

**ODAN**

::: emergency needs assessment service

## **National Capacity Development for Emergency Food Security Assessment and Preparedness**

### *Madagascar Action Plan*

**Project funded by  
the Danish Government**

***National Capacity Development for Emergency  
Food Security Assessment and Preparedness***

**Madagascar Action Plan**

*Prepared by Rima AL-AZAR and Monique See RAFIDIARISOA  
November 2006*

**United Nations World Food Programme**

Headquarters: Via C.G. Viola 68, Parco de' Medici, 00148 Rome, Italy

**ODAN Emergency Needs Assessment Service**

Chief: Wolfgang Herbinger

Task Manager: Angie Lee

Tel: +39 06 6513 3123

## ACRONYMS

ADRA	Adventist Development and Relief Agency
BLU	Bande Latérale Unique
BNGRC	Bureau National de Gestion des Risques et Catastrophes
CARE	Cooperative for Assistance and Relief Everywhere
CCA	Common Country Assessment
CCS	Comité Communal de Secours
CFSVA	Comprehensive Food Security and Vulnerability Assessment
CLS	Comité Local de Secours
CNGRC	Conseil National de Gestion des Risques et Catastrophes
CNS	Conseil National de Secours
CO	Country Office
CRED	Centre de Recherche sur l'épidémiologie des Désastres, Université de Louvain
CRIC	Comité Restreint d'Intervention en cas de Cataclysm
CRS	Catholic Relief Services
CRS	Comité Régional de Secours
DRR	Disaster Risk Reduction
EC	European Commission
EFSA	Emergency Food Security Assessment
EIMA	Enquête Initiale Multi-Aléas
EU	European Union
FAO	Food and Agriculture Organization
FID	Fonds d'Investissement pour le Développement
FSM-SS	Food Security Monitoring Sentinel Sites
GRC	Gestion des Risques et Catastrophes
GTDR	Groupe de Travail pour le Développement Rural
GTPGC	Groupe Thématique Pour la Gestion des Risques et Catastrophes
IEC	Information Education Communication
IFRC	International Federation of the Red Crosses and Crescents
INSTAT	Institut National de la Statistique
ISDR	International Strategy for Disaster Reduction
MAP	Madagascar Action Plan
NGO	Non-Governmental Organization
NSDM	National Strategy for Disaster Management
NVAC	National Vulnerability Assessment Committee
OCHA	Office for Coordination of Humanitarian Affairs
ODAN	Emergency Needs Assessment Branch (WFP)
PNSAN	Projet Nationale de Surveillance Alimentaire et Nutritionelle (Project of the Ministry of Education)
ROR	Reseau d'Observatoires Ruraux
RVAC	Regional Vulnerability Assessment Committee
SADC	Southern Africa Development Community
SAP	Système d'Alerte Précoce
SENAC	Stengthening Emergency Needs Assessment Capacity
SIC	Système d'Information Communale
SICIAV	Système d'Information et de Cartographie sur l'Insécurité Alimentaire et la Vulnérabilité (FIVIMS in English)

SIRSA	Système d'Information Rurale et de Sécurité Alimentaire
SMART	Standardized Monitoring Analysis for Relief and Transition
SNAP	Système National d'Alerte Précoce
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Education, Science and Culture Organization
UNICEF	United Nations Children Fund
UNOPS	United Nations Office for Project Support
UNV	United Nations Volunteer
USAID	United States Agency for International Development
VAM	Vulnerability Assessment and Mapping
WB	World Bank
WFP	World Food Programme
WMO	World Meteorological Organization

## TABLE OF CONTENTS

1. BACKGROUND AND OBJECTIVE.....	7
2. METHODOLOGY.....	7
3. SITUATION ANALYSIS OF FOOD SECURITY.....	8
4. CURRENT INFORMATION SYSTEMS AND PROCESSES FOR RESPONDING TO AN EMERGENCY.....	11
5. INSTITUTIONAL ANALYSIS.....	13
6. CAPACITY BUILDING ACTIVITIES.....	14
7. THE SWOT ANALYSIS.....	15
8. PROPOSED ACTION PLAN.....	23

## ANNEXES

- A. LIST OF PERSONS MET
- B. IMPACT OF THE MOST IMPORTANT DISASTERS IN MADAGASCAR
- C. CONTINGENCY PLAN
- D. LAW AND DECREE
- E. CNS ORGANIGRAME
- F. CAPACITY BUILDING ACTIVITIES
- G. BUDGET
- H. LOGICAL FRAMEWORK



## **1. BACKGROUND AND OBJECTIVE**

1. Assessing and analyzing emergency needs are core functions of WFP and a field of substantive expertise in which WFP is a global leader. The role of the Emergency Needs Assessment Branch (ODAN) is key to such practice in that it ensures accurate, reliable and transparent emergency needs assessments conducted in a timely manner to form the basis for decision-making and programming in the area of food security.

2. Based on a 30-month implementation plan (July 2004 – December 2006) approved by the Executive Board in March 2004, ODAN has made noteworthy progress in improving emergency needs assessments by, *inter alia*, building capacities of WFP staff and cooperating partners through trainings and workshops. In addition, field capacities have been expanded by hiring 11 experts in regional food security assessments and market analysis.

3. One area that has not yet received sufficient attention is national capacity building. Strengthening the capacities of countries themselves to assess better the food insecurity challenges they confront as a result of a shock or protracted food crisis will not only enable those countries to respond more effectively, but also facilitate WFP's own efforts to address the needs of affected people.

4. Based on several selection criteria, including the commitment of the national government and the interest of WFP Country Office (CO), Madagascar was selected as a pilot country to develop an "Action Plan for National Capacity Development for Emergency Food Security Assessment and Preparedness". The Action Plan is expected to analyze the backward linkages (pre-crisis data, early warning systems, triggers for an assessment, and contingency planning) and forward linkages (decision-making leading to an emergency response) to the extent these areas are relevant to an emergency food security assessment. The Action Plan is supposed to be built on a consultative process and be implemented with other stakeholders.

## **2. METHODOLOGY**

5. The Madagascar Action Plan for National Capacity Development for Emergency Food Security Assessment and Preparedness is based on a desk review of available documents regarding emergency needs assessment and preparedness; consultations with most government officials, UN agencies, multilateral and bilateral partners, and NGOs working on emergency issues (see Annex A for a list of persons met); and field visits to three regions, including Vatovavy Fitovinany, Itasy and the South-East Region.

6. The action plan is a result of (i) a situation analysis of the food security situation in Madagascar; (ii) a review of the existing information systems and processes for responding to an emergency; (iii) an institutional analysis of the main governmental institutions involved in emergency food security preparedness,

assessment and response, mainly the Conseil National de Secours (CNS)<sup>1</sup> and its decentralized structures at the regional and district levels; and (iv) a stakeholder analysis identifying relevant national capacity-building activities currently supported by other agencies, including UNDP, UNICEF, and USAID.

7. The proposed action plan is based on an analytical framework that assesses the needs in terms of capacity development by looking at the institutional, organizational and individual levels (see Chart 1). The activities outlined in the action plan are a result of the gaps identified between the needs and the ongoing and/or planned activities for developing the national capacity for emergency food needs assessment and preparedness. In addition, a SWOT analysis identifies the Strengths, Weaknesses, Opportunities, and Threats to implementing the action plan.

8. Finally, the action plan was presented to all stakeholders during a consultation workshop to solicit their comments and feedback and was finalized based on the suggestions and ideas received.

### **3. SITUATION ANALYSIS OF FOOD SECURITY<sup>2</sup>**

9. Madagascar, with a population of 19 million, is classified as a least developed and low-income, food deficit country. The UNDP Human Development Index for 2005 included Madagascar as one of the “low human development” countries (ranked 146<sup>th</sup> out of 177 countries). More than 70% of the total population lives below the poverty line and some 50% of children under three years of age suffer retarded growth due partly to a chronically inadequate diet.<sup>3</sup>

10. Madagascar’s southern location off the eastern seaboard of Africa makes it prone to natural disasters, particularly cyclones and droughts. Over the past 35 years, at least 46 natural disasters, including cyclones, droughts, epidemics, floods, famines and locust infestations have been reported,<sup>4</sup> which have cumulatively affected more than 11 million people (see Annex B for detailed tables on the impact of the most important disasters and Annex C on the probability of their occurrence).

---

<sup>1</sup> In Madagascar, the decree of 2005 replaced the CNS by the BNGRC (Bureau National de Gestion des Risques et Catastrophes). However, people continue to use the term CNS to refer to the BNGRC which is the operational arm – or Executive Secretariat – of the CNGRC (Comité National de Gestion des Risques et Catastrophes). This report will use also CNS to refer to the BNGRC as is the custom in Madagascar.

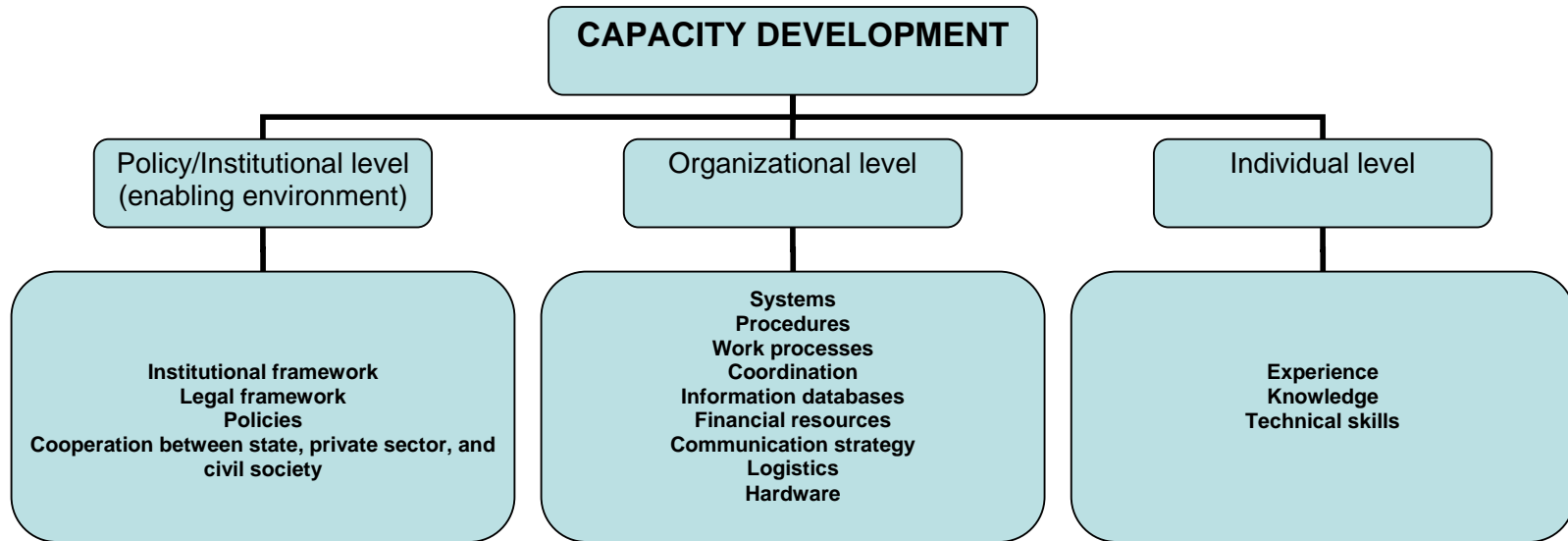
<sup>2</sup> This section is taken from the “Response to Recurrent Natural Disasters and Seasonal Food Insecurity in Madagascar”, PRRO Madagascar 10442 (July 1st, 2006 - June 30th, 2008).

<sup>3</sup> Common Country Assessment (CCA), 2002.

<sup>4</sup> CRED – Centre de Recherche sur l’épidémiologie des Désastres, Université de Louvain, 1999.



**Chart 1**  
**Analytical Framework**



11. Chronic food insecurity (affecting 65% of the population, with an 8% increase during the lean season)<sup>5</sup> combined with a weak local response capacity often hampered by poor infrastructure (road access is a major constraint throughout the country), and limited coping strategies increases the Malagasy population vulnerability to these natural disasters. The recent intensification of the frequency and magnitude of catastrophic natural events associated with both global climatic change and environmental degradation, particularly the loss of forest cover, further increases the vulnerability and exposure levels of the Malagasy population.

12. Seasonal food insecurity is most severe between the November and March lean season. During this period the caloric intake of rural households decreases by approximately 12% compared to 5% for urban households,<sup>6</sup> resulting in an increase in malnutrition rates. Seasonal food insecurity is mainly caused by the: (i) depletion of household food stocks; and (ii) seasonal increase of the price of staple commodities. As the lean season coincides with the cyclone season (December – April), seasonal food insecurity is often further aggravated by the effects of natural disasters (such as cyclones and floods).

13. In addition to natural disasters, other events in Madagascar have impacted the populations' overall coping capacity. An increase in rice prices, in an environment of an inadequate social safety net, contributed to a shortfall in rice imports and consequently a severe rice shortage on the domestic commercial market during the second half of 2004 and the first half of 2005. As rice is the staple food this had a significant negative impact on large segments of the population, particularly the rural poor.

14. The national comprehensive food security and vulnerability assessment (CFSVA) conducted by WFP in August/September 2005, indicated that not only the eastern coastal and southern regions but also the inland area on the western part of the island is highly exposed to shocks and seasonal food insecurity (more than 70% of the households sampled experienced at least one shock during the past year, mostly cyclones, floods or drought).

15. The most often named strategy to cope with these shocks was a change in food intake, by both reducing the number of meals per day and changing food consumption patterns (with a decrease of staple foods and an increase in the consumption of wild fruits and roots). The main food crop harvest of 80% of these households would not last more than six months and they equally show the highest percentage of monthly expenditure on food and reliance on credit for food purchase. Two thirds of the sampled households in these areas can be considered as food insecure or vulnerable to shocks.

16. In order to address the food insecurity in Madagascar, there are several organizations that work with the CNS both at the national and regional levels including CRS, CARE, ADRA, USAID, WFP, FID which provide food and non-food aid (food-for-work and cash-for-work) to the affected areas. In addition, the Malagasy government itself has provided food assistance to food insecure households.

---

<sup>5</sup> FIVIMS, 2004.

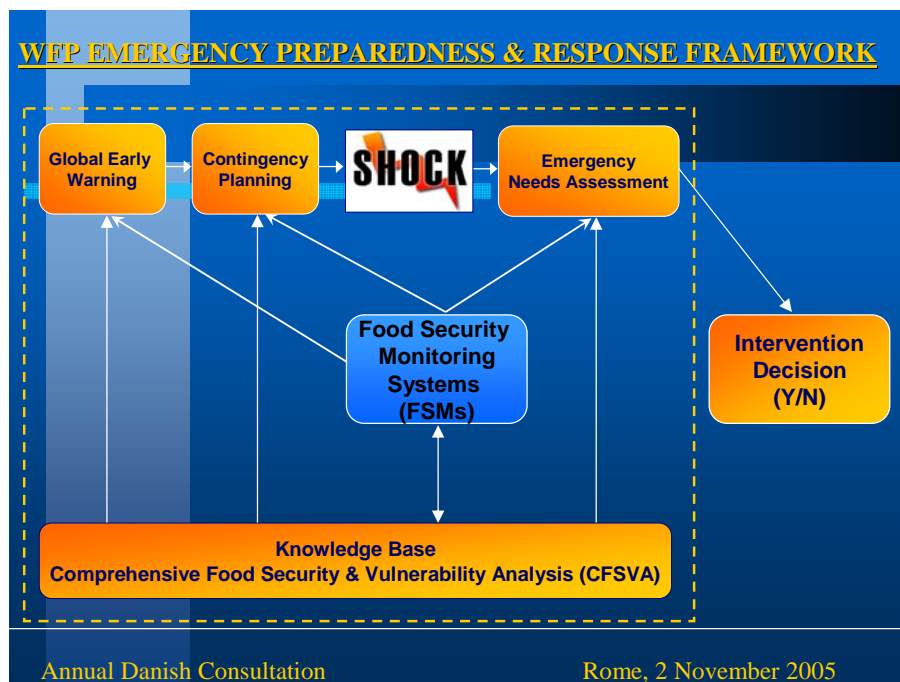
<sup>6</sup> INSTAT, 2000.

By developing that national capacity to assess needs and to prepare for eventual food shortages, the interventions of all partners including the UN, NGOs and the CNS will be more effective.

#### 4. CURRENT INFORMATION SYSTEMS AND PROCESSES FOR RESPONDING TO AN EMERGENCY

17. Applying WFP’s “Emergency Preparedness and Response Framework” (see Chart 2) to analyze the existing information systems and processes in Madagascar for assessing needs and preparing in case of an emergency, following are the baseline, early warning, contingency planning, and needs assessment information/processes that are in place currently:

Chart 2



18. **Knowledge Base or Baseline Information:** There are three information sources that could be used as a knowledge base on the food security in Madagascar.

- The Système d'Information et de Cartographie sur l'Insécurité Alimentaire et la Vulnérabilité (SICIAV)<sup>7</sup> a project started in 1999 and led by the FAO with EC funding. The lack of regular updates and funding limit the usefulness of this system.
- The Système d'Information sur les Risques et les Catastrophes (SIRCAT) was developed by the CNS, in collaboration with CARE International. The SIRCAT is a pre-catastrophe analysis system concentrating on human, social and environmental vulnerability.

<sup>7</sup> In English, FIVIMS.

- The Comprehensive Food Security and Vulnerability Assessment (CFSVA), carried out jointly by WFP and the CNS in 2005, provides the most up-to-date and complete baseline information.

19. **Early Warning Information Systems:** There are multiple systems that exist or are in the process of being set up that provide early warning information. They include the following:

- The Système d'Information Régional sur la Sécurité Alimentaire (SIRSA) substitutes and expands the coverage of the former SAP (Système d'Alerte Précoce) model, already functioning in many Sahelian countries, and of the ROR (Réseau d'Observatoires Ruraux). Funded by the European Union, the SIRSA started implementation in July 2004 and covers 304 (out of 675) communes in 9 regions. It provides monthly information on more than 200 indicators ranging from agricultural production and weather information, to markets and food access and utilization. One of the most useful outputs of the SAP are the monthly and seasonal reports and analyses on the evolving livelihood conditions of the drought-ridden south. These SAP reports have been distributed at local level in the Malagasy language since 1996. Up to now, the SIRSA reports are available only in French but future reports may be translated into Malagasy.
- The Système National d'Alerte Précoce (SNAP) is the first attempt of integrating different sectoral early warning systems and producing a database on disaster risk management. The future development of SNAP involves incorporating and integrating other instruments developed previously, in collaboration with the developers of SAP/SIRSA and other systems. The implementation of the SNAP is still to be deployed and integrated at the institutional level, and it has yet to be approved formally by the responsible authorities. Its institutional housing is still unclear and it is still in the piloting stage. The SNAP plans to use around 20 indicators, some of which would be community-based.
- The Système d'Information Communale (SIC) has also been developed by the CNS with CARE International, and is an information system at the communal level, which is later, fed back into the SNAP. The SIC provides information on the market status and monitors the prices of the main consumption goods, such as rice.
- The Food Security Monitoring Sentinel Sites (FSM-SS) is being piloted by WFP in the four provinces not covered by the SIRSA. WFP will develop, in collaboration with its partners, food security monitoring sentinel sites (FSM-SS) which will monitor 4-5 indicators. This will involve the analysis and monitoring of proxy indicators of vulnerability at a selected number of sentinel sites to identify trends and trigger an EFSA if needed.

20. **Contingency Plans:** Two contingency planning exercises have taken place in Madagascar. One is a national UN Interagency Contingency Plan which is currently being finalized with the participation of the CNS. The other contingency planning process took place at the regional level through workshops that were funded by UNDP and UNICEF and which resulted in the elaboration of 22 regional contingency plans.

21. **Emergency Needs Assessments:** Depending on whether the emergency is a result of a sudden onset natural disaster (e.g., cyclone) or a slow onset one caused by a drought, the CNS assesses needs in a different way. Immediately following a sudden shock, the CNS and the Comité Restreint d'Intervention en cas de Cataclysme (CRIC) assemble a team to carry out an initial investigation using the EIMA (Enquête Initiale Multi-Aléas) assessment form. In the case of a drought, the CNS and CRIC rely on the monthly information that is published by the SIRSA as well as reports from Heads of Regions, Districts and/or Communes to decide whether an emergency needs assessment is needed. Recently, two Emergency Food Security Assessments have been performed. The first, in 2005, was triggered by the emergency in the southern regions and was carried out in response to a request by the UN agencies. It was implemented by WFP-HQ and two national consultants without the participation of the CNS in two regions (south and south-east). The second, in 2006, was carried out jointly by WFP, FAO and the CNS. A formal request, triggered by the SAP/SIRSA reports, was made by the CNS to the UN agencies to carry out the assessment. In addition, in 2006, the ONN has implemented one SMART nutritional survey and currently is doing another one; both were triggered by SIRSA reports. However in Madagascar, most frequently, responses are triggered and planned based on the early warning systems described above and not as a result of a nutrition and/or food security assessments.

## 5. INSTITUTIONAL ANALYSIS

22. In Madagascar, there is a 2003 law and a 2005 decree (see Annex D) that formally outlines the national policy for disaster risk reduction and management. The law is the broad legal framework defining disaster risk reduction and the decree is the document that outlines the institutional structure and roles and responsibilities of different institutions in addressing emergencies. The decree transformed the CNS - which has been operational since 1972 - into the Conseil National de Gestion des Risques et Catastrophes (CNGRC) and the Bureau National de Gestion des Risques et Catastrophes (BNGRC). The CNGRC is the high-level committee chaired by the Prime Minister and formed by the relevant Ministers. It is the body that is responsible for coordinating all activities on Disaster Risk Reduction in the country. It is supposed to meet every three months and, more frequently, if there is a need and is convoked by the President. The BNGRC is the CNGRC's Executive Secretariat, i.e., its operational arm. It is placed under the Prime Minister<sup>8</sup>, and is commonly referred to as the CNS. The BNGRC meets frequently and chairs the CRIC (see below). In addition, the decree created under the Prime Minister's office a technical unit called Cellule de Prévention et de Gestion des Urgences (CPGU) which attends the CNGRC's meetings. However, the CPGU's roles and responsibilities are not clearly defined (See Annex E for an organigram).

23. The 22 Heads of Regions represent another key partner group. The Regions, created in 2004, are responsible for the coordination of disaster management activities within their administrative boundaries. The Heads of Regions have been nominated by the President and are administratively under both the Ministries of Interior and

---

<sup>8</sup> This is the current institutional structure which reflects the National Strategy and the 2005 Decree. It is expected that a new decree will be prepared which will reflect the MAP and will place the BNGRC under the Minister of Interior.

Decentralization. In the future, they are expected to be elected and be no longer nominated. They chair the Comité Régional de GRC pour les Régions.

24. The CNS is organized as follows at the decentralized level:<sup>9</sup>
- At the provincial level - Comité Provincial de (Gestion des Risques et Catastrophes) GRC pour les Provinces
  - At the regional level - Comité Régional de GRC pour les Régions
  - At the district level - Comité de District de GRC pour les Districts
  - At the communal level - Comité Communal de GRC pour les Communes
  - At the village level - Équipe locale de secours pour les Fokontany (CLS)

25. Finally, there is another national body, the National Nutrition Office (ONN), which is mandated to coordinate nutritional emergency interventions of all stakeholders under the supervision of the Prime Minister's office and in direct collaboration with the CNS. Recently, the UN Agencies, in a meeting for re-aligning their work program with the MAP, decided to consider the ONN as the government counterpart responsible for both nutrition and food security issues.

26. In terms of coordination, there exists two main coordinating bodies, the "Comité Restreint d'Intervention en cas de Cataclysme" (CRIC) and the "Groupe Thématique de Gestion des Risques et Catastrophes" (GTPGC). In 1996, the CRIC, composed of UN agencies (WFP, UNICEF, UNDP, FAO), non-governmental organizations and donors (EU and USAID), was established to support the Government's efforts (CNS and ONN in particular) in the area of disaster management. The CRIC also provides a forum for the coordination of the decision-making process among key Government's partners.

27. The CRIC is organized in six thematic commissions: Health, Logistics/Infrastructure, IEC, Agriculture, Education, and Monitoring & Evaluation. In principal, the Comité Régional de GRC pour les Régions (which is the equivalent of the CRIC at the regional level) is supposed to be organized along similar lines and have the same thematic commissions.

28. In addition to the CRIC, there is the GTPGC, a UN coordinating body which was established in 2004. It is a coordination mechanism for the UN agencies, chaired by WFP, whose objective is to assist the national authorities in disaster management and in responding to the affected population.

## **6. CAPACITY BUILDING ACTIVITIES**

29. In Madagascar, most capacity building activities in terms of disaster preparedness and management have been funded by UNDP with some co-financing from USAID and DFID. They have covered the following aspects:

- Clarification of roles and responsibilities of government ministries involved in disaster management and response;
- Improvement of overall coordination and decision making;

---

<sup>9</sup> In Madagascar, there are 6 provinces, 22 regions, 111 districts, and 1,476 rural communes.

- Reinforcement of effective decentralization of CNS disaster preparedness, management, and response skills at district levels;
- Disaster management training;
- Provision of equipment to enable data processing and communications;
- Improvement of CNS ability to use assessment tools, as well as analyze and use disaster data in order to improve response time and targeting; and
- Design of a disaster data system (including developing indicators), a rapid assessment tool, software to rapidly process data, and systems to facilitate effective use of data collected.

30. Whereas, UNDP has looked at capacity development aspects beyond just training, addressing as well organizational issues, most other agencies have limited their capacity building activities to training and equipment. These include UNICEF, UNESCO, WFP, CARE, the Indian Ocean Commission, the French Cooperation and JICA – the Japanese Cooperation (Annex F has detailed information on the activities funded by the different partners).

31. Additional capacity building activities are expected to take place in the future under two different initiatives, the National Vulnerability Assessment Committee (NVAC) and the Madagascar National Plan on Strengthening National Capacities for Tsunami Early Warning and Response Systems. WFP and its partners along with technical support from the SADC Regional Vulnerability Assessment Committee (RVAC), will assist the Government in the development of the Madagascar NVAC. The NVAC will build the CNS's capacity to collect and analyze information related to food security. As part of a process to set up the NVAC, the CNS, through a WFP invitation, will participate in the RVAC meeting in Johannesburg in December 2006.

32. The Madagascar National Plan on Strengthening National Capacities for Tsunami Early Warning and Response Systems is a proposal to strengthen the capacities of the CNS at the national and regional level to respond to tsunamis. It is an initiative by the Indian Ocean Commission and the International Strategy for Disaster Reduction (ISDR).

## **7. THE SWOT ANALYSIS**

33. Using the analytical framework described above (paragraph 7), following is a SWOT analysis identifying the Strengths, Weaknesses, Opportunities, and Threats to implementing the Madagascar Action Plan at the institutional, organizational, and individual levels.

### **7.1 Strengths - Achievements**

34. The existing strengths in Madagascar are a result of the achievements attained at the institutional, organizational, and individual level to assess needs and prepare for an eventual emergency situation. They include the following:

At the institutional level:

35. Madagascar has both a law and a decree that formally outline the broad framework for addressing disaster risk reduction and management as well as the roles and responsibilities of the various governmental institutions involved in disaster preparedness and response.

36. An achievement realized at the policy level is the elaboration and adoption of a National Strategy for Disaster Management (NSDM) by the CNS with assistance from UNDP to address the effects of seasonal and recurrent temporary shocks. This strategy provides the institutional framework for all stakeholders for interventions in disaster management and response. The focus of the strategy is on prevention and preparedness at national, regional, and communal levels. Its six main pillars are:

- the definition of the institutional structure for disaster management;
- the strengthening of central, regional and communal capacities to manage shocks;
- the development of a comprehensive information system for vulnerability analysis;
- the institutional funding mechanisms for the implementation of the different priority actions;
- the links between the strategy for poverty reduction and disaster management; and
- the mechanisms for regional and international cooperation in the area of disaster management.

37. Finally, recently and at the policy level, the Madagascar Action Plan (MAP) which outlines the Malagasy's government comprehensive development strategy, has included disaster risk management and food security as one of its priorities.

At the organizational level:

38. In order to analyze the capacity at the organizational level, the structure, coordination, contingency planning, communication, and resources need to be examined.

39. As mentioned earlier, the BNGRC/CNS and its decentralized structures have been created – at least officially. There are also several coordination mechanisms in place such as, the CRIC at the national level, the Comités at the decentralized level, and the UN Thematic Group which coordinates the activities of the UN agencies.

40. Another achievement at the organizational level is the development of contingency plans for disaster management in all regions in partnership with local authorities, NGOs and other stakeholders. The contingency plans are being finalized and approved at the central level and could be used as a document to analyze the existing capacities and needs at the regional level.

41. When it comes to communication, the CNS relies on various means of communication but mostly on the BLU radio system and satellite telephones to receive and send information. BLU radios have been donated by the Japanese



Cooperation in the past and distributed to the most vulnerable districts. Recently, and as part of the pre-election preparation, the Ministry of Interior has distributed BLUs to all districts so the coverage at the district level is complete.

42. UNICEF is assisting the CNS in updating its website in order for the CNS to share with its partners within and outside the country CNS documents, reports, and achievements.

43. Finally, when it comes to human, financial, and physical resources, the CNS is an institution that is staffed with around 20 professionals and has a budget that is financed from the national government as well as by different international donors. It is housed in an independent building and is fully equipped. Currently, it has the following: 1 phone line, 6 computers, 1 fax machine, 1 photocopying machine, 1 scanner, 3 printers, 1 video projector, 1 flipchart, 1 blackboard, 2 HF radios, 4 4x4 vehicles.

At the individual level:

44. In terms of building its own human resources at the centralized and decentralized levels, the CNS with the help of several partners has received and conducted several trainings including the following:

- WFP has provided EFSA training to the CNS's Executive Secretary and a staff of CARE. In addition, prior to conducting an EFSA survey in Madagascar, two national consultants who were involved in the survey were offered an EFSA training.
- WFP has trained 60 persons to carry out CFSVA survey.
- UNICEF has trained, equipped and certified 45 enumerators to implement the SMART tool for analyzing child malnutrition.
- UNICEF has provided training in several regions on Gestion des Risques et Catastrophes.
- UNICEF is providing capacity building for warehouse activities.
- CNS has conducted workshops financed by UNDP and UNICEF at the regional level for regional and district representatives which had as one of their outputs the regional contingency plans.
- UNDP has offered management training to CNS staff.
- CARE has provided capacity building to CNS staff working on databases and information systems.

## **7.2 Weaknesses - Gaps Identified**

45. The following gaps have been identified regarding national capacity development in Madagascar for emergency food security assessment and preparedness.

At the institutional level:

46. At the institutional level, there was a unanimous request for a clarification of the institutional framework. Though it was recognized that the law of 2003 and the decree of 2005 are steps in the right direction, there remains institutional overlap in the responsibilities of the various governmental institutions responsible for assessing

needs, preparing and responding to emergencies. For example, at the central level the decree of 2005 created under the Prime Minister's office a technical unit called Cellule de Prévention et de Gestion des Urgences (CPGU) whose responsibility is to assist the Prime Minister and the CNGRC in the conception, elaboration, and evaluation of strategies related to disaster risk management. The role of the CPGU is not clearly defined and its relationship with the CNGRC and the BNGRC is also ambiguous. Finally, it has been reported that the current decree of 2005, which translates the recommendations formulated in the national strategy into law, will be revised to reflect the different ministerial responsibilities defined under the newly-approved Madagascar Action Plan (MAP).

47. The institutional structure is equally complex when one examines the decentralized structures. Whereas the provinces and the districts fall under the Ministry of Interior, the regions and the communes are under the Minister of Decentralization. When it comes to GRC at the decentralized level, the relationship between the regions and the BNGRC is equally unclear. Whereas the BNGRC is responsible for the overall coordination of emergency responses and is institutionally housed under the Prime Minister and reports to the CNGRC, the Head of the Region is responsible for the coordination at the regional level and is institutionally linked to both the Ministries of Interior and Decentralization and has direct links to the President of Madagascar who nominates him.

48. Finally, the early warning information systems are placed under different structures. Whereas, the SIRSA, as a project, is under the Prime Minister and, the ONN, as the office that produces the SMART reports analyzing malnutrition, is equally under the Prime Minister, the proposed SNAP is currently envisaged to be under the President.

49. Equally at the institutional/policy level, a need was identified for harmonizing methodologies for information collection, especially among the three early warning systems: SIRSA, SNAP, and the FSM-SS. Not only the different systems use different indicators to monitor food insecurity at the local level, they also have diverse methods for remunerating the local agents who collect the information.

At the organizational level:

50. The CNS/BNGRC has been established and equipped. However, it is understaffed and could benefit from an international consultant that could provide technical assistance in terms of capacity development both at the central and decentralized levels. Some of the responsibilities of the person providing the technical assistance could include helping the CNS's Executive Secretary in operationalizing the National Strategy; ensuring that CRIC members are involved in the process of clarifying the institutional framework; facilitating the harmonization of the early warning systems; and preparing guidelines and procedures to be used at the national and decentralized levels.

51. At the regional level the "Comité Régional de GRC pour les Régions" have also been established. However, there are regional disparities in terms of the operationalization of these committees, their capacities, the commitment of the Head

of the Region, and their coordination.<sup>10</sup> Whereas, some have formed their Comité Régional de GRC pour les Régions (regional CRIC) and even have the private sector represented (e.g., Vatoavy Fitovinany), others have not held any meetings of their Comité. In addition, some regions have organized their Comité along the same commissions of the national CRIC. Finally, the regional representatives of SIRSA and ONN have not always been invited to join Comité Régional de GRC pour les Régions, though they are important partners.<sup>11</sup>

52. Equally at the regional level, SIRSA – in the 9 regions where it is present – provides monthly reports to the Heads of the Region analyzing the food insecurity situation in the communes. Often, these reports are not discussed with the regional Comité and, therefore, no actions are taken at the regional level to respond to the situation in the food insecure communes. It usually requires the SIRSA representative to present the results of the SIRSA monthly reports at the CRIC meetings in Antananarivo for an action to be taken by the UN and/or NGOs in a specific region. It was also noted that vertical (from the center to the decentralized level) and horizontal (among the partners in one region) coordination and communication varied from one region to another.

53. The regional contingency plans that have recently been developed are a starting point to further develop the capacity of the region to better prepare for an eventual emergency. However, they would need to be strengthened and elaborated. Though the contingency plans were prepared at the regional level in workshops held around the country, none of the regions visited had a copy of their own contingency plan and some participants were unaware that such a plan existed.

54. Most capacity building activities undertaken so far have been carried out at the national level and to a lesser extent at the regional level. The district/communal level has been reached only in few projects such as SIRSA (304 communes out of 675 in 9 regions) and to a lesser extent by the SNAP being piloted in a few communes. A pilot project to develop the capacities of a few districts could provide useful insights on how to better prepare at the district level and how to link the different levels of decentralization in terms of coordination, communication, preparedness and response.<sup>12</sup> To better design the pilot project, a study tour could be planned for key staff from the central, regional, district, and local level to a SADC country which has a successful decentralized GRC structure.

55. In Madagascar, the early warning systems in place provide an indication of the level of food insecurity at the communal level. However, it is difficult to translate this information into the number of individuals/households who are food insecure and

---

<sup>10</sup> One implementing partner working in a region said, “I am looking for the CNS in the region where I work and I don’t find it. I don’t know who is my interlocutor at the regional level”.

<sup>11</sup> It was reported that the reason why the ONN and SIRSA representatives had not been invited to join the regional Comité was that the Comité was established before the presence of the two representatives. During the meeting with the regional Comité, it was decided that the Comité would be expanded to include the ONN and SIRSA.

<sup>12</sup> In the past, UNDP piloted a capacity development project at the district level. One National UN Volunteers (UNV) was placed in each of the selected seven districts. The UNVs worked closely with the Comité Régional de Secours and the Comité Local de Secours and assessed each district’s capacity for data collection and analysis, disaster monitoring and management. UNVs also assessed the communication mechanisms within each region and lines of communication to the central level (CNS).

who would need food assistance. There exist no guidelines and/or procedures for triggering a SMART or an EFSA. Decisions are taken at the national level – usually during a CRIC meeting - in a somewhat *ad hoc* manner. Though the same SAP/SIRSA reports are distributed at the regional level, there were no indications that they were being used as a decision-making tool to discuss the food security situation with the regional Comité and/or as a basis for the region to address the food insecurity or request assistance from the CNS or UN agencies, if needed.

56. When it comes to communication, the CNS relies on the BLU radio system to communicate with the regions and districts. It has been reported by several persons at the regional level that they face difficulties with re-charging the BLUs. They have proposed either spare batteries or solar energy systems. This issue needs to be further investigated to determine whether the functioning of the BLU system is a question of equipment (batteries, solar systems) or whether it is related to the human factor, i.e., users either do not know how to use the BLUs or are negligent in recharging them. In any case, it seems that communication needs to be further strengthened.<sup>13</sup>

57. Finally, the CNS's human and financial resources are insufficient for its increased responsibilities, including playing an advisory role to others entities or ministries (e.g., involvement of CNS in water management and deforestation). Similarly, its financial resources are limited. The annual funds allocated to CNS from the national budget is USD 238,095/year. The major donor supporting the CNS is the UNDP through its project which lasts for two years.

At the individual level:

58. Different types of assessments and, therefore, skill mix are needed depending on the type of emergency. According to the consultations held with various partners, the gaps remaining in terms of developing the technical skills of individuals involved in emergency food security assessment and preparedness fall under three different categories: an increase in the capacity to (i) carry out an initial investigation following a sudden shock; (ii) assess food security a few weeks after a sudden shock and/or as a result of a slow onset disaster, and (iii) do rapid qualitative monitoring in food insecure pockets that are not captured by the early warning systems.

59. As mentioned earlier, there already exists a small team within the CRIC that is capable of carrying out an initial multisectoral investigation following a sudden onset disaster. Several stakeholders have noted that the current national capacity to carry out an initial multisectoral investigation following a rapid onset disaster is quite limited. It was recommended that a team of 40 experts be trained and equipped to be able to respond to a sudden natural disaster (e.g., a cyclone that hits the country in several places simultaneously). Such a team would receive theoretical training on filling out the EIMA form as well as practical overflight training in order to assess immediate needs by the affected by population.

---

<sup>13</sup> Under a proposed Indian Ocean Commission (IOC) – funded project, the CNS is supposed to provide communication equipment worth US\$ 500,000. Since all the districts have now BLUs, it might be useful to determine whether the issue of batteries/solar energy is a reflection of the real problem and some of the resources allocated for communication under the IOC project could be used either to acquire the appropriate equipment to keep the BLUs charged and/or to train the BLU users.

60. Emergency food security assessment (EFSA) training: A team to conduct an EFSA is needed in both a sudden and a slow onset shock. In case of a rapid-onset emergency, experts in Madagascar have recommended that a food security needs assessment and/or a nutritional survey be carried out 45 days after the shock and that the area impacted be closely monitored for the following year. Similarly, when the food security situation deteriorates as a result of a slow onset emergency, an EFSA could be triggered by the early warning information systems in place. A SMART team - led by the ONN - to do nutritional surveys has already been trained and equipped by UNICEF (see Box 1). What is needed is a similar team capable of conducting an EFSA. The value-added of an EFSA is that it provides information on the three pillars of food security and would provide valuable information for the institutions preparing rural development projects in order to better design activities to fight chronic malnutrition. Such a team could be formed by a combination of enumerators that have already been trained by UNICEF on SMART and/or those that have been trained by WFP to carry out the CFSVA. Since the SMART has food security elements in its survey and, vice versa, the EFSA has a nutritional component, it might be advisable to review the integration of the SMART and EFSA prior to embarking on an EFSA capacity development exercise. Additionally, placing both assessments under the same governmental institution having the relevant technical capacities would increase the chances of complementarity between the SMART and the EFSA and decrease the probability of overlap.

**Box 1**  
**The SMART Experience in Madagascar**

SMART which stands for Standardized Monitoring Analysis for Relief and Transition is an assessment tool which analyzes malnutrition of children under the age of 5. UNICEF financed an international consultant for a period of 4 months to help set up the SMART tool in Madagascar and has funded the training and equipping of a team of 45 enumerators who received a certification at the end of their training. This team is supervised by a multi-sectoral National Team of six government officials representing the ONN<sup>14</sup>, the Ministry of Health, PNSAN<sup>15</sup>, and INSTAT. The National Team received a special training on how to analyze the data and has also been equipped with computers and a database. When a SMART survey is needed, the Ministry of Health recruits the needed number of trained and certified enumerators.

The lessons learnt from the SMART experience and that could be applied to a training of an EFSA are the following:

- Developing the capacity of a national team to carry out independent surveys is a long process and not a one-shot training workshop. It requires several trainings followed by a practical experience of implementing a field survey.
- Institutionally, such a tool (i.e., the collection and analysis of information) should be placed in the relevant technical Ministry/institution and not with the ultimate user of the information.
- It is better to have only one government official responsible for the setting up of such a tool and survey mechanism and a National Team consisting of representatives of the relevant governmental institutions.

---

<sup>14</sup> It is to be noted that the UN Agencies in Madagascar, during an exercise to re-align their work programs with the recently-published Madagascar Action Plan (MAP), have decided to consider the ONN as the focal government institution responsible for food security and nutrition.

<sup>15</sup> Projet Nationale de Surveillance Alimentaire et Nutritionelle (Project of the Ministry of Education).

The EFSA team would need to undergo a comprehensive capacity building training (similar to the SMART exercise described in Box 1). If the SMART approach is followed, then, in addition to the team of 60 enumerators, a multi-sectoral National Team that would supervise the enumerators would also need to be trained and equipped. The National Team would be formed of representatives of different government institutions having diverse expertise, such as statistics, nutrition, market/economic analysis, and VAM. Box 2 summarizes the necessary actions required to develop the national capacities in Madagascar to successfully implement an EFSA and which have been discussed in the above sections of the Action Plan.

**Box 2**  
**Summary of Necessary Capacity Building Actions Required  
to Implement an EFSA in Madagascar**

Following are the necessary capacity building actions required to ensure that Madagascar has the national capacity to undertake and EFSA:

1. Harmonize early warning information systems (institutional level)
2. Put in place EFSA trigger procedures (organizational level)
3. Train National Team and enumerators to carry out an EFSA (individual level)
4. Improve the coordination capacities of the CRIC and regional Comités in order to translate the EFSA results into a response plan (organizational level)

61. Skills to carry out rapid qualitative monitoring need also to be developed. The current three systems in place or being set up (SAP/SIRSA, SNAP, FSM-SS) rely on a set of indicators that are collected on a monthly basis at either the level of the communes or the districts. The experts of SIRSA have identified a limitation in their system (which is magnified when the collection of indicators is limited to the district level and does not reach the communal level). SIRSA staff have indicated that it is difficult to identify pockets of food insecurity in a commune.<sup>16</sup> Training for conducting rapid qualitative monitoring at the communal level to identify food insecurity at the village level is needed.

### **7.3 Opportunities – A Question of Timing**

62. There are several activities/initiatives taking place at this time in Madagascar that provide a good opportunity to implement a national capacity development plan for improving emergency food security assessment and preparedness.

63. Madagascar will soon have a National Vulnerability Assessment Committee (NVAC) housed in the CNS/BNGRC. WFP and its partners along with technical support from the SADC Regional Vulnerability Assessment Committee (RVAC), will assist the Government in the development of the Madagascar NVAC. The NVAC will build the CNS's capacity to collect and analyze information related to food

---

<sup>16</sup> According to SIRSA staff, a commune, based on the indicators collected, might be classified as food secure. However, there may be areas or villages within the same commune that are food insecure and that the survey does not capture.

security. WFP, currently, is carrying out an assessment of all the information systems (SAP/SIRSA, SNAP, GTDR) in order to design its own sentinel sites in the geographic areas not covered by other information systems.

64. Simultaneously to WFP's initiative, CARE is setting up the SNAP and the EU is examining how to improve and expand SIRSA. The fact that these three information systems are concurrently being either set up or re-designed provides a unique chance to harmonize and streamline the methodologies.

65. Other opportunities include the recruitment by UNDP of an Advisor responsible for disaster management and risk reduction. The UN System in Madagascar is about to finalize its Inter-Agency Contingency Plan which provides recommendations for building the capacity for emergency needs assessment, preparedness and response. If the UN System is successful in mobilizing resources for its contingency plan, some of the activities proposed in this action plan could be funded through the UN Inter-Agency Contingency Plan.

66. The World Bank-funded FID has also expressed interest in financing capacity building activities for improving GRC in Madagascar. Both the CNS and WFP could further explore this opportunity with FID.

67. Finally, the Madagascar national plan on strengthening national capacities for tsunami early warning and response systems presented to the Indian Ocean Consortium envisages several capacity building activities and is expected to be financed soon.

#### **7.4 Threats – Conditions of Success**

68. The conditions for ensuring the successful implementation of the proposed plan include a sustained high-level political commitment, continued interest by the UN System and other donors, and resource mobilization. The high-level political commitment is necessary both at the central as well as the decentralized level (Heads of Region). The international donor's involvement is important for ensuring that the institutional framework is clarified and that agreement is reached on methodologies for information collection. Lack of financial resources would limit the implementation of capacity development activities at the organizational and individual level – though not at the institutional level which does not require so much financial resources as much as political will.

### **8. PROPOSED ACTION PLAN**

69. Based on the above institutional and stakeholder analyses, an action plan to develop the national capacity for emergency food security assessment and preparedness is proposed below, including its (i) objective, (ii) activities, (iii) expected timeframe, (iv) staffing/management requirements, (v) respective roles and responsibilities of WFP and its partners and potential sources of financing, (vi) budget and (vii) LogFrame.

### **(i) Objective**

70. The objective of the proposed action plan is to develop the institutional, organizational and individual capacities of the government to conduct better emergency food security assessment and preparedness, building on the achievements reached so far and capitalizing on the existing strengths and opportunities.

### **(ii) Activities**

71. At the institutional level:

Activity 1: Clarify the institutional framework and define the roles and responsibilities of the various institutions at the national and regional level involved in emergency needs assessment and preparedness.

Output 1: A revised decree in line with the MAP that clearly defines the institutional framework regarding the roles and responsibilities of all institutions involved in Disaster Risk Management at the centralized and decentralized levels.

Activity 2: Based on Activity 1, streamline the different information systems (SAP, SIRSA, SNAP, FSM-SS, SMART, EFSA) and harmonize them with the institutional framework clarified under Activity 1.

Output 2: One national system for early warning that integrates all the existing systems in one and that is institutionally consistent with the general institutional framework revised under Activity 1.

Activity 3: Agree on a harmonized methodology to be followed by the different early warning systems (SAP, SIRSA, SNAP, FSM-SS), including number and selection of indicators as well as remuneration for collecting data.

Output 3: All information systems are harmonized in terms of methodology, number and selection method of indicators, and remuneration of information collection agents.

*Activities 2 and 3 may be carried out without any additional human and/or financial resources if all the concerned stakeholders agree on harmonizing the institutional and methodological aspects of the information systems. However, it may be necessary to recruit a skilled facilitator to guide the process and to organize a workshop with all the stakeholders to reach the desired outcome. The facilitator would also produce a document describing in detail the process and the outcomes reached.*

72. At the organizational level:

Activity 4: Provide international technical assistance to the CNS.

Output 4: Increased CNS organizational capacity (better coordination; production of GRC guidelines and procedures, resource mobilization, and operationalization of national strategy).



Activity 5: Organize and facilitate workshops in each of the 22 regions bringing together all members of the Comité Régional de GRC pour les Régions, the head of districts and mayors of selected communes to kick-start the Comité Régional de GRC pour les Régions. Identify the different roles and responsibilities of the Comité's members; review communication procedures; build their capacity to analyze and react to SIRSA (or other early warning source of information).

Output 5: Operational and functional Comités Régionaux de GRC pour les Régions, updated contingency plans, communication procedures established, increased capacity to analyze and react to SIRSA reports.

Activity 6: Study trip to a SADC country for CNS officials from the national, regional, district, and local levels to examine a successful decentralized disaster risk management and to design the pilot project under Activity 7.

Output 6: Officials exposed to new ideas on setting up GRC at the local level; Selection of pilot districts and design of pilot project.

Activity 7: Pilot capacity development in eight districts using national UNVs.

Output 7: Eight districts have their capacity developed; lessons learnt regarding capacity development at the level of the districts for scaling-up the activity.

Activity 8: Develop and field test standard EFSA questionnaires that are adapted to the Malagasy context.<sup>17</sup> Develop procedures to trigger an EFSA and/or SMART survey.

Output 8: Standard EFSA questionnaires developed that would enable the CNS and its partners to better determine the number of households in need of food assistance in Madagascar. Trigger procedures developed and disseminated to the regions.

73. At the individual level:

Activity 9: Organize training of a multi-sectoral team of to carry out initial investigations using the "Fiche EIMA".

Output 9: A national multi-sectoral team capable of carrying out an initial investigation within 48 hours of a rapid-onset disaster.

Activity 10: Organize EFSA training.

---

<sup>17</sup> In order to ensure synergy between the SMART and EFSA team as well as to ensure complementarity in the design of the EFSA questionnaires with the SMART ones, it might be advisable to recruit the same UNICEF consultant who set up the SMART team, to design and field test the EFSA questionnaires as well as to train an EFSA team. The consultant would work under the supervision of the WFP Regional Food Security Assessment and Market Analysis specialist based in WFP's Mozambique CO.

Output 10: A team of enumerators capable of conducting an EFSA survey and a National Team to supervise them.

Activity 11: Organize training in rapid qualitative monitoring for information collection agents at the communal level (e.g., SIRSA information agents).

Output 11: Information agents at the communal level are able to identify food insecure villages and level of insecurity based on rapid qualitative monitoring and the results are published in the SIRSA monthly bulletin.

### **(iii) Expected timeframe**

74. The proposed action plan is expected to be implemented within a period of two years starting from the date when resources are mobilized.

### **(iv) Staffing/management requirements**

75. For the implementation of this action plan, it is envisaged that WFP would recruit one national staff to supervise the capacity development activities proposed above.<sup>18</sup> His/her responsibilities would include the following:

- Regular liaison with the person providing Technical Assistance to the CNS;
- Selection and monitoring of consultants;
- Monitoring of activities assuring that expected objectives are being met through periodic field visits;
- Provide feedback to and seek assistance from WFP CO, regional, and HQ offices regarding national capacity development;
- Provide backstopping to activities initiated by international consultants; and
- Facilitate and participate in workshops towards a strategic consensus among government and international organizations.

76. In addition, to the WFP staff mentioned above, an international consultant who will be placed within the CNS and will provide technical assistance is proposed. His/her responsibilities would be the following:

- Assist the CNS's Executive Secretary in operationalizing the National Strategy;
- Ensure that CRIC members are involved in the process of clarifying the institutional framework;
- Prepare guidelines and procedures to be used at the national and decentralized levels;
- Provide technical input on TORs of short-term consultants hired for implementing the activities;
- Provide technical backstopping to the UNVs placed at the communal level;
- Identify good practices in terms of capacity development at the international level and share them with the CNS;
- Establish knowledge-sharing practices among the different regions and promote good practices;

---

<sup>18</sup> The recruitment of a WFP national staff might not be necessary if most of the activities are financed by other partners. However, if WFP HQ and/or CO are able to mobilize substantial resources to implement the action plan, then it would be advisable to hire an additional staff in the CO.

- Identify and mobilize resources for the CNS to implement the proposed action plan as well as other relevant activities; and
- Coordinate all donor activities regarding capacity development for emergency needs assessment, preparedness and response.

77. Finally, several short-term consultants are expected to be recruited to implement certain activities.

**(v) Respective roles and responsibilities of partners and potential sources of resources mobilization**

78. In Madagascar there are several resources that could be tapped to implement certain activities (e.g., FID has indicated its interest in financing capacity development activities. There is also the UNDP project that has budgetary lines for capacity development activities). The NVAC - when it is set up in Madagascar - will also bring financial resources to the CNS. Finally, the Indian Ocean Commission has allocated resources for Madagascar to build capacity for disaster prevention. It is the responsibility of WFP CO and the CNS to explore these various funding options to implement the different activities in the action plan.

79. WFP HQ has also indicated its willingness to assist the CO in mobilizing resources internationally to pilot the national capacity development initiative in Madagascar. Table 1 summarizes the main organizations responsible for each activity and possible sources of funding for the action plan.

**Table 1  
Responsibilities and Potential Sources of Financing  
per Activity Proposed in the Action Plan**

<b>Activity</b>	<b>Responsibility</b>	<b>Potential Sources of Financing</b>
Activity 1 (CNS institutional framework)	CNS with support of CRIC and UN Thematic Group	No financial resources needed
Activity 2 (institutional framework for early warning)	WFP, CNS, SIRSA, CARE, FAO	SADC/NVAC resources could be mobilized
Activity 3 (methodology)	WFP, CNS, SIRSA, CARE, FAO	SADC/NVAC resources could be mobilized
Activity 4 (technical assistance)	WFP, CNS	Resources to be mobilized
Activity 5 (regional workshops)	WFP, CNS, Heads of Regions, CRIC	CNS resources, explore possible financing from FID, UNICEF, UNDP
Activity 6 (study trip to SADC country)	WFP, CNS	SADC/NVAC resources could be mobilized
Activity 7 (pilot at district level)	WFP, CNS, Comités des Régions et des Districts	CNS resources, UNV, explore possible financing from FID
Activity 8 (EFSA standard questionnaires and trigger guidelines)	WFP, CNS	Resources to be mobilized by WFP HQ
Activity 9 (initial investigation)	CRIC	Explore potential funding through USAID, CARE
Activity 10 (EFSA training)	WFP CO and HQ	WFP SENAC Resources?
Activity 11 (rapid qualitative monitoring)	CNS, WFP, SIRSA, CARE	Explore possibility of including it in revised SIRSA project, UNDP Project?

**(vi) Budget**

80. The total budget for the proposed action plan is USD 580,000 (see Annex G for a detailed budget).

**(vii) LogFrame**

81. Annex H includes the logical framework for the proposed action plan.

**LIST OF PERSONS MET**

**WFP**

Krystina BENARSKA, Country Director  
Gianluca FERRERA, Deputy Country Director  
Maherisoa RAKOTONIRAINY, VAM officer  
Stéphanie Von WESTARP

**CNS**

Jacky RANDIMBIARISON, Executive Secretary  
Thierry ZAFIMAHITA, DAF  
Lalah ANDRIAMIRADO, GIS et Database  
Zo RABEFITIA, GIS et Database

**OCHA**

Jéremie TOUSSAINT, Humanitarian Affairs Officer Natural Disasters Reponse  
Coordination  
Viviane RALIMANGA, Chargée de Programme CPR/OCHA

**UNDP**

Patricia RAMAROJAONA, Programme Officer  
Claire RAHASINIRINA, UNDP Project Coordinator

**UNICEF**

Brigitte DOPPLER

**FAO**

Martin SMITH, Country Representative  
Patricia DJIVANDJEE, Chargée de Programme

**World Bank**

Michel MATERA, Consultant  
Alexander LOTSCH, Scientist  
José RAKOTOMANJAKA, Consultant

**USAID**

Aaron Brownell, Program Development and Assessment Officer  
Eddie RASOANAIVO, Title II Program Specialist  
Riri RANAIVOJAONA, Food Aid Manager

**CRS**

Felicien RANDRIAMANANTENASOA, Chargée de Programme

**CARE**

Didier YOUNG, Coordonnateur des Urgences

**ONN**

Ambinitsoa RAVELOHARISON, Coordonateur National de l'ONN

**Ministry of Agriculture**

Jean Marie RAKOTOVAO, Directeur du Système d'Information du Ministère de l'Agriculture, de l'Élevage et Pêche

**FID**

Ubry RAZANAKOTO

**SIRSA/AEDS**

Jean François DETRY, Chef de Projet

**Itasy Region**

Suzanne RANDRIANARISON

Harinaivo RAVELONARIVO, Responsable technique ONN

Haingo ANDRIANASY, Directeur du Développement Régional

**South-East Region**

Christian RAZANABAHINY, Chef de Région

Zafiarivelo MANDINIMANANA, SIRSA

Marcellin RAKOTOZAFY, Directeur du Groupe de Travail pour le Développement Régional (GTDR)

Raphael, Bureau GTDR

Elia Huguette VITASOA, CARITAS

**Vatovavy Fitovinany Region**

Marcel ANDRIANJAKA, Secrétaire Général

Mosa Eugène RAKOTONDRA SOA, Adjoint Administratif

LCL VELONJARA, Commandant en second Région Militaire 2

IPPCE Dauphin RANDRIAMANALINA, Adjoint Copolice

Solvègue RAZAFIARISON, Présidente Croix Rouge Manakara

Albert RASOLOFOMANANA, DRSPF

Lantonirina RAKOTONANDRASANA, Technicien ONG Tafa

Raymond RAKOTO, DAGT

Rufin RASOLONIAINA (Inter-Aide)

## IMPACT OF THE MOST IMPORTANT DISASTERS IN MADAGASCAR

The following tables are taken from the National Strategy for Disaster Management

*Table 1: 10 most important natural disasters in Madagascar*

Type of Disaster	Date	Persons killed	Persons affected
Tropical cyclone	2 February 1994	304	357,217
Famine	15 March 1992	200	N/a
Tropical cyclone	13 January 1994	200	540,043
Tropical cyclone	24 January 1997	140	600,000
Tropical cyclone	20 December 1981	107	168,000
Tropical cyclone	14 February 1972	91	2,510,056
Drought	1981	-	1,000,000
Drought	22 May 1992	-	950,000
Tropical cyclone	10 January 1976	16	508,876
Drought	16 December 1990	-	250,000

Source : « EM-DAT : International Disaster Data OFDA/CRED, Université Catholique de Louvain, Bruxelles, Belgique »

*Table 2: Cyclones and tropical storms that hit Madagascar between 1968 and 1999*

Year	Name	Deaths	Wounded	Without shelter	Persons affected	Total Affected	Damage US ('000s)
1968		29		10,000	65,000	75,000	3,100
1969		81	40	3,000	40,000	43,040	5,000
1970		70			10,000	10,000	11,400
1972		91	56	10,000	2,500,000	2,510,056	12,420
1975		7	50		10,000	10,050	
1976		16	26	8,850	500,000	508,876	17,000
1977		10			30,000	30,000	350,000
1978		70			18,000	18,000	29,000
1981		107		50,000	118,000	168,000	250,000
1982		100		117,000		117,000	
1983		42	100		13,560	13,660	25,000
1984		68	215		100,000	100,215	250,000
1986		99	424		83,885	84,309	150,000
1989		46		1,050	55,346	56,396	
1991	Cynthia	36	0	125,000	125,000	250,000	
1994	Daisy, Geralda	200	43	40,000	500,000	540,043	10,000
1994	Nadya	12	8			8	
1994	Litanne						
1996	Bonita	9			100,000	100,000	
1997	Gretelle	140		80,000	520,000	600,000	
1997	Josie	34					
	<b>Total :</b>	<b>1,267</b>	<b>962</b>	<b>444,900</b>	<b>4,788,791</b>	<b>5,234,653</b>	<b>1,112,920</b>

Source : EM - DAT : The OFDA / CRED International Disaster Database - [www.md.ucl.ac.be/cred](http://www.md.ucl.ac.be/cred) - Université Catholique de Louvain - Brussels - Belgium / July 2000.

**Table 3: Floods in Madagascar between 1968 and 1999**

Dates	Regions	Caused by / Characteristics	Impact
12-23 March 1975	Antananarivo Manjakandriana	Cyclone Inès ; Crue de 370 m <sup>3</sup> /s	Low areas, railway, 740 ha de rizières, route coupée
12 February 1977	Antananarivo	Cyclone Emilie ; Crue de 350 m <sup>3</sup> /s	
January 1982	Antananarivo	Crue centennale	102 dead, 37 wounded, 130,705 without shelter, 47 disappeared
26 March 1986	Antananarivo	Cyclone Honorinina	28,223 persons affected, thousands without shelter, hundreds of houses flooded, broken dykes at Ikopa, Andromba and Sisaony
1987	Antananarivo	Torrential rain	40,220 persons affected et 2 deaths
4 February 1994	Antananarivo et l'Est du pays	Cyclone Geralda	
February 1998	Antananarivo, Fianarantsoa, Mahajanga et Toliara	Crues de rivières	20,000 without shelter, roads and buildings damaged

Sources :

- 1- Conseil National de Secours (CNS) – Madagascar (Mars 1998)
- 2- EM – DAT : The OFDA / CRED International Disaster Database – [www.md.ucl.ac.be/cred](http://www.md.ucl.ac.be/cred) – Université Catholique de Louvain – Brussels – Belgium / July 2000.

**Table 4: Droughts in Madagascar between 1968 and 1999**

Year	Month	Deaths	Affected Population	Affected Areas
1981		0	1,000,000	South : Toliary / Tolagnaro
1988	4	0	116,500	South
1990	12		250,000	South
1992	3-5	200	950,000	South

Source : EM – DAT : The OFDA / CRED International Disaster Database – [www.md.ucl.ac.be/cred](http://www.md.ucl.ac.be/cred) – Université Catholique de Louvain – Brussels – Belgium / July 2000



**Echelles utilisées pour classer la probabilité d'occurrence et l'impact d'un désastre naturel, anthropique ou sanitaire**  
(from the United Nations Inter-Agency Contingency Plan, August 2006)

<b>Probabilité d'occurrence</b>	<b>Probabilité d'occurrence</b>	<b>Type de catastrophe</b>
Très probable	Probabilité de près de 100% dans l'année	- Inondation, glissement de terrain - Incendie de villages ou de quartiers urbains - Cyclone, dépression tropicale - Intoxications alimentaires collectives touchant un nombre important de membres d'une communauté : toxi-infections, intoxications chimiques, consommations d'animaux marins (ICAM)
Probable	entre 10% et 100% de probabilité dans l'année, ou au moins une chance dans les dix prochaines années	- Épidémies importantes (par le taux d'attaque et/ou la létalité) touchant une grande ville ou s'étendant à une ou plusieurs régions du pays (type épidémie de choléra de 1999, grippe en 2002, ou flambées d'arboviroses de Toamasina en 2006)
Possible	entre 1% et 10% de probabilité dans l'année, ou au moins une chance dans les cent prochaines années	- Tsunami - Pandémie due à un nouvel agent infectieux (type grippe pandémique); - Catastrophe de transport de personnes (aérienne notamment) - Tremblement de terre
Peu Probable	moins de 1% de probabilité dans l'année, ou moins d'une chance dans les cent prochaines années	- Catastrophes industrielles (type Seveso) - Crise complexe

Reference: Keeping natural hazards from the becoming disasters: mitigation planning guidebook for local government; The North Carolina Disaster Mitigation Unit; March 2004

**REPOBLIKAN'I MADAGASIKARA**  
*Tanindrazana – Fahahafahana – Fandrosoana*  
**PRESIDENCE DE LA REPUBLIQUE**

**LOI N° 2003-010**

**relative à la politique nationale de gestion des risques et des catastrophes**

L'Assemblée nationale et le Sénat ont adopté, en leur séance plénière respective en date du 10 Juillet 2003 et du 20 Août 2003,

**Le Président de la République,**

Vu la Constitution,

Vu la Décision n°21-HCC/D3 du 3 Septembre 2003 de la Haute Cour Constitutionnelle,

Promulgue la loi dont la teneur suit :

Article premier. – En application des dispositions de l'article 135.4 de la Constitution, la présente loi et son annexe intitulé « Stratégie nationale de gestion des risques et des catastrophes » déterminent la politique nationale de gestion des risques et des catastrophes.

**Chapitre I**

**Des dispositions générales.**

Art . 2. – La gestion des risques et des catastrophes s'inscrit dans le cadre global des activités relatives à la protection et à la sécurité civiles.

A ce titre, elle prévoit des dispositifs et mesures pour assurer, en toute situation de risques et de catastrophes, quelles qu'en soient la nature, l'origine et l'importance, le maintien des conditions nécessaires à la vie de la population et sa défense.

Elle s'appuie sur des procédures intégrées et globales prévoyant des mesures de prévention, d'alerte, de préparation, de gestion, de secours, de rétablissement, de reconstruction et de développement.

Art. 3. – La situation de catastrophes est déclarée par **le Sous – Préfet, sous rapport du maire ou du Délégué d'arrondissement administratif** en fonction des capacités de réaction des communautés, de l'ampleur des dommages et, le cas échéant, de l'étendue des zones affectées.

**Chapitre II**

**Des principes.**

Art. 4. – La gestion des risques et des catastrophes constitue une préoccupation prioritaire de l'Etat et des Provinces autonomes.

Elle s'intègre dans le processus de planification du développement et en particulier dans le programme national de gestion de l'environnement et celui de la réduction de la pauvreté.

A ce titre, elle priorise les communautés les plus exposées aux risques et les zones à hauts risques pour la réduction des vulnérabilités et la mitigation des risques.

Art. 5. – La gestion des risques et des catastrophes est assurée conjointement par l’Etat, les Provinces autonomes et leurs démembrements avec la participation des organisations non – gouvernementales régulièrement constituées, ainsi que des opérateurs économiques, des communautés ainsi que de tous les citoyens.

Art. 6. – La gestion des risques et des catastrophes assure la cohérence de l’action de tous les intervenants et le relais de cette action sur l’ensemble du territoire national par une organisation, des mécanismes et des procédures appropriés, de manière notamment à :

- protéger les installations nécessaires à la défense et à la sauvegarde de la vie des populations, de leurs biens et de l’environnement ;
- assurer la protection et les secours de la population en toutes circonstances ;
- entretenir et affermir la solidarité et la volonté de résistance des populations aux effets des risques et des catastrophes ;
- développer les aptitudes et réduire les vulnérabilités des populations.

### **Chapitre III De la mise en œuvre.**

#### **Section 1 Des structures de gestion des risques et des catastrophes.**

Art. 7. – A chaque niveau d’intervention, la gestion des risques et des catastrophes repose sur des structures privilégiant les méthodes d’approche participative dans leur organisation et leur fonctionnement et comprenant :

- une instance de conception et de supervision **incluant les élus dont les parlementaires.**
- une instance de gestion, de coordination, de suivi et d’appui des programmes et actions.

Art. 8. – Un protocole d’accord cadre général régira les relations entre le Gouvernement et les partenaires nationaux et internationaux en matière de gestion des risques et des catastrophes nonobstant la conclusion de conventions spécifiques dans le cadre de la coopération régionale et de la coopération décentralisée.

#### **Section 2 Des plans de gestion des risques et des catastrophes.**

Art. 9. – Les plans de gestion des risques et des catastrophes comportent :

- le plan général de gestion des risques et des catastrophes ;
- les plans de soutien destinés aux risques spécifiques ;
- les plans d’organisation des secours, dénommés plan ORSEC ;
- les plans d’urgence.

Ils définissent les orientations et les dispositifs prioritaires à suivre en matière de gestion des risques et des catastrophes, à court, moyen ou long terme.

Art. 10. – Un plan général pour la gestion des risques et des catastrophes est dressé à chaque niveau d’intervention.

Au niveau des communes rurales, ils sont intégrés dans les plans locaux de sécurité et notamment dans le cadre de l’application des dina.

Art. 11. – Un plan de soutien pour chaque risque spécifique tels que les cyclones, les inondations, les sécheresses, les épidémies et pour les autres catastrophes naturelles et un plan de gestion de la sécurité urbaine complètent le plan général visé à l'article 10 ci – dessus.

Chaque Ministre et pour la Province autonome, le responsable désigné par l'autorité provinciale, selon le cas, est responsable de la préparation et de l'exécution des plans de soutien incombant à son département.

Art. 12. – Sous l'autorité du Premier Ministre, le Ministre chargé de l'Intérieur coordonne et contrôle l'exécution des plans de soutien incombant aux divers départements ministériels.

Art. 13. – Au niveau provincial, le Gouverneur ou à défaut le responsable désigné par le Gouvernement **pour exercer la fonction de gouverneur** coordonne et contrôle l'exécution des plans de soutien incombant aux divers responsables concernés ainsi que les plans de gestion de la sécurité urbaine.

Art. 14. – Les plans de gestion des risques et des catastrophes intègrent des plans d'organisation de secours, dénommés plans ORSEC, et des plans d'urgence.

Les plans ORSEC recensent les moyens publics et privés susceptibles d'être mis en œuvre en cas de catastrophe et définissent les conditions de leur emploi par l'autorité compétente pour diriger les secours.

Au niveau national, le Premier Ministre déclenche le plan ORSEC.

Au niveau de la Province Autonome, le Gouverneur ou à défaut le responsable désigné par le Gouvernement déclenche le plan ORSEC.

Au niveau territorial, les autorités administratives compétentes déclenchent les plans ORSEC, les plans d'urgence et les plans de soutien au niveau de leur circonscription respective.

Art. 15. – Au niveau national, le Ministre chargé de l'Intérieur prépare le plan général pour la gestion des risques et des catastrophes visé à l'article 10 ci – dessus et coordonne les moyens publics de secours sur l'ensemble du territoire.

Lorsque les circonstances le justifient, il attribue les moyens publics et privés nécessaires à l'autorité chargée de la direction des opérations de secours.

Art. 16. – Au niveau provincial, le Gouverneur ou à défaut le responsable désigné par le Gouvernement avec le concours du Ministère de l'Intérieur, prépare le plan général pour la gestion des risques et des catastrophes visé à l'article 10 ci – dessus et coordonne les moyens publics de secours.

Il assure la mise en œuvre des moyens de secours publics et privés.

Art. 17. – Au niveau territorial, les Autorités administratives compétentes préparent les mesures de sauvegarde et coordonnent les moyens de secours publics au niveau de leur circonscription respective.

Ils assurent la mise en œuvre des moyens de secours publics et privés.

Art. 18. – Pour l'accomplissement des missions qui leur sont confiées suivant les dispositions des articles 15 à 17 ci – dessus, le Gouverneur ou à défaut le responsable désigné

par le Gouvernement **pour exercer la fonction de gouverneur** au niveau de la province et les autorités administratives compétentes au niveau territorial, chacun en ce qui les concerne, peuvent procéder à la réquisition des moyens privés de secours nécessaires conformément aux lois et règlements en vigueur.

### **Section 3**

#### **Des mécanismes de financement de la gestion des risques et des catastrophes.**

Art. 19. – Les lois de finances annuelles fixent les mécanismes financiers pour la gestion des risques et des catastrophes en fonction de la nécessité de mettre en place notamment au niveau national :

- une allocation budgétaire pour la prévention et la mitigation ;
- un fonds d'intervention d'urgence ;
- une allocation budgétaire pour les travaux de réhabilitation et de reconstruction.

Art. 20. – L'Etat veillera à mettre en place :

- un environnement juridique et financier favorable au développement des systèmes de compensation et d'assurance pour la protection des moyens de subsistance et de production ;
- des mécanismes particuliers d'appui aux initiatives de type communautaire et/ou mutualiste d'assurance et de crédit à la production ;
- des mécanismes financiers spécifiques associant la participation du secteur privé en matière notamment de risques liés à l'industrialisation et aux risques urbains.

Art. 21. – Les comptes relatifs à la gestion des risques et des catastrophes à tous les niveaux d'intervention seront soumis à des contrôles d'audit annuels. Les résultats de ces contrôles feront l'objet de publication au Journal Officiel de la République.

### **Chapitre IV**

#### **Des dispositions finales.**

Art. 22. – Des textes réglementaires seront pris en tant que de besoin, pour préciser les modalités d'application de la présente loi.

Art. 23. – Sont et demeurent abrogées toutes les dispositions antérieures contraires à la présente loi.

Art. 24. – La présente loi sera publiée au Journal Officiel de la République.  
Elle sera exécutée comme loi de l'Etat.

Promulguée à Antananarivo, le 5 Septembre 2003

**Marc RAVALOMANANA**

**REPOBLIKA N'I MADAGASIKARA**  
*Tanindrazana - Fahafahana - Fandrosoana*

-----

**MINISTERE DE L'INTERIEUR**  
**ET DE LA REFORME ADMINISTRATIVE**

-----

**Décret n° 2005 - 866**  
**fixant les modalités d'application de la loi n° 2003 - 010 du 5 septembre 2003**  
**relative à la politique nationale de gestion des risques et des catastrophes**

**LE PREMIER MINISTRE, CHEF DU GOUVERNEMENT,**

Vu la Constitution ;

Vu la loi n° 94-007 du 26 avril 1995 relative aux pouvoirs; compétences et ressources des Collectivités territoriales décentralisées ;

Vu la loi n° 94-008 du 26 avril 1995 fixant les règles relatives à l'organisation, au fonctionnement et aux attributions des Collectivités territoriales décentralisées ;

Vu la loi n° 2003-010 du 5 septembre 2003 relative à la politique nationale de gestion des risques et des catastrophes ;

Vu la loi n°2004-001 du 17 juin 2004 relative aux Régions ;

Vu le décret n°2004-859 du 17 septembre 2004 fixant les règles relatives à l'organisation, au fonctionnement et aux attributions des Régions en application des dispositions transitoires de la loi n° 2004-001 du 17 juin 2004 relative aux Régions ;

Vu le décret n°2005-012 du 11 janvier 2005 portant création des Districts et des Arrondissements administratifs ;

Vu le décret n° 2003-007 du 12 janvier 2003 portant nomination du Premier Ministre, Chef du Gouvernement ;

Vu le décret n° 2003 - 008 du 16 janvier 2003 modifié par les décrets n° 2004-001 du 5 janvier 2004, n° 2004-680 du 5 juillet 2004, n°2004-1076 du 7 décembre 2004, n° 2005-144 du 17 mars 2005, n° 2005-700 du 19 octobre 2005 et n° 2005-827 du 28 novembre 2005 portant nomination des membres du Gouvernement ;

Vu le décret n° 2005-008 du 11 janvier 2005 fixant les attributions du Ministre de l'Intérieur et de la Réforme Administrative ainsi que l'organisation générale de son Ministère ;

Sur proposition du Ministre de l'Intérieur et de la Réforme Administrative ;

En Conseil de Gouvernement,

**DECRETE :**

**Article premier** - Le présent décret fixe les modalités d'application de la loi n° 2003-010 du 5 septembre 2003 relative à la politique nationale de gestion des risques et des catastrophes.

**TITRE PREMIER**

## **Dispositions générales**

**Art. 2** - Au sens du présent décret, on entend par :

Catastrophe : évènement soudain ou progressif, d'origine naturelle ou provoqué par l'homme, dont les impacts sont tels que la communauté affectée se voit contrainte, pour y faire face, de réagir par des mesures exceptionnelles.

Risque : danger plus ou moins probable pouvant créer une situation de vulnérabilité socio-économique et auquel une communauté avec ses biens et son environnement est exposée.

Risque spécifique : catastrophe d'origine naturelle ou technologique susceptible d'affecter tout ou partie du territoire au cours d'une période donnée et qui nécessite pour y faire face l'intervention des organismes d'appui et de secours spécialisés.

Sinistre : fait dommageable pour soi-même ou pour autrui qui affecte autant les personnes que les biens et est susceptible de nuire voire de mettre en péril les conditions d'existence des victimes.

Sinistré : victime d'un évènement catastrophique qui entraîne un préjudice moral, corporel, et matériel de nature à mettre en jeu sa capacité de subsistance et de survie.

Urgence : situation anormale, en cours ou imminente, de quelque nature que ce soit, pouvant affecter ou avoir des impacts néfastes sur la vie de la communauté et nécessitant de mesures spécifiques et des interventions rapides en vue d'en limiter et atténuer les effets.

Fonds de réserve : fonds devant assurer la mise en œuvre des mesures de prévention et de secours.

**Art. 3** - Sont classés risques spécifiques, tels que définis à l'article 2 du présent décret, les cyclones, inondations, incendies, tsunamis, invasions acridiennes, sécheresses, famine, naufrages en mer, accidents aériens, pollutions marines, accidents des mines et des carrières, séismes, accidents et pollutions industriels, épidémies, épizooties et déversements d'hydrocarbures.

Le risque spécifique peut être majeur s'il est de grande ampleur.

**Art. 4** – La Gestion des Risques et des Catastrophes est un processus dynamique commençant bien avant l'avènement de l'évènement et allant au-delà de sa conclusion.

Elle comprend :

- une phase de prévention et de préparation ;
- une phase de gestion des actions de réponse et de réhabilitation.

La phase de prévention et de préparation consiste à :

- identifier, analyser et surveiller les risques et les catastrophes susceptibles de porter atteinte à la sécurité des personnes et des biens ;
- préparer et sensibiliser la population en ce qui concerne les actions de prévention pour faire face aux catastrophes ;

La phase de gestion consiste à :

- définir, mettre en œuvre et coordonner les interventions et les actions de secours des structures territoriales d'intervention concernées ;
- organiser et assurer les secours d'urgence des populations affectées par les catastrophes ;
- mobiliser tous les partenaires techniques et financiers en vue du rétablissement et de la reconstruction ;
- assurer le suivi des opérations.

## **TITRE II**

### **De la gestion des risques et des catastrophes**

#### **Chapitre premier**

#### **Des structures et de l'organisation**

**Art. 5** – Au niveau national, la gestion des risques et des catastrophes est assurée par :

- le Conseil National de Gestion des Risques et des Catastrophes (CNGRC), organe stratégique de conception et de supervision ;
- le Bureau National de Gestion des Risques et des Catastrophes (BNGRC), organe de gestion, de coordination, de suivi et d'appui du CNGRC ;
- les Ministères responsables des risques spécifiques ;
- les organismes d'appui aux activités de réhabilitation d'urgence et structurelle.

Conformément aux dispositions de l'article 7 de la loi n° 2003 – 010 du 05 septembre 2003 relative à la politique nationale de gestion des risques et des catastrophes, il est créé, auprès de la Primature, un organe technique dénommé "Cellule de Prévention et de Gestion des Urgences" (CPGU) chargé d'assister le Premier Ministre, Chef du Gouvernement et le CNGRC dans l'accomplissement de leurs missions de conception, d'élaboration de stratégie et d'évaluation en matière de gestion des risques et des catastrophes.

L'organisation, le fonctionnement et les attributions de la CPGU sont fixés par décret du Premier Ministre, Chef du Gouvernement.

**Art. 6** - Le Conseil National de Gestion des Risques et des Catastrophes est composé :

- du Premier Ministre, Chef du Gouvernement, Président ;
- du Ministre chargé de l'Intérieur, Vice-Président ;



- des autres Membres du Gouvernement concernés par les risques spécifiques prévus à l'article 3 du présent décret.

Il se réunit tous les trois mois et chaque fois que les circonstances l'exigent sur convocation de son Président.

Toutefois, suivant les urgences et pour plus de célérité, le Président du Conseil National de Gestion des Risques et des Catastrophes peut ne convoquer que les membres relevant du ou des secteurs directement concernés par le sinistre.

La Cellule de Prévention et de Gestion des Urgences assiste aux réunions du CNGRC.

**Art. 7** – La gestion des risques spécifiques tels qu'énumérés à l'article 3 du présent décret relève :

- du Ministère chargé de l'Intérieur pour les cyclones, inondations, incendies, tsunamis, sécheresses et famines ;
- du Ministère chargé de l'Agriculture et de l'Elevage pour les invasions acridiennes et épizooties de grande ampleur ;
- du Ministère chargé de la Santé pour les grandes épidémies en matière de santé humaine ;
- du Ministère chargé de l'Environnement pour les pollutions marines et déversements d'hydrocarbures ;
- du Ministère chargé des Transports pour les naufrages en mer et accidents aériens majeurs ;
- du Ministère chargé de l'Industrie pour les accidents et pollutions industriels ;
- du Ministère de l'Energie et des Mines pour les accidents des mines et des carrières.

En cas de survenance de nouveau risque spécifique non prévu au présent article, il appartient au Ministère concerné de prendre les dispositions nécessaires.

**Art. 8** – Chaque Ministère concerné par les risques spécifiques se charge de toutes les mesures de prévention et de secours ainsi que des mécanismes d'intervention en cas de sinistre.

Il peut faire appel aux autres Ministères, Organisations non gouvernementales ou organismes spécialisés en tant que de besoin.

Il fixe par voie réglementaire l'organisation et le fonctionnement de la structure à mettre en place en vue de la prévention et de la gestion des risques spécifiques.

**Art. 9** – Le Conseil National de Gestion des Risques et des Catastrophes dispose d'un Bureau National de Gestion des Risques et des Catastrophes (BNGRC) rattaché à la Primature. Il est dirigé par un Secrétaire Exécutif.

Le BNGRC comprend :

- une Direction des Affaires administratives et Financières ;
- une Direction des Opérations, des Informations et des Communications.

Un Adjoint assiste le Secrétaire Exécutif dans l'exercice de ses fonctions.

Le Secrétaire Exécutif d'une part, son Adjoint et les Directeurs d'autre part ont respectivement rang de Directeur Général et de Directeurs de Ministère.

L'organisation et le fonctionnement du BNGRC sont fixés par voie réglementaire du Premier Ministre, Chef du Gouvernement.

Le Secrétaire Exécutif du BNGRC assiste aux réunions du CNGRC et en assure le secrétariat.

**Art. 10** – Pour les autres niveaux, les structures territoriales d'intervention, en matière de gestion des risques et des catastrophes sont :

- le Comité Provincial de Gestion des Risques et des Catastrophes, au niveau des Provinces ;
- le Comité Régional de Gestion des Risques et des Catastrophes, au niveau des Régions;
- le Comité de Gestion des Risques et des Catastrophes au niveau des Districts ;
- le Comité Communal de Gestion des Risques et des Catastrophes, au niveau des Communes ;
- l'équipe locale de secours au niveau des Fokontany.

**Art. 11** – Au niveau de la Province, de la Région et des Districts, le Comité est composé de :

- Président : l'autorité administrative territorialement compétente ;
- Membres :
  - les autorités administratives des Collectivités territoriales décentralisées concernées ;
  - les chefs des Services déconcentrés implantés dans la circonscription ou leurs représentants ;
  - des représentants des partenaires techniques et financiers implantés dans la circonscription ;
  - des représentants des Organisations non gouvernementales et des Organismes de la Société Civile implantés dans la localité.

**Art. 12** - Les Chefs de Province, de Région et de District fixent par voie d'arrêté les attributions et les missions desdits Comités, à chaque niveau, compte tenu des spécificités territoriales.

**Art. 13** - Au niveau des Communes, le Comité est composé de :

- Président : le Maire ;

- Membres :
  - le Président du Conseil municipal ou communal ;
  - le Chef d'Arrondissement ;
  - les Chefs des services déconcentrés implantés dans la circonscription ;
  - le Chef de Fokontany du chef lieu de Commune ;
  - les notables ;
  - un représentant des Organisations non gouvernementales de la localité ;
  - un représentant des Organismes de la Société Civile de la localité.

**Art. 14** - Les autorités administratives territorialement compétentes au niveau des Provinces, des Régions, des Districts et des Communes fixent par arrêté les attributions, l'organisation et le fonctionnement de ces Comités en tenant compte de l'existence en leur sein d'une instance de conception et de supervision d'une part et d'une instance de gestion et d'appui aux actions d'autre part conformément à l'article 7 de la loi n° 2003-010 du 5 septembre 2003 relative à la politique nationale de gestion des risques et des catastrophes.

Les parlementaires sont membres de l'instance de conception et de supervision.

**Art. 15** – Au niveau des Fokontany, l'équipe locale de secours est composée au maximum de sept membres dont :

- Président : le Chef de Fokontany ;
- Membres :
  - un représentant du Comité du ressort territorial ;
  - un notable de la localité ;
  - un animateur en matière de mobilisation sociale ;
  - un représentant de la population concernée ;
  - un représentant des Organisations non gouvernementales de la localité ;
  - un représentant des Organismes de la Société Civile implantés dans la localité.

La nomination des membres de l'Equipe locale de secours est constatée par arrêté du Maire.

**Art. 16** – En tant que de besoin, dans l'exécution de leurs missions, les Comités provinciaux, régionaux, de District et communaux peuvent faire appel à des organismes spécialisés ou à d'autres personnalités en raison de leurs compétences ou de leurs connaissances particulières.

**Art. 17** – Dans la réalisation de leurs missions respectives dans le cadre de la gestion des risques et des catastrophes et selon les dispositions de l'article 18 de la loi n°2003-010 du 5 septembre 2003 relative à la politique nationale de gestion des risques et des catastrophes, les autorités administratives territorialement compétentes

sont habilitées à réquisitionner les moyens privés de secours conformément aux lois et règlements en vigueur.

## **Chapitre II Des missions et des attributions**

### **Section première Du Conseil National de Gestion des Risques et des Catastrophes**

**Art. 18** - Le Conseil National de Gestion des Risques et des Catastrophes intervient dans l'organisation de la protection de la population et de l'environnement en cas de survenance de catastrophe.

**Art. 19** - Le Conseil National de Gestion des Risques et des Catastrophes :

- définit la stratégie nationale relative à la gestion des risques et des catastrophes ;
- fixe la politique nationale en matière de gestion des risques et des catastrophes ;
- assure la planification, la supervision et l'évaluation de la mise en œuvre de la stratégie nationale de gestion des risques et des catastrophes ;
- procède à la déclaration de sinistre au niveau national ;
- se charge de la mobilisation des appuis émanant des partenaires nationaux et internationaux.

### **Section 2 Du Bureau National de Gestion des Risques et des Catastrophes**

**Art. 20** – Le BNGRC est l'organe de gestion, de coordination, de suivi et d'appui du CNGRC chargé de la prévention des sinistres, de l'organisation et de la gestion des secours d'urgence.

A cet effet, il est chargé de :

- la préparation du plan général de gestion des risques et des catastrophes ;
- la mise en œuvre des plans de gestion des risques et des catastrophes ;
- la centralisation de toutes les informations se rapportant aux sinistres et aux besoins urgents émanant des structures décentralisées d'intervention ;
- l'analyse et la synthèse des informations se rapportant aux sinistres à communiquer au CNGRC. La Présidence de la République en reçoit copie ;
- la réception et la comptabilisation des aides et dons, en nature et/ou en numéraire, provenant tant de l'intérieur que de l'extérieur ;

- la coordination de leur distribution aux sinistrés ;
- l'appui aux structures territoriales d'intervention et aux Ministères chargés des risques spécifiques ;
- la centralisation des différents plans se rapportant à la gestion des risques spécifiques ;

### **Section 3**

#### **Des Ministères chargés des risques spécifiques**

**Art. 21** – Chaque Ministère concerné par les risques spécifiques est chargé de :

- la définition des mesures de prévention à prendre pour faire face aux éventuels sinistres ;
- l'exécution des actions d'intervention et de secours avec l'appui du BNGRC.

Il décide de l'opportunité de mettre en place des structures de veille et d'intervention partout où besoin sera.

Dans tous les cas, il peut faire usage en tant que de besoin des structures territoriales d'intervention dans l'exécution de ses missions.

Un compte-rendu détaillé des actions menées est adressé à la Présidence de la République et au Premier Ministre, Chef du Gouvernement. Le BNGRC en reçoit copie.

**Art. 22** – Les structures territoriales d'intervention mettent en œuvre les plans de gestion des risques et des catastrophes relevant de leurs missions et attributions respectives et prennent les mesures de prévention appropriées ainsi que les dispositifs de secours d'urgence dès constatation ou déclaration de la situation de catastrophe.

### **Section 4**

#### **Des structures territoriales d'intervention**

**Art. 23** – Au niveau provincial, le Comité provincial de gestion des risques et des catastrophes appuie les autres structures territoriales d'intervention et assure le suivi et l'évaluation de leurs activités.

Il apporte sa contribution financière aux actions de prévention et d'intervention dans la mesure de ses possibilités.

**Art. 24** - Au niveau régional, le Comité régional de gestion des risques et des catastrophes assure :

- l'établissement et la mise en œuvre du plan régional de gestion des risques et des catastrophes ;

- le renforcement des capacités institutionnelles ainsi que la mobilisation des Communes dans la prévention et la mitigation des catastrophes ;
- la prise en charge, l'organisation et la coordination des activités de prévention et de secours avec le concours du BNGRC.

Les actions d'intervention et de secours sont focalisées au niveau de la Région.

**Art. 25** – Au niveau des Districts, le Comité se charge de l'acheminement des aides et dons destinés aux Communes et Fokontany ainsi que du contrôle de leur distribution aux sinistrés.

Il adresse aux échelons supérieurs un compte-rendu détaillé y afférent.

**Art. 26** - Au niveau des Communes, le Comité assure l'acheminement des aides et dons destinés aux sinistrés.

Un compte-rendu des opérations est adressé aux échelons supérieurs.

**Art. 27** - Au niveau des Fokontany, les équipes locales de secours sont chargées de réceptionner les aides et dons destinés aux sinistrés de leur localité et de procéder à leur répartition.

### **Chapitre III**

#### **Des plans et des procédures d'intervention**

#### **Section première**

##### **Des différents plans**

**Art. 28** - Conformément aux dispositions de l'article 9 et suivants de la loi n° 2003-010 du 5 septembre 2003 relative à la politique nationale de gestion des risques et des catastrophes, il est établi par les autorités administratives concernées et par niveau d'intervention :

- un plan général des risques et des catastrophes ;
- des plans de soutien destinés aux risques spécifiques ;
- un plan d'organisation de secours dénommé "plan ORSEC" ;
- des plans d'urgence.

Chaque catégorie de plan se réfère au plan général de gestion des risques et des catastrophes qui constitue le plan national. Le plan général est arrêté par le Premier Ministre, Chef du Gouvernement, Président du Conseil National de Gestion des Risques et des Catastrophes.

Les plans d'urgence prévoient les premières mesures à prendre pour faire face aux situations d'urgence dans l'immédiat.

**Art. 29** – Chaque Ministère membre du Conseil National de Gestion des Risques et des Catastrophes doit établir un plan de soutien et un plan d’urgence pour chaque type de risque spécifique.

**Art. 30** – Toute société, entreprise et organisme, publics ou privés, ainsi que tout établissement dont les activités présentent des risques certains en cas d'accident, sont soumis à l'obligation d'établir un plan de soutien et un plan d'urgence pour chaque type de risque conformément aux obligations générales prescrites par les conventions et traités internationaux ainsi qu'aux dispositions législatives et réglementaires en vigueur.

Ces plans doivent être conformes aux normes sécuritaires requises pour chaque type d'activités et sont déposés au BNGRC après avoir obtenu les visas du Ministère dont relève le domaine d'activité du secteur concerné. Ils font l'objet de réactualisation périodique en tant que de besoin.

Le BNGRC en informe les structures territoriales d'intervention concernées et leur transmet copie desdits plans.

**Art. 31** – Les autorités administratives territoriales en collaboration avec les Maires sont également tenues d'établir des plans de gestion de sécurité urbaine à l'appui des plans cités à l'article 28 ci-dessus.

## **Section 2**

### **Des procédures d'intervention**

**Art. 32** – Outre les mesures générales de prévention et de mitigation contenues dans les différents plans cités ci-dessus, quatre phases d'alerte sont, au moins, à observer en cas de catastrophe :

- une phase d'avis d'avertissement annonçant à la population l'éventualité des risques et des catastrophes ;
- une phase d'avis de menace indiquant à la population la réalité des risques et des catastrophes;
- une phase d'avis de danger imminent notifiant la population de la survenance des catastrophes à très court terme,
- une phase d'avis de fin de danger informant la population de la cessation de la menace.

Ces phases varient selon la nature et le degré de menace que représente le risque encouru.

**Art. 33** - Dans la gestion des risques et des catastrophes, les interventions s'effectuent en trois étapes :

- les préventions en période normale ;
- les secours et les réhabilitations d'urgence ;
- les réhabilitations structurelles.

Les préventions en période normale consistent à :

- adopter les mesures structurelles de sauvegarde contre chaque risque spécifique ;
- sensibiliser, informer et éduquer la population sur les mesures à prendre ;
- préserver les communautés humaines, leur environnement naturel, social et économique des impacts des risques et des catastrophes quelle qu'en soit la nature ;
- mettre en place les dispositifs de sécurité et d'urgence surtout dans les zones à hauts risques ;
- recenser et préparer les moyens prévus pour les secours et la sauvegarde ;
- traiter les informations et préparer les réponses aux catastrophes ;
- dispenser une formation appropriée aux personnels affectés à la protection civile et aux secours à apporter à chaque niveau d'intervention ;
- tester périodiquement, avec la population et les divers intervenants, l'efficacité et l'opérationnalité des dispositifs mis en place ;
- prendre en compte les informations disponibles.

Les activités de secours et de réhabilitation d'urgence consistent à :

- mettre en oeuvre le plan d'organisation des secours dénommé plan ORSEC, les plans d'urgence et les plans de soutien, après que l'alerte ait été déclenchée ;
- assurer l'évacuation et l'hébergement des sinistrés ;
- pourvoir aux besoins minima vitaux des sinistrés entre autres en vivres, effets vestimentaires et soins médicaux ;
- remettre en état les infrastructures et/ou assurer le fonctionnement des services de base afin de permettre un retour progressif à la vie normale.

Les réhabilitations structurelles concernent les travaux de réhabilitation ou de construction des infrastructures socio-économiques.

**Art. 34** – Les interventions en matière de gestion des risques et des catastrophes couvrent :

- La période de prévention :
  - étape de prévision à long terme ;
  - étape de mise en garde et de préparation.
- La période de secours d'urgence :
  - étape de centralisation et de traitement des informations ;
  - étape des actions de secours d'urgence.
- La période post événement : étape d'évaluation et d'appréciation des dégâts subis en vue de la saisine des Ministères et organismes spécialisés et de l'appel des partenaires bilatéraux et multilatéraux.

**Art. 35** - L'intervention des organismes spécialisés couvre :



- la période de réhabilitations d'urgence des infrastructures permettant un retour à la vie normale ;
- la période de réhabilitations structurelles ou de constructions pour le développement.

### **TITRE III**

#### **Dispositions financières**

**Art. 36** – Le Premier Ministre, Chef du Gouvernement est l'ordonnateur principal des fonds, objets et matières du Conseil National de Gestion des Risques et des Catastrophes.

Le Ministre chargé de l'Intérieur, Vice-Président du CNGRC, reçoit délégation du Premier Ministre, Chef du Gouvernement, avec faculté de subdélégation, dans la gestion de ces fonds, objets et matières du CNGRC.

**Art. 37** - Les ressources du Conseil National de Gestion des Risques et des Catastrophes proviennent de :

- allocation budgétaire de l'Etat ;
- subvention de l'Etat ou des Collectivités publiques ;
- dons en nature ;
- fonds collectés ou attribués tant de l'intérieur que de l'extérieur ;
- fonds alloués par les Fondations.

Les dépenses du Conseil National de Gestion des Risques et des Catastrophes comportent l'ensemble des charges liées :

- au fonctionnement du Conseil National et du Comité chargé de la Gestion des Risques et des Catastrophes;
- aux dépenses engagées dans les différentes phases de gestion des risques et des catastrophes.

Ces deux catégories de dépenses font l'objet de comptabilisation distincte.

**Art. 38** - Le Conseil National de Gestion des Risques et des Catastrophes dispose d'un fonds de réserve composé des fonds provenant de l'Etat et de ceux provenant de sources diverses qui sont versés dans un compte particulier du trésor.

Compte tenu de la nature de ses missions et de ses activités, le Conseil National de Gestion des Risques et des Catastrophes est autorisé à :

- ouvrir un compte bancaire qui recevra les dons en espèces ou chèques. Tout retrait de fonds n'est autorisé que sous la signature du Ministre chargé de l'Intérieur, Vice-Président du CNGRC ;
- détenir et à gérer une caisse d'avance, renouvelable dont le montant est fixé par arrêté conjoint du Ministre chargé des Finances. Ladite caisse d'avance est gérée par le Secrétaire Exécutif du BNGRC.

Tout retrait de fonds doit être signé conjointement par l'ordonnateur ou son délégataire et le Secrétaire Exécutif du BNGRC.

Toutes les opérations comptables doivent être appuyées de pièces justificatives nécessaires.

**Art. 39** - La gestion administrative, comptable et financière du BNGRC est soumise au contrôle des juridictions compétentes.

En outre, les comptes de gestion annuels en matière de gestion des risques et des catastrophes font l'objet d'audit externe. Lesdits comptes de gestion assortis du rapport annuel d'activités et du rapport d'audit sont présentés et soumis à l'approbation du Conseil National de Gestion des Risques et des Catastrophes avant leur publication au *Journal Officiel* de la République.

**Art. 40** - Si les conventions et les accords cadres le prévoient, les denrées périssables et les produits dont les délais d'utilisation ou de stockage sont limités peuvent faire l'objet de cession.

Les produits desdites cessions sont versés au compte du Conseil National de Gestion des Risques et des Catastrophes.

**Art. 41** - Des fonds destinés à des activités spécifiques peuvent être affectés par le Conseil National de Gestion des Risques et des Catastrophes aux structures territoriales d'intervention.

Le Président du Comité concerné est l'ordonnateur gestionnaire de ces fonds.

Annuellement et par type d'activités, la structure concernée doit établir un rapport annuel et/ou spécial, selon le cas, appuyés des pièces justificatives de l'utilisation des fonds alloués et/ou détenus.

**Art. 42** – Le BNGRC rend compte de sa gestion et de ses activités par un rapport annuel et un rapport spécial pour chaque type d'activités, au Conseil National de Gestion des Risques et des Catastrophes et à la Présidence de la République.

Les structures territoriales d'intervention, par niveau, sont soumises aux mêmes obligations, à l'égard de leurs échelons supérieurs respectifs et du BNGRC.

**Art. 43** – Conformément aux dispositions législatives et réglementaires, toute société, entreprise et organisme, publics ou privés, ainsi que tout établissement soumis aux obligations prévues par l'article 30 ci-dessus, doivent, chacun en ce qui le concerne, prévoir et mettre en place un fonds d'intervention pour faire face aux éventuelles catastrophes.

En cas de survenance des risques et des catastrophes, l'Etat contribue à la consolidation de ces fonds et appuie ces organismes au cours des interventions.

## **TITRE IV**

### **Dispositions diverses et finales**

**Art. 44** – Des textes réglementaires compléteront en tant que de besoin le présent décret.

**Art. 45** – Toutes dispositions antérieures contraires au présent décret sont et demeurent abrogées, notamment le décret modifié n° 85-029 du 13 février 1985 relatif à l'intervention du pouvoir central et des collectivités décentralisées en cas de cataclysme et le décret n° 84-443 du 14 décembre 1984 portant création et fixant les attributions du Comité National de Coordination des travaux de réhabilitation des dégâts causés par le cataclysmes.

**Art. 46** - Le Ministre de l'Intérieur et de la Réforme Administrative, le Ministre des Transports et des Travaux Publics, le Ministre de la Défense Nationale, le Ministre des Affaires Etrangères, le Ministre de la Santé et du Planning Familial, le Ministre de la Population, de la Protection Sociale et des Loisirs, le Ministre des Télécommunications, des Postes et de la Communication, le Ministre de l'Economie, des Finances et du Budget, le Ministre de la Décentralisation et de l'Aménagement du Territoire, le Secrétaire d'Etat auprès du Ministère de l'Intérieur et de la Réforme Administrative chargé de la Sécurité Publique sont chargés, chacun en ce qui le concerne, de l'exécution du présent décret qui sera publié au *Journal Officiel* de la République.

Fait à Antananarivo, le 20  
décembre 2005

**Par LE PREMIER MINISTRE,  
CHEF DU GOUVERNEMENT**  
Le Ministre de l'Intérieur  
et de la Réforme Administrative  
Le Général de Corps d'Armée  
Charles RABEMANANJARA  
Le Ministre de la Santé et du  
Planning Familial  
Robinson Richard JEAN-LOUIS  
Le Ministre des Télécommunications,  
des Postes et de la Communication  
Bruno Ramarason  
ANDRIANTAVISON  
Le Ministre de la Décentralisation  
et de l'Aménagement du Territoire  
Jean Angelin RANDRIANARISON

**Jacques SYLLA**

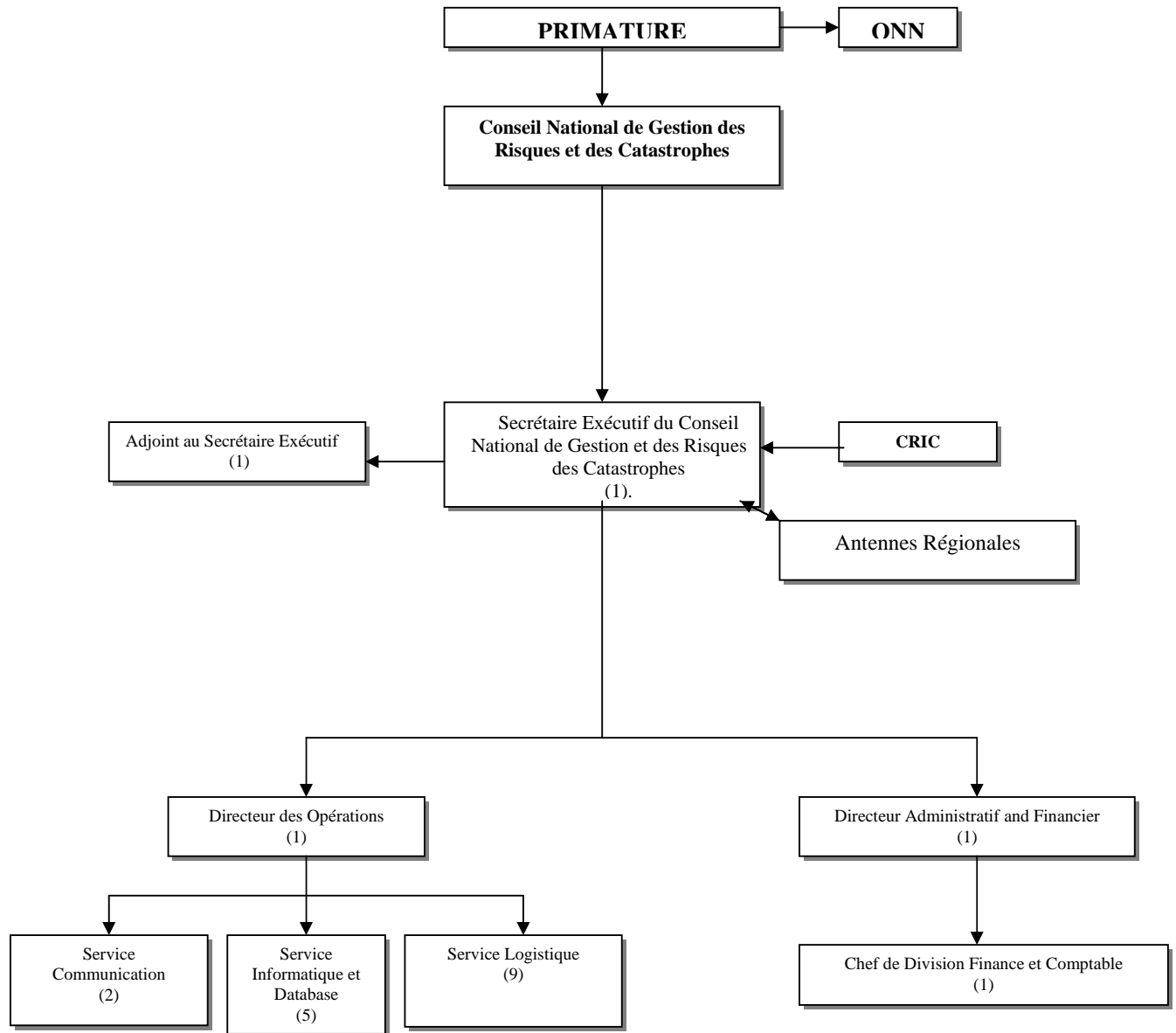
**Le Ministre des Transports  
et des Travaux Publics**  
Rolland RANDRIAMAMPIONONA

**Le Ministre de la Population,  
de la Protection Sociale et des Loisirs**  
ZAFILAZA

**Le Ministre de l'Economie,  
des Finances et du Budget, p.i.**  
Haja Nirina RAZAFINJATOVO

**Le Secrétaire d'Etat auprès du  
Ministère de l'Intérieur et de la  
Réforme Administrative chargé de la  
Sécurité Publique**  
Lucien Victor RAZAKANIRINA

CNS ORGANIGRAMME



--	--	--	--	--

## CAPACITY BUILDING ACTIVITIES

Partner	Activities	Region	Period	Amount
UNDP	Communication equipment; IT equipment Elaboration of the Stratégie Nationale de Gestion des Risques et des Catastrophes	National, provincial, district and communal level	1999-2000	40,456,578 Ar
		National, provincial, district and communal level	2000-2003	88,586 USD
	IT equipment, vehicles, motorcycles, office furniture bureau			101,677 USD
	Training of trainers (ToT), training workshops, management training for CNS staff, meetings, conferences			267,116 USD
	Consultancy for a study on risk and vulnerability, preparation of provincial plans, establishment of provincial structures, setting up network and CNS website			29,000 USD
	Awareness raising, training on concept of Disaster Risk Management, assistance to CNS to develop planning tools for local initiatives			6,500 USD
	Annual updating of information program and ToT			5,000 USD
	Setting up a computer network			3,500 USD
	Evaluation of existing early warning systems			29,300 USD
	Purchase of communication equipment (radio, IMMARSAT, dictaphone)			6,000 USD
	Elaboration, production and dissemination of CNS brochures on disaster prevention and mitigation			4,750 USD
	Development of tools for rapid damage and needs assessment (fiche EIMA, finalizing of overflight guide)			15,000 USD*
	Development of manual for early warning, printing and dissemination			

<b>UNICEF</b>	Training of trainers in each province on disaster risk management and the fight against cholera	Antananrivo, Mahajanga, Toliara	2001	22,149 EURO
	Training of trainers in each district on disaster risk management and the fight against cholera	Toamasina, Fianarantsoa	2002	11,164 EURO
	Putting in place a legal framework and operationalizing the national, regional and local GRC structures	National, regional and local	2003	15,786 EURO
	Evaluation workshop on disaster risk management	Vatomandry	2004	3,214 USD
	Training on GRC and elaboration of contingency plans	Region Melaky (Maintirano)	2006	7,143 USD
	Workshop for setting up database		2006	
	Consultation for evaluating CNS needs and warehouse capacity	5 regions	2006	
	Updating of CNS website		2006	Tender in process
<b>UNESCO</b>	Production of school material for natural disaster education	Regions at risk	2006	6,000 USD
	Training and assistance to produce coastal inundation maps			10,000 USD*
	Staff training			10,000 USD*
<b>WMO</b>	Technical assistance in developing national plans			30,000 USD*
<b>WFP</b>	EFSA training	CNS, CARE	2006	Funded by WFP HQ
	Training for conducting CFSVA survey			7,000 USD
<b>UN/OCHA</b>	Development of early warning system and contingency plan at national, regional, and district levels. Development of tools for contingency planning			20,000 USD*
	Evacuation exercise			30,000 USD*
	Evaluation of the developed contingency plan and response system at national and district levels			10,000 USD*
<b>IFRC</b>	Printing of tools to integrate tsunami and other related risks in school curriculum and in non-formal education			50,000 USD*

	Training for (i) media at national and rural levels; and (ii) teachers and local leaders			20,000 USD*
<b>UNEP</b>	Development of bathymetry map			10,000 USD*
	Training of national expert on assessment of environmental flashpoints			20,000 USD*
<b>World Bank</b>	Technical assistance for seismic and oceanographic equipment for IOGA and NMS			750,000 USD*
	Early Warning Equipment for the CNS			500,000 USD*
<b>French Cooperation</b>	Technical assistance to the staff of Civil Protection ; equipment; training; infrastructure	National, regional	2002-2003	780,000 EURO
<b>Japanese Cooperation (JICA)</b>	Communication equipment (BLU)	Regions at risk	2006	1,237,727 USD
	Vehicles; Equipment	Regions at risk	2006	600,432 USD
<b>GTZ</b>	Currently preparing a project on environment and disaster risk reduction			
<b>CARE</b>	Training on ArcView and ACCESS software		2005 – 2007	303,000 USD
	Transfer of skills for managing the Système d'Information sur les Risques et Catastrophes (SirCat) (Analysis of indicators, Profile of communes, SNAP, SIC, SUMA and MORC (Message Officiel sur les Risques et Catastrophes)			
	Technical assistance to EIMA process and procedures			
<b>Indian Ocean Commission</b>	Training of 50 volunteer first aid specialists	Antananarivo and Toamsina	2003	686,040 EURO
<b>UNOPS</b>	Workshop for local authorities on the elaboration of the tsunami manual	Analanjirofo, Atsinanana, Vatovavv Fitovinany and Analamanga	2006	17,050 USD
	Workshop for teachers and students on the elaboration of the tsunami manual	Regions Atsinananaet Antananarivo		17,993 USD

\* Proposed activities and budget under the Madagascar National Plan on Strengthening National Capacities for Tsunami Early Warning and Response Systems



## BUDGET

Activity #	Description of activity	Needed expertise	Total
1	Institutional framework	0	0
2 and 3	Harmonize early warning systems with institutional framework and agree on indicators and methods	Two months international facilitator (if needed)	USD 25,000
4	Technical assistance	18 months international staff	USD 250,000
5	Regional workshops	National facilitator four months national consultancy	USD 9,000
		22 Workshops	USD 66,000
6	Study Trip to SADC country for 10 people	6 days in SADC country	USD 15,000
7	Pilot project at district level	8 UNVs	USD 50,000
8	Development of EFSA standard questionnaires and procedures to trigger an EFSA	Two months international consultancy	USD 25,000
9	Rapid damage assessment training	Training of 40 nationals	USD 6,000
		Equipment for 20 people	USD 22,000
		Practical training (renting of helicopters)	USD 7,000
10	EFSA Training	International consultant to conduct and supervise training	USD 45,000
		Training and equipping 60 nationals	USD 30,000
11	Rapid qualitative food insecurity monitoring	Training of 300 communal information agents (9 workshops)	USD 30,000
<b>TOTAL</b>			<b>USD 580,000</b>
WFP staff in CO		National capacity building officer (2 years)	USD 30,000

## LOGICAL FRAMEWORK

	Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Important Assumptions
Goal	Better emergency needs assessment and preparedness at the national and regional level			
Objective	Development of national capacity for emergency needs assessment and preparedness		Institutional, organizational, and individual capacities developed	<i>Political will Support of CRIC Resource mobilization Sustained commitment by UN agencies</i>
Output 1	Improved institutional framework for emergency needs assessment and preparedness	National consultants	Clear and officially published institutional framework; early warning systems are in-line with institutional framework and have an agreed upon methodology	<i>Political will Support of CRIC Collaboration among Early Warning Systems</i>
Activity 1	Clarify institutional framework and revise it in line with the MAP		Institutional framework clarified and published officially	<i>Political will Support of CRIC</i>
Activity 2	Harmonize early warning information systems with institutional framework	National consultant	SNAP, SIRSA, FSM-SS streamlined and harmonized with revised institutional framework	<i>Commitment of CNS, CRIC</i>
Activity 3	Agree on methodology (indicators and remuneration)	National consultant	Agreement reached on number of indicators, method of selecting them and remuneration of information agents at the local level	<i>Commitment of CNS, CRIC</i>
Output 2	Improved organizational framework for emergency needs assessment and preparedness	International/national consultants, UNVs, study trip, regional workshops	Procedures in place, contingency plans updated, strategy operational	<i>Commitment of CNS, Commitment of Heads of Regions Resource mobilization</i>
Activity 4	Provide international technical assistance to CNS	International consultant	Strategy operationalized Improved coordination Increased resource mobilization Emergency procedures in place	<i>Resource mobilization</i>
Activity 5	Kick-start the Comités at the Regional level	National facilitator 22 regional workshops	Regional contingency plans updated and operational Comités at the regional level functional	<i>Commitment of Heads of Regions</i>
Activity 6	Organize study trip to SADC country for CNS officials	Study trip	10 CNS officials exposed to a good practice in the region	<i>Support from RVAC, NVAC and WFP CO in selected country</i>
Activity 7	Pilot emergency needs assessment and preparedness at district level	8 UNVs to implement pilot project	8 districts have processes and procedures in place to better respond to an emergency	<i>Recruitment of UNV Careful selection of pilot communes Commitment of Head of Region and District</i>
Activity 8	Develop EFSA standard questionnaires and trigger procedures for carrying out an EFSA	International consultant	EFSA standard questionnaires developed and tested; procedures to trigger an EFSA at the national/regional level put in place	<i>Identification of international consultant</i>
Output 3	Improved human capacity for emergency needs assessment and preparedness	Training workshop, consultants, equipment	National teams in place to respond to slow and sudden onset shocks	<i>Resource mobilization</i>
Activity 9	Provide initial multisectoral investigation training	Training workshop Consultant Field exercise Equipment	40 investigators trained and equipped	<i>Resource mobilization</i>
Activity 10	Organize EFSA training	Training workshop Consultant Field exercise	60 enumerators trained National Team with diverse expertise trained	<i>Funding from SENAC</i>
Activity 11	Provide rapid qualitative monitoring training	Training workshops in 9 regions	~300 SIRSA information agents trained	<i>EU support SIRSA interest</i>