DREF operation final report

International Federation of Red Cross and Red Crescent Societies

Madagascar: Tropical Cyclones

DREF n° MDRMG004

GLIDE n° TC-2009-000019-MDG
TC-2009-000026-MDG

30 October 2009

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.

CHF 244,043 (USD 208,782 or EUR 162,122) was allocated from the Federation's Disaster Relief Emergency Fund (DREF) to support the Malagasy Red Cross Society (MRCS) in delivering immediate assistance to some 5,000 families.

Two tropical cyclones (Eric and Fanele) hit Madagascar between 19 and 24 January 2009, causing 9 deaths, severe injuries, damage to properties and destroying livelihoods. More than 50,000 people were affected and more than 4,000 were left homeless. The Malagasy Red Cross Society, working with in-country partners made a request for this DREF to finance detailed assessments, to conduct relief distribution and distribute clean water to the affected population.

A woman receiving non-food items for her family after cyclone and floods affected their house. **Photo by Mbolatiana, MRCS**.

Soon after cyclone Fanele, Madagascar was plunged into political unrest. The violence caused many deaths and injuries, destruction to property and curbed economic and social activities. This has severely restricted the implementation of an effective relief operation. Many activities had to be reviewed or postponed. Nevertheless, during the operation, the Malagasy Red Cross Society mobilized its volunteers for assessments, internally displaced persons (IDP) camp management, relief distribution, and wells rehabilitation.

The major donors to the DREF are the Irish, Italian, Netherlands and Norwegian governments and ECHO. Details of all donors can be found on:
http://www.ifrc.org/what/disasters/responding/drs/tools/dref/donors.asp

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The situation

Tropical storm Eric hit the east coast of the country on 18 January 2009, resulting in heavy rains and winds of up to 95km/h, which affected eight districts. Although the storm itself only caused limited damage, subsequent flooding affected several areas, particularly in Mandritsara District in Sofia Region two days later tropical cyclone Fanele hit the west coast of Madagascar with winds of up to 210km/h and crossed six regions on the island. The worst affected region was Menabe (west coast), with considerable wind and flood damage in the town of Morondava.

The National Society took the lead in the shelter cluster in coordinating the response led by the National Office for Management of Risks and Disasters (BNGRC) and was responsible for the management of IDP camps. The National Society registered 2,128 displaced persons in shelters in Menabe region following the cyclones. After one month, some of the affected populations were able to repair their houses and return to their homes. During the reporting period, the number of IDPs in shelter camps totalled to 1,466 people. Assessments by the Government of Madagascar showed that the storms caused 9 deaths, 33 injuries and over 54,802 people affected and 4,102 people without shelter across three regions of Menabe, Sofia and Analanjirofo.

The cyclone Fanele in Madagascar followed by political unrest severely restricted the capacity of MRCS and other humanitarian agencies to mobilize an effective relief operation.

Red Cross and Red Crescent action

The MRCS actively participated in needs and damage assessments alongside the BNGRC. The MRCS volunteers facilitated camp management for the displacement camps that were set up, as well as distributed food and non-food items (NFIs) to the affected population.

As a result of the political crisis and delay in humanitarian intervention, there was change in focus from water treatment to wells strengthening as well as training volunteers were trained in well rehabilitation. Construction materials were locally purchased, and targeted communities participated in reconstructing roofs to shelter the wells. MRCS worked in collaboration with United Nations Children's Fund (UNICEF) who provided 20 India Marx II pumps for the rehabilitation of 20 wells.

Non-food items such as kitchen sets and hygiene kits were propositioned in Antsohihy following the cyclone Ivan operation in 2008, and locally purchased mosquito nets and school kits were distributed to 4,961 families. Families with damaged house were systematically registered. Criteria was established to identify the most vulnerable families for NFI distribution, which included households with children under five years, pregnant women or breast feeding mothers, elderly persons and persons living with disabilities. Some villages had received aid just after the cyclone from local authorities or other donors, and therefore MRCS prioritized the villages that had not been targeted by these actors. This included Morondava centre and Bemanonga, among others. Due to the political unrest, these distributions were delayed significantly. Nevertheless, affected communities felt that the NFIs received were vital and met their needs.

Achievements against objectives

Relief distributions (food and basic non-food items)
Objective: Essential non-food items are distributed to 5,000 target families in Mandritsara, Manja, Morondava, Port-Berger and Mampikony districts following assessment and targeting focusing on the most vulnerable in each area.
Activities planned • Mobilize, train and deploy volunteers to conduct assessment in five districts. • Develop beneficiary targeting strategy and registration system to deliver intended assistance. • Train and mobilize volunteers for distribution of food and NFIs. • Procure (or mobilize) and distribute insecticide-treated mosquito nets (ITNs), 5,000 kitchen sets, 5,000 hygiene kits, 5,000 school kits • Monitor and evaluate the relief activities and provide reporting on relief distributions. • Train Regional Disaster Response Team (RDRT) members from the MRCS were deployed to train and mobilize volunteers in detailed assessments and beneficiary identification.

Impact
A total of 274 volunteers were mobilized in the 2 regions over the following 5 districts (**see table 1 below**):

Table 1: Volunteers mobilized

District	Number of volunteers mobilized
Morondava	164
Manja	30
Mandritsara	20
Mampikony	40
Port Bergé	20
Total	**274**

A total of 5,000 most vulnerable families were identified in 5 districts (**see table 2 below**):

Table 2: Vulnerable families

District	Vulnerable families
Morondava	3,386
Manja	500
Mandritsara	898
Mampikony	101
Port Bergé	115
Total	**5,000**

Following the emergency response to cyclone Ivan in 2008, NFIs such as kitchen sets and hygiene sets were prepositioned in Antsohihy, Sambava, Maevatanana and Mahajanga. These stocks were mobilized for cyclone Fanele response. Mosquito nets and school kits were purchased locally using funds from this DREF.

Distribution of NFIs began on 21 May and ended on 30 June 2009. Despite the delay in distributions due to the political unrest in the country, the NFIs met beneficiary needs. Of the 5,000 affected families identified, 99 percent received non-food items.

Beneficiary signing the reception form

A total of 4,961 affected families benefited from the distribution of non-food items (**see table 3 below**).

Table 3: Beneficiaries of non-food items

District	Households	Mosquito Nets	Casseroles	Plates	Spoons	Knives	Laddles	Bucket	Washing Basins	cups	Bar Soap	School Kits
Manja	500	500	500	2,500	2,500	500	500	1,000	500	1,000	2,500	1,000
Morondava	3,386	3,386	3,386	16,930	16,930	3,386	3,386	6,772	3,386	6,772	16,930	6,772
Mampikony	101	101	101	505	505	101	101	202	101	202	505	202
Port Bergé	112	112	112	560	560	112	112	224	112	224	560	224
Mandritsara	862	862	862	4,310	4,310	862	862	1,724	862	1,724	4,310	1,724
SUB TOTAL	1,075	1,075	1,075	5,375	5,375	1,075	1,075	2,150	1,075	2,150	5,375	2,150
TOTAL	4,961	4,961	4,961	24,805	24,805	4,961	4,961	9,922	4,961	9,922	24,805	9,922

Health and hygiene: Following the passage of the tropical cyclones, and during the next three months, affected families had no materials to maintain proper hygiene and cooking practices, and had to borrow from their relatives. The distributed NFIs allowed them to improve their nutrition situation and hygiene condition so that the effects of water related and other diseases were reduced.

Many students lost their school kits in the floods following the storms. The delay in distribution meant that many students were without basic school materials for some time. The school kits distributed provided the necessary tools for students to maintain their education.

As much as possible, volunteers from the affected communities were deployed during distributions and for well rehabilitation activities. This helped to improve local capacity as well as ensure that maintenance of the wells was done locally, and with locally purchased materials.

Challenges

Manja accessibility: Manja is an isolated district, about 100 km to the south of Morondava which is a coastal town. MRCS local branch was collaborating with a local operator for sea transportation of NFI (40 km). Carts were then mobilized for road travel (60 km). A Morondava volunteer was sent in order to train local volunteers and to supervise transportation and distribution. Three days were spent in transportation of NFIs.

During the distribution, it was noted that some beneficiaries had misunderstood the beneficiary registration process. While all persons with damaged houses were pre-registered, only the most vulnerable were selected for relief distribution. Many families, who had lost their homes and were pre-registered, took this to mean that they had been selected for the distribution. This lesson learnt will be incorporated in future disaster response.

Water, sanitation and hygiene promotion

Objective: Contribute to the provision of safe water and reduction of disease through the establishment of emergency water supplies and rehabilitation of existing wells in critical locations of Morondava and Mandritsara districts.

Activities planned

- Assess the existing coverage and identify critical gaps in water supply.
- Mobilize Indian Ocean Regional Intervention Platform (PIROI[1]) water supply equipment to provide safe water in critical areas (IDP camps).
- Clean and disinfect affected wells in 2 districts.
- Carry out hygiene and sanitation awareness campaign to reduce risk of water and vector borne disease.
- Distribute ITN (mosquito nets) to displaced families.

[1] In French: **Plate-forme d'Intervention Regionale pour l'Ocean Indien**

Preliminary assessments identified that 30 wells had been contaminated during the storms and needed to be cleaned. According to criteria drawn up with local authority and local Red Cross branches more than 30 community wells were destroyed during the flood. The MRCS had targeted 11 wells to be cleaned and disinfected. Due to the delay caused by the political violence, the MRCS decided to change its focus from cleaning to rehabilitation of the 11 wells. As 20 hand pumps were received from UNICEF, the affected communities requested MRCS to rehabilitate an additional 9 wells (among the 30 identified during the assessment). The MRCS also carried out water and sanitation (WatSan) sensitizations during the rehabilitation process.

In addition to increased local community participation and ownership, the communities were in charge of building the roofs to protect the well areas. Once rehabilitated, the community set up a Committee for the maintenance and management of the wells.

Table 4: Beneficiaries of the wells

N°	Wells location	Families
1	Betania I	152
2	Betania II	
3	Ampasy I	127
4	Ampasy II	
5	Tsimahavaobe I	115
6	Tsimahavaobe II	
7	Andakabe I	134
8	Andakabe II	
9	Bekoaka	52
10	Betela	43
11	Namahora Nord	75
12	Namahora Sud	69
13	Tsimahavaokely	57
14	Avaradrova	64
15	Sanfily	40
16	Antaliabo	79
17	Bekonazy	81
18	Tsitelo	65
19	Lycée (secondary school)	20 (and 750 pupils)
20	Morondava Centre	47
	TOTAL	**1,220**

Impact

A total of 20 community wells were rehabilitated and can withstand future storms and flooding. A total of 1,220 families have access to these wells and safe water supply. Local Well Committees were established and are responsible for the general maintenance of their community wells, thus ensuring greater local ownership.

Capacity building: This DREF operation has ensured that the Menabe region has a pool of trained WatSan volunteers that are versed and knowledgeable in well rehabilitation. In particular, in Morondava district, it is noted that wells are susceptible to contamination during cyclones, heavy rains and flooding, causing high level of diarrhea diseases. These trained volunteers will add to local capacity in future WatSan emergencies.

Challenge

Lack of coordinating mechanisms due to the political unrest, caused uncertainties and lack of transparency and sharing of information among actors.

Security: During the first three months of the operation, travel and transportation was dangerous due to the political violence which caused over 130 deaths throughout the country. All major activities had to be postponed, leaving the affected population even more vulnerable, until response activities were conducted.

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

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International Federation of Red Cross and Red Crescent Societies

MDRMG004 - Madagascar - Tropical Cyclones

Final Financial Report

Selected Parameters	
Reporting Timeframe	2009/2-2009/10
Budget Timeframe	2009/2-2009/6
Appeal	MDRMG004
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	**244,043**					**244,043**
B. Opening Balance	**0**					**0**
Income						
Other Income						
Voluntary Income	*181,478*					*181,478*
C5. Other Income	***181,478***					***181,478***
C. Total Income = SUM(C1..C5)	**181,478**					**181,478**
D. Total Funding = B +C	**181,478**					**181,478**
Appeal Coverage	**74%**					**74%**

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	181,478					**181,478**
E. Expenditure	-181,478					**-181,478**
F. Closing Balance = (B + C + E)	0					**0**

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III. Budget Analysis / Breakdown of Expenditure

Account Groups	Budget	Expenditure						Variance
		Goal 1: Disaster Management	Goal 2: Health and Care	Goal 3: Capacity Building	Goal 4: Principles and Values	Coordination	TOTAL	
	A						B	A - B
BUDGET (C)		**244,043**					**244,043**	
Supplies								
Clothing & textiles	15,625	7,116					7,116	8,509
Water & Sanitation		38,290					38,290	-38,290
Teaching Materials	2,500	10,316					10,316	-7,816
Other Supplies & Services	34,563	2,897					2,897	31,666
Total Supplies	**52,688**	**58,619**					**58,619**	**-5,931**
Land, vehicles & equipment								
Computers & Telecom		1,003					1,003	-1,003
Total Land, vehicles & equipment		**1,003**					**1,003**	**-1,003**
Transport & Storage								
Storage		374					374	-374
Distribution & Monitoring	39,475							39,475
Transport & Vehicle Costs	58,488	26,234					26,234	32,255
Total Transport & Storage	**97,963**	**26,608**					**26,608**	**71,355**
Personnel								
International Staff		616					616	-616
Regionally Deployed Staff	8,000							8,000
National Staff		21,176					21,176	-21,176
National Society Staff	42,650	20,108					20,108	22,542
Consultants		2,742					2,742	-2,742
Total Personnel	**50,650**	**44,642**					**44,642**	**6,008**
Workshops & Training								
Workshops & Training		61					61	-61
Total Workshops & Training		**61**					**61**	**-61**
General Expenditure								
Travel		10,675					10,675	-10,675
Information & Public Relation		1,843					1,843	-1,843
Office Costs	22,000	11,917					11,917	10,083
Communications	4,879	5,056					5,056	-177
Financial Charges		8,983					8,983	-8,983
Other General Expenses		275					275	-275
Total General Expenditure	**26,879**	**38,749**					**38,749**	**-11,870**
Programme Support								
Program Support	15,863	11,796					11,796	4,067
Total Programme Support	**15,863**	**11,796**					**11,796**	**4,067**
TOTAL EXPENDITURE (D)	**244,043**	**181,478**					**181,478**	**62,565**
VARIANCE (C - D)		**62,565**					**62,565**	