kits were loaded in the presidency airplane to be delivered to the affected areas. Once in the field, the Presidency requisitioned these kits and had them distributed directly by its competent services to the detriment of the planning and preparations put in place by the NS. These kits were then distributed without any standards.

Most of the absent households were out of their residential area (affected areas) or were blocked in another region because of the COVID 19 restrictive measures prohibiting movement between the regions/districts of the country. All the WASH kits distributed were taken from NS stocks. The extension of these items was started after the last distributions and as such, this extension is needed to complete replenishment process. To note, the distribution plan was disrupted by the restrictive measures related to COVID-19.

Strengthen National Society

Indicators:	Target	Actual
Number of NS branches that are well functioning in the operation (Target: 3)	3	3
Coordination meetings in which NS has assisted	4	5
Number of NDRT of the MRC deployed to the affected areas to support the NS activities	4	4
Number of international surge team members deployed to support the NS activities.	3	3
Number of lessons learnt workshops held	1	1

Progress towards outcomes

The 3 surge members deployed for this operation are still in country due to travel restrictions related to the Covid-19 pandemic. As such, their ToRs have been modified to allow them support the National Societies COVID-19

response. They will be involved in the continuity of this Ops update during the extension period to ensure all books are closed with the procurement issue.

D. BUDGET

The overall budget for this operation is CHF 307,356 and as of 31 August 2020, CHF 116,648 had been transferred to the NS.

Reference documents



Click here for:

- [Operations Update 1](#)
- [Emergency Plan of Action \(EPoA\)](#)

For further information, specifically related to this operation please contact:

In the National Society

Malagasy Red Cross Society: Ando Ratsimamanga Secretary General, email: andoniaina.ratsimamanga@crmada.org, phone: 261 32 04 194 02

In the IOI Country Cluster

Youcef Ait-Chellouche, Head of Country Cluster, email: Youcef.AITCHELLOUCHE@ifrc.org; phone: 261 32 77 895 07.

IFRC office for Africa Region:

- Adesh Tripathee, Head of Disaster Crisis Prevention, Response and Recovery Department, Nairobi, Kenya; phone +254731067489; email: adesh.tripathee@ifrc.org
- Khaled Masud Ahmed, Regional Operations Coordinator, Disaster Crisis Prevention, Response and Recovery Department, phone: 254 780 440908; email: Khaled.masud@ifrc.org

In IFRC Geneva:

- Nicolas Boyrie, Operations Coordination, Senior Officer, DCPRR Unit Geneva; email: Nicolas.boyrie@ifrc.org
- Eszter Matyeka, DREF Senior Officer, DCPRR Unit Geneva; email: eszter.matyeka@ifrc.org

For IFRC Resource Mobilization and Pledges support:

- **IFRC Africa Regional Office for Resource Mobilization and Pledge:** Franciscah Cherotich Kilel, Senior Officer Partnership and Resource Development, Nairobi, email: franciscah.kilel@ifrc.org ;

For In-Kind donations and Mobilization table support:

- **IFRC Africa Regional Office for Logistics Unit:** Rishi Ramrakha, Head of Africa Regional Logistics Unit, email: rishi.ramrakha@ifrc.org ; phone: +254 733 888 022

For Performance and Accountability support (planning, monitoring, evaluation and reporting enquiries)

- IFRC Africa Regional Office: Philip Komo Kahuho, PMER Manager, Email: Philip.kahuho@ifrc.org; Phone: +254732203081

How we work

All IFRC assistance seeks to adhere to the **Code of Conduct** for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGO's) in Disaster Relief and the **Humanitarian Charter and Minimum Standards in Humanitarian Response (Sphere)** in delivering assistance to the most vulnerable. The IFRC's vision is to inspire, **encourage, facilitate and promote at all times all forms of humanitarian activities** by National Societies, with a view to **preventing and alleviating human suffering**, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:



Save lives,
protect livelihoods,
and strengthen recovery
from disaster and crises.



Enable **healthy**
and **safe** living.



Promote social inclusion
and a culture of
non-violence and peace.