

# ***MADAGASCAR: CYCLONES AND FLOODS***

**Revised Appeal no:  
06/2000  
7 April, 2000**

***THIS APPEAL SEEKS CHF 2,100,000  
IN CASH, KIND AND SERVICES  
TO ASSIST 100,000 BENEFICIARIES WITH IMMEDIATE  
RELIEF, REHABILITATION, AND DISASTER  
PREPAREDNESS FOR 9 MONTHS***

## ***Summary***

At the request of the Malagasy Red Cross Society (MRCS), the International Federation appealed for contributions on 17 March 2000 to support the Society's emergency relief operation in aid of victims of the two cyclones which hit the island in mid-February and early March. Various National Societies responded positively to this appeal which allowed the MRCS to start its operation. On 2 and 3 April, the north of Madagascar was hit by a third, particularly destructive cyclone, Hudah. Even though the assessments in the north are yet to be completed, the National Society has now clearly identified a strategy and plan of action. The Malagasy government has also appealed for international assistance for the victims in the disaster zone.

## ***The Disaster***

Cyclones Eline (mid-February) and Gloria (early March) hit the central and northern districts of Madagascar, leaving 184,000 people in need of immediate relief support (estimated by the government's National Relief Council).

While the relief operation in support of the victims was in full swing, Cyclone Hudah, a third, more violent cyclone, hit the north of the country on 2 and 3 April. Damage assessments are ongoing, but first estimates indicate several hundred thousand people's livelihoods have been seriously affected. One of the most heavily affected areas is the town of Antalaha in the north-east which has been virtually destroyed. A full report on the destruction caused by this latest cyclone will be available over the coming weeks.

Madagascar has been struggling to contain outbreaks of cholera in various regions over the last year, and the while risk of an outbreak of disease remains very high (especially in the areas hit by the latest cyclone), there have been no reports on the outbreak of epidemics so far. However, the situation will be closely monitored. According to the inter-agency coordinating committee, led by the Interior Ministry, the network of public dispensaries in the affected regions has suffered 53% damage in the two first cyclones. This comes against a background of impoverished hospitals which lack basic equipment and medicines due to Madagascar's poor economic condition.

A combination of stagnant pools of water and collapsed latrines has worsened a health situation which is already alarming, creating a further challenge to relief and health workers. An urgent priority is the provision of clean water and promoting improved hygiene and sanitation to prevent an increase in waterborne diseases.

Relief efforts have been hampered by collapsed infrastructure and limited air and road transport. Despite the reopening of some strategic roads, the relief efforts for the areas hit by Hudah will rely initially on air transport.

## *The Response so far*

### **Government Action •**

On Thursday, 9 March, the Ministry of Foreign Affairs launched an International Appeal to assist in the purchase, transportation, warehousing and distribution of food, water purification items, medicines, hygiene articles, shelter, roof repairing items and to carry out a nutritional and agricultural needs assessment.

A second government appeal to assist the victims of Hudah is due to be released this week.

### **Red Cross/Red Crescent Action •**

CHF 50,000 was released from the Federation's Disaster Response Relief Fund (DREF) to initiate the assistance and assessment operations.

The MRCS, which has an effectively decentralised structure, has been assessing the damage and needs in close co-operation with the National Relief Council, to which it has provided three experienced volunteers to assist in carrying out the evaluation. The National Society has also helped in the implementation of the Council's food distribution plan, and has distributed blankets and other relief items from its own limited stocks. As the potential for a worsening cholera situation is one of the country's main concerns, the National Society is intensifying its prevention education campaign within the affected communities. There are plans by the MRCS to mobilise volunteers in four provinces.

The International Federation has been present in Antananarivo since 11 March and currently has a team of three delegates in the country: one team leader/health coordinator, one relief delegate and one administration/logistics delegate. The French Red Cross Society has sent one bilateral delegate.

An aircraft loaded with blankets, kitchen sets, plastic sheeting, water purification tablets and other medical-relief articles sent by the Netherlands Red Cross arrived on Thursday, 16 March -- one of the first cargo planes carrying assistance to arrive. Tents donated by the Swiss Red Cross arrived on 6 April, and used clothing donated by the Swedish and Seychelles Red Cross is due to arrive later this month. Furthermore, the National Societies of Norway, Sweden, Germany Britain, Netherlands, Spain, Canada, Denmark, US, Japan and Iceland have indicated support to the operation.

### **Co-ordination •**

Since the onset of the emergency the International Federation has been in close contact with the MRCS and is supporting the National Society to co-ordinate all international Red Cross and Red Crescent assistance. The Malagasy government is responsible for co-ordinating relief from the national to the local level; the MRCS is ensuring that its relief operation is co-ordinated with national and local efforts.

The National Relief Council, chaired by the Interior Minister (of which the Malagasy Red Cross is a member), continues to meet regularly with representatives of foreign governments and agencies supporting their action.

## ***The Intended Operation and Strategy***

### **Capacity of the Malagasy Red Cross**

The Malagasy Red Cross has 6 provincial committees, 105 departmental committees and over 200 communal committees. The Society has only 5 paid staff, with a large volunteer base in the country estimated at 4,000 people. The Society owns and operates a central warehouses in Antananarivo, with a capacity of over 150 square meters. The National Society has gained valuable experience in responding to floods and cyclones in previous years.

### **Strategy**

In view of its capacities and strengths and following discussions with government authorities and other organisations present in Madagascar, the MRCS has adopted the following key strategy to respond to the situation and to assist the victims of the latest disasters:

- use the strength of the MRCS branches and mobilise its network of volunteers for the food and non-food distributions;
- collaborate with the World Food Programme (WFP), the UN agency responsible for food procurement and supply;
- transport non-food items primarily by road. If air transport is needed, the MRCS will work with the WFP or other organisations' to request access to available aircraft.
- funds raised through the emergency appeal will not only be spent on emergency relief goods, but also on rehabilitation, health education and review of disaster preparedness plans.

## ***Red Cross Red Crescent Objectives and Plan of Action***

Cyclones and the related consequences are a recurrent problem in Madagascar. In addition, in the past two years, Madagascar has faced cholera -- a new and previously unknown threat on the island. The combination of cyclones and cholera have contributed to a more devastating effect on the population which is already struggling to overcome poor economic conditions and infrastructure constraints.

For the Red Cross and Red Crescent, there is a need to address not only the immediate needs of the population in the aftermath of the two cyclones, but also a need to look into future requirements. In line with the strategy outlined above, the MRCS will address the immediate (short-term) needs, as well as consider the mid and long-term needs. The approach will be divided into three separate phases:

- the emergency relief phase;
- the rehabilitation phase; and
- the prevention/preparedness phase.

This strategy is intended to ensure that the affected population will not only receive critical emergency assistance from the immediate impact of the disaster, but will also be assisted to quickly return to their more normal life and be better prepared to manage diseases (cholera) and to mitigate the effects of future cyclones.

The objectives of the operation therefore will be to:

- cover the immediate needs of the people in the most affected regions;
- support the people in the most affected regions to enable them to resume normal life;
- establish a basic disaster preparedness structure through the Madagascar Red Cross Society in the country to prevent cholera and to mitigate the after-effects of cyclones.

To achieve these objectives, the following activities will be implemented:

### **Relief (March-May 2000)**

Objectives:

- To carry out further assessments of the situation to better identify the needs in the disaster affected regions;
- To distribute food resourced and provided by WFP or the National Relief Council (NRC) in the worst affected areas. The MRCS will sign an agreement with the NRC which will detail its responsibilities in the food distributions.
- To provide and distribute basic non-food relief items to the most affected population in terms of shelter (plastic sheeting and tents will be provided to temporarily shelter those who have lost their houses or have to live in damaged houses; household equipment (kitchen sets, jerrycans); hygiene products (soap for personal hygiene and chlorine tablets to purify polluted water and to provide clean water for human consumption); clothes (to help those people who have lost all their belongings and are exposed to the extremes of the rainy season); and cholera kits and emergency health kits which will be prepared to respond to the potential of a major outbreak of diseases such as cholera and malaria, and to assist the existing health service structure to cover the current cases. These kits will be pre-positioned in strategic locations to be used when needed by health service providers (governmental institutions or other organisations). At this point in time, it is not planned to involve the Red Cross as such in curative services, unless health hazards increase to such an extent to require the involvement of the Red Cross and an expansion in the operation.

### **Rehabilitation (April-June 2000)**

Objectives:

- To provide basic construction materials to the affected people to enable them to repair their houses;
- To provide seeds to accelerate subsistence crop production, to reduce the dependency of the population on external assistance;
- To provide basic school books and pens to about 5,000 children in the affected regions to enable them to continue appropriately with their schooling;
- To rehabilitate damaged Red Cross buildings in the affected regions to provide for local storage capacities and centres for community mobilisation activities.

### **Disaster Preparedness (June -December 2000)**

Objectives:

- To carry out further assessment missions to monitor the cholera situation and water and sanitation conditions in the affected regions.
- To design a programme to establish and train action teams of the MRCS at central and branch level who will be able to function as an early warning system and to respond adequately to future disasters like cyclones and epidemics (needs assessment and data collection, monitoring and reporting, first aid, basics of logistics, shelter construction); to work out a disaster preparedness plan for the MRCS;
- To develop micro-projects at branch level, involving close co-operation with the local communities. The planned projects will focus primarily in areas of water, sanitation, and hygiene promotion, and will include as well a disaster preparedness component.

The Red Cross intervention will target the areas of the north-east, central-east, south-east and central-west. The targeted districts will be: Andapa, Antalaha, Maroantsetra, Brickaville, Mahanoro, Ant-Mananpotsy, Marolambo, Midongy du Sud, Vangaindrano, Manajary, Manankara, Bel/Tsiribihina, Mahabu, Morondava, Nosivarika, Vohipeno, Tulear, Antananarivo. An estimated total of 100,000 will benefit from the intended activities described in this appeal.

## ***Budget summary***

See Annex 1 for details.

## ***Conclusion***

The programme outlined above is both appropriate and in line with the capacities and strengths of the MRCS. A successful implementation will alleviate the suffering of tens of thousands of people, will contribute to the rehabilitation in the regions hit by the floods, and will address important issues in the area of disaster preparedness. The donor community has responded effectively well so far, and are encouraged to provide the contributions pledged to date. All contributions should be directed to the International Federation in its co-ordinating capacity for all Red Cross and Red Crescent international assistance.

Regular situation reports will be issued to keep the donor community informed .

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		ANNEX 1
<b><u>BUDGET SUMMARY</u></b>		
Madagascar : Cyclone and Floods / Revised Budget		
TYPE	VALUE	
	<b>Initial Budget</b>	<b>Revised Budget</b>
<b>RELIEF NEEDS</b>	IN CHF	
Tents & plastic sheeting	830,000	84,000
Construction material	662,000	192,000
Rehabilitation of RC buildings	38,000	20,000
Blankets	300,000	64,000
Used clothes		
Rice (1200 MT)	528,000	
Beans (180 MT)	125,000	
Oil (100 MT)	120,000	
Sugar, salt, bisquites	80,000	
Seeds	185,000	86,000
Water & Sanitation: soap, chlorination, jerry cans	214,000	107,000
Medical & first aid	40,000	42,000
Teaching materials	60,000	40,000
Utensils & tools	100,000	76,000
Health Education and Cholera Campaign		70,000
Micro projects		240,000
<b>TOTAL RELIEF NEEDS</b>	<b>3,282,000</b>	<b>1,021,000</b>
<b><u>CAPITAL EQUIPMENT</u></b>		
Vehicles (1)	40,000	41,000
Computers	10,000	11,000
Telecom. equipment	3,000	3,000
<b><u>PROGRAMME SUPPORT</u></b>		
Programme management (automatic calculation)		141,603
Technical support (automatic calculation)		42,389
Professional services (automatic calculation)		47,009
<b><u>TRANSPORT STORAGE &amp; VEHICLE COSTS</u></b>	200,000	389,000
<b><u>PERSONNEL</u></b>		
Expatriate staff	390,000	240,000
National staff	30,000	48,000
Training	20,000	25,000
<b><u>ADMINISTRATIVE &amp; GENERAL SERVICES</u></b>		
Travel & related expenses	120,000	30,000
Information expenses	85,000	10,000
Administrative & general expenses	10,000	51,000
<b>TOTAL OPERATIONAL NEEDS</b>	<b>908,000</b>	<b>1,079,000</b>
<b>TOTAL APPEAL CASH, KIND, SERVICES</b>	<b>4,190,000</b>	<b>2,100,000</b>
<b>LESS AVAILABLE RESOURCES (-)</b>		290,000
<b>NET REQUEST</b>	<b>4,190,000</b>	<b>1,810,000</b>