

Final report



International Federation
of Red Cross and Red Crescent Societies

MADAGASCAR: CYCLONES

Final report

Emergency Appeal n° MDRMG002

24 October 2008

Period covered by this Final Report: 22 March to 31 December 2007;

Appeal target (current): CHF 2,005,707 (USD 2,005,707 or EUR 1,274,273);

Appeal coverage: 76%;

[<Click here to go directly to the final financial report and here to view the contact details>](#)



Red Cross volunteers registering volunteers for relief distribution.

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 (MRCS), 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.
- [Operations update no.4](#) extended the operation's period by three months until the end of December, 2007. The extension was 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 Humanitarian Values.
- Disaster Relief Emergency Funds (DREF) allocated: CHF 185,000.

Summary: In response to Cyclone Indlala, Red Cross staff and volunteers as well as the local authorities and other partners mobilized themselves to provide food and non-food items, conduct water and sanitation activities and pre-position stocks. The volunteers were also trained in various capacities including beneficiary identification, relief distribution and overall warehouse management.

The MRCS developed disaster management tools and training modules that are adapted to the regional context. The National Society also came up with the monitoring and evaluation system to track the implementation of activities during the Cyclone operation.

Despite the challenges on the ground, the National Society was able to implement most of the planned activities. This demonstrates the capacity of the staff and volunteers to adequately respond to disasters.

Cooperation and coordination among all involved in the cyclone response played a major role during the distribution of relief items. Community-based Red Cross volunteers played a central role in the operation including assessments, beneficiary identification, relief distribution and follow-up.

The situation

Cyclone Indlala hit the north-eastern coast of the Indian Ocean Island of Madagascar on 15 March 2007. The cyclone ravaged the immediate area in its path (mainly Maroantsetra) and left considerable damage on the northeast and northwest regions. Cyclone Indlala was the fifth cyclone to have hit Madagascar within the past months:

Detailed assessments done by UN agencies, CARE International, Médecins du Monde (MDM) and by both the Field Assessment and Coordination Team (FACT) and Indian Ocean Regional Intervention Platform (PIROI¹) revealed that communities lost their belongings, including clothes, kitchen tools, stocks of food and seeds, crops as well as farming and fishing tools. Furthermore, the effects of successive heavy rains and floods destroyed the little coping capacities of the communities.

Red Cross and Red Crescent action

Responding to the immediate needs, the Federation released CHF 185,000 from its Disaster Relief Emergency Fund (DREF) to support the MRCS response. French Red Cross technical staff, supported by volunteers, engaged in a full operation comprising water and sanitation, shelter and distribution of basic relief supplies.

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.

Relief distributions (food and basic non-food items)

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

Activities planned

- Train 20 MRCS volunteers from each of the 4 districts on beneficiary identification and relief distribution;
- Recruit 4 local relief officers at the MRCS headquarters level (for 6 months);
- Select beneficiaries, in coordination with WFP, using Federation criteria and with reference to SPHERE standards;
- Identify and set up distribution sites;
- Transport and distribute food rations comprising of 200 grammes rice, 60 grammes beans, 14.4 grammes vegetable oil per person per day;
- Maintain supervision with the MRCS and report.

Achievements

The Federation and MRCS were able to provide food items to a total of 11,431 households from seven districts, translating into 95 percent of the targeted number assisted. Distributions were done by the Federation through its Emergency Response Unit (ERU), volunteers and staff of the MRCS with commodities provided by the World Food Programme (WFP). Household rations were comprised of 15kg of rice, 4.5kg beans and one litre of cooking oil.

The food supplied to beneficiaries covered for the waiting period until the subsequent harvest season, where they would be able to harvest their rice.

Objective 2: Provide non-food items to cover basic non-food and shelter needs of 50,000 most vulnerable persons

Activities planned

- Deploy 20 trained MRCS volunteers from each of the 4 targeted districts;
- Deploy 4 MRCS local relief officers trained in relief distribution and identification of beneficiaries;
- Select beneficiaries using Federation criteria and with reference to SPHERE standards;
- Identify and set up distribution sites;
- Transport and distribute non-food items (sleeping mats, kitchen sets, candles and matches) and basic shelter items (tarpaulins, blankets, pick axes and hoes);
- Maintain supervision with the MRCS and report.

¹ In French: Plate-forme d'Intervention Régionale pour l'Océan Indien (PIROI)

Achievements

The non-food items distributions were completed by the Federation's Emergency Response Unit teams in collaboration with volunteers and staff of the MRCS. The relief items were a combination of those purchased by the Federation and others provided by the French Red Cross through PIROI and the United Nations Children's Fund (UNICEF).

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 1 : Non-food distribution Table

Distribution list of non-food items														
Region	communes	HH	ITNs	Kitchen Sets	Jerry Cans	Soap	Buckets	Bottle syrup	Pickaxe	Shovel	Candle	Lighter	Blanket	Bed-mats
Sofia	Antsohihy	2,895	3,060	3,060	5,191	5,026	1,041	23,398	112	1,154	30,330	6,204	900	499
	Ananalava	1,490	1,333	1,333	2,597	4,032	69	10,715	390	390	13,448	2,692	100	8
	Bealana	95	93	93	186	190	0	760	0	0	950	190	190	0
	Portberger	493	140	471	595	2,744	315	1,928	0	0	1,035	207	0	207
	Befandriana Nord	1,594	1,463	1,463	2,798	2,926	323	10,984	122	1,469	13,730	2,938	2938	87
	Mandritsara	271	271	271	271	100	50	1,726	221	221	2,710	542	542	0
	Mampikony	3,500	3,500	3,500	954	6,123	4,377	21,861	3,691	3,500	29,130	6,123	0	0
Diana	Ambanja	3,500	3,500	3,500	954	6,123	4,377	21,861	3,691	3,500	29,130	6,123	0	0
	Total	10,338	9,860	10,191	12,592	21,141	6,175	71,372	4,536	6,734	91,333	18,896	4,670	801

The NFIs distributed assisted the beneficiaries in cleaning up their village, clearing stagnant water as well as the roads after the passing of Cyclone Indlalla. The water disinfectants enabled the beneficiaries to purify their drinking and cooking water. Thus, the risk of water-related diseases was reduced.

Challenges

Staff and volunteers had difficulties in accessing the remote villages of north-west Madagascar during relief distributions. However, through a combination of road transport, water transport and local means (carts) the beneficiaries were reached.

Health
Objective 3: Ensure community access to adequate, safe and clean water to prevent epidemics of water-borne diseases
Activities planned
<ul style="list-style-type: none"> Procure, airlift, transport, and distribute 10,000 14-litre buckets (one per family), 10,000 20 or 15-litre jerry cans (one per family) and 10,000 bottles of water purification products (one litre per family).

Achievements

A total 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. The remaining buckets were pre-positioned in Sofia in advance of the next cyclone season.

Objective 4: Promote proper hygiene and health practices
Activities planned
<ul style="list-style-type: none"> Procure, airlift, transport, and distribute 14,000 long lasting insecticide-treated nets (LLITNs); 1 per family, but 2 for families with pregnant women;

- Procure, airlift, transport, and distribute 48,000 bars of soap (4 bars per family);
- Train 40 volunteers in the Participatory Hygiene and Sanitation Transformation (PHAST) methodology;
- Develop a PHAST programme in the 4 targeted districts, to be used in community training sessions.

Achievements

Some 10,000 households were assisted with one LLITN each. The volunteers also conducted sensitization sessions on the use of LLITNs, water and sanitation as well as safe hygiene practices.

Capacity Building

Objective 5: Strengthen the capacity of the MRCS to manage emergency operations

Activities planned

- Recruit an operations coordinator for one month (organizational development and finance delegates currently in place will work half-time to support the emergency operation);
- Extend the support provided by the Regional Disaster Response Team (RDRT) specialist for 5 months, to support the operation and to ensure that lessons learned are capitalized in the disaster preparedness programme;
- Rent temporary office space and equipment.

Achievements

The ERU teams and MRCS staff working in Antsohihy converted a local hotel into an operations centre. The regional Red Cross branch rehabilitated their building and it was equipped to facilitate volunteers meetings for first aids practices.

The operation allowed the National Society to strengthen its capacity in disaster management and have more visibility at branch and national level. In addition, this operation led to the recruitment of volunteers at branch level. Currently, the National Society has qualified personnel in the different sectors of disaster management.

Livelihoods

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

Expected results	Activities planned
<ul style="list-style-type: none"> • Volunteers are trained on basic relief principles. • The beneficiaries receive agricultural tools for their use. 	<ul style="list-style-type: none"> • 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.

Achievements

Assessments were conducted from 6 to 9 October, 2007 by the MRCS to determine how many households would require assistance during the post emergency/recovery phase of the intervention. The assessment established that a total of 4,286 households were seriously affected by the cyclone to an extent that post emergency assistance would be required, and that a total of 5,101 hectares of rice was damaged. The table below shows the assessment results from three districts (Antsohihy, Bealanana and Analalava).

Table 2: Assessment results from 3 districts in Sofia Region

Dates	Districts	MRCS Branches	Communes	HH affected	Crop fields damaged
6/10/2007	Antsohihy	Anahidrano	3	139	73
7/10/2007		Anjamangirana	3	175	158
7/10/2007		Antsahabe	-	86	102
9/10/2007		Ambodimadresy	2	113	107
6-9/10/2007		Ampandriakilandy	15	1,399	1,301
7/10/2007		Maroala	-	318	347
		SUB TOTAL		23	2,230
7-8/10/2007	Bealanana	Bealanana	14	318	656

9/10/2007		Antsamaka	8		
9/10/2007		Ambatosia	11		
		Ambodiampana	5		
	SUB TOTAL		38	1,314	2,167
9/10/2007	Analalava	Marovatolena	2	151	234
9/10/2007		Marovantaza	9	243	415
8/10/2007		Analalava	7	348	197
	SUB TOTAL		18	742	846
	TOTAL		79	4,286	5,101

The MRCS also conducted training of trainers and volunteers between 21 September and 6 November, 2007. The trainings of trainers were held in Antsohihy, Analalava (Sofia, Diana and Sava districts), while trainings for volunteers were held in Antsohihy, Bealanana, Analalava, Mandritsara, Diego I and II, Nosy Be and Mampikony (Sofia and Diana districts). A total of 18 trainers, including 2 logisticians, were coached on beneficiary identification, distribution of relief items, management of warehouse and overall planning. A total of 344 volunteers were trained on how to fill the beneficiary identification and distribution lists and overall management of a distribution exercise.

Distribution of post emergency and recovery items was conducted by the trained MRCS volunteers. During the activity, a total of 9,461 households identified as the most vulnerable, received some 14,482 shovels, 14,482 spades and 14,482 pickaxes.

Table 3: Distribution of post emergency (recovery)

Area	No of Households	Shovel	Spade	Pickaxe
Antsohihy Urbaine (District Antsohihy)	2,230	5,167	5,167	5,167
Antsohihy Rurale (District Antsohihy)	5,207	5,207	5,207	5,207
District Bealanana	1,314	2,628	2,628	2,628
District Analalava	710	1,480	1,480	1,480
Total	9,461	14,482	14,482	14,482

Logistics	
Objective 7: Strengthen logistics capacity of the MRCS by pre-positioning non-food items as close as possible to the populations at risk in Sofia region.	
Expected results	Activities planned
<ul style="list-style-type: none"> The warehouse is fully operational and can be used for relief stocks pre-positioning. Volunteers receive adequate training in stock management and relief distribution. 	<ul style="list-style-type: none"> 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 tool kits, jerry 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.

Achievements:

The National Society hired a warehouse and pre positioned stocks as shown in the table below.

Table 4: List of pre positioned stocks

Articles	Antsohihy	Antalaha	Total
Buckets	13,300	6,700	20,000
Plates	33,300	16,700	50,000
Plastic cups	33,300	16,700	50,000
Bowls	6,600	3,400	10,000
Soap	33,300	16,700	50,000
Cooking pots	6,600	3,400	10,000
Serving spoons	6,600	3,400	10,000
Spoons	33,300	16,700	50,000
Knives	6,600	3,400	10,000
Water Purification Solution	24,000	12,000	36,000
Pickaxes	5,518	-	5,518
Spades	5,518	-	5,518
Shovels	5,518	-	5,518

The pre positioned stocks will enable the MRCS to rapidly respond in case of a disaster, by coordinating with the National Office for Management of Risks and Disasters (BNRGC²), while awaiting assistance from the Federation and other partners. In addition, the stock increases the National society's capacity to collaborate with the Government during emergency response.

Conclusion

Lessons learned

- 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.
- It has been observed that distributions in sparsely populated areas without modern communication 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 was 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.
- A monitoring and evaluation system facilitates decision making during emergency operations as the data collected is representative of the factual situation.
- Having a good contingency plan helps to avoid wastage of time and duplication of activities.
- Pre-positioning of stock enables the National Society to distribute to the most vulnerable people who cannot reach the distribution sites and those who registered late.
- Pooling of resources and partnership enhances effective emergency response and assures that objectives are achieved.

In conclusion, the operation enabled the beneficiaries and local authorities to understand Red Cross activities and to respond effectively to emergencies. Financial support from the partners facilitated the response and, the fact that the relief items were locally purchased, the funds the National Society received went a long way.

² In French: Bureau National de Gestion des Risques et Catastrophes (BNGRC)

How we work

All International Federation 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 is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".

Global Agenda Goals:

- Reduce the numbers of deaths, injuries and impact from disasters.
- Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.
- Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.
- Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.

Contact information

For further information specifically related to this operation please contact:

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International Federation of Red Cross and Red Crescent Societies

MDRMG002 - Madagascar - Cyclones

Final Financial Report

Selected Parameters	
Reporting Timeframe	2007/1-2008/12
Budget Timeframe	2007/1-2008/12
Appeal	MDRMG002
Budget	APPEAL

All figures are in Swiss Francs (CHF)

I. Consolidated Response to Appeal

	Goal 1: Disaster Management	Goal 2: Health and Care	Goal 3: Capacity Building	Goal 4: Principles and Values	Coordination	TOTAL
A. Budget	2,005,707					2,005,707
B. Opening Balance	0					0
Income						
<u>Cash contributions</u>						
American Red Cross	3,404					3,404
British Red Cross (from DFID - British Government)	761,938					761,938
Canadian Red Cross	608					608
Canadian Red Cross (from Canadian Government)	-5,280					-5,280
Danish Red Cross	8,134					8,134
Finnish Red Cross	81,000					81,000
French Red Cross	66,000					66,000
Japanese Red Cross	66,617					66,617
Monaco Red Cross	16,400					16,400
Netherlands Red Cross	35,652					35,652
Swedish Red Cross (from Swedish Government)	221,625					221,625
United Arab Emirates Red Crescent	3,201					3,201
C1. Cash contributions	1,259,298					1,259,298
<u>Inkind Goods & Transport</u>						
American Red Cross	91,283					91,283
Danish Red Cross	152,957					152,957
C3. Inkind Goods & Transport	244,239					244,239
<u>Inkind Personnel</u>						
Canadian Red Cross	9,350					9,350
C4. Inkind Personnel	9,350					9,350
C. Total Income = SUM(C1..C5)	1,512,888					1,512,888
D. Total Funding = B + C	1,512,888					1,512,888
Appeal Coverage	75%					75%

II. Balance of Funds

	Goal 1: Disaster Management	Goal 2: Health and Care	Goal 3: Capacity Building	Goal 4: Principles and Values	Coordination	TOTAL
B. Opening Balance	0					0
C. Income	1,512,888					1,512,888
E. Expenditure	-1,512,888					-1,512,888
F. Closing Balance = (B + C + E)	0					0

International Federation of Red Cross and Red Crescent Societies

MDRMG002 - Madagascar - Cyclones

Final Financial Report

Selected Parameters	
Reporting Timeframe	2007/1-2008/12
Budget Timeframe	2007/1-2008/12
Appeal	MDRMG002
Budget	APPEAL

All figures are in Swiss Francs (CHF)

III. Budget Analysis / Breakdown of Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Goal 1: Disaster Management	Goal 2: Health and Care	Goal 3: Capacity Building	Goal 4: Principles and Values	Coordination		
A							B	A - B
BUDGET (C)		2,005,707					2,005,707	
Supplies								
Shelter - Relief	159,664	43,542				43,542	116,122	
Construction - Housing		6,132				6,132	-6,132	
Clothing & textiles	108,000	52,371				52,371	55,629	
Water & Sanitation	9,500	4,829				4,829	4,671	
Utensils & Tools	556,065	482,082				482,082	73,982	
Other Supplies & Services	80,040	101,472				101,472	-21,432	
Total Supplies	913,269	690,428				690,428	222,841	
Land, vehicles & equipment								
Vehicles	40,000						40,000	
Computers & Telecom	4,500	7,861				7,861	-3,361	
Total Land, vehicles & equipment	44,500	7,861				7,861	36,639	
Transport & Storage								
Storage	196,439	17,711				17,711	178,728	
Distribution & Monitoring		180,375				180,375	-180,375	
Transport & Vehicle Costs	80,760	131,535				131,535	-50,775	
Total Transport & Storage	277,199	329,621				329,621	-52,422	
Personnel								
International Staff	189,103	175,819				175,819	13,283	
Regionally Deployed Staff	3,000	884				884	2,116	
National Staff	17,400	5,183				5,183	12,217	
National Society Staff		41,977				41,977	-41,977	
Consultants	20,000	15,921				15,921	4,079	
Total Personnel	229,503	239,783				239,783	-10,280	
Workshops & Training								
Workshops & Training	51,100	36,172				36,172	14,928	
Total Workshops & Training	51,100	36,172				36,172	14,928	
General Expenditure								
Travel	59,000	38,896				38,896	20,104	
Information & Public Relation	78,460	3,493				3,493	74,967	
Office Costs	32,950	22,089				22,089	10,861	
Communications	26,700	25,294				25,294	1,406	
Financial Charges	121,056	13,579				13,579	107,477	
Other General Expenses	41,600	12,461				12,461	29,139	
Total General Expenditure	359,766	115,812				115,812	243,953	
Programme Support								
Program Support	130,371	93,211				93,211	37,160	
Total Programme Support	130,371	93,211				93,211	37,160	
TOTAL EXPENDITURE (D)	2,005,707	1,512,888				1,512,888	492,819	
VARIANCE (C - D)		492,819				492,819		