

DREF operation final report



International Federation
of Red Cross and Red Crescent Societies

Madagascar: Cyclone Clovis

DREF operation n° MDRMG001
17 December 2007

The International Federation's Disaster Relief Emergency Fund (DREF) is a source of un-earmarked money created by the Federation in 1985 to ensure that immediate financial support is available for Red Cross Red Crescent response to emergencies. The DREF is a vital part of the International Federation's disaster response system and increases the ability of national societies to respond to disasters.

Summary: CHF 98,000 was allocated from the Federation's Disaster Relief Emergency Fund (DREF) on 19 January 2007 to support the National Society in delivering assistance to some 2,500 beneficiaries, or to replenish disaster preparedness stocks.

Cyclone response interventions were carried out in Mananjary and Nosy-Varika by the MRCS with support from the Indian Ocean regional intervention unit-PIROI¹ including distribution of essential non-food items (NFIs), hygiene promotion and beneficiary identification that was expected to be followed by provision of shelter items.

PIROI mobilized its NFI kits and hygiene promotion supplies for provision by the MRCS in line with the plan of action. However, the relief efforts were severely hampered by the arrival of cyclones Indlala and Jaya on 15 March and 3 April respectively.

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Volunteers distributing treated water to
Communities in Mananjary (PIROI)

The situation

Tropical cyclone Clovis developed in the southern Indian Ocean on 31 December, 2006 and made landfall along the east coast of Madagascar on 3 January, 2007 with maximum sustained winds of 90 km/hour. After heavy rainfall from the passage of a cold front, flooding and mudslides were the primary effects especially in Mananjary, located 250 kilometers to the south-east of Antananarivo (the capital). One death was reported in Ankadirano and 2,587 people displaced from homes in Mahatsara-Sud, Tsiatosiaka and Tsaravary communes when more than 400 houses were partially or fully destroyed by strong winds or floods. In addition, 12 public buildings, including public schools and medical facilities were damaged. Families displaced in Mananjary went to seek shelter inside community social halls.

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

1,060 people were displaced in Nosy-Varika District which became isolated and submerged in water. The Jirama national water and electricity distribution base encountered difficulties in power supply resulting in frequent power interruptions. Roads were severed and for some time, most of the affected areas were only accessible by boat. As a result, the affected communities encountered disruptions in basic services. Two other cyclones – Indlala and Jaya - struck Madagascar on 15 March and 3 April respectively.

Table 1: Affected Communities in Mananjary and Nosy-Varika Districts

Districts	Populations Displaced	Houses Destroyed	Related Damages
Mananjary	2,587	400	<ul style="list-style-type: none"> Strong winds destroyed roofing of houses, public buildings and flattened weak power lines. One person killed.
Nosy-Varika	1,060	298	<ul style="list-style-type: none"> Inaccessible for several days as road networks cut and ferry link between Nosy-Varika and Mahanoro submerged. Electricity, telephone and water systems disrupted.
Total	7,313	698	

According to assessments conducted by the National Office for Risks and Disaster Management (BNGRC²) from 28 January to 7 February 2007, at least 1,500 hectares of rice farms in Mananjary were damaged, estimated at 30 percent just three weeks to harvesting. On top of this, 50 percent of cassava fields were destroyed following strong winds and rains resulting in premature harvesting. In some cases, by the time the communities were able to access their farms, the crops were already rotting due to high humidity. 75 percent of other farms produce such as bananas, vanilla and fruit trees were also damaged. Another 1,500 hectares of rice paddies which added up to 85 percent of total rice farms was affected in Nosy Varika.

As a result, food insecurity was heightened as rice paddies were seriously damaged in addition to death or loss of cattle and poultry. In the most isolated areas, people were obliged to go into the forests to collect wild tubers, fruits and hunt for meat since food was constantly a primary need. Due to increased demand for staple food, market prices also started to sharply increase (approximately 2,500 Ariary/kg of rice as at February, 2007). Water and sanitation challenges arose due to deterioration in the quality of water for consumption and decline in health/hygiene standards were reported resulting in outbreaks of diarrhoeal diseases and fever.

On 20 February, the Malagasy Government launched an appeal to the international community for USD 242 million in response to cyclones and storms Bondo, Clovis, Favio, and Gamede. 3 weeks later, on 15 March, the United Nations and its humanitarian partners launched a flash appeal requesting USD 9.6 million to provide aid to people affected by floods and cyclones for a period of six months.

Red Cross and Red Crescent action

A team of 16 MRCS volunteers and National Disaster Response Team (NDRT) installed a water treatment unit close to the source of River Mananjary. The team distributed treated potable water estimated at 30 cubic metres per day, benefiting 4,000 people and disinfected 15 water points in different localities of Mananjary.

The International Federation allocated CHF 98,000 from its DREF to support the MRCS in implementing an initial response to the needs of those affected by Cyclone Clovis in Mananjary and Nosy-Varika districts for a period of 3 months. PIROI sent non-food, hygiene and shelter supplies to be pre-positioned by the MRCS for its response. In addition, an experienced water engineer was deployed on 7 January, 2007 to support the MRCS in water treatment and supply. As shown in the table below, the MRCS distributed urgent relief items including candles, blankets, jerry-cans, kitchen sets, mosquito nets and bars of soap to the affected communities.

Table 2: Non-Food, Health and Shelter Items Provided by PIROI

Components	Relief Items Provided	Quantities
Non-Food Items (NFIs)	Blankets	500

² In French : Bureau National de Gestion des Risques et des Catastrophes (BNGRC), formerly known as the Conseil National de Secours (CNS).

	Candles	2,000
	Plastic jerry-cans of 15 litres	500
	Kitchen sets for 5 people	500
Health/hygiene promotion items	Treated mosquito nets	1,200
	Bars of Soap	1,020
	Water treatment unit (for 10,000 people)	1
Shelter item	Tarpaulins (4x6m)	500

Progress towards objectives

The operation had to be put on hold in early March to ensure safety of the MRCS disaster response teams as another tropical storm – Gamede – poised to strike the eastern coastal areas of Madagascar. In addition, the relief efforts undertaken to respond to cyclone Clovis were severely hampered by the arrival of cyclones Indlala and Jaya on 15 March and 3 April respectively. This was the first time that Madagascar was experiencing an unrelenting avalanche of cyclones within such a short period of time, thus disrupting intervention efforts.

3 out of 8 planned activities could not be implemented due to unstable weather patterns, uncertainties as to where the next cyclone would make a landfall and need for prioritization to avoid role duplication arising from interest in participation from other humanitarian agencies. Plans to extend the operation timeframe and include a livelihoods component were overtaken by both time and new disasters, as cyclone Indlala was already in full force in the north.

Rapid interventions were carried out in Mananjary and Nosy-Varika by the MRCS with support from PIROI including distribution of essential non-food items (NFIs), hygiene promotion and beneficiary identification that was expected to be followed by provision of shelter items. PIROI mobilized its NFI kits and hygiene promotion supplies for provision by the MRCS in line with the plan of action for later reimbursement. With this strategy, 43 percent of DREF funds were utilized for rapid response and the balance of CHF 55,930 was returned to DREF sources.

Plan of Action

Objective: To reduce the vulnerability of households adversely affected by Cyclone Clovis in Mananjary and Nosy-Varika districts.

Relief distributions (food and basic non-food items)

Specific objective 1: To provide essential non-food items to 500 affected households.

Achievements

471 affected households in Mananjary and Nosy-Varika districts benefited from non-food items accounting for 94 per cent of targeted beneficiaries. The MRCS volunteers distributed 241 plastic sheeting (4×6 m), 178 jerry-cans (15-litre capacity) and 656 bars of soap in Mananjary and Nosy-Varika in January. 30 MRCS volunteers from Mananjary and Nosy-Varika offices with support from the headquarters were mobilized to conduct the distributions.

Constraint

The planned target could not be achieved due to disruptions caused by heavy winds and weather uncertainties which created difficulties in monitoring the distribution process.

Specific objective 2: To provide a one-time food basket to the affected population.

Achievements and Constraints

An assessment on the risks of food insecurity conducted by the MRCS and other agencies identified 15,000 households in need of emergency food supplies for a period of 15 days. However, the MRCS was unable to conduct conclusive beneficiary identification covering the 500 targeted households planned due to harsh and unpredictable weather condition as the National Society waited to see if the climatic conditions would improve. Funds set aside for purchase and distribution of rice, oil, lentils and milk powder were therefore not fully utilized.

Specific objective 3: Contribute towards the repair of the damaged houses by providing iron sheets and nails.

Achievements

30 MRCS volunteers spent 2 days with the affected communities to identify those most affected by the cyclone. Pregnant women, families with children under the age of 5 years and the elderly were identified for prioritization during repairs and provision of shelter items. 359 families were registered as worst affected after having their houses partially or fully destroyed. However, due to persistent cyclones which created new vulnerabilities the beneficiary registration was halted by the time the MRCS was preparing to procure iron sheets and nails to assist the vulnerable populations. 241 households already registered received plastic sheeting of 6 by 4 metres for construction of temporary shelter.

Water, sanitation, and hygiene promotion

Specific objective 4: To promote hygiene awareness among the population affected by the cyclone.

Achievements

Out of the 1,200 insecticide-treated mosquito nets procured, the MRCS distributed a total of 524 nets to 262 beneficiaries in Mananjary and Nosy-Varika districts using a formula of two nets per household. This covered 50 percent of the targeted number of households as the activity could not be fully implemented due to climatic disruptions which resulted in household displacements. The remaining 676 ITNs were kept as disaster preparedness stocks. The MRCS volunteers also conducted community hygiene sensitization activities in Adouvousira and Masindrano communes in Mananjary District.

Table 3: Households Assisted with ITNs in Mananjary and Nosy Varika

Districts	Households Assisted	ITNs Distributed (2/hh)
Mananjary	124	248
Nosy Varika	138	276
Total	262	524

Coordination

A joint assessment was conducted by the BNGRC, Food and Agriculture Organization (FAO), World Food Programme (WFP), UNICEF, Ministry of Agriculture, Fishing and Animal Husbandry (MAEP), System for Rural Information on Food Security Monitoring (SIRSA), Malagasy National Nutrition Office (ONN), German Agro-Action (GAA), Malagasy Databank on Environmental Issues (BDEM), and the MRCS. The assessment team was divided into 3 groups: SIRSA, FAO, AAA, MAEP, ONN to cover Nosy-Varika, WFP, UNICEF, MAEP, MRCS and BDEM to cover Mananjary and BNGRC, ONN, MAEP and SIRSA to cover other areas.

In close collaboration with the WFP, the German Agro Action started an emergency distribution of food, targeting vulnerable families with pregnant women and children under the age of three. The principle of food-for-work was adopted where people worked in teams of 20 (12 women and 8 men) and a village could have up to 6 teams working at a time. The work involved rebuilding canals, roads and other infrastructure damaged by the cyclone. The food was distributed on Fridays to approximately 2,500 people at a time with rations of 8 kilograms of rice and 1.2 kilograms of dried vegetables. The WFP also distributed rice to 15,000 affected households in Mananjary as well as in 8 rural communes in Nosy-Varika district.

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:**

- **In Madagascar:** Ratsimbazafy Fanja Nantenaina, Secretary General, Malagasy Red Cross Society, Antananarivo; email: crm@wanadoo.mg; telephone + 261.20.222.21.11; fax + 261.20.226.67.39
- **In Mauritius:** Susanna Cunningham, Head of Sub-Office for the Indian Ocean Islands, Mauritius; email: susanna.cunningham@ifrc.org; telephone + 230.454.69.34; mobile + 230.252.08.55
- **In Kenya:** Dr. Asha Mohammed, Federation Head of Eastern Africa Zone, Nairobi; email: asha.mohammed@ifrc.org; telephone + 254.20.283.51.24; fax + 254.20.271.77 or Knut Kaspersen, Federation Deputy Head of Eastern Africa Zone, Nairobi; email: knut.kaspersen@ifrc.org; telephone + 254.20.283.51.17 and Philimon Majwa, Disaster Management Manager; email: philimon.majwa@ifrc.org; mobile + 254.733.596.294
- **In Geneva:** John Roche, Federation Operations Coordinator (East and Southern Africa); email: john.roche@ifrc.org; telephone + 41.792.518.014; fax: +41 22 730 0395

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International Federation of Red Cross and Red Crescent Societies

MDRMG001 - MADAGASCAR - CYCLONE CLOVIS

Final Financial Report

Selected Parameters	
Reporting Timeframe	2006/1-2007/12
Budget Timeframe	2006/1-2007/12
Appeal	MDRMG001
Budget	APPEAL

All figures are in Swiss Francs (CHF)

I. Consolidated Response to Appeal

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
A. Budget		0				0
B. Opening Balance		0				0
Income						
<u>Other Income</u>						
<i>DREF Allocations</i>		98,000				98,000
C6. Other Income		98,000				98,000
C. Total Income = SUM(C1..C6)		98,000				98,000
D. Total Funding = B + C		98,000				98,000

II. Balance of Funds

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
B. Opening Balance		0				0
C. Income		98,000				98,000
E. Expenditure		-42,070				-42,070
F. Closing Balance = (B + C + E)		55,930				55,930

III. Budget Analysis / Breakdown of Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation		
A		B					A - B	
BUDGET (C)			0				0	
Supplies								
Shelter - Relief			5,610				5,610	-5,610
Clothing & textiles			15,496				15,496	-15,496
Water & Sanitation			1,841				1,841	-1,841
Utensils & Tools			15,874				15,874	-15,874
Other Supplies & Services			514				514	-514
Total Supplies			39,336				39,336	-39,336
Program Support								
Program Support			2,735				2,735	-2,735
Total Program Support			2,735				2,735	-2,735
TOTAL EXPENDITURE (D)			42,070				42,070	-42,070
VARIANCE (C - D)			-42,070				-42,070	