

ANTICIPATORY ACTION FOR CYCLONES IN MADAGASCAR

EVALUATION OF THE IMPACT AND SUITABILITY OF THE DRF MODEL

CONTEXT

Cyclone Freddy made landfall in Madagascar on February 21 and exited on February 22 2023; and again approached the island's west and southwest coasts on March 05 from the Mozambique Channel after impacting South-East Africa. This was the longest-lasting and highest accumulated cyclone energy (ACE) producing tropical cyclone ever recorded, and the 3rd deadliest cyclone ever recorded in the Southern Hemisphere. With a 3-day lead-time before the cyclone hit landfall, Start Ready was activated for a total amount of £700,000. First activities such as team preparedness and non-food items kits distribution were able to reach some communities before the impact of the cyclone. In addition to this activation, as a part of the Start Ready programme, £170,000 of National Reserves were granted to Start Network members and were used in January 2023. National reserves are allocations made from the Start Ready pooled fund, this is segregated out from the main global risk pool. These funds enabled members to prepare procurement processes, pre stock relief items (multi-sector emergency kits), and prepare response teams ahead of time. This was reported as critical to building organisational capacities to respond quickly within the short lead-time. National Reserves funding was one of the key factors in enabling Start Network members to begin reaching at-risk communities ahead of the cyclone within 24-48 hours of the forecast. Agencies implemented a variety of activities, including evacuation shelter improvements, emergency healthcare provision, and livelihood and shelter repair activities. These activities spanned from 2 days before landfall to two months after, using a mix of anticipation and early response to encourage recovery.



DATA COLLECTION

- Development of an evaluation matrix based on the literature review & discussions with NGOs.
- Selection of 1,379 samples, of which 1,249 in the community, representing 90% of the populations targeted by the different types of project support (stratified sampling).
- **Sampling criteria :**
 - ▶ Type of intervention: anticipation & early response.
 - ▶ Type of intervention: direct, delegated, intervention through an operational centre or partner.

Cyclone Freddy has hit Madagascar and resulted in a landfall, leaving four people dead, over 11,000 people displaced. Schools were closed and some were used as shelters for displaced families

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KEY INFORMATION OF THE START READY ACTIVATION

AGENCIES:
 SAVE THE CHILDREN, CRS,
 DOCTORS OF THE WORLD,
 MEDAIR, CARE INTERNATIONAL,
 ACTION AGAINST HUNGER,
 WELTHUNGERHILFE

 **TOTAL AWARDED**
£700,000

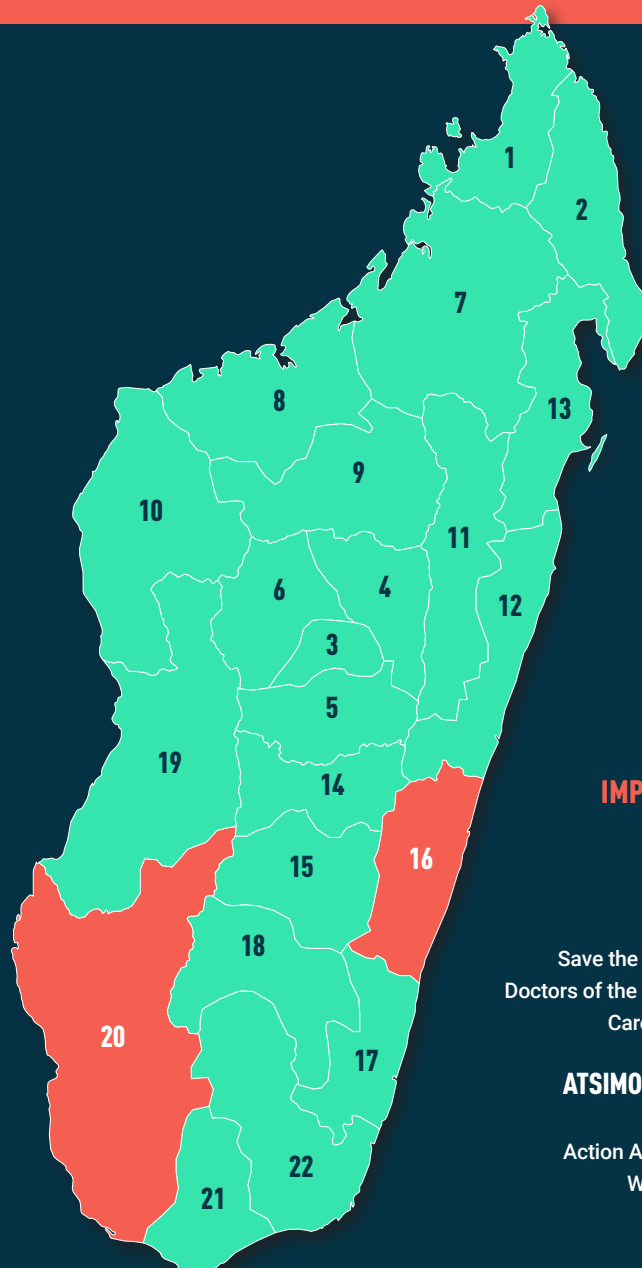


76,703
PEOPLE REACHED


42,203


41,869

THRESHOLD CONFIRMED:
18 FEB 2023 



IMPLEMENTING AGENCIES:

VATOVAVY

REGION 16

Save the Children, CRS,
 Doctors of the World, Medair,
 Care International

ATSIMO ANDREFANA

REGION 20

Action Against Hunger
 Welthungerhilfe

IMPLEMENTED ANTICIPATORY & EARLY RESPONSE ACTIVITIES INCLUDE:

- 
SHELTER KITS
- 
WASH KITS
- 
FOOD ASSISTANCE
- 
TARPAULINS
- 
FINANCIAL ASSISTANCE
- 
RESPONSE TEAM PREPAREDNESS

MAIN FINDINGS

RELEVANCE

ANTICIPATION

- ▶ Start Network’s relevant anticipatory actions include distributing WASH kits, shelter kits, disseminating alerts, providing cash support to parents, and establishing temporary WASH infrastructures.
- ▶ **25%** of beneficiaries for anticipatory actions projects received assistance in the 3-days lead-time before the cyclone hit landfall
- ▶ The project filled the gaps in traditional responses by non-member NGOs through the implementation of Anticipatory Actions
- ▶ Discussions arose due to the cyclone’s trajectory change, leading to the abandonment of activities in certain districts. Despite this, actions in some districts were considered “no-regret”, emphasising the complexity of trajectory predictions.

EFFECTIVENESS

ANTICIPATION

- ▶ **77.6%** of people interviewed were satisfied with the anticipatory support, particularly its shelter component which directly addressed the physical vulnerability of their homes to wind and flooding.
- ▶ **91.2%** of the support was used according to beneficiaries’ needs, demonstrating the effectiveness of the actions taken. Support aligned with essential food needs during the lean season, facilitating preparation and recovery after Cyclone Freddy.

RESPONSE

- ▶ Ensuring alignment between response activities outlined in contingency plans and defined objectives in terms of both type and timing
- ▶ Early response activities easily integrated into NGO intervention processes, unlike anticipatory activities.
- ▶ Early response activities reached the target population quickly, mostly within 7 days after landfall, without negatively impacting support quality.
- ▶ **99.5%** of support provided in early responses accepted and utilized by beneficiaries.
- ▶ NGO Member agencies utilised **68%** of beneficiaries’ primary needs in early responses. Other needs that were not addressed through Early Actions include other needs in Shelter and Health



RESPONSE

- ▶ Early responses addressed diverse beneficiary needs, covering the priority needs of **59.95%** of the targeted population.
- ▶ Additional support was provided in health, protection, and education, reaching various population segments.
- ▶ **73.3%** of the beneficiary population was satisfied with early responses.
- ▶ Support was deployed rapidly, with **51.8%** of beneficiaries receiving assistance within 3 to 10 days.



Examples of impact on beneficiaries:

- ▶ The inclusion of elderly individuals in cash-for-work targeting is emphasised, addressing a common oversight of their vulnerability.
- ▶ Distribution of WASH kits tailored to meet the needs of women in cyclone-affected areas.
- ▶ Early actions in Mananjary encouraged parents to send their children to school after Cyclone Freddy thanks to the available foods and the protected school kits
- ▶ Member agencies diversified support, eaching all identified categories of vulnerable individuals.

77.6% OF PEOPLE INTERVIEWED WERE SATISFIED WITH THE ANTICIPATORY SUPPORT, PARTICULARLY ITS SHELTER COMPONENT WHICH DIRECTLY ADDRESSED THE PHYSICAL VULNERABILITY OF THEIR HOMES TO WIND & FLOODING

Distribution in Atsimo Andrefana
© Action Against Hunger



SUSTAINABILITY



ANTICIPATION

- ▶ Despite uncertainties, the DRF approach is deemed viable, aligning with the contingency plan's theory of change, aiming to empower communities to cope with cyclone impacts.
- ▶ The effective implementation of Anticipatory Actions relies on the prompt release of funds. However, the logistical and procurement processes it entails introduce time constraints that must be addressed, particularly within the limited timeframe of 3 days.
- ▶ DRF activities have altered usual negative adaptation mechanisms for **79.1%** of the community, reducing displacement, excessive debt, and asset disposal.
- ▶ Pre-identification methods of vulnerable areas, based on past experiences, enhanced the approach's sustainability.
- ▶ Viability is further demonstrated by successful integration of the model within each agency, mobilising preparation plans and intervention matrices.
- ▶ Member NGOs applied similar approaches in anticipatory and early response actions.
- ▶ The approach remains viable as Start Network and its members can continue to play a major role in DRF, distinguishing themselves from actors primarily engaged in conventional responses.
- ▶ Actor mapping involved in the anticipation framework indicates that only a limited number of entities operate within it. Among those participating, there is notable engagement in alert dissemination, underscoring the significance of the DRF approach.

MAIN LEARNINGS

NATIONAL RESERVES

- ▶ National Reserve funds enabled awarded agencies to initiate anticipatory actions, including purchasing pre-positioning kits, pre-targeting recipients, strengthening emergency teams, disseminating alerts, conducting assessments, training, aerial surveys, and installing hygiene and sanitation infrastructure in evacuation sites.
- ▶ Allocated National Reserve funds for preparations allowed awarded agencies to enhance mobilisation capacities, establish intervention plans, partnerships, and conduct prior training.
- ▶ NGOs developed teams ready to respond, stocks to mobilise, dormant contracts for supplies, and intervention methodologies to activate only before landfall upon the arrival of Cyclone Freddy.

START READY ACTIVATION:

- ▶ Early initiation and rapid targeting of the most vulnerable, with a short timeframe between cyclone landing and response activation.
- ▶ Complementary actions between DRF member NGOs and non-member entities operating locally.
- ▶ Noteworthy expertise of certain entities, such as the Socio-sanitary Relief Association (ASOS), in early alert dissemination actions.
- ▶ Collaboration with other entities, particularly in Atsinanana and Vatovavy regions, contributed to the effectiveness of the DRF model, involving local authorities and Local Rescue Teams (ELS)/Local GRC Committees.
- ▶ Utilisation of internal resources, with pre-positioned teams to identify high-risk areas.
- ▶ Application of preparation plans for an adaptive strategy.
- ▶ Collaboration among member NGOs to expand coverage of intervention areas and the number of beneficiaries.
- ▶ External collaboration, integration into humanitarian exchange mechanisms for accessing forecast information and organising interventions.

RECOMMENDATIONS



TARGETING AND ACTIVITIES:

- ▶ Clarify targeting processes and criterias at authority levels especially for the anticipatory actions.
- ▶ Gender-focused communication and inclusion enhance engagement of local authorities, broadening the reach and impact of awareness messages.
- ▶ Shelter centers often serve as targeting locations, facilitating quick NGO member intervention and reducing the time between support communication and distribution to beneficiaries.



FORECAST, MODEL AND MEAL:

- ▶ Propose a phased approach based on forecast and risk severity, suggesting an initial trigger within 7 days, followed by operational deployment in 3 days, adaptable depending on the situation.
- ▶ Consideration of vulnerability criteria tailored to specific zones highlights the positive impact of actions, especially in the Atsimo Andrefana region.
- ▶ Consider parameters such as rain forecasts as it is the only criteria which is not yet part of the parameters already included in the model. The other parameters would be integrated not on the model but on the contingency planning instead.
- ▶ Strengthen the theory of change as a steering and reference tool, emphasising multisectoral activities and protection to facilitate result monitoring.



CAPACITY STRENGTHENING:

- ▶ Strengthen and expand capacity-building plans for agencies and local authorities to facilitate model ownership and expansion to other entities.
- ▶ Enhance preparedness funds to reach more members and clarify the intervention frameworks of this fund.
- ▶ Facilitate synergy between member NGOs on preparation and emergency planning.
- ▶ Promote institutionalising the model within NGO members and non-member entities for effective support coordination and resource mobilisation.

CONTACT US AT

startready@startnetwork.org



ACTED ACTION AGAINST HUNGER UK ACTIONAID APPUI AUX FEMMES DÉMUNIES ET ENFANTS MARGINALISÉS (AFEDEM) ASSOCIATION FOR GENDER AWARENESS & HUMAN EMPOWERMENT (AGAHE) ASSOCIATION DES FEMMES POUR LA PROMOTION ET LE DÉVELOPPEMENT ENDOGÈNE (AFPDE) AGE INTERNATIONAL AGRICULTURAL DEVELOPMENT ASSOCIATION (PARC) ALIANCE FOR INTERNATIONAL MEDICAL ACTION (ALIMA) ARAB RENAISSANCE FOR DEMOCRACY AND DEVELOPMENT (ARDD) ASOCIACIÓN DE SERVICIOS COMUNITARIOS DE SALUD (ASECSA) AZAT FOUNDATION BRAC INTERNATIONAL BRIGHT STAR DEVELOPMENT SOCIETY BALOCHISTAN (BSDSB) CADENA CATHOLIC AGENCY FOR OVERSEAS DEVELOPMENT (CAFOD) CARE INTERNATIONAL UK CARITAS BANGLADESH CARITAS GOMA CARITAS INDIA CARITAS SRI LANKA CATHOLIC RELIEF SERVICES CHRISTIAN AID COMMUNITY DEVELOPMENT FOUNDATION (CDF) CESVI COMMUNITY WORLD SERVICE-ASIA CONCERN WORLDWIDE CORDAID DEVELOPMENT ORGANIZATION FOR COMMUNITY DOCTORS OF THE WORLD DOABA FOUNDATION DORCAS RELIEF & DEVELOPMENT EHSAR FOUNDATION ENCOURAGE THE HUMAN DEVELOPMENT (EHD) ENVIRONMENTAL PROTECTION SOCIETY (EPS) FARMERS DEVELOPMENT ORGANIZATION GOAL HEALTH AND NUTRITION DEVELOPMENT SOCIETY (HANDS) HELPAGE INTERNATIONAL UK HELP FOUNDATION HUMANITY & INCLUSION UK INITIATIVE FOR DEVELOPMENT AND EMPOWERMENT AXIS (IDEA) ISLAMIC RELIEF LASOONA LAAR HUMANITARIAN DEVELOPMENT PROGRAMME (LHDP) MANZIL ORGANIZATION BALOCHISTAN MECHANISM FOR RATIONAL CHANGE (MRC) MEDAIR MERCY CORPS MIDFEHOPS ASBL MUSLIM AID MUZAFFARABAD POVERTY ALLEVIATION PROGRAMME NARI DEVELOPMENT ORGANIZATION (NDO) NATIONAL INTEGRATED DEVELOPMENT ASSOCIATION (NIDA)-PAKISTAN NORTH-EAST AFFECTED AREA DEVELOPMENT SOCIETY (NEADS) OXFAM GB PEOPLE IN NEED PACIFIC ISLANDS ASSOCIATION OF NON GOVERNMENTAL ORGANISATIONS (PIANGO) PLAN INTERNATIONAL PARTICIPATORY RURAL DEVELOPMENT SOCIETY (PRDS) PRO-VIDA QATAR CHARITY RURAL COMMUNITY DEVELOPMENT SOCIETY (RCDS) RELIEF INTERNATIONAL RURAL EMPOWERMENT AND INSTITUTIONAL DEVELOPMENT (REPID) RURAL DEVELOPMENT ORGANIZATION (RDO) BUNER SAMI FOUNDATION SAVE THE CHILDREN UK SOCIETY FOR MOBILIZATION ADVOCACY AND JUSTICE (SMAAJ) SOLIDARITÉS INTERNATIONALES SUKAAR FOUNDATION THARPARKAR SUSTAINABLE ENVIRONMENT AND ECOLOGICAL DEVELOPMENT SOCIETY (SEEDS) - INDIA SANGTANI WOMEN RURAL DEVELOPMENT ORGANIZATION (SWRDO) TEARFUND TROCAIRE VEER DEVELOPMENT ORGANIZATION WAR CHILD WELFARE ASSOCIATION JARED WELTHUNGERHILFE (DEUTSCHE E.V.) WORLD JEWISH RELIEF WORLD VISION YOUTH ORGANIZATION - PAKISTAN YUGANTER