

# UNICEF HUMANITARIAN ACTION UPDATE

## MADAGASCAR

9 JUNE 2008

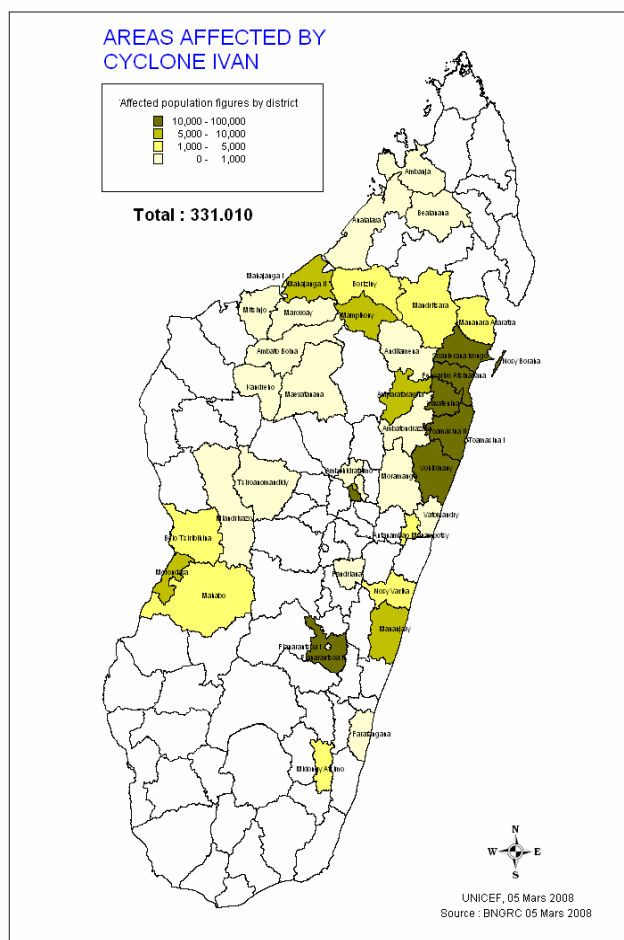
### UNICEF CONTINUES TO RESPOND TO THE NEEDS OF CHILDREN AND WOMEN IN CYCLONE AFFECTED AREAS

- Despite the provision of temporary classrooms, the number of classrooms currently available still remains insufficient. Rehabilitation of schools is an important priority for UNICEF.
- Access to safe water and sanitation is a major challenge in Madagascar. As cluster lead for Water, Sanitation and Hygiene (WASH), UNICEF works closely with partners to ensure access to clean water and sanitation facilities.
- UNICEF requires immediate funding to continue post emergency work in cyclone affected areas in order to prevent early recovery response gaps.



Primary school children peer over the remains of their classroom, destroyed by Cyclone Ivan, February 2008. ©UNICEF Madagascar / 2008 / Claire Stout

## 1. OVERVIEW



Madagascar is continuously afflicted by natural disasters, primarily cyclones, flooding, drought and insect infestations; together they cause additional hardship for an already vulnerable population where more than 70 percent of the population lives below the poverty line. As in any disaster, children and women suffer most. Vulnerable to cold and hunger, trauma and stress, women and children in poverty-stricken areas require immediate assistance. The cyclone caused massive and lasting disruption in areas that were both poor and remote. In order that the most vulnerable people in Madagascar retained the means or the building blocks from which they could sustain their livelihoods, it was critical that early recovery actions by government and its partners, including UNICEF, were implemented to reduce the effects of these sudden shocks.

In recent years cyclones in Madagascar have been particularly intense and frequent. Seven cyclones hit the country in 2007 and Cyclone Ivan, that struck the northeast coast of Madagascar on the 17<sup>th</sup> of February 2008, is being cited as the worst since the 1980s. With winds measuring up to 230 km/h and accompanied by heavy rainfall Cyclone Ivan caused severe flooding in many parts of the country.

According to the National Office for Disaster Risk Management (BNGRC) 93 people died and approximately 331,000 people were affected, including some 190,000 who lost their homes.

The most devastated areas line the north-eastern coast of Madagascar, where 163,000 people were affected in four districts: Sainte Marie Island, Fenerive Est, Vavatenina and Soanierana Ivongo. Important farming areas in neighbouring Alaotra Mangoro region were also hard hit. Resulting floods washed away bridges and made it impossible to reach a number of remote villages by road.

The cyclone also came close to the capital Antananarivo before changing its trajectory and moving south-westwards. The continued rainfall and resulting floods left almost 18,900 people without shelter in the capital alone. On the west coast, the region of Menabe was afflicted as river banks broke leaving many towns and villages completely submerged.

In addition to the impact on the population, physical infrastructure and agricultural activities throughout the country were heavily affected; one third of Madagascar's rice production comes from the Alaotra Mangoro Region which was hard hit by the cyclone. Public and administrative buildings along the north eastern coast were completely or partially destroyed. Many roads and bridges were also damaged, putting a strain on social and economic activities between communities. Following a recent Joint Damage, Loss and Needs Assessment, estimated damages and losses caused by cyclones in 2008 stand at US\$ 360 million.

## 2. UNICEF RESPONSE: ACTIVITIES, ACHIEVEMENTS AND CONSTRAINTS

UNICEF and its partners, including sister UN agencies and international and national nongovernmental organisations and civil society, worked closely through a cluster-configured approach to support the Government of Madagascar to respond swiftly and effectively to this crisis. Joint rapid assessments were conducted in affected areas by helicopter, plane and by road. As access to isolated areas became

possible, more villages in need of basic health care, water and sanitation facilities and assistance in the education sector were identified.

### Reaching the most vulnerable women and children

At the time of the cyclone, UNICEF had staff in Tamatave, on the east coast, ready to respond, in addition to pre-positioned stocks. As soon as roads were clear, an initial rapid needs assessment was done in close collaboration with local authorities, the BNGRC, different ministries and other humanitarian actors. One week after the cyclone, UNICEF opened an office in Fenerive Est and deployed essential staff in order to ensure a coordinated and comprehensive response.

It was established that from the town of Fenerive Est a larger number of the affected population could be reached. Other areas across the country became affected later by severe flooding which happened over the course of several days. In Alaotra Mangoro, UNICEF and partners responded immediately by combining a rapid assessment and a first distribution of essential non-food items. UNICEF also established a small office in Morondava to coordinate the response and reach districts that had not yet received aid. UNICEF was also able to advocate with local authorities and provide support for the set up of a site for the population of Mahabo village (where houses had been washed away by the river).

### Early recovery principles

Early recovery is a multidimensional process of recovery guided by development principles that seeks to build on humanitarian programmes and to catalyze sustainable development opportunities. It aims to generate self sustaining, nationally owned, resilient processes for post crisis recovery.

Cyclones have a potential social and or economic impact on the long term development of the country. It is therefore necessary to decrease the country's vulnerability to these natural disasters in a sustainable manner. Through an integrated approach and focused on restoring the capacity of both national institutions and local communities, the early recovery strategy will contribute at the same time to the government's Madagascar Action Plan and that of the BNGRC, integrating development projects already in place in the country and working towards the Millennium Development Goals in the affected areas.

After the initial emergency response to Cyclone Ivan, UNICEF is now focusing its activities on recovery and rehabilitation. Essential activities in health, water and sanitation, and education will be consolidated, as UNICEF accompanies Regional Government line ministries and civil society in rebuilding and developing the infrastructure that provides basic services to children and their families.

## EDUCATION

### Back to School

Children were directly affected by the cyclone; all areas hit reported the closure of schools after the cyclone for varying durations. As access to the most affected areas improved, the number of classrooms known to have been damaged or destroyed more than tripled from the original estimation (700 in the Flash Appeal) to 1,971 (latest figure from a joint damage and loss evaluation carried out by UN agencies, the Ministry of Education and the World Bank), subsequently increasing the number of school children (295,200) who suffered disruptions to their education.

UNICEF worked in close collaboration with the Ministry of Education to provide a tailored package of emergency education assistance to affected schools as part of the initial response. This assistance was geared towards ensuring children return to school as quickly as possible and included the provision of temporary classrooms, didactic supplies and recreation materials.

The following table summarizes UNICEF's initial response (first 8 weeks):

REGIONS	Tents	TarpTent48	School in a Box	Recreation Kits
<b>Alaotra Mangoro</b>	22	35	26	18
<b>Menabe</b>	2	13	12	12
<b>Analanjirifo</b>	113	133	220	100
<b>Besalampy</b>	4	0	5	3
<b>Analamanga</b>	5	0	0	0
<b>Total</b>	<b>146</b> <b>(7,300 pupils)</b>	<b>180</b> <b>(9,000 pupils)</b>	<b>263</b> <b>(21,040 pupils)</b>	<b>133</b> <b>(133 schools)</b>

## **Completing the school year**

In order to ensure that children stay in school to complete the academic year and to minimise drop-outs, UNICEF is collaborating with the Ministry of National Education (MEN) to provide snacks in schools for both students and teachers in the 4 districts hardest hit by the cyclone (Vavatenina, Soanierana Ivongo, Fénérive Est and Mananara Nord) and considered food insecure. Between 19 May and 30 June, 70,000 students and 1,200 teachers throughout the region of Analanjirofo will receive 100gr of biscuits per day.

UNICEF will work with local communities to mobilize and sensitize them to actively contribute to the renovation of damaged classrooms. However, in the poorest rural areas and those hardest hit by the cyclone, communities are finding it extremely difficult to put resources into the reconstruction of damaged school buildings when they still face livelihood hardships at home.

Despite the provision of temporary classrooms and the re-organisation of school timetables in order to accommodate as many students as possible during the school week, the number of classrooms currently available still remains insufficient.

## **Improving the learning environment**

Pending funding, UNICEF will reinforce its partnership with the Ministry of Education to provide support for the rehabilitation / reconstruction of schools in order to guarantee sustainable and safe learning environments for children. The rehabilitation of schools will strategically target those that have maximum impact for the children; ensuring continuity and uninterrupted access to education throughout the school year. All rehabilitation work will use anti-cyclone construction methods to prevent against damage and disruption in the future.

In order to improve overall hygiene and sanitation practices, an integrated package of programmatic interventions will include access to safe drinking water through the provision of water points in schools and separate latrines for boys and girls. The participation of local communities will be sought for the installation of these structures which will allow for greater ownership and sustainability.

UNICEF's educational objectives will also focus on strengthening the capacity of national and local education authorities in terms of their management of future disasters and the integration of emergency education standards in various phases of emergency response.

## **WATER, SANITATION AND HYGIENE**

Access to safe water and sanitation is a constant development challenge in Madagascar. Even in non-emergency situations, access to safe drinking water and adequate sanitation facilities in both urban and rural areas is extremely limited. Following the destruction brought by recent cyclones, it was estimated that more than 220,000 people were expected to be directly affected by poor water quality, lack of adequate sanitation facilities and flooding, consequently posing a threat of potential disease outbreaks.

### **Improving access to safe drinking water**

In rural areas water is mainly supplied by unprotected hand-dug wells. These wells are seldom treated or cleaned and there is no coherent or constant chlorine supply guaranteed by local authorities. Some villages simply rely on untreated surface water direct from rivers or other open water sources near by. At the time of the cyclone, many of these hand-dug wells, especially those in low lying areas, were flooded or contaminated.

As a first response to the cyclone, UNICEF supported local authorities with the provision of WASH kits (buckets, water purification liquid and powder, cups and soap) for more than 50,000 affected families. In partnership with the Malagasy Red Cross Society and MEDAIR, UNICEF assisted with the provision of safe drinking water for the cyclone affected population through the cleaning and disinfection of 3,373 flooded or contaminated wells throughout the regions of Alaotra Mangoro, Menabe and Analanjirofo.

### **Increased hygiene awareness and better practices**

In an attempt to improve overall hygiene and sanitation practices, UNICEF, together with the Ministry of Education, distributed WASH kits to 440 schools (reaching 110,000 students) in cyclone affected areas alongside an intensive hygiene awareness campaign. Latrines and hand washing facilities were also set

up in displacement camps around Antananarivo and Mahabo. UNICEF will continue hygiene and sanitation awareness campaigns through door to door visits in rural areas and will diffuse key messages through radio broadcasts, posters and leaflets.

### **Sustainable water and sanitation systems**

Following an in-depth evaluation of schools, sanitary structures and other main infrastructures in affected areas, UNICEF will emphasize the rehabilitation of obsolete sanitation facilities and improving access to safe drinking water through the renovation and protection of existing water points. Rain water catchment systems will also be installed in 34 primary schools and 14 health centres throughout Analanjirofo and Alaotra Mangoro. Through partnerships with various WASH actors UNICEF will construct 72 latrine blocks in selected schools throughout Analanjirofo, Alaotra Mangoro and Menabe regions and 60 family latrines in Menabe. In Alaotra Mangoro 7 hand-dug wells will also be constructed reaching 8,700 women and more than 3,000 children under 5 yrs.

Results from the World Bank-led damage and loss assessment (DALA) in affected urban areas highlight a major issue of concern; the lack, in larger urban areas, of maintenance procedures for existing waste water and sewage systems. A large proportion of the damages caused by severe flooding, following the cyclone, could have been minimised if procedures for the maintenance of waste water and sewage systems had been in place. UNICEF is the cluster lead for water, hygiene and sanitation and will work in close collaboration with implementing partners to support the rehabilitation of damaged and destroyed water and sanitation facilities in key communities. In the coming months, UNICEF will concentrate on solid waste management support and maintenance and hygiene promotion concerning the benefits of safe water and hygienic sanitation practices.

## **HEALTH AND NUTRITION**

The weeks following the cyclone were critical to ensure the prevention of any serious outbreaks of disease. Many basic health centres were destroyed or severely damaged, disrupting basic health care services in mainly rural areas. Sixty per cent of the population in Madagascar lives more than 5 km away from the nearest health centre – and as a result, they are often unable to get the care they need.

### **Nutrition surveillance**

The nutrition cluster was activated as soon as the cyclone hit Madagascar and was co-led by UNICEF and the National Nutrition Office (ONN).

UNICEF set up nutrition surveillance in Analanjirofo and Atsinanana regions in order to detect any deterioration in the population's nutritional status and to allow for a timely response. Routine surveillance at the health facility and community level began straight after the initial humanitarian response. This included 3 main activities:

- Provision of anthropometric equipment (1 scale, 5 weighing pants, 1 measuring board, 100 MUAC tapes) to 89 health facilities and MUAC tapes to community health workers;
- Training of 89 health staff and 89 community health workers on the identification of severe acute malnutrition and data management and reporting;
- Nutrition monitoring at 89 health centres and at the community level through an outreach strategy.

At the same time, UNICEF strengthened the existing capacity for treatment of acute malnutrition by giving refresher training to staff working in the Therapeutic Feeding Centres of Tamatave (Atsinana Region) and Fenerive Est (Analanjirofo Region).

In April 2008, a nutrition survey was conducted in the flood affected districts of Midongy and Befotaka. Results showed a typical level of acute malnutrition for this time of year (hunger gap); 11% global acute malnutrition and 1% of severe acute malnutrition.

However, the food security situation remains of concern due to poor production of the main rice harvest in December. This was caused by a dry spell in the second half of 2007 followed by the destruction of subsidiary crops and cash crops by Cyclone Ivan related flooding.

Thus the hunger gap started earlier this year and is expected to last longer than usual; until the next harvests in October and December.

The second component of nutrition surveillance, standardisation of nutrition surveys, will start in June with the implementation of two surveys targeting the most affected areas of Analanjirofo and Alaotra Mangoro.

## **Facilitating access to basic health care**

UNICEF worked in close collaboration with the Ministry of Health, the World Health Organisation (WHO), Doctors without Borders (MDM), Malagasy Red Cross Society and other health partners to provide emergency medical kits and medical supplies to treat the most common diseases (oral rehydration salts, Artemisinin combined treatment tablets, rapid diagnostic test kits and antibiotics). 9,200 impregnated nets were distributed to pregnant women and children under 5 years of age via consultations in health centres in Ananaljrofo region.

In March, UNICEF supported a first round of vaccinations (DPT3HepB3) as part of the initial emergency response. This integrated vaccination campaign targeted 2,920 infants in 4 districts in the east (Soanierana Ivongo, Fenereve Est, Sainte Marie et Vavatenina) and 1,682 infants in 2 districts in Alaotra Mangoro (Amparafaravola, Andilamena). EPI vaccinations were linked with free medical consultations for the affected population; more than 8,400 consultations (including 2,400 children under 5yrs) were recorded at this time for the treatment of malaria, acute respiratory diseases and diarrhea. In order to reach as wide a population as possible, UNICEF combined three strategies; fixed base, an extension unit and a mobile unit. The fixed base teams treated the population arriving at operational health centres. The extension unit worked within a range of 5 to 10km from these health centres and the mobile unit made use of a helicopter to reach populations in the most inaccessible areas. In conjunction with Mother and Child Health Week, 21<sup>st</sup> – 25<sup>th</sup> April, UNICEF carried out the second round of EPI vaccinations in cyclone affected areas. For this second round the health teams visited a total of 19 communes, targeting 1,400 children under 1yr, more than 6,200 children under 5 yrs and 1,560 pregnant women out of a total population of 34,611.

UNICEF's second phase of the response will focus on re-establishing cold-chain and vaccination systems as well as supporting the rehabilitation of health centers, including water points and latrines.

## **CHILD PROTECTION**

UNICEF, in collaboration with local authorities from host communities, set up 9 child friendly spaces around Antananarivo and 1 in Menabe. These areas serve as protective zones for about 2,300 young children daily and allow mothers to dedicate themselves to necessary livelihood activities. These child friendly spaces also provide an opportunity to integrate other services such as health, hygiene education and basic education. At the beginning of April, UNICEF identified 832 children not attending school through these spaces. These children are now attending extra lessons to catch up and will be put into primary school at their respective levels in September 2008.

In partnership with local authorities in Antananarivo and the Ministry of National Education (MEN), UNICEF is working on building the capacity of community welfare committees and other key actors. Training sessions on protection started at the end of March for volunteers and local authorities and will continue on a weekly basis until June. These sessions focus on protection, psycho social support, gender based violence, first aid, life skills and early childhood development.

Over the coming months, UNICEF will ensure a smooth transition from the emergency response towards a longer term approach so that these services for the children are maintained. One of the main challenges however is the lack of people willing to volunteer their services.

To further address child protection issues, UNICEF has opened discussions with the BNGRC as to whether a protection cluster should be established. A workshop to this effect is planned for June with UNICEF, OCHA, BNGRC, Ministry of Justice, Ministry of Social Affairs and Ministry of the Interior. Following this, more specific workshops will be held on child protection in emergencies targeting local BNGRC committees and actors from the education sector.

## **SUPPLY AND LOGISTICS**

Directly following Cyclone Ivan, UNICEF delivered emergency supplies from its prepositioned stocks to affected areas using trucking companies, helicopters, boats and other smaller vehicles. Emergency supplies worth US\$ 1,638,662 (including transport) were delivered and distributed to affected populations in the northeastern and western parts of the country. Additional emergency supplies worth US\$ 1,962,506 were procured to replace emergency stocks and to fulfill additional requirements on the ground. Planes were chartered from Kenya and commercial flights and sea freight were used from South Africa and Denmark to transport emergency shelter supplies, water purification chemicals, water filters, tents, medical supplies, emergency education supplies and nutrition supplies. Delivery of emergency supplies

to partners from the UNICEF office in Fenerive Est and from the warehouse in Antananarivo is ongoing and will continue until projects have been completed.

UNICEF also leased helicopters from local air transport companies and South Africa (via UNICEF in Pretoria) to conduct vaccination activities in inaccessible parts of the country over 6 weeks.

As natural disasters are cyclical in Madagascar, UNICEF has contingency stocks in its Antananarivo warehouse for 30,000 people that will be pre-positioned and dispatched at the on-set of an emergency situation.

### 3. FUNDING REQUIREMENTS AND RECEIPTS

On 22 February 2008, the Government of Madagascar launched an appeal calling for international assistance to meet humanitarian needs based on the National Contingency Plan (developed in October 2007). In response to this request, a Flash Appeal was drawn up for a total of US\$ 36,476,586 against which the Central Emergency Response Fund contributed US\$ 2,524,000 to enable coverage of the initial emergency response and provide for immediate needs. UNICEF Madagascar requested US\$ 14,735,039 for the emergency response plan; UNICEF still needs US\$9,444,513 to meet the needs of women and children in Madagascar. The response from the donor community so far has been limited with only US\$ 5,290,526 received to date.

**Table 1: Funds received against Flash Appeal per sector.**

Sector	Funding requirements (US\$)	Funds received (US\$)	% Unfunded
Health	4,656,050	1,883,908	60%
Nutrition	499,800	320,052	29%
Water, Sanitation and Hygiene	4,501,704	1,259,138	73%
Education	4,607,485	1,214,865	74%
Shelter	170,000	84,000	51%
Child Protection	300,000	261,082	13%
Coordination	0	267,481	0%
<b>Total*</b>	<b>14,735,039</b>	<b>5,290,526</b>	<b>64%</b>

\*The total includes a maximum recovery rate of 7%. The actual recovery rate on contributions will be calculated in accordance with UNICEF's Executive Board Decision 2006/7 dated 9 June 2006.

## Early Recovery

In order to prevent a lack of funding disrupting activities between the emergency phase and the start up of development activities, it was decided to initiate an additional appeal focused on Early Recovery. On 11 March 2008, the Prime Minister asked the Global Facility for Disaster Reduction and Recovery (GFDRR) to facilitate an early recovery evaluation process. UNICEF participated in this Joint Damage, Loss and Needs Assessment (JDLNA), measuring damages to physical infrastructure caused by the cyclone as well as the associated economic losses incurred by the population. UNICEF has submitted project proposals for education, WASH and health activities totaling US\$ 9,492,291 which will be highlighted in a new appeal.

**Table 2: Funds required for early recovery activities**

Appeal Sector	Proposed Activities	Funding Requirements (US\$)
Education	Training of trainers	38,520
	Back to school campaign	210,576
	Community based classroom rehabilitation	1,816,860
WASH	Rehabilitation of urban public sanitation facilities	3,081,600
	Rehabilitation and protection of basic water supply systems	1,540,800
Health	Re-establishment of health services	2,803,935
<b>TOTAL*</b>		<b>US\$ 9,492,291.00</b>

\*The total includes a maximum recovery rate of 7%. The actual recovery rate on contributions will be calculated in accordance with UNICEF's Executive Board Decision 2006/7 dated 9 June 2006.

**Details of the Madagascar emergency programme can be obtained from:**

Bruno Maes UNICEF Representative Antananarivo Madagascar Tel: +261.32.05.399.36 <a href="mailto:bmaes@unicef.org">bmaes@unicef.org</a>	Esther Vigneau UNICEF EMOPS Geneva Tel: + 41 22 909 5612 Fax: + 41 22 909 5902 <a href="mailto:evigneau@unicef.org">evigneau@unicef.org</a>	Gary Stahl UNICEF PFO New York Tel: + 1-212 326 7009 Fax: + 1-212 326 7165 <a href="mailto:gstahl@unicef.org">gstahl@unicef.org</a>
---	--	--