

Emergency appeal No: MDRMG018 First launched on: 04/02/2022	Glide ST-2022-000138-MDG	No:
Final report issued on: 15/01/2024	Timeframe covered by final report: From 04/02/2022 - 30/09/2023	
Number of people targeted: Initially 50,000 people (revised to 15,000 based on the estimation of affected people)	Number of people assisted: 34,179 people	
Funding coverage (CHF): CHF 3 million through the IFRC Emergency Appeal CHF 4 million Federation-wide	DREF amount initially allocated: DREF allocated: CHF 750,000 (DREF Loan – total amount released).	



Hut reconstruction in Tsaravary with MRCS paracyclonic norm (Southeast of Madagascar) in partnership with the communities and the volunteers.

A. SITUATION ANALYSIS

Description of the crisis

The regions of Vatovavy, Fitovinany, Atsinanana, Atsimo-Atsinanana, and Analamanga experienced several unprecedented disasters caused by tropical storm Batsirai. Batsirai made landfall on the eastern coast of Madagascar on February 5th, 2022, with wind speeds reportedly reaching an average of 185 km/h and peaking at 230 km/h, accompanied by heavy rains. The storm's trajectory directly hit the districts of Mananjary, Nosy Varika, Manakara Atsimo, and Ikongo.

On February 23, 2022, a severe tropical storm named Emnati made landfall with wind speeds of 130 km/h. This occurred just a few weeks after the passage of Batsirai, worsening the already precarious humanitarian situation caused by Batsirai. BNGRC¹ conducted an assessment post-Batsirai and reported that 112,115 people were affected and 92 people have died. Additionally, 61,489 have been displaced in 99 accommodation sites, while 7,488 dwellings were destroyed; 2,714 dwelling units damaged; 6,978 flooded huts. Education installations damages were recorded with 885 schools damaged and 1,203 destroyed. The health sector was also significantly affected with 53 healthcare facilities damaged and 6 destroyed. Additionally, the roads were also damaged which made access to affected areas difficult.

In March 2022, BNGRC reported that Emnati resulted in the deaths of 15 people and caused housing damage to over 169,000 individuals, with 6,118 houses destroyed, 11,461 were damaged or 5,826 were flooded. The health sector has recorded damage to 34 healthcare facilities. The BNGRC report pointed out that at least 60,000 hectares of rice fields were twice flooded, which could affect the agriculture yields.

The IPC report on acute food insecurity for November 2022 to March 2023 highlighted the slow recovery in the Grand Sud Est region, which was affected by cyclones Emnati and Batsirai². The floods and cyclones in Madagascar have significantly worsened the price hike for basic food and non-food items, as well as market supply issues. Additionally, there has been a peak in waterborne and vector-borne diseases, and pests have damaged crops during the peak lean season. The depreciation of the ariary has also negatively impacted the economy and the spending power of the population.

While responding to the Batsirai & Emnati Tropical cyclones' impact, two additional systems have erupted in the same zone of intervention affecting the same population that had previously been affected and whom this EA was targeting. Communities in eastern Madagascar, and particularly Mananjary, were starting to recover from previous cyclones but were unfortunately affected again by Tropical Cyclone Freddy and Cheneso. At the arrival of these systems, many people were sheltering in the open air while others found refuge in the emergency accommodation sites. These recent events have intensified their needs in terms of shelter, food, health, and essential household items.

Summary of response

Following the Government declaring a State of National Disaster and calling for support from various organizations in the country, the Malagasy Red Cross through the International Federation of Red Cross and Red Crescent launched a DREF.

DREF allocation of CHF 750,000 was released to support MRCS's response to the impacts of Tropical Depression Ana which was associated with heavy rains. Activation of response protocol/contingency plan and reinforcing its advisory at the community level and sharing of information with the local leaders. The outcomes of the multisectoral assessment led by BNGRC (Government Branch) have been shared with other stakeholders during the national task

¹ Bureau National de Gestion de Risques et Catastrophes

² <https://www.ipcinfo.org/ipc-country-analysis/details-map/en/c/1156133/?iso3=MDG>

force meetings and individual organizations upon request. MRCS is currently the main source of information due to its presence at the grassroots level having a big volunteer base to support assessments.

On 4 February 2022, following an analysis of meteorological forecast information, an Emergency Appeal was launched to anticipate the humanitarian impacts of the TC Batsirai on the country. This Emergency Appeal helped to mobilize funds through various partners and donors including, the British Red Cross, American Red Cross, Kuwait Red Crescent, and USAID to support the people affected through interventions on WASH, Health, livelihoods, and shelter. The Emergency Appeal sought CHF 4 million as part of a Federation-wide funding requirement to support 50,000 people affected by TC Batsirai and the impacts of the other weather systems that preceded or followed. An Operational Strategy was published on 25 February 2022, which provides the overarching response plan for the operation against the CHF 4 million funding requirement. Through the [ops update#3](#) the original target was reduced to 15,000.

Malagasy Red Cross deployed 355 volunteers to assist with the response to Batsirai and Emnati in the areas of the operation. A total of 200 in Analamanga, 105 in Atsinanana, and 50 in Vatovavy.

Operational risk assessment

The emergency plan included a 12-month recovery and rehabilitation phase. Nevertheless, it was necessary to take into consideration the operational risk assessment throughout the intervention to maximize the positive effects of the interventions carried out:

- **Accessibility:** During the intervention, the rains intensified as Madagascar went through the 2022-2023 cyclone season. As a result, flooding due to heavy rain led to cut-offs, making roads impassable for vehicles carrying both food and non-food items, or for those sending referrals to district hospitals.
- **Procurement and supply chain:** Rising water levels combined with the effects of the ubiquitous COVID-19 pandemic in the intervention area, led to rising food prices throughout the rest of the intervention. Therefore, to prevent procurement delays, it was necessary to establish contracts with more than one Financial Service Provider (FSP) and advocate for long-term framework agreements with them.
- **Weather conditions with downpour:** another couple of depressions evolved in tropical cyclones which hindered the implementation of activities.

B. OPERATIONAL STRATEGY

The response to Batsirai and Emnati was redirected while tropical storm Freddy made landfall in February 2023, affecting the same vulnerable people who were already weakened by poverty but also had already suffered the impact of the previous storms. The operations led by MRCS and stakeholders became increasingly complex as the roads were damaged and the needs of the affected persons increased. The increasing complexity of operations required close coordination between MRCS and stakeholders, including RCRC Movement partners, and updates to the operational strategy to achieve goals. Changes were made to the duration of the operation and resource mobilization. The response to Batsirai was initially planned for 12 months but was extended to 16 months to address the increasing needs of vulnerable people. Additionally, MRCS shifted its focus to building the capacity of volunteers through training and refresher sessions, providing emergency shelter kits with cash for shelter, unconditional cash, hygiene, and dignity kits.

DETAILED OPERATIONAL REPORT



Shelter, Housing and Settlements

People Reached

Female > 18:	5,596	Female < 18:	5,728
Male > 18:	5,012	Male < 18:	4,864

Objective:	<i>Communities in disaster and crisis affected areas restore and strengthen their safety, wellbeing and longer-term recovery through shelter and settlement solutions</i>
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	Indicator		Actual	Target
Key indicators:	<i># of targeted households provided with direct emergency shelter and settlement assistance</i>		5,183 HHs	4,000 HHs
	<i># of targeted households provided with shelter and HHI support through conditional cash or voucher assistance</i>		938 HHs	2,000 HHs
	<i># of families reached with shelter construction technical guidance</i>		5,183 HHs	3,000 HHs
	<i># of volunteers/skilled workers/community members trained in shelter and building back better</i>		134	100
	<i># of temporary accommodation sites supported</i>		5	20
	<i># of sunblock tarpaulin distributed</i>		117	115
	<i># of people reached with the distribution of sunblock tarpaulins</i>		585	575
	<i># of sensitization sessions conducted on use of distributed cash for shelter.</i>		4	4

The shelter activities aimed to assist the community members in (re)building their homes. A total of 5,183 households have received shelter assistance including 4,245 HHs who received shelter tool kits and tarpaulins, 117 HHs who received sunblock tarpaulins for the provision of light in their shelter at night, 1,630 HHs have received kitchen kits, and 938 HHs who received conditional cash for shelter in Andara and Tsaravary. The conditions for receiving cash for shelter included attending training and sensitization sessions on the use of cash and Build Back Safer techniques. The amount provided must be used correctly for buying shelter materials and/or contracting with carpenters. In Andara & Tsaravary, 938 households attended these sessions before receiving the conditional cash for shelter distribution. Each household received MGA 350,000 (CHF 76.22) in two installments. The determined amount resulted from discussions among the shelter cluster, the cash working group, and the authorities. 108

volunteers, 26 carpenters, and community workers were trained in shelter and Build Back Safer techniques while 17 volunteers were trained in PASSA (Participatory Approach for Safe Shelter Awareness).

The targeted beneficiaries of cash for shelter were not reached. Cash for shelter was a conditional cash mechanism, meaning that the beneficiaries had to undergo training on the technical points of rebuilding shelter. In addition, the process of fixing the final amount of cash to be given per household took a long time. While all conditions were decided and the beneficiaries were identified, some affected households had already taken the necessary actions to rebuild their house using local resources. So, they were excluded from people targeted.

The emergency appeal was initially projected to assist 20 temporary shelters for the displaced individuals whose houses were completely or partially damaged. However, between the cyclone events, the DREF's initiation, and the execution of relief activities, flood waters began to recede, and the situation started to stabilize. As a result, many affected households were able to initiate self-restoration efforts and gradually return to their homes. With the resilience of the community and their active rebuilding initiatives, the immediate need for temporary shelter support decreased significantly. Consequently, only 5 of 20 temporary shelters were provided assistance, as the focus shifted towards long-term recovery and rebuilding processes.

In the Rural Communes of Andara and Tsaravary, two new model houses have been built, demonstrating the implementation of Build Back Safer Construction techniques. Moreover, in the rural communes of Vohibe and Sandroy, two existing huts have been strengthened and converted into model houses. There was widespread interest among the residents in receiving technical guidance, particularly after witnessing these houses withstand Cyclone Freddy. This interest spurred them to acquire knowledge in the techniques of building back safer.

Before providing any assistance, volunteers from the Madagascar Red Cross conducted thorough needs assessments to identify households whose homes were either partially or completely damaged and once the aid had been delivered, post-distribution monitoring was carried out to assess the effectiveness of the shelter response and to evaluate beneficiaries' feedback on humanitarian values, on their satisfaction and on their ability to use the aid effectively.

An NDRT Relief training workshop was organized by IFRC/MRCS The to equip MRCS volunteers with the general skills needed to respond to the national emergency response framework and to meet the challenges of disaster management. The training enabled the volunteers to develop their skills in various areas to make them ready to intervene and assist when national disasters are declared. In terms of shelter, the training covered emergency shelter options in the event of a disaster, the composition of kits, an overview of shelter guides and standards, including the Sphere standard, and a reflection on the local analysis of structures with a view to the formulation of a response.

Challenges:

- Humanitarian response needs are highly dynamic over time, and delays in the National Society's responsiveness or actions lead to changes in the needs of the affected population and those in need. To ensure an appropriate and effective response, especially in shelter, it is essential to analyse needs and provide support at the right time. Delaying a response reduces its effectiveness.
- Because of the inadequacy of the road network and its poor condition, the logistics of transporting the kits were difficult and considerably increased the amount of support per person/family. This often leads to delays in implementing activities.

Lessons learned:

In each implemented activity the 'learning by doing' method was applied, which proved beneficial for the carpenters, communities, and the MRCS shelter team. This approach allowed each party to actively participate in their learning and develop their skills in real-life conditions.



Livelihoods

Female > 18:	Female < 18:
1,312	1,192
Male > 18: 700	Male < 18: 796

Objective: *Communities, especially in disaster and crisis affected areas, restore, and strengthen their livelihoods*

	Indicator	Actual	Target
Key indicators:	<i># of households reached with cash for livelihood activities</i>	1,000	1,000
	<i>Minimum percentage of targeted households who acknowledge usefulness of cash for livelihoods</i>	100%	80% or 800HHs

Mananjary is characterized with a landscape of low hills and potential coastal plains for the development of agricultural activity for livelihoods. Indeed, the area is crossed by the pangalanes channel which connects the different lagoons and improves the prospects for food crops and off-season crops. Cattle (zebu), pig, poultry and beekeeping are widespread in the area. The zebu is mainly raised for its economic value (help with plowing and savings) and social value (role during births, circumcisions, marriages, deaths, etc.). Pig farming to be marketed. Inland fishing is practiced as a secondary activity and is widespread, while maritime fishing, which is more specialized, is concentrated in the coastal township.

MRCS mapped interventions and distributed agricultural tools and seeds among beneficiaries based on the data gathered by the Ministry of Agriculture and logistical challenges. A total of 5 sessions focusing on the usage of agricultural tools and seeds provided were done. A total of 1,000HHs have been reached after targeting sessions and they have received the agricultural materials and rice seeds.

MRCS did not conduct a labour market assessment to avoid duplicating the same process among the communities. In fact, the labour market assessment was done by other partners.

MRCS conducted post-distribution monitoring with beneficiaries of cash for livelihoods in three intervention districts (Mananjary, Vohipeno, Nosy Varika). A total of 489 out of 1,000 households that received cash transfers for livelihoods participated in the survey. The survey revealed that all the participants found that the cash helped support their livelihoods and meet their basic needs.

Challenges:

Limited access to relevant data made it difficult to estimate damages and losses for livelihoods. Road damages and floods resulted in limited access to fokontany where households may have been severely affected and

omitted. The Ministry of Agriculture conducted surveys in 7 fokontany using a declarative basis. Fokontanys without mobile network coverage were excluded from the estimation.

Lessons learned:

To ensure a more accurate estimation of damages, it is important to strengthen the data sharing among stakeholders engaged in the livelihoods by holding coordination meetings.



Multi-purpose Cash

Female > 18: **7,208** Female < 18: **5,604**

Male > 18: **6,688** Male < 18: **5,624**

Objective:	<i>Households are provided with unconditional/multipurpose cash grants to address their basic needs</i>		
Key indicators:	Indicator	Actual	Target
	<i># of households reached with cash for basic needs including food</i>	6,281 HHs	10,000 HHs
	<i># of volunteers briefed and involved in the cash for food activities</i>	139	100
	<i># of market assessments conducted</i>	4	2
	<i># of market monitoring conducted</i>	4	12

In total, 6,281 HHs were assisted through multipurpose cash including 3,000 HHs who received 2 times MGA 100,000 (for a total of MGA 200,000 each) and 3,281 HHs received MGA 120,000 as one instalment. The amount was decided by the National Cash Working Group and approved by the National Bureau for Disaster Risk Management (BNGRC,) representing the government. Further, the BNGRC and National Cash working group have revised the amount to MGA 120,000, to be given to the Cheneso & Freddy cyclone-affected people for one distribution based on the result of market monitoring.

Multi-purpose cash assistance was based on availability of appeal funding hence did not achieve the targeted households. At the beginning, the operation was not fully funded. When it was fully funded, which should have allowed the MRCS to reach the targeted people, the needs assessment showed that assistance was no longer needed. In fact, the affected people began to recover from the emergency.

Challenges:

The passage of cyclone Emnati after the TC Batsirai increased the vulnerability of people in the affected areas. Meanwhile, MRCS was already responding to Batsirai. To coordinate operations more effectively, MRCS and stakeholders needed to increase resources, including the number of mobilized volunteers and the amount of cash distributed, adjusted to fit evolving households' needs over time. Standardizing the amount to be transferred to households is a crucial aspect of coordinating humanitarian responses.

Lessons learned.

The market monitoring provided valuable information to humanitarian organizations about the actual needs of affected households. The cash working group revised and standardized the distribution amount based on the collected information. The planned interventions may change based on the coordination of the National Cash Working Group and the estimation of affected people's needs.

 Health & Care <i>(Mental Health and psychosocial support / Community Health / Medical Services)</i>	Female > 18: 9,135	Female < 18: 8,603
	Male > 18: 8,467	Male < 18: 7,974

Objective: *Strengthening holistic individual and community health of the population impacted through community level interventions and health system strengthening*

	Indicator	Actual	Target
Key indicators:	<i>Estimated % of target beneficiaries reached with community healthcare support</i>	97,65% 34,179 people	or 70% of 35,000 people
	<i># of volunteers trained on CBHFA</i>	103	100
	<i># of volunteers trained in BTIT, preparing them for cholera response</i>	50	100
	<i># of staff and volunteers trained in quality, targeted PS support skills and interventions</i>	0	50
	<i># of target beneficiaries reached with PFA within specified time frame from exposure to a crisis event.</i>	NA	NA
	<i># of MoH CHWs trained and integrated to RCRC response for coordinated</i>	NA	NA
	<i># of households receiving mosquito nets (2 mosquito nets)</i>	3000	2000
	<i># of volunteers trained and equipped for MAM and SAM detection</i>	0	50

Limited access to clean water, hygiene, and health facilities exposes people to a high risk of waterborne and vector-borne diseases. This is compounded by damage to shelters and public installations caused by floods. To prevent the resurgence of malaria and diarrhea, MRCS focused on enhancing the capacity of its branches and volunteers to respond to and control outbreaks. This included distributing mosquito nets and conducting awareness sessions. The distribution of long-lasting, impregnated mosquito bed nets reached 3,000 households, with each household receiving two nets. Additionally, 103 volunteers, including 13 ToTs and 90 regular volunteers, were trained in Community-based Health First Aid (CBHFA). Another 50 volunteers were trained in Branch Transmission

Intervention Team (BTIT) for cholera outbreak response and control. The trained volunteers conducted awareness sessions that reached a total of 12,047 households, including 11,127 for CBHFA and 920 for BTIT.

Several humanitarian organizations responded to the Government of Madagascar's call for aid through the BNGRC. Coordination meetings were held, and it was decided that the MRCS would no longer support PS, MAM and SAM activities due to the lengthy volunteer training process. This responsibility was delegated to other stakeholders.

Lessons learned.

For future operations, it is recommended that PS support be considered a crucial skill for volunteers to deliver high-quality humanitarian assistance. This is because national society volunteers were unable to receive training on PS support during operations, despite its importance.

National coordination meetings with healthcare humanitarian actors are crucial for sharing important information about on-site operations and facilitating decision-making regarding the effectiveness of certain activities, such as PS, MAM, and SAM diagnostics.



Water, Sanitation and Hygiene

Female > 18:	Female < 18: 18,146
23,061	
Male > 18:	Male < 18: 17,993
18,455	

Objective: *Ensure safe drinking water, proper sanitation, and adequate hygiene awareness of the communities during relief and recovery phases of the Emergency Operation, through community and organizational interventions*

	Indicator	Actual	Target
Key indicators:	<i>% of targeted population who have access to clean and safe water</i>	100	100
	<i>% of households that report being satisfied with the distribution process</i>	90	70
	<i>% of households that had treated their drinking water at the time of PDM using objective tests</i>	100	70
	<i># of households who receive water conservation and storage materials</i>	5,582	10,000
	<i># of volunteers trained on WASH</i>	74	100
	<i># of households reached with soap</i>	5,582	10,000
	<i># of families receiving personal hygiene kits</i>	5,582	10,000
	<i># of women and girls receiving dignity kits for 3 months</i>	3,288	7,800

	<i># of health and hygiene promotion sessions conducted</i>	18	32
	<i># of people reached with hygiene promotion activities</i>	77,655	50,000
	<i># of volunteers supporting Hygiene promotion</i>	74	100

A total of 5,582 HHs received WASH kits including Buckets (2 pieces per HH), Jerrycans (2 pieces per HH), Soap (2 bars per HH), water purification products (Sur’eau: 2 pieces per HH) as well as Kitchen sets (1 piece per HH). Of these, 3,288 women received dignity kits including 1,388 in Mananjary, 600 in Vohipeno, and 1,300 in the district Nosy Varika (Mahela, Ambohitsara Est, Andara, and Ambayi). The distribution took place in Vohipeno, Sandrohy, Andara, and Nosy Varika). Further, a total of 74 volunteers were trained in hygiene promotion and carried awareness sessions through a door-to-door approach in the affected communities reaching 15,531 households (77,655 people including 39,604 women and 38,051 men). MRCS identified 16 community-damaged wells during the TC Batsirai and Emnati response. These wells are being rehabilitated by Luxembourg Red Cross and other partners (CRS, Medair).

Sensitization was undertaken due to the sharp increase in the risk of water-related diseases. 3,200 households were reached through home visits and 13,695 people in health promotion and good practices, activities that continued throughout the project timeframe. A Community engagement and accountability (CEA) approach was used by volunteers.

During the Vatovavy region's devastating encounter with Tropical Cyclone Freddy, the Malagasy Red Cross was already providing crucial assistance to those affected by Cyclone Batsirai. As the region faced the compounded effects of multiple cyclones, including EMNATI and CHENESO, the needs of the communities continued to grow exponentially.

In response to these challenges, the Malagasy Red Cross demonstrated remarkable adaptability by modifying its volunteer strategy to cover additional districts impacted by the disasters. Despite resource constraints, the organization managed to allocate 74 out of 100 volunteers into wash assistance to effectively respond to the combined devastation of Cyclone Batsirai and heavy rain events. This proactive approach allowed the Malagasy Red Cross to extend its reach and provide critical aid to affected populations across a broader area.

Challenges:

During the initial days of the intervention, it was difficult to reach people through sensitization activities because they did not prioritize them. The focus was on providing essential material support in the aftermath of the cyclones.

Transporting wash kits to the communities was also difficult due to many inaccessible roads.

Lessons learned.

During the cyclones, floods, and heavy rainfall that impacted the country, access to certain communities was significantly hampered. However, the MRCS adapted its approach by providing training to volunteers at the branch level, thereby enabling them to reach affected individuals with critical wash messages. This experience highlights the importance of local volunteer networks in disaster response in disseminating life-saving information to hard-reach communities.

To further enhance effectiveness of its response efforts, the MRCS identified the need to provide additional training for the BDRT on fundamental humanitarian response skills through continuous capacity building.

Protection, Gender, and Inclusion

Female > 18: **2,439** Female < 18: **3,225**



Male > 18: **2,830** Male < 18: **2,611**

Objective:

Communities identify the needs of the most at risk and particularly disadvantaged and marginalized groups, due to inequality, discrimination and other non-respect of their human rights and address their distinct needs

	Indicator	Actual	Target
Key indicators:	<i>Minimum percentage of targeted population reached with PGI/SGBV awareness</i>	70	70
	<i>% of assessments conducted to inform programmatic changes which also considers PGI approaches</i>	100	100
	<i># of staff and volunteers trained in PGI and PSEA</i>	44	30
	<i># of PGI orientations conducted</i>	2	3

PGI Coordinator from the Canadian Red Cross was deployed as Surge in Madagascar, and he used the opportunity to visit TC BATSIRAI and EMNATI operation in Mananjary to assess how PGI and safeguarding are integrated into operation and programs. He provided technical support to the operation through the training of the operation team (staff & volunteers) on PGI, Safeguarding, and Code of Conduct. All the trained volunteers and staff signed the contract after the training. He also developed awareness messages on PGI translated into the local language. The training sessions included an introduction to PGI and Safeguarding, with practical examples, and best practices for integrating PGI in Sectors (Shelter, Food Security, and Livelihood, WASH, and Health). Further, he shared with staff the key PGI and Safeguarding tools and documents (in French version). He organized two briefing sessions on the Code of Conduct for the Volunteers and for the MRC staff. The PGI training reached 44 staff and volunteers. All feedback received was analyzed and responded to.

Challenges:

During the implementation of operations amidst compounded challenges from successive cyclones, the Malagasy Red Cross faced significant difficulties in ensuring the integration of Protection, Gender, and Inclusion (PGI). Although integrating PGI was a mandatory aspect of the response, it was perceived as secondary by the volunteers due to the increasing number of affected individuals. Additionally, no PGI focal point person was assigned to the operations.

Lessons learned.

The integration of PGI proved to be a crucial cross-cutting activity in this operation. By recognizing the importance of addressing the unique needs and vulnerabilities of different groups, the rights and needs of all individuals were considered and protected throughout the project's implementation. Thereby, MRCS fostered an inclusive and equitable environment.



Community Engagement and Accountability

Objective:			
Key indicators:	Indicator	Actual	Target
	<i>% of assessments conducted to inform programmatic changes which also considers CEA approaches</i>	100	100
	<i># of staff and volunteers trained on CEA</i>	32	30
	<i># of CEA sessions conducted on the operation</i>	10	3
	<i># of feedback mechanisms set up in districts</i>	5	6
	<i>% of feedback received through mechanisms set up which are addressed</i>	11,105 (100%)	80%

Two PGI/CEA rapid response surges were deployed to support the Madagascar Red Cross staff and volunteers and IFRC staff in the implementation of the CEA and PGI approach in this operation. This deployment enabled to training of the staff and volunteers on different CEA/PGI aspects, feedback mechanisms, PSEA, Safeguarding, SGBV, code of conduct, and Gender inclusion. Each of the Rapid Response Surge carried out a training session on the 2 thematic areas. Further, the National Society CEA/PGI focal point at the field level also trained volunteers in the 4 intervention sites to support the implementation of PGI and CEA aspects in this operation. In addition, a feedback collection mechanism has been put in place. The CEA activities reached 80,660 people. To date, a total of 11,105 pieces of feedback have been collected from the communities, addressed, and reverted to the communities with solutions or clear explanations. Most (99%) of the community feedback collected were expressions of satisfaction and acknowledgments. However, the MRC /IFRC also received questions and observations. Below are samples of the questions collected:

1. When will the next distribution take place?
2. Will there be assistance for those who haven't been selected?
3. After this distribution process, will the Red Cross continue to assist us?
4. Why do some people receive money to build houses while others do not?
5. Why did some beneficiaries receive materials and others not only cash?
6. I'm one of the people who sent you a complaint and it's strange, I'm still not a beneficiary even though I'm poor and all of us have experienced this cyclone, why is there discrimination?

The feedback mechanism put in place included Red Cross volunteers during home visits, CEA committees, suggestion boxes, community discussions, Red Cross green line, face-to-face with the Red Cross workers and volunteers, discussion with the key informants, etc. Furthermore, the operation team always explained to the communities whenever there was a modification of the Plan of action. Community Complaints committees are set up in all the intervention fokontany and villages.

During the beneficiaries' targeting, the criteria were identified in collaboration with the community committees, and they were responsible for the beneficiaries' targeting. This activity was followed by community meetings led


by the operation team to validate the list of beneficiaries. The lists were then pasted at the community level two days before the distribution date.

Challenges:

Despite the severe impact on households, targeting beneficiaries was not planned in isolated fokontany due to the logistical challenges of the humanitarian response.

Lessons learned:

The community committees played a significant role in the successful implementation of the operation by being involved in all phases. The committees, representing all community categories, were trained, and fully involved in the identification, selection, and validation of the beneficiaries as well as the plannings of action. A feedback mechanism has been established to ensure that all community members understand how the Red Cross operates and complains when necessary.

	Risk Reduction, climate adaptation and Recovery	Female > 18:	Female < 18:
		Male > 18:	Male < 18:
Objective:			
Key indicators:	Indicator	Actual	Target
	<i># of volunteers trained in EWEA systems</i>	120	100
	<i># of contingency plans on cyclones prepared in collaboration with PIROI</i>	1	1
	<i># of RCRC clubs/branches established in schools/communities</i>	0	6
	<i># of community resilience groups set up</i>	0	3

MRCs held an Enhancing Vulnerability and Capacity Assessment (EVCA) workshop in Toamasina. A total of 91 participants attended, including 28 men and 63 women, as well as 3 representatives from governance (2 men and 1 woman) and 6 people from PNS (2 men and 4 women). The workshop resulted in the development of EVCA tools and a contingency plan for the cyclone in Mananjary. This included branch contingency planning and simulation exercises; strengthening of anticipatory/early warning/early action mechanism and systems; seasonal disaster preparedness planning and orientation exercise; as well as the training of Branch Disaster Response Teams (BDRTs) / National Disaster Response Teams (NDRTs). Additionally, 29 volunteers from the National Disaster Response Teams (NDRT) and Branch Disaster Response Teams (BDRT) underwent training on early warning systems and anticipatory action, with 19 men and 10 women participating. In total, **120 individuals** were trained on early warning systems and anticipatory actions.

It was accompanied by activities to raise awareness and strengthen capacity in community-based disaster risk reduction, climate adaptation, and risk in schools, and support targeted communities with context-based climate

change adaptation actions. These sensitization sessions reached a total of 2,387 individuals, including 1,007 men and 913 women in schools, and 190 men and 242 women in the community.

The MRCS conducted a Preparedness for Effective Response (PER) training to enable the National Society to fulfill its auxiliary role, in line with the Red Cross and Red Crescent Fundamental Principles. This involved strengthening local preparedness capacities to ensure timely and effective humanitarian assistance to prevent and alleviate human suffering.

The area of intervention was hit by a series of cyclones, storms and heavy rains in the last 3 years which disorganized the communities and schools' initiatives. Some schools and communities were not fully operational during the operation. However, sensitization sessions have been conducted in some schools and communities.

Challenges:

The establishment of RCRC school clubs was challenged by the aftermath of successive cyclones in the region. As communities struggled to return to normalcy, restoring the functionality of schools and community organizations became a less immediate priority. This hindered the organization of events essential for setting up the clubs.

Lessons learned:

Although the establishment of RCRC school clubs was not accomplished during the operation, it was recognized that integrating these initiatives into existing community structures and plans would significantly contribute to enhancing community preparedness.



Environmental Sustainability

Female > 18:

Female < 18:

Male > 18:

Male < 18:

Objective:

Key indicators:	Indicator	Actual	Target
	<i># of trees planted in affected areas</i>	5,000	5,000
	<i># of staff and volunteers trained in environmental management</i>	67	100

A total of 5,000 trees of 4 species have been planted: pines, eucalyptus, cinnamon, and clove. This activity was carried out in collaboration with the Ministry of Environment and the community members as well as the local authorities (Andranomiteka Rural Commune of Tsarahafatra and district de Mananjary). The staff of the Ministry of Environment trained the community members, Red Cross volunteers, and the staff on the planting techniques. A management committee has been set up with 10 people including 5 females. The training was about climate change and environment protection as a way of disaster risk reduction and targeted communities. The expected outcomes from the training were to enable the communities to get more resilient to disasters. This also allowed the communities to plant different trees protecting the environment during cyclones and floods.

Due to the increasing number of affected people following successive disasters in the region, the Malagasy Red Cross adapted its volunteer assignment strategy to maintain high-quality delivery across all aspects of the operation. Initially, 100 volunteers were assigned to environmental sustainability efforts. However, the devastating impact of cyclones EMNATI and CHENESO significantly expanded the intervention areas, posing challenges in

maintaining adequate volunteer coverage for each sector. Consequently, the Malagasy Red Cross had to navigate volunteer allocation to ensure optimal support across all intervention areas.

Challenges:

Tree planting was successfully carried out, the subsequent care for the planted trees emerged as a significant concern. To ensure the long-term health and survival of the trees, establishing a monitoring committee to oversee and maintain them would be beneficial.

Lessons learned:

The evaluation of the planting tree is necessary to analyze its impacts on the community level. Engage the community more and specify their roles and responsibilities in the process.

Enabling approaches



National Society Strengthening

Objective:			
Key indicators:	Indicator	Actual	Target
	<i>Operational Support Services (supply chain, IT, PMER, Finance)</i>	4	4
	<i>National Society preparedness and response capacity</i>	1	3
	<i>Set up of a digital volunteer's management system</i>	1	1
	<i>Expansion / Rehabilitation of Malagasy Red Cross Head Quarter office:</i>	1	1

The NS recruited key positions to manage the operations both at the headquarters and branch levels. The digital registration of volunteers is ongoing, and 500 volunteers have been insured. The NS HQ is being rehabilitated with new paint and the replacement of old water and electric installations. Further, 15 BDRTs from the Madagascar Red Cross have been trained on the NDRT Relief modules. In addition, this operation supported the training of 25 MRC staff for the DREF evolution. Volunteers from three branches of the Madagascar Red Cross have been trained on BOCA self-assessment and they carried out the BOCA roll-out. To date, the branches of Mananjary, Vohipeno, and Nosy Varika have their action plan and they are looking for funding to implement their action plans. The PER training is planned to take place on the 1st and 2nd of July 2023.

Challenges:

MRCS did not have a focal point for NSD at the regional level. This caused delays in implementing planned interventions for NSD, such as insuring volunteers, making visibility equipment available at the branch level, and ensuring the flow of information from HQ to regional branches.³

Lessons learned:

MRCS has adopted a one-year insurance policy that covers volunteers for a longer period than the duration of their operations. This means that a volunteer who is insured during one operation will remain insured if they are assigned to another operation later.

MRCS began building a database to track volunteer training and improve decision-making regarding staff and volunteer mobilization.



Coordination and Partnerships

Objective:	
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³ Branch Organization Capacity Assessment

	Indicator	Actual	Target
Key indicators:	# of membership Coordination mechanisms in Madagascar	1	1
	# of existing mechanisms enabling the engagement with external partners	7	TBD
	# of mechanisms enabling influencing and Humanitarian Diplomacy in the country	2	TBD

The Madagascar Red Cross staff and IFRC are regularly attending HCT meetings (SG of the NS, IFRC Head of Delegation and the Shelter cluster Coordinator), Health, WASH, Shelter, FSL, Protection cluster meetings, and Humanitarian coordination meetings at the regional level of Vatovavy as well as the national level online. Cluster meetings were held weekly at the early stage of the disaster, but currently, the meeting frequency is held monthly.

Challenges:

The consecutive cyclones that hit the regions of Vatovavy, Fitovinany, and Analamanga prompted an urgent activation of humanitarian response, and stakeholders reacted promptly to implement it. However, coordination was initially slow, leading to delays in the operation. The repetitive and long-lasting crisis made it difficult for MRCS and its branches to manage effectively (IM, logistics,)

Lessons Learned:

During the operation, a federation-wide approach has been operationalized to deliver a robust and effective response for National Societies and communities in addressing emergency sustainability. Regional coordination facilitates the sharing of experiences and has proven to be a successful aspect of the project. Involvement of the Ministry of Environment in tree planting efforts further underscores the importance of coordination and partnerships. This experience offers valuable lessons in fostering effective collaboration.



Shelter Cluster Coordination

Objective:

	Indicator	Actual	Target
Key indicators:	Shelter cluster is coordinated by IFRC with cluster coordinator. deployed	1	1

Since the beginning of the operation, IFRC has coordinated the Shelter Cluster in coordination with the Government (BNGRC) and other humanitarian actors through meetings, Emails, and message sharing. IFRC Shelter coordinator helped in drafting the Cash for Shelter strategy which was adopted by the Government in April 2022. Further, IFRC supported in drafting of the agreement between the Ministry of Education and the Ministry of Interior to allow affected populations to get refuge in the schools during disasters.

Challenges:

The Malagasy Red Cross identified conditional cash assistance as a relevant form of support for affected households. The amount of cash to be provided to each household was determined during a coordination meeting

involving all members of the cash working group. However, the cash assistance only covered a quarter of the total rebuilding expenses, making it insufficient for households with completely damaged homes. As a result, this solution was not ideal for addressing the needs of those severely affected households.

Lessons learned:

All members of the shelter coordination recognized that rapid and effective information sharing was crucial in establishing an evidence-based decision-making process. In response, the committee established a participatory framework, a shared document that enabled stakeholders to collaborate and share their activities. This approach ensured that all relevant information was available to inform decision-making and promote transparency among the participating organizations.



**Secretariat
Services**

Objective:			
	Indicator	Actual	Target
Key indicators:	<i>% of Human Resources provided to the operation</i>	100	100
	<i>% of adequate resources provided on crosscutting themes/support services namely Logistics, Security, Finance, PMER</i>	100	100
	<i>% of staff benefiting from Security orientation and briefing upon arrival in Madagascar</i>	100	100

Several surge personnel were deployed as part of a Federation-wide scale-up support to the operation.

Profile	Deploying organization
Operations Manager	Togolese Red Cross
CEA Coordinator	Red Cross Society of Côte d'Ivoire
Shelter Cluster Coordinator	IFRC Europe
CVA Officer	French Red Cross
Logistics Officer	Red Cross Society of Guinea
Shelter Programme Coordinator	IFRC Americas
Public Health in Emergencies Coordinator	Red Cross Society of Guinea
PMER Coordinator	Burundi Red Cross
Shelter Programme Coordinator	Swiss Red Cross
Humanitarian Information Analysis Officer	British Red Cross
SIMS Remote Coordinator	The Netherlands Red Cross
Logistics Officer	IFRC Africa

Regional support and PIROI included:

Operations Coordinator (1st rotation) IFRC CCD – Dakar

Operations Manager (1st rotation) IFRC Regional Office
Communications Manager IFRC Regional Office
Operations Coordinator (2nd rotation) IFRC Regional Office
Operations Manager (2nd rotation) French Red Cross/PIROI
CVA / Relief Coordinator French Red Cross/PIROI
Logistics Coordinator French Red Cross/PIROI
Finance/Admin Coordinator IFRC CCD – Bangui
Operations Manager (3rd rotation) IFRC CCD – Niamey

This comprised the mobilization of staff from the extended IFRC Africa Regional Office – Health, Disasters, Climate, and Crises (HDCC) unit, from other CCDs, African National Societies, as well as member National Societies. To ensure sustainable support to the NS, the Operation Manager and Shelter Officer have been recruited to accompany the operation in a longer-term approach. The success of this operation was in part attributed to the invaluable support provided by the deployed surge personnel. Moreover, staff from the IOI cluster offered continuous technical assistance, further ensuring the effectiveness and efficiency of the operation. These collaborative efforts and collective expertise contributed to achieving the operation's objectives and overcoming the challenges encountered during the crisis.

Challenges:

During the operation, there were gaps and challenges in communication and coordination between the NS and the technical teams. This was due to the NS being occupied with other priorities and the repetitive turnover of NS staff, which impacted communication between the two teams.

Lessons learned:

The National Society was privileged to receive secretariat support from the cluster, regional and Geneva office. This support contributed significantly to the operation's overall success. The IFRC secretariat played a crucial role in mobilizing funds for the operation and providing the necessary staff to support the National Society. This collaborative effort across different levels of the organization ensured that the necessary resources were available to address the affected communities' needs.

C. FINANCIAL REPORT

A detailed financial report is shown below.

Donor response reached CHF2,336,394 or 77.88% against the funding requirement. In addition, the IFRC DREF granted a loan of CHF750,000 to this operation which was reimbursed to the DREF pot. The total expenditure was CHF2,245,304, giving a variance of CHF733.

The explanation of the variances is below:

II. IFRC Operating Budget Implementation				
Thematic Area Code	Budget	Expenditure	Variance	
AOF1 - Disaster risk reduction	94,938	99,305	-4,366 -5%	
AOF2 - Shelter	239,751	535,915	-296,164 -124%	Overspent: increase of the number of beneficiaries from 4,000 to 5,183 beneficiaries due to community needs
AOF3 - Livelihoods and basic needs	677,107	362,887	314,220 46%	Underspent: the cost value for agricultural tools and seeds per target households was surestimated due to lack of precise information during the planning
AOF4 - Health	77,611	106,667	-29,056 -37%	Overspent: reaching the remote areas was very difficult during the cyclone season and the volunteers used more days than expected to reach the target population.
AOF5 - Water, sanitation and hygiene	56,381	84,384	-28,003 -50%	Overspent: the cost value for WASH kits was surestimated as it was based on the information provided just after the cyclone landfall.
AOF6 - Protection, Gender & Inclusion	5,738	609	5,129 89%	Underspent: the PGI activities were integrated in other sectors (Health, WASH, Cash distribution, DRR and CEA)
AOF7 - Migration	298	298	0 0%	
SF11 - Strengthen National Societies	360,791	303,220	57,571 16%	Underspent: the National Society got enough support through Federation-wide approach which prevented an excessive engagement from the NS staff.
SF12 - Effective international disaster management	20,043	22,857	-2,813 -14%	Overspent: due to the context and needs, a lot of international deployments have been made to ensure a solid support to the NS
SF13 - Influence others as leading strategic partners	2,025	25	2,000 99%	Underspent: this part has been covered by other sectors (Shelter, Health, Cash, WASH, etc)
SF14 - Ensure a strong IFRC	711,353	730,599	-19,245 -3%	
Grand Total	2,246,037	2,246,766	-729	

Emergency Appeal

FINAL FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2022-2024/3	Operation	MDRMG018
Budget Timeframe	2022-2023	Budget	APPROVED

Prepared on 15 Apr 2024

All figures are in Swiss Francs (CHF)

MDRMG018 - Madagascar - Heavy Rains and Tropical Storm

Operating Timeframe: 26 Jan 2022 to 30 Sep 2023; appeal launch date: 04 Feb 2022

I. Emergency Appeal Funding Requirements

Thematic Area Code	Requirements CHF
AOF1 - Disaster risk reduction	148,000
AOF2 - Shelter	266,000
AOF3 - Livelihoods and basic needs	879,000
AOF4 - Health	151,000
AOF5 - Water, sanitation and hygiene	445,000
AOF6 - Protection, Gender & Inclusion	24,000
AOF7 - Migration	0
SFI1 - Strengthen National Societies	400,000
SFI2 - Effective international disaster management	0
SFI3 - Influence others as leading strategic partners	21,000
SFI4 - Ensure a strong IFRC	666,000
Total Funding Requirements	3,000,000
Donor Response* as per 15 Apr 2024	2,336,394
Appeal Coverage	77.88%

II. IFRC Operating Budget Implementation

Thematic Area Code	Budget	Expenditure	Variance
AOF1 - Disaster risk reduction	94,938	99,305	-4,366
AOF2 - Shelter	239,751	535,915	-296,164
AOF3 - Livelihoods and basic needs	677,107	362,887	314,220
AOF4 - Health	77,611	106,667	-29,056
AOF5 - Water, sanitation and hygiene	56,381	84,384	-28,003
AOF6 - Protection, Gender & Inclusion	5,738	609	5,129
AOF7 - Migration	298	298	0
SFI1 - Strengthen National Societies	360,791	303,220	57,571
SFI2 - Effective international disaster management	20,043	22,857	-2,813
SFI3 - Influence others as leading strategic partners	2,025	25	2,000
SFI4 - Ensure a strong IFRC	711,353	729,138	-17,784
Grand Total	2,246,037	2,245,304	733

III. Operating Movement & Closing Balance per 2024/03

Opening Balance	0
Income (includes outstanding DREF Loan per IV.)	2,265,651
Expenditure	-2,246,766
Closing Balance	18,885
Deferred Income	0
Funds Available	18,885

IV. DREF Loan

* not included in Donor Response	Loan :	750,000	Reimbursed :	750,000	Outstanding :	0
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Emergency Appeal

FINAL FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2022-2024/3	Operation	MDRMG018
Budget Timeframe	2022-2023	Budget	APPROVED

Prepared on 15 Apr 2024

All figures are in Swiss Francs (CHF)

MDRMG018 - Madagascar - Heavy Rains and Tropical Storm

Operating Timeframe: 26 Jan 2022 to 30 Sep 2023; appeal launch date: 04 Feb 2022

V. Contributions by Donor and Other Income

Opening Balance							0
Income Type	Cash	InKind Goods	InKind Personnel	Other Income	TOTAL	Deferred Income	
American Red Cross	300,811				300,811		
British Red Cross (from British Government*)	597,993				597,993		
European Commission - DG ECHO	106,010				106,010		
Hong Kong Red Cross, Branch of the Red Cross Socie	23,815				23,815		
Japanese Red Cross Society	38,555				38,555		
On Line donations	485				485		
Red Cross of Monaco	20,578				20,578		
Spanish Government	262,444				262,444		
Swiss Red Cross	100,000				100,000		
Taiwan Red Cross Organisation	1,000				1,000		
The Canadian Red Cross Society (from Canadian Gov	114,491				114,491		
The Netherlands Red Cross (from Netherlands Govern	162,905				162,905		
United States Government - USAID	536,544				536,544		
United States - Private Donors	21				21		
Total Contributions and Other Income	2,265,651	0	0	0	2,265,651	0	
Total Income and Deferred Income					2,265,651	0	

Contact information.

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

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Reference documents



Click here for:

- Previous Appeals and updates
- Emergency Plan of Action (EPoA)

How we work

All IFRC assistance seeks to adhere the **Code of Conduct** for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGO's) in Disaster Relief, the **Humanitarian Charter and Minimum Standards in Humanitarian Response (Sphere)** in delivering assistance to the most vulnerable, to **Principles of Humanitarian Action** and **IFRC policies and procedures**. 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.