



Emergency Humanitarian Aid Decision

23 02 01

Title: Emergency humanitarian aid for populations affected by cyclone Indlala

Location of operation: Madagascar

Amount of Decision: EUR 1,500,000

Decision reference number: ECHO/MDG/BUD/2007/02000

Explanatory Memorandum

1 - Rationale, needs and target population.

1.1. - Rationale:

Intense tropical cyclone Indlala touched land on the 15 March South of Antalaha town (73,000 inhabitants) and has pursued its way to the South-West, impacting the town of Maroantsetra (20,000 inhabitants) before crossing several regions in Madagascar with its wind strength eventually fading. It has led to destructions due to high winds and to severe floods following the heavy rains in several parts of Northern Madagascar (Diana and Sofia districts in the North-West and Sava, Analanjirofo in the North-East of the island, with Ambanja, Mampikony, Antsohyhi districts, amongst others). As of 30 March at least 80 people have been killed and tens of thousands have been made homeless or lost their belongings. Large areas of agricultural land have been flooded and crops destroyed¹.

The cyclone Indlala struck at a time when Madagascar was already dealing with the consequences of several cyclones (cyclone Bondo, tropical storms Clovis, Enok, Favio and cyclone Gamede) which, since December 2006, have caused exceptionally heavy rainfall affecting in particular communication, health and agriculture infrastructures. In addition, this year's rainy season has brought exceptional rains to most of the island.² Considering the

¹Estimations of the number of casualties after Malagasy Bureau National de Gestion des Risques et des Catastrophes (BN GRC)

²As an example, rains in Antananarivo corresponded to 150% of the average, while in Mananjary (South-East) and in the western part of the island, they reached 300% of the average. The rainy- and cyclone season will last up to mid April.

gravity of the damage caused by this extreme weather, the Malagasy government declared a state of disaster and, on 20 February, launched a call for international assistance. The capacity and resources of the government, local and international NGOs, coping with persisting flooding since February, have to a large extent been exhausted and the continuity of the relief effort can no longer be assured. Supplementary emergency support is needed in terms of access to safe water sources, prevention of diseases, shelter, food aid, and in the mid-to-long term, food security support and rehabilitation and reconstruction of vital infrastructure.

NB. At the time of writing not all affected areas have been accessed.

1.1.1 The main impact.

Like all cyclones Indlala has caused its damage through the effects of wind and rain .

Estimations from an assessment of the area show that 75,000 people have been affected by the effects of the **wind** over Antalaha district, out of which 15,000 have been seriously affected (houses or roofs destroyed).³

The first information collected indicate that houses and buildings in the town of Antalaha have been only moderately affected (10% of concrete houses have been affected by loss of iron sheet roofing and 35% of traditional houses have been damaged). The wind has blocked several roads due to debris and damaged vital communications antennae. Many fishermen's boats have been destroyed representing a significant loss to a key means of subsistence for the population living South of Antalaha.

The main impact of cyclone Indlala has been due to the **heavy rains leading to floods**. Both the North-East and North-West parts of Madagascar (Maroanstratra district in the North-East, Mampikony, Antsohyhi and Ambanja in the North-West) have been severely affected by flooding.

In Maroanstratra district 56,000 people were still living with 1 to 1.5 meter of water one week after the cyclone, while the total population affected by the floods amounts 150,000 people.

In Antsohihy, it rained for 30 hours which is a fifth of the total annual rains. This resulted in flash floods the like of which has not been seen since 1959 and which have damaged roads and bridges, preventing access to the North and North-East, destroying several hundreds of houses in Northern Madagascar, and killing people and farm animals.

Results of assessments to date indicate that up to 120,000 people are severely affected by the impact of the cyclone Indlala, either forcing them to abandon their homes or to live in flooded ones). Damage to infrastructure is also disrupting the movement of goods and people as many of the bridges connecting the different population centres, have been either partially or totally destroyed.

Access to safe water in the different areas affected by the cyclone was already poor (< 35%) with a consequent high vulnerability to water borne diseases. There has been a power cut

³ Lessons learned from Gafilo in 2004 and protection/preparedness measures had a positive impact: sand bags on roofs decreased the impact, as approx 40% of the concrete houses and 90% of the traditional houses were affected during Gafilo, while the impact was lesser following the cyclone Indlala.

since 14 March 2007, cutting off water supply in Antalaha but in general access to water is the basic service most affected by the floods:

- The turbidity of the water is such that the treatment plants capacity is overstretched, affecting the quality of the water supplied in the main towns.
- The traditional open wells have all been flooded with highly turbid and, most probably, contaminated water. Given the dependence on open traditional wells⁴ the health risks are significant.

Access to health care has also been affected by the floods, with primary health centres being flooded, leading to losses of drugs stocks. As an example, 6 of the 8 Primary Health Centres (PHC) in Maroantsetra lost their drug stocks. In Ambanja district, seriously hit by flash floods leading to much destruction of the health facilities, assessment is still on-going.

Health care in Madagascar is based on a cost recovery scheme. This already reduces access for the poor; however the loss of livelihoods due to the cyclone will further reduce the attendance rate at health facilities, particularly for the economically vulnerable groups of the population. The government is willing to waive these costs in the cyclone hit area but it will have difficulty meeting the costs of this.

In such a context of heightened **risk of epidemic outbreak** the importance of effective epidemiological surveillance is obviously paramount. However, the capacity for the health structures to act as sentinels regarding possible epidemics has been jeopardized by the damage to health structures and the communications network.

Flooding in the areas of rice cultivation is **seriously endangering the rice plantations** and the results of the next harvest. Should the rice plants remain fully submerged for more than 10 days, they will almost certainly die, thus resulting in the loss of the harvest. The affected area is also home to the vanilla plantations whose product is a major export earner for Madagascar.

The earlier rains and cyclones have already affected the production of the food staple rice across the country. The Rice Observatory Office estimated that before the impact of cyclone Indlala, total losses due to previous cyclones and rains) were already estimated at 85,200 MT, thus increasing the general annual gap in rice production for the country by 40%. Current stocks are nearly depleted. As a consequence, the price of the rice in the country has increased by 50% compared to the same period last year. It is obvious that the flood affected population, many of whom were already very vulnerable will find it even harder if not impossible to purchase adequate food supplies and not only due to price but also due to physical availability.

1.2. - Identified needs:

⁴To compare, the access to the safe water sources before the impact of cyclone was, on average, as follows: 37,45% of the population has access to safe water, this rate being 63,49% in an urban environment and 30,09% in rural areas where people fetch water mainly from the rivers or from traditional open wells. The poor access to water and sanitation has an impact on the prevalence of diarrhea diseases and skin infections: they stand 3 and 4 in the ranking of morbidity causes in the country and represent 8 to 10% and 4 to 5% of health consultations respectively.

The needs can be prioritised into those that required urgent remedy and those that can (or can only) be dealt with in a secondary and finally those that are more in the realm of rehabilitation and reconstruction.

The immediate needs identified so far are:

- To evacuate the wounded
- To provide access to safe water
- To provide food aid
- To provide shelter or relocation
- To provide emergency relief items.
- To perform further assessments

The key to the above is access which will require road clearance, boats and air support.

In secondary phase basic services such as schools, clinics, water and electricity will have to be re-established. Some of this could be achieved with minimal difficulty with on the spot repairs and the re-establishment of stocks.

Eventually assistance will have to be deployed to resume the agricultural cycle and to repair and reconstruct the damage to infrastructures (Bridges, roads, and communications). Although DG ECHO and this decision would not be involved with the latter it is important that funds are mobilized to deal with this.

A specific attention will be given to the mainstreaming of disaster risk reduction in the different actions supported, while immediate food security needs will be supported on a complementary basis through the general food aid funding decision.

1.3. - Target population and regions concerned:

This emergency decision will support interventions targeting populations displaced or otherwise affected by cyclone Indlala. Most of those affected are likely to be inhabitants of the towns and districts of the regions of Sava, Diana, Sofia and Analanjirofo in the Northern Madagascar, which represents a catchment population estimated at 2,500,000 people.

The best assessment of number of actual victims at the time of writing is **120,000 people**. This number might be a subject of revision as the results of the various assessments will become known in a due course. The passage of the tropical cyclone Indlala led to destruction in the several parts of the Northern Madagascar (mainly Sava and Analanjirofo in the North-East, and Sofia and Diana in the North-West). The Indlala crossed the island down to the South and then South East, bringing heavy winds and rains to 14 districts, with its wind strength gradually fading. Given the extent of the rains linked to the cyclone, it is expected that most of Madagascar will be affected.

1.4. - Risk assessment and possible constraints :

Humanitarian interventions in Madagascar do not generally encounter major security risks. In a situation of severe flooding, such as that currently prevailing, access is likely to be difficult, and some roads in the target areas are impassable, particularly through the north eastern coast of Madagascar. This means that a good part of the assistance might need to be transported either by air thus adding to implementation costs, or by boat, thus adding to

implementation time. However at the time of writing F has deployed significant military transport assets which should considerably reduce these risks.

Results of assessments to date indicate that more than 120,000 people are severely affected by the impact of the cyclone Indlala, however it is possible that further assessments reveal more victims and thus increased needs requiring further resources. It is also anticipated that some of the damage will require very substantial resources to repair.

It is difficult to predict the evolution of this very volatile climatic situation. The rainy and cyclone season lasts until mid April, so the situation will require very close monitoring. More cyclones are very likely and may compound the current problems, disrupt relief efforts or even or cause further set-backs.

Some more specific risks are :

- The current cholera outbreak in Comoros is a worrying and worsening risk factor, particularly for the population affected by the floods in the North West of Madagascar as, should the vibrio be imported to Madagascar due to the traffic between the two islands, conditions for a severe outbreak are present: cholera is not endemic in Madagascar, but there are extended flooded areas with contaminated water (faecal contamination), besides brackish water; while the health status of the population and their hygiene practices can be affected by the floods.
- Pest is endemic in the district of Bealalana and the floods will increase the risk of contact between rats, vectors of the disease and the population.
- The long lasting floods and stagnant water will encourage the multiplication of mosquitoes, thus increasing the risk of Arbovirosis fever as well as malaria outbreaks in regions were these disease are endemic (coastal areas for Malaria, and Antalaha district for Arbovirosis).

There is some concern that the Malagasy Bureau National de Gestion des Risques et des Catastrophes (BN GRC) is not just under-resourced but that it is experiencing some political strife (the director was recently fired). This body is vital for coordination and mobilising national solidarity in response to the crisis. Indeed so far the local (and international press) has given scant coverage to the cyclone (maybe due to a fatigue effect after so many).

2 - Objectives and components of the humanitarian intervention proposed:

2.1. - Objectives:

Principal objective:

- To save and preserve lives in the aftermath of cyclone Indlala

Specific objective:

- To provide emergency relief assistance to up to 120,000 vulnerable people affected by cyclone Indlala and the floods.

2.2. - Components:

Interventions funded by this decision will be specifically targeting the relief phase. Assistance that will be funded will include:

Securing access to safe water - mainly through basic repair of water systems, drainage and chlorination of wells and protection of water sources. Water trucking may also be considered. The drainage, repair or construction of latrines. Partners will also be expected to provide education and sensitization on hygiene

Provision of Health care – expert personnel, essential drugs and equipment, the basic rehabilitation of essential structures; the establishment of an epidemiological surveillance system. Partners will be expected to disseminate public health advice and pay particular attention to the needs of women and children.

Shelter and Non Food items – Provision of tarpaulins/plastic sheeting; basic household kits (adapted to the location and needs). Mosquito nets (as appropriate).

The provision of emergency food aid and nutritional supplements.

Logistics – the provision of transport (air, sea, land) for vital humanitarian good and personnel and the transfer of victims.

3 - Duration expected for actions in the proposed Decision:

The duration of humanitarian aid operations shall be maximum 6 months from their start-date.

Expenditure under this Decision shall be eligible from 15 March 2007 in order to cover certain costs already incurred by partners who have been intervening to support the population affected by cyclone Indlala.

If the implementation of the actions envisaged in this Decision is suspended due to *force majeure* or any comparable circumstance, the period of suspension will not be taken into account for the calculation of the duration of the humanitarian aid operations.

Depending on the evolution of the situation in the field, the Commission reserves itself the right to terminate the agreements signed with the implementing humanitarian organisations where the suspension of activities is for a period of more than one third of the total planned duration of the action. In this respect, the procedure established in the general conditions of the specific agreement will be applied.

4 - Previous interventions/Decisions of the Commission within the context of the current crisis

This is the second emergency intervention funded by DG ECHO within the context of the crises occurred during this cyclone season. The first emergency funding decision (adopted on 19 March 2007) supported operations assisting the populations affected by the previous floods and cyclones in the capital and the South-East region of the country. The funds under the first emergency decision have already been committed. During the previous episodes of combined effects of flooding and droughts in 2004 and 2005 the European Commission made substantial contributions from EDF and ECHO funds.

6.2. - Budget breakdown by specific objectives

Principal objective: <i>To save and preserve lives in the aftermath of cyclone Indlala</i>			
Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Potential partners⁵
Specific objective: -To provide emergency relief assistance to up to 120,000 vulnerable people affected by cyclone Indlala and the floods.	1,500,000	Sava, Analanjirifo, Sofia, Diana, regions and any other parts of Madagascar affected by cyclone Indlala	- MEDAIR - FRENCH RED CROSS - INTERNATIONAL FEDERATION OF THE RED CROSS - UNICEF - MDM - F
TOTAL: 1,500,000			

⁵ MEDAIR; CROIX ROUGE FRANÇAISE; INTERNATIONAL FEDERATION OF THE RED CROSS; UNITED NATIONS CHILDREN'S FUND; MÉDECINS DU MONDE (FR)

7 - Budget Impact article 23 02 01

Budget impact article 23 02 01	
	CE (EUR)
Initial available appropriations for 2007	485.000.000,00
Transfers Commission	-
Total available appropriations	485.000.000,00
Total executed to date (26 March 2007)	328.395.694,95
Available remaining	156.604.305,05
Total amount of the Decision	1.500.000,00

8. MANAGEMENT ISSUES

Humanitarian aid actions funded by the Commission are implemented by NGOs, Specialised Agencies of the Member States, and the Red Cross organisations on the basis of Framework Partnership Agreements (FPA) and by United Nations agencies based on the EC/UN Financial and Administrative Framework Agreement (FAFA) in conformity with Article 163 of the Implementing Rules of the Financial Regulation. These Framework agreements define the criteria for attributing grant agreements and financing agreements in accordance with Article 90 of the Implementing Rules and may be found at http://europa.eu/comm/echo/partners/index_en.htm.

Individual grants are awarded on the basis of the criteria enumerated in Article 7.2 of the Humanitarian Aid Regulation, such as the technical and financial capacity, readiness and experience, and results of previous interventions.

COMMISSION DECISION
of
on the financing of emergency humanitarian operations from the general budget of the
European Communities in
Madagascar

THE COMMISSION OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Community,
Having regard to Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid⁶, and in particular Article 13 thereof,

Whereas:

- (1) The very intense tropical cyclone Indlala struck Northern Madagascar on 15 March 2007, severely impacting the town of Maroantsetra and leading to destructions and severe flooding due to the heavy rains in several districts in the North of the island;
- (2) As a result of the high winds, destruction and floods in the North of the country, over 120,000 people have been affected, many of them forced to leave their homes;
- (3) The cyclone struck at the moment Madagascar was already dealing with the consequences of several cyclones (cyclone Bondo, tropical storms Clovis, Enok, Favio and cyclone Gamede) which, since December 2006, caused exceptionally heavy rainfall affecting, in particular, the infrastructures of communication, health and agriculture;
- (4) There is a need to provide urgent relief, water, sanitation, medical and logistics support to those already and those likely to be affected, in order to prevent a deterioration of their situation;
- (5) Humanitarian aid operations in the context of this decision should be financed by the Community for a maximum duration of 6 months;
- (6) The present decision constitutes a financing decision in the sense of Article 75 of the Financial Regulation (EC, Euratom) No 1605/2002⁷, Article 90 of the detailed rules for the implementation of the Financial Regulation determined by Regulation (EC, Euratom) No 2342/2002⁸ and Article 15 of the Internal Rules of the Implementation of the general budget of the European Communities⁹.
- (7) It is estimated that an amount of EUR 1,500,000 from budget line 23 02 01 of the general budget of the European Communities is necessary to provide humanitarian assistance to approximately 120,000 people, taking into account the available budget; other donors' interventions and other factors,

⁶ OJ L 163, 2.7.1996, p. 1-6

⁷ OJ L248, 16.9.2002, p.1

⁸ OJ L 357, 31.12.2002, p.1. Regulation as last amended by Regulation (EC, Euratom) N°1248/2006, OJ L 227, 19.8.2006, p.3.

⁹ Commission Decision of 21.2.2007, C/2007/513

HAS DECIDED AS FOLLOWS:

Article 1

1. In accordance with the objectives and general principles of humanitarian aid, the Commission hereby approves a total amount of EUR 1,500,000 for emergency humanitarian aid operations to provide the necessary assistance and relief to vulnerable populations affected by flooding in Madagascar by using line 23 02 01 of the 2007 general budget of the European Communities.
2. In accordance with Article 2(a) of Council Regulation No.1257/96, the humanitarian operations shall be implemented in the pursuance of the following specific objective:
 - to provide emergency relief assistance to up to 120,000 vulnerable people affected by cyclone Indlala and the floods.

The total amount of this decision is allocated to this objective.

Article 2

1. The implementation of humanitarian aid operations funded by this Decision shall have a maximum duration of 6 months from their starting date.
2. Expenditure under this Decision shall be eligible from 15 March 2007.
3. If the operations envisaged in this Decision are suspended owing to *force majeure* or comparable circumstances, the period of suspension shall not be taken into account for the calculation of the duration of the humanitarian aid operations.

Article 3

1. The Commission shall implement the budget by direct centralised management.
2. The actions supported by this decision will be implemented by humanitarian aid organisations that are signatories to the Framework Partnership Agreements (FPA) or the EC/UN Financial Administrative Framework Agreement (FAFA).
3. Taking account the specificities of humanitarian aid, the nature of the activities to be undertaken, the specific location constraints and the level of urgency, the activities covered by this decision may be financed in full in accordance with Article 253 of the Implementing Rules of the Financial Regulation. This means that in case of co-financing, the possible rate of co-financing can go up to 99% if needed.

Article 4

This Decision shall take effect on **the date of its adoption.**

Done at Brussels,

For the Commission

Member of the Commission