

EARLY ACTION PROTOCOL SUMMARY

Madagascar | Cyclone

16/09/2025



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EAP No: EAP2025MG01	Early action lead time: 3 days	Operation No: MDRMG025
EAP approved: 19 September 2025	EAP timeframe: 5 Years	Operational timeframe: 3 Months

Budget: 890.787 CHF
To assist: 25.000 people

SUMMARY OF THE EARLY ACTION PROTOCOL



The IFRC Disaster Response Emergency Fund (DREF) has approved a total of **CHF 890.787** for the implementation of the Malagasy Red Cross's Cyclone EAP. The approved amount consists of an allocation of **CHF 546.835** for readiness and prepositioning and **CHF 345.952** allocated to implement early actions once the defined triggers are met.

Allocations are made from the Anticipatory Pillar of the DREF, under the DREF appeal code MDR00001. Unearmarked contributions to DREF are encouraged to guarantee enough funding is available for the Early Action Protocols being developed.

Madagascar is one of the most disaster-prone countries in the world, regularly impacted by tropical cyclones, floods, droughts, and other hazards. Among these, cyclones are the most critical, responsible for about 85% of annual disaster losses. On average, the country experiences 1.5 cyclones per year, with each major event affecting approximately 700,000 people. Cyclones generate strong winds, flooding, and storm surges, causing widespread destruction of housing, infrastructure, and livelihoods. Vulnerabilities are exacerbated by poverty, fragile infrastructure,

and climate change.

The EAP was developed through a collaborative process led by the Malagasy Red Cross (CRM) with support from IFRC, BNGRC, and international partners. It aligns with the National Risk and Disaster Management Strategy (SNGRC) and the national contingency plan. The process included risk analysis, impact prioritization, stakeholder consultations, and lessons from past cyclones. Technical working groups and sector coordination bodies (shelter, anticipatory action) supported the design, with tools like QGIS used to map intervention areas.

From a national population of over 25 million, 18 highly vulnerable regions (covering nearly 70% of households) were prioritized. Ultimately, 5,000 households—around 25,000 people—will directly benefit from the EAP. Early actions (such as awareness campaigns, evacuation site support, and distribution of standardized shelter kits) are designed to benefit broader at-risk communities beyond those directly targeted.

The EAP focuses on reducing cyclone-related impacts, notably:

- Loss of lives and injuries from collapsing structures, flying debris, and floods
- Displacement and homelessness due to destroyed housing.
- Disruption of essential infrastructure (roads, water, power, schools, health services).
- Food insecurity caused by destruction of rice fields, cash crops, and fisheries.
- Secondary health risks such as waterborne diseases in overcrowded evacuation sites

The EAP relies on forecasts from Météo Madagascar (DGM), RSMC La Réunion, and ECMWF. Forecast skill is informed by global ensemble models, with a typical 3-day track error of about 200 km.

Pre-activation occurs up to 7 days before landfall when there is >50% probability of a tropical storm reaching Madagascar. Full activation is triggered 48–72 hours before expected landfall if wind speeds exceed 118 km/h. This provides a short but critical window for anticipatory actions.

OPERATIONAL STRATEGY

1. Who will implement the EAP - The National Society

The Malagasy Red Cross (CRM), recognized as auxiliary to public authorities, has extensive disaster management experience. It co-leads the national shelter sector group and relies on a wide network of regional and local branches, supported by trained volunteers and institutional mechanisms for preparedness and response.

CRM can mobilize volunteer networks and staff, reinforced by a 2024 capacity assessment that categorized branch readiness. Financial arrangements allow advance funding for readiness and early actions. CRM maintains a nationwide footprint, particularly in the 18 cyclone-prone regions covering nearly 70% of households, enabling timely activation and rapid community mobilization.

Key measures include orientation of staff and volunteers, branch action plans, community preparedness campaigns, volunteer insurance, advocacy and coordination with authorities, and repositioning of standardized shelter kits (Carpenter and Hosting Site kits).

As a Partner National Society support, the German Red Cross (GRC) provides technical assistance, human resources, and coordination support, complemented by expertise from the Red Cross Red Crescent Climate Centre:

- CRM: leads early action implementation, volunteer deployment, and local coordination.
- PNS: supplies technical and operational support, facilitates partnerships.
- IFRC: provides strategic guidance, mobilizes resources, and ensures alignment with Movement strategies, including co-leading the shelter cluster.

2. How the EAP will be activated – The Trigger

Threshold for activation:

- Pre-activation: Triggered when at least one forecast from Météo Madagascar (DGM), RSMC La Réunion, or ECMWF shows a >50% chance of tropical cyclone landfall (tropical storm strength or higher) within the next 7 days
- Activation: Triggered if DGM forecasts landfall of a tropical cyclone with wind speeds above 118 km/h within 48–72 hours

Analysis of NOAA cyclone track data (1985–2022) shows a 1-in-5-year sustained wind speed event estimated at 151 km/h. Adjusted for regional standards, the threshold aligns with a tropical cyclone return period of approximately 4–5 years. Between 2010 and 2023, 9 cyclones reached this threshold in Madagascar.

The CRM Disaster Manager leads activation decisions, in coordination with the Secretary General of CRM. Decisions also consider expert judgment if criteria are not fully met but vulnerabilities are high.

Stop Mechanism:

- Between 24–48 hours before landfall, forecasts are re-evaluated to confirm, refine, or stop the process.
- If the cyclone's trajectory changes significantly, distributions can be halted and stocks returned to warehouses, provided communities have not yet been mobilized. Once communities are informed, the stop mechanism is not applied to avoid social tension.

Selection of Target Groups:


- Target population: 5,000 households (approx. 25,000 people), selected among the 18 most cyclone-prone regions
- Primary targeting will use lists of evacuees approved by BNGRC, CDGRC (regional committees), and the Ministry of Population. In case of small-scale displacements, the Unified Social Registry (RSU) may be leveraged


3. How the EAP will reduce the impact on the population – The Early Actions

Cyclones were prioritized over other hazards because they are frequent, cause the greatest humanitarian losses, and benefit from the most reliable early warning systems. A multi-criteria feasibility study showed cyclones had the highest average score (4.3/5) compared to floods (2.9) and droughts (3.3). This confirmed that anticipatory action for cyclones is both impactful and feasible in Madagascar. The selection of actions was community-driven through Enhanced Vulnerability and Capacity Assessments (EVCAs) in Antananarivo, Toamasina, and Mahajanga, engaging local leaders, youth, women, elderly, and authorities:

1. Early Warning Dissemination & Awareness Raising
 - Volunteers will spread cyclone warnings and preparedness messages.
 - Reduces panic, ensures timely evacuation, and improves community response.
2. Preventive Evacuation & Site Management
 - Support safe evacuation to pre-identified shelters.
 - Ensures at-risk households relocate before impact, reducing casualties.
3. Distribution of Kits at Evacuation Sites
 - WASH kits (jerricans, buckets, soap, aquatabs) to prevent waterborne disease in crowded shelters
 - Dignity kits (menstrual hygiene items, clothes) to protect the health and dignity of women and girls
 - Essential Household Items (EHI) to support basic needs.
 - Benefits 1,000 households (5,000 people) directly.
4. Community Cleaning & Protection Activities
 - Volunteer-led clearing of debris, drainage channels, and safe access routes.
 - Reduces secondary flooding, limits disease spread and strengthens community solidarity.


PLANNED OPERATIONS

 Shelter, Housing and Settlements	Female:	2,500	194,699 CHF
	Male:	2,500	AP Code: 005
Indicator:	1,000 household (5,000 people)		
Readiness Activities:	1. Map high risk areas		
Prepositioning Activities:	1. Procure 100 kits Charpentier		
Priority Early Actions:	2. Prepare evacuation sites and dispatch AA hosting sites kits		

 Water, Sanitation and Hygiene	Female:	2,500	246,404 CHF
	Male:	2,500	AP Code: 110
Indicator:	1,000 households (5,000 people)		
Readiness Activities:	1. Train CRM Volunteers in WASH		
Prepositioning Activities:	1. Procure WASH, dignity and EHI kits		
Priority Early Actions:	1. Begin distribution of kits to targeted accommodation sites		

Education	Female:	15,000	5,751 CHF
	Male:	10,000	AP Code: 115
Indicator:	5,000 household (25,000 people)		
Readiness Activities:	1.		
Prepositioning Activities:	1.		
Priority Early Actions:	1.		


 Risk Reduction, climate adaptation and recovery	Female:	2,500	219,314 CHF
	Male:	2,500	AP Code: 101, 103, 105, 106
Indicator:	1,000 households (5,000 people)		
Readiness Activities:	1. Train volunteers on safe waste handling and hygiene protocols		
Prepositioning Activities:	1. Purchase community kits		
Priority Early Actions:	1. Distribution of community kits		


 Community Engagement and Accountability	Female:	15,000	81,319 CHF
	Male:	10,000	AP Code: 129
Indicator:	5,000 households (25,000 people)		

Readiness Activities:	1.Orientation on Protection of Gender and inclusion (PGI) and Community Engagement and accountability
Prepositioning Activities	N/A
Priority Early Actions:	1. Broadcasts interactive radio program with live community participation


Enabling approaches

 Coordination and Partnerships			3,451 CHF
			AP Code: 118, 119, 127, 128
Readiness Activities:	1.Advocacy and coordination meeting with the government, UN agencies, HCT, Clusters, AATWG, INGO/NGO and others		
Prepositioning Activities	1.N/A		
Priority Early Actions:	1. N/A		

 Secretariat Services			51,981 CHF
			AP Code: 122
Readiness Activities:	1.Ensure engagement of staff throughout the EAP to provide necessary support to CRM		
Prepositioning Activities:	1.N/A		
Priority Early Actions:	1.Coordination meeting with IFRC memberships, regional and Geneva office to activate the EAP		

 National Society Strengthening	Female:	-	87,868 CHF
	Male:	-	AP Code: 124,125,126
Readiness Activities:	1. Conduct/update a capacity assessment of the CRM branches (at regional and district level)		
Prepositioning activities:	1. N/A		
Priority Early Actions:	1. Organize post distribution monitoring after activation (MEAL)		

Budget

	<h1>Early Action Protocol Summary</h1> <p>MAABD001 - MALAGASY RED CROSS Cyclone Standard EAP - EAP2025MG01</p>																																																																																													
	<p><u>Operating Budget</u></p> <table border="1"> <thead> <tr> <th></th> <th>Readiness</th> <th>Pre-Pos Stock</th> <th>Early Action</th> <th>TOTAL</th> </tr> </thead> <tbody> <tr> <td>Planned Operations</td> <td>110,329</td> <td>316,980</td> <td>320,177</td> <td>747,487</td> </tr> <tr> <td>Shelter and Basic Household Items</td> <td>32,397</td> <td>60,317</td> <td>101,984</td> <td>194,699</td> </tr> <tr> <td>Livelihoods</td> <td>0</td> <td>0</td> <td>0</td> <td>0</td> </tr> <tr> <td>Multi-purpose Cash</td> <td>0</td> <td>0</td> <td>0</td> <td>0</td> </tr> <tr> <td>Health</td> <td>0</td> <td>0</td> <td>0</td> <td>0</td> </tr> <tr> <td>Water, Sanitation & Hygiene</td> <td>25,880</td> <td>135,793</td> <td>84,731</td> <td>246,404</td> </tr> <tr> <td>Protection, Gender and Inclusion</td> <td>0</td> <td>0</td> <td>0</td> <td>0</td> </tr> <tr> <td>Education</td> <td>3,834</td> <td>0</td> <td>1,917</td> <td>5,751</td> </tr> <tr> <td>Migration</td> <td>0</td> <td>0</td> <td>0</td> <td>0</td> </tr> <tr> <td>Risk Red., Climate Adapt. and Recovery</td> <td>34,991</td> <td>120,871</td> <td>63,453</td> <td>219,314</td> </tr> <tr> <td>Community Engagement and Accountability</td> <td>13,227</td> <td>0</td> <td>68,092</td> <td>81,319</td> </tr> <tr> <td>Environmental Sustainability</td> <td>0</td> <td>0</td> <td>0</td> <td>0</td> </tr> <tr> <td>Enabling Approaches</td> <td>119,525</td> <td>0</td> <td>23,774</td> <td>143,300</td> </tr> <tr> <td>Coordination and Partnerships</td> <td>2,300</td> <td>0</td> <td>1,150</td> <td>3,451</td> </tr> <tr> <td>Secretariat Services</td> <td>29,357</td> <td>0</td> <td>22,624</td> <td>51,981</td> </tr> <tr> <td>National Society Strengthening</td> <td>87,868</td> <td>0</td> <td>0</td> <td>87,868</td> </tr> <tr> <td>TOTAL BUDGET</td> <td>229,855</td> <td>316,980</td> <td>343,952</td> <td>890,787</td> </tr> </tbody> </table>						Readiness	Pre-Pos Stock	Early Action	TOTAL	Planned Operations	110,329	316,980	320,177	747,487	Shelter and Basic Household Items	32,397	60,317	101,984	194,699	Livelihoods	0	0	0	0	Multi-purpose Cash	0	0	0	0	Health	0	0	0	0	Water, Sanitation & Hygiene	25,880	135,793	84,731	246,404	Protection, Gender and Inclusion	0	0	0	0	Education	3,834	0	1,917	5,751	Migration	0	0	0	0	Risk Red., Climate Adapt. and Recovery	34,991	120,871	63,453	219,314	Community Engagement and Accountability	13,227	0	68,092	81,319	Environmental Sustainability	0	0	0	0	Enabling Approaches	119,525	0	23,774	143,300	Coordination and Partnerships	2,300	0	1,150	3,451	Secretariat Services	29,357	0	22,624	51,981	National Society Strengthening	87,868	0	0	87,868	TOTAL BUDGET	229,855	316,980	343,952
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all amounts in Swiss Francs (CHF)

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Reference



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