



MADAGASCAR

2025-2027 IFRC network country plan



Multi-Year Funding Requirement **CHF 54.5M**

1 April 2025

In support of the Malagasy Red Cross Society



23

National Society
branches



142

National Society
local units



115

National Society
staff



1,431

National Society
volunteers

People to be reached



25,000

Climate and
environment



60,000

Disasters
and crises



205,000

Health and
wellbeing



600

Values, power
and inclusion

IFRC network multi-year focus

Longer-term needs

- Disaster risk management
- Epidemic preparedness and response
- Food security and livelihoods
- Climate change adaptation and environmental protection

Capacity development

- Branch development
- System strengthening and digitalization

Key country data links

INFORM Severity rating

Medium

INFORM Climate Change Risk Index

High

Human Development Index rank

177

World Bank Population figure

31.2M

World Bank Population below poverty line

70.7%

IFRC Country Cluster Delegation for Madagascar,
Mauritius, Comoros & Seychelles, Antananarivo

Funding requirements

2025

2026**

2027**

**Projected funding requirements

Total 13.8M CHF

Total 17.3M CHF

Total 23.4M CHF

Through the Host National Society

5.4M CHF

Through Participating National Societies

5.7M CHF

Through the IFRC

2.7M CHF

Through the Host National Society

7.3M CHF

Through Participating National Societies

6.4M CHF

Through the IFRC

3.6M CHF

Through the Host National Society

9.8M CHF

Through Participating National Societies

8.7M CHF

Through the IFRC

4.9M CHF

HNS Breakdown

IFRC Breakdown

HNS Breakdown

IFRC Breakdown

HNS Breakdown

IFRC Breakdown

Longer term needs

675,000 CHF

Climate & environment

2.7M CHF

Disasters & crises

1.4M CHF

Health & wellbeing

270,000 CHF

Values, power & inclusion

405,000 CHF

Enabling local actors

Longer term needs

405,000 CHF

Climate & environment

945,000 CHF

Disasters & crises

945,000 CHF

Health & wellbeing

135,000 CHF

Values, power & inclusion

270,000 CHF

Enabling local actors

Longer term needs

911,000 CHF

Climate & environment

3.6M CHF

Disasters & crises

1.8M CHF

Health & wellbeing

364,000 CHF

Values, power & inclusion

547,000 CHF

Enabling local actors

Longer term needs

547,000 CHF

Climate & environment

1.3M CHF

Disasters & crises

1.3M CHF

Health & wellbeing

182,000 CHF

Values, power & inclusion

364,000 CHF

Enabling local actors

Longer term needs

1.2 CHF

Climate & environment

4.9M CHF

Disasters & crises

2.5M CHF

Health & wellbeing

492,000 CHF

Values, power & inclusion

738,000 CHF

Enabling local actors

Longer term needs

738,000 CHF

Climate & environment

1.7M CHF

Disasters & crises

1.7M CHF

Health & wellbeing

246,000 CHF

Values, power & inclusion

492,000 CHF

Enabling local actors

See back page for explanatory note on funding requirements

Participating National Societies bilateral support for 2025

National Society name	Funding Requirement	Climate	Disasters and crises	Health and wellbeing	Migration	Values, power and inclusion	Enabling local actors
French Red Cross	2M	●	●	●		●	●
German Red Cross	909,000	●	●	●		●	●
Luxembourg Red Cross	2.7M	●	●	●		●	●

Total Funding requirement **CHF 5.7M**

Participating National Societies

French Red Cross

German Red Cross

Luxembourg Red Cross

IFRC Appeal codes

Long-term needs:

MAAMG002

Hazards



Tropical storms



Cyclones



Floods



Disease outbreaks



Malagasy Red Cross setting up a hand washing facility in a neighbourhood at Toamasina, Madagascar (Photo: IFRC)

NATIONAL SOCIETY PROFILE

The **Malagasy Red Cross Society** was created in 1915 and recognized in its current form by decree in 1963. It was admitted to the International Federation of Red Cross and Red Crescent Societies (IFRC) in the same year. The National Society's auxiliary role to the public authorities in the humanitarian field was officially regulated in 1984. It is a key organization in directly supporting disaster preparedness in Madagascar and runs emergency operations, and reconstruction and rehabilitation following a disaster. The National Society is part of the country's national emergency response mechanism, led by the Government, through the National Office for Risk and Disaster Management.

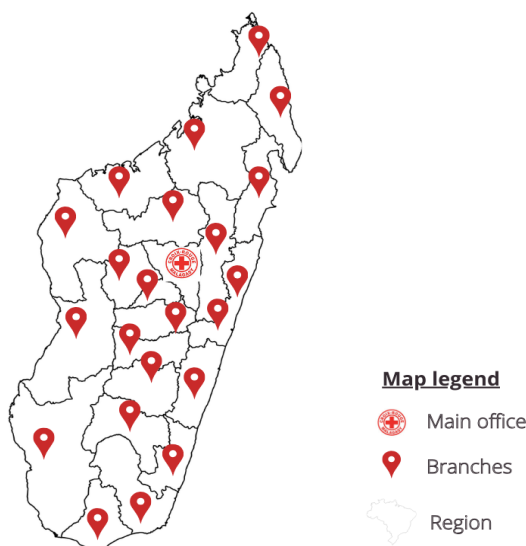
The National Society aims to prevent and alleviate the suffering of vulnerable people impartially, without discriminating on the grounds of ethnicity, race, class, sex, religion, language, social condition or political opinion. The National Society contributes to disaster management and risk reduction, improving health, preventing diseases, first aid, teaching people how to react in the event of a disaster and encouraging young people to participate in its activities. It popularizes the Fundamental Principles of the Red Cross Red Crescent Movement and works

with public authorities to ensure respect for international humanitarian law and to protect the Red Cross emblem.

The National Society's Strategic Plan for 2021–2025 has three main priorities:

- To promote resilient communities and save lives in times of disasters, epidemics and humanitarian crises through disaster risk management and climate change adaptation, and community-based health and first aid
- To build a well-structured and transparent National Society with strong branches that contribute to its sustainability through governance and management, youth and volunteering, and financial sustainability
- To foster humanitarian diplomacy and the values of the Movement through partnership and advocacy

In 2023, the Malagasy Red Cross Society directly reached 895,000 people with disaster response and early recovery programmes.



Malagasy Red Cross branches

The map does not imply the expression of any opinion on the part of the IFRC or the National Society concerning the legal status of a territory or its authorities

IFRC NETWORK ACTION

JOINT SITUATIONAL ANALYSIS

Madagascar is the biggest island in the Indian Ocean. It has a land surface area of 592,000km, a population of around 29.6 million people, and an annual population growth of about 3 per cent. Despite the country's natural resources holding significant potential, it remains one of the poorest countries in the world. Obstacles to economic growth include political instability, weak institutions and poor governance.

According to the [World Bank](#), Madagascar has not been able to reduce poverty over the last decade, with the poverty rate now estimated at around 80 per cent. The informal sector is the main source of employment in Madagascar, representing 95 per cent of total employment. Women are the main suppliers of jobs, representing 97 per cent of informal production units according to the [International Monetary Fund](#). Young people, women, and individuals with less education occupy the lowest-paid or most vulnerable positions in the informal sector, including domestic services to households and other categories of family aid. Around [80.7 per cent](#) of the population lives in rural areas and [77.9 per cent](#) of households practise agriculture. The livelihoods of the population depending on the agricultural sector are affected by recurrent droughts.

The passage of the past cyclonic season has [impacted cash crop production](#), including cloves, coffee, and pepper. These crops, which constitute the most important source of revenue for the national economy, are exported at 90 per

cent. Additionally, due to consecutive years of drought in the South of Madagascar, harvests are in decline, and the capacity of farmers to supply has decreased. There has also been an increase in transportation costs due to a rise in international oil prices and administered pump prices. The food basket has increased by an average of 19 per cent over the last three years. The government, through the Plan Emergence, aims to increase GDP per capita to US\$4,000 in 2040 (compared to US\$522 in 2019) and the human capital index to 0.60 (from 0.39 in 2020), while simultaneously reducing the poverty rate to 35 per cent by 2040.

Madagascar has made progress on some key health indicators, but significant challenges remain in malnutrition, immunization, and service delivery. According to [World Bank Development Indicators](#), Madagascar's performance improved over the last decade in life expectancy (67 years in 2020), maternal mortality rates, and infant mortality rates. However, the prevalence of malnutrition has increased significantly, from 28 per cent of the total population in 2010 to 49 per cent in 2020. Similarly, the prevalence of stunting among children under five years remains one of the highest in the world at 39.8 per cent.

The ongoing food insecurity in the south of Madagascar remains a major concern and poor living conditions, especially in terms of sanitation and hygiene, lead to high risk of major infectious diseases spreading. Madagascar also remains extremely vulnerable to a range of hazards such as cyclones, floods, locust infestations and public health crises, and the south of the country is facing security problems due to armed robberies of cattle.



Malagasy Red Cross volunteers engage communities to dispel vaccine myths and improve access to life-saving immunization, July 2023 (Photo: IFRC)

STRATEGIC PRIORITIES



Climate and environment

Madagascar is highly vulnerable to climate change, in particular due to its location in the middle of the cyclonic basin of the southwest Indian Ocean and exposure to more severe extreme weather events as a result of global warming. Five tropical storms and cyclones have hit Madagascar between January and April 2022, and cyclones and floods are becoming more frequent, strong and irregular. At the same time, the Great South of the country has faced its worst drought in 40 years between 2020 and 2022.

Precipitation projections are less certain than temperature change projections due to high natural variability from year to year. The median projections of the various forecast models show a decrease in precipitation of 114 mm per year by 2080 compared to the year 2000. Higher greenhouse gas emissions suggest an overall drier future for Madagascar.

In Madagascar, 16 out of the 23 regions are subject to regular climate shocks and according to the International Fund for Agriculture Development, a fifth of the population lives in areas that are highly prone to cyclones, floods, or droughts.

Madagascar, known for the richness of its natural capital, harbours 5 per cent of the world's biodiversity in its diverse terrestrial ecosystems (forests, agricultural fields, and grasslands), aquatic environments (wetlands, continental waters), and marine and coastal areas. Despite its abundant natural resources, the country faces significant environmental challenges due to increasing industrialization, unsustainable agricultural practices and the abusive exploitation of nature, which further aggravates the country's vulnerability to the impacts of climate change. According to Global Forest Watch, Madagascar lost 235,000 hectares of tree cover in 2021, which equates to 119 megatons of carbon dioxide emissions. In 2022, 370,000 hectares of land were burned, meaning that from 2001 to 2021, Madagascar has lost 4.36 million hectares of tree cover overall. This represents a 25 per cent decrease in tree cover since 2000, and the release of 2.13 gigatons of carbon dioxide emissions.

Madagascar boasts a well-structured climate governance framework, having adopted its National Adaptation Plan in late 2021. The government's response includes breaking down compartmentalization within the environmental sector, fostering intersectoral collaboration, establishing environmental units within sectoral ministries, and implementing initiatives such as extensive reforestation efforts, community empowerment in resource management, and mechanisms for transferring governance responsibilities for fisheries and aquatic ecosystems.

Multi-year high level objectives of the National Society

The Malagasy Red Cross Society is part of the IFRC Global Climate Resilience Programme, which aims to foster an unprecedented scale-up in locally led climate-smart disaster risk reduction and adaptation efforts to prevent and reduce climate-related disaster impacts, and build community-level climate resilience. The programme aims to support 500 million people in 100 of the most climate-vulnerable countries, focusing on the least supported and most marginalized communities. This holistic, multi-year programmatic approach consists of four operational pillars: (1) scaling up climate-smart disaster risk reduction, anticipatory action and preparedness; (2) reducing the public health impacts of climate change; (3) addressing climate displacement; and (4) enabling climate-resilient livelihoods and ecosystem services.

The Malagasy Red Cross Society engages in climate change adaptation and environmental preservation, harnessing both its community presence and its auxiliary role to the authorities. At a community level, the National Society encourages behaviour change in Madagascar through awareness campaigns around environmental preservation and climate change. It supports communities to adopt environmentally sustainable measures and climate-smart agriculture with a view to increasing their adaptation to climate change, including identifying and promoting innovative and sustainable livelihoods and environmentally friendly energy sources in target communities.

The National Society facilitates engagement with local actors, mapping relevant organizations working in the field of climate change and bringing the perspectives of vulnerable communities to the attention of policymakers. It engages in early warning systems through collaboration with the national bureau for risk and disaster management (BNGRC) and Météo France to leverage weather forecasts and cyclone predictions. It also collaborates closely with the government to contribute to Madagascar's National Adaptation Plan and the development of district-level climate change adaptation plans. This includes ensuring the inclusion of local assessments in district and national plans, with a focus on balancing national and local interests. The National Society also works with the Ministry of the Environment to finalize the national plan for fighting drought. As part of the IFRC Pan-African tree planting and care initiative, the Malagasy Red Cross Society aims to establish partnerships with local authorities and the regional directorate of the Ministry of Environment, planting and caring for 20,000 anti-erosive and fruit trees to contribute towards reforestation.

Planned activities in 2025

- Conduct awareness campaign on environmental preservation and climate change
- Organize training sessions on climate change adaptation and early warning system in five communes
- Carry out perception studies of risks and climate change in two communes in the Melaky region
- Carry out an assessment on climate smart livelihoods in Anosy region
- Set up and equip group associations for income-generating activities that respond to climate-smart livelihoods
- Carry out afforestation/reforestation community campaigns with climate-adapted tree species, and plant and nurture anti-erosive and fruit trees for reforestation activity
- Train farmers in climate-adapted agro-ecological farming measures, post-harvest management and improved storage, and establish farmer field schools
- Provide agro-ecological production inputs, equipment and technical support to farmers that take climate change risks into consideration
- Promote low-cost firewood, charcoal alternatives and improved stoves
- Conduct a feasibility study on forecast-based financing for the development of early actions protocols (IFRC-DREF EAPs)
- Train 150 volunteers on climate change and adaptation
- Conduct a carbon footprint analysis of the National Society

Longer-term support from the IFRC network

The IFRC will support the National Society in the framework of its Global Climate Resilience Programme, aligning support of the IFRC network to its objectives, and Pan-African initiative on tree planting and care. This includes documenting and replicating best practices in tree planting and care from school clubs and community levels. The IFRC supports with

technical expertise, proposal development, and establishing partnerships at local and regional levels. As an example, and with a focus on the drought-stricken Grand Sud districts of Amboasary and Elonty districts, a partnership with the UN Food and Agriculture Organization (FAO) foresees that the FAO provides seeds at the local community level, and the National Society contributes through disseminating methods related to environmental adaptation and climate-smart agriculture.

The Malagasy Red Cross Society is part of the global Pilot Programmatic Partnership (PPP) between the IFRC and the European Commission's Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO) with implementation support from **the German Red Cross** as lead EU National Society, and the **Luxembourg Red Cross**. Under the ECHO PPP, the Malagasy Red Cross Society will develop early action protocols (IFRC-DREF EAP) based on a forecast-based financing study that was carried out. This includes support from the **Red Cross Red Crescent Climate Centre**. The National Society will carry out climate-smart livelihood activities, including the training of local carpenters in reinforced resilient construction techniques.

The **French Red Cross'** regional platform for intervention in the Indian Ocean (PIROI) will aid the National Society with its carbon footprint analysis and community perception studies, as well as with regional and national training of trainers on nature-based solutions, including through a partnership with WWF. PIROI is also engaged, together with the National Society, in the UNDRR resilience building and disaster response management in the Indian Ocean programme, co-funded by the European Union (EU) in partnership with the Indian Ocean Commission.

The **German Red Cross** will support the National Society in the development and testing of early warning-early action triggers and standard protocols for drought and cyclone. It will also assist on assessments for climate-smart livelihoods, training of farmer groups, establishment of farmer field schools, and afforestation/reforestation community campaigns. This includes the provision of agroecological production inputs, equipment, and value chain analysis for agricultural livelihoods in Antanambao and Manampotsy. It will also support capacity building of the National Society at national, regional and district levels on climate change adaptation, biodiversity, and livelihoods resilience.



Disasters and crises

For real time information on emergencies, see the [IFRC GO page, Madagascar](#)

Physical, socio-political, and economic factors mean that Madagascar is in a critically vulnerable situation. The situation is exacerbated by [extreme events](#) such as recurring cyclones, heavy rains, and droughts, which are themselves aggravated by changes in climatic conditions. The country is also affected by locust invasion, recurring outbreaks of disease, fires, earthquakes, coastal floods and at risk of tsunamis. It ranks high on the [INFORM Risk Index](#), and in position 27 globally.

Madagascar is annually affected by cyclones, impacting around 700,000 people. Between mid-January and mid-March 2022 alone, five cyclones and tropical storms, including Ana, [Batsirai](#), Dumako, Emnati, and Gombe, hit the country. Cyclones Batsirai and Emnati alone affected 150,000 people and resulted in over 100 fatalities. In 2023, [Cyclone Freddy](#) hit the country with waves as high as eight metres and winds at speeds of 180 km/hour, causing a humanitarian emergency. This event affected over 116,000 people, with nearly 29,000 homes flooded or damaged. The floods significantly damaged livelihoods and altered land use, exacerbating poverty and food security. Over the past 30 years, Madagascar has experienced more than 30 floods or heavy rains which caused loss of life and affected thousands of people.

The Southern Region of Madagascar, particularly Atsimo, Andrefana, Androy, and Anosy, has endured severe droughts for over 40 years. These areas, characterized as structurally arid, face significant challenges in terms of human and socio-economic development compared to the national average. Between 2018 and 2021, water prices surged by 300 per cent. Some families are compelled to consume mud or boil leather strips to cope with the crisis. The [lack of food](#) puts pregnant women and children under five at serious risk of malnutrition, leading to potential developmental disabilities.

Multi-year high level objectives of the National Society

The Malagasy Red Cross Society seeks to provide qualitative, timely and efficient assistance to people affected by multiple disasters and crises, whether sudden-onset or protracted and natural or man-made, and to support communities to reduce risks and build resilience. It will continue to respond to the ongoing food insecurity crisis through the [IFRC Revised Africa Hunger Crisis Emergency Appeal](#), as well as through longer-term interventions linking to climate change adaptation, health and nutrition (see under related sections).

In coordination with the national bureau for risk and disaster management ([BNGRC](#)), the National Society seeks to provide at-risk communities with actionable risk information for multiple hazards, combined threats and risk of displacement. This includes risk assessments and analysis, hazard and

threats monitoring, impact forecasts, dissemination and communication of warnings, and collaboration to build national and community-level [early warning](#) systems. It also includes mitigation measures such as streamside protection and drainage management along roads. The National Society explores forecast-based financing to enable [anticipatory action](#), particularly for flood risks, and uses IFRC community-based approaches such as the [enhanced vulnerability and capacity assessment](#) (eVCA) and [participatory approach for safe shelter awareness](#) (PASSA) in its work.

In view of the increasing humanitarian needs, the National Society aims to strengthen its response capacity and play a growing part in enhancing the country's disaster risk management system. The Malagasy Red Cross Society is moving from the orientation to assessment phase of IFRC [Preparedness for Effective Response](#) (PER) process. It looks into reinforcing its response capacity through information management, emergency operations centres, constructing two regional warehouses, pre-positioning household items, and carrying out relevant training (including refresher training) for staff and volunteers. As part of the [IFRC Pan-African Red Ready initiative](#), the National Society focuses on developing multi-hazard contingency plans and actively participating in the analysis, drafting and implementation of effective [disaster-related laws](#), policies and frameworks, such as the Madagascar national drought plan.

The Malagasy Red Cross Society also continues to invest in cash preparedness and readiness, especially in developing tools and systems, to ensure cash can be delivered to affected households at speed and scale. With support from the IFRC and the German Red Cross, the National Society in Madagascar has been using [cash and voucher assistance](#) for a number of years. Additional efforts include volunteer training, developing standard operating procedures, risk analysis, links to social protection systems, and contracting financial service providers based on market analysis.

Planned activities in 2025

- Conduct community-based assessment on vulnerabilities and risks and safe shelter within target communities
- Organize community sensitization on disaster risk reduction
- Establish, train, equip and carry out simulation drills with local emergency response teams in ten communes
- Distribute household items, cash and/or essential food and other consumption needs during crisis to affected households and to target vulnerable communities
- Construct emergency shelters for households by disasters

- Provide cash for livelihood protection targeting youth and women, including cash for work, vocational training, and micro and small businesses development
- Conduct the IFRC-PER assessment to identify priority actions on National Society preparedness
- Pursue election preparedness activities in view of the 2024 parliamentary elections

Longer-term support from the IFRC network

The IFRC will support the National Society across its preparedness efforts, such as for the IFRC-PER process and for the upcoming elections, in fulfilling its mandate as an integral part of the national disaster risk management system, and in developing and managing partnerships to address longer term humanitarian needs. IFRC mechanisms such as the Disaster Response Emergency Fund (IFRC DREF) and Emergency Appeals will be drawn on as needed for the National Society to respond to disasters and crises.

In light of the significant food crisis in sub-Saharan Africa, the IFRC and its members have collaborated to develop a regional response strategy that encompasses 23 countries and their respective National Societies, including Madagascar.

The reinforcement of this regional appeal will enable the continuation of a unified and efficient operational approach to the crisis, the optimization of resources, and the improvement of coordination within the IFRC network.

Since the launch of this appeal, the National Society has been able to increase its efforts in providing food assistance and cash support to affected communities. Additionally, the National Society provides agricultural support, including seeds and tools, as well as water supply, with the objective of protecting the lives and livelihoods of drought-affected populations. Although it is a regional approach, the National Society team is responsible for its design and maintenance of leadership, with the support of National Society partners and the IFRC Secretariat.

Under the Pilot Programmatic Partnership (PPP) between the IFRC and DG ECHO, the Malagasy Red Cross Society will continue to work on community-level disaster risk with technical support from the **German Red Cross**. Based on the results of the enhanced vulnerability and capacity assessment (IFRC-eVCA), the community resilience committees will be supported to develop action plans and early warning systems.

Temporary evacuation sites will be retrofitted, and emergency items will be pre-positioned in regional warehouses. The National Society will continue to develop its capacity in cash and voucher assistance to provide multi-purpose unconditional cash transfers to households affected by crises.

The **French Red Cross' PIROI** centre will support the National Society to conduct community assessments (eCVA) in two communes in the Melaky region and disaster risk reduction sessions in and out of schools. PIROI will help the Malagasy Red Cross to pursue its cash scale up through a market analysis, the identification and contracting of financial service providers, and strengthening cash information systems, in collaboration with **The Netherlands Red Cross** data and digital team 510. On preparedness, PIROI will support the National Society for the IFRC-PER assessment, plans for the emergency operations centre, the strengthening of emergency information management systems, simulation exercises based on contingency plans, and multiple training for staff and volunteers. It will also support the National Society's response capacity with the purchase of a five-ton truck, a pick-up vehicle and a mobile storage unit, and household items stocks. A crisis modifier budget line is available in case of a disaster. PIROI will also work jointly with the IFRC and UNDRR for a workshop on disaster-law.

The **German Red Cross** will support the National Society to establish regular coordination and advocacy meetings at the national level to replicate the district adaptation plans and reinforce the regional coordination level, involving district and community-level actors. It will also support multipurpose cash grants and 'cash plus' in Anosy region, the set-up of a regional warehouse and stock prepositioning in Anosy, and the prepositioning of shelter related items (lighting, bedding, dignity kits) in Antananzarivo. Support to the National Society preparedness includes work on contingency plans, response mechanisms and training at district and communal levels.

The **Luxembourg Red Cross** will support the National Society with multiple shelter-related actions in several districts, from PASSA training at community level and training of local carpenters, to the construction of temporary emergency housing sites, and construction or reinforcement of improved traditional houses. Support also includes the construction of a warehouse and household items prepositioning in Vatovavy, distribution household items to affected households, provision of cash grants for shelter (re)construction, work on district level multi-hazards contingency plans, and staff and volunteers training.



The Malagasy health system is very fragile and health coverage is limited. Over 60 per cent of people live more than 5km away from a health centre, often in areas without roads or communications, and people often have to travel to health centres by foot or on trolleys. This is particularly acute in rural areas, where 35 per cent of the population live more than 10km from a health facility, which according to the [World Health Organization](#) (WHO) might explain low attendance at these centres. In addition, health personnel are unevenly distributed, and medicines and medical supplies are prone to running out and are completely unavailable in some areas. Total [health spending](#) per capita from both government and private is about US \$78 per person per year, less than half the average in low-income countries of \$202 per person per year.

The top causes of death in Madagascar include diarrhoeal diseases, lower respiratory infections, neonatal disorders, stroke, protein-energy malnutrition, ischemic heart disease, congenital defects, and tuberculosis. Malnutrition and the prevalence of stunting among children under five years remain of high concern, on the backdrop of the food insecurity in the country. According to [WHO](#), the entire population is at risk of malaria while the Itasy and Haute Matsiatra regions are prone to outbreaks of plague. Plague outbreaks, mainly bubonic plague but also pneumonic plague [register about 400 cases](#) in rural areas during the period from September to April. Other frequent epidemic episodes include meningitis, measles, and cholera. The [Global Health Security Index 2021](#) ranks Madagascar at 130 out of 195 countries, with a slightly decreased score from the 2019 assessment.

The frequent tropical storms and cyclones increase risks associated with water-borne and vector-borne diseases, such as cholera, typhoid fever, dysentery and malaria, as highlighted by the [Madagascar Health Cluster](#) for the areas affected in 2022. Disasters also disrupt already challenged health services including antenatal care, postnatal care and immunization. Common mental health issues such as depression, anxiety and post-traumatic stress disorder also increase among disaster victims, and access to mental health services remains extremely limited.

A quarter of Madagascar's population lacks adequate water, sanitation, and hygiene resources, ranking it fourth worst globally in this sector according to UNICEF and [WHO](#). Only 24.1 per cent have access to drinking water, 51 per cent to improved water supply, contrasting with a 68 per cent sub-Saharan Africa average. [45 per cent](#) lack sanitation services, and 36 per cent in rural areas lack basic hygiene installations. Open defecation remains a major issue, with a rate of [44.6 per cent in 2017](#), affecting over 10 million people, mainly rural. [Urban areas fare better](#) with over 40 per cent having access to safe drinking water, compared to only 9.6 per cent in rural regions.

Multi-year high level objectives of the national Society

The Malagasy Red Cross Society is focusing on community-based health and water, sanitation and hygiene (WASH), epidemic and pandemic preparedness and response, and the health consequences of disasters and crises. The National Society emphasizes its role as an auxiliary of the public authorities by working closely with the Ministry of Health. It seeks to actively participate in advocacy sessions, workshops, and meetings with national and local authorities for involvement in relevant national plans, strategies, and policies related to epidemic and pandemic preparedness and response.

Planned activities in 2025

- Organize community mobilization on knowledge, behaviour and practice change on [WASH](#), health, and social wellbeing
- Set up and equip health committees, and [epidemic control](#) committees in selected communities
- Adapt, translate and disseminate health and WASH information, education and communication materials, in particular on epidemic control
- Participate in immunization and vaccination programs and campaigns
- Provide WASH assistance to affected households from target communes
- Rehabilitate and construct water points and water systems
- Support health centres at district and commune levels with WASH equipment and waste management activities
- Develop a [first aid](#) programme including training and equipment
- Set up community-based actions focusing on blood donor services
- Set up a team of specialized volunteers to provide psychosocial support to emergency response volunteers
- Organize training of trainers for staff and volunteers on epidemic control and psychosocial support

Longer-term support from the IFRC Network

Under the [Pilot Programmatic Partnership \(PPP\)](#) between the IFRC and DG ECHO, and with implementation support from the **German Red Cross** and **Luxembourg Red Cross**, the Malagasy Red Cross Society will continue to carry out

awareness raising activities on health, water, hygiene and sanitation based on findings from the Knowledge, Attitude and Practice (KAP) survey. Water infrastructure construction, maintenance, and management will be improved in target communes and temporary evacuation sites. The National Society will continue to increase its capacity in epidemic control and WASH by training national disaster response teams and reconditioning available WASH equipment.

IFRC mechanisms such as the DREF and Emergency Appeals will be drawn on as needed for the National Society to respond to disease outbreaks. The IFRC will support the Malagasy Red Cross Society to develop partnerships on health and WASH, such as is the case with Médecins du Monde for the supply materials for the detection of children suffering from severe malnutrition or moderate acute malnutrition, and referring children identified to local hospitals.

The **French Red Cross'** PIROI centre will coordinate a workshop with health authorities in the perspective of deployment of a modular emergency field hospital in Madagascar. It will also support the National Society on first aid and psychological first aid, WASH training and the purchase of WASH items.

The **Luxembourg Red Cross** will assist the National Society for vaccination activities in selected districts, and with community mobilization on knowledge, behaviour, and practice change on WASH and health. It will further aid the retrofitting and construction of water points and health facilities in Vatovavy and Sava.

The **German Red Cross** will support the Malagasy Red Cross for the construction of water systems and infrastructure networks in Ankilivalo. It will also support community-based epidemic control.



Migration and displacement

Rural-to-rural migration is the main form of migration in Madagascar. People often migrate on a seasonal basis to agricultural regions such as Alaotra and Marovoay, in search of employment. Although this pattern contributes to increased agricultural production and livelihoods, unsustainable agricultural practices often cause environmental issues for these communities.

The International Organization for Migration estimates that more than 100,000 people migrate every year from rural to urban areas, especially to the capital of Antananarivo, where more than half of Madagascar's urban population lives. As a result, 60–70 per cent of informal dwellings in the city are in

slum-like conditions, contributing to unplanned urbanization. The urban population in Madagascar is 39.9 per cent of the total, and internal migration to urban areas is driven by the availability of public services and livelihoods. Most internal migrants come from the Great South and travel to regions such as Atsimo-Atsinanana, Upper Matsiatra, Itasy, Vatovavy-Fitovinany and Androy.

The Malagasy Red Cross Society supports people who are moving across the country or displaced by disasters as part of its overall range of services. This support is detailed under other sections of this plan.



Values, power and inclusion

Frequent disasters in Madagascar place certain groups at a higher risk of insufficient employment and income, and of food insecurity and poverty. These groups include women, young people under the age of 25 (who make up 60 per cent of the population) and people living with disabilities. More than one in 10 children in Madagascar live with a disability, making children one of the most vulnerable groups in society who face extreme challenges that are often contrary to children's rights.

In 2023, Madagascar was ranked 51 on the [Global Gender Gap Index](#). Madagascar has been implementing various legislative measures in the field of gender, including the adoption of the National Action Plan for Girls' Education (PANEF) in the early 1990s. This strategy aims to reduce disparities between women and men in both rural and urban areas, addressing five main issues: (1) improving the income and economic status of women, especially rural women and women heads of households, (2) increasing the level of [education](#) and training for women and girls, (3) promoting health and reproductive rights, (4) strengthening women's participation in decision-making processes, and (5) improving institutional mechanisms related to gender equality. The country has further adopted the National Gender and Development Action Plan (PANAGED), to integrate the gender dimension across all development interventions. Since 2016, Madagascar has been implementing its [National Strategy for the Fight against Gender-Based Violence](#).

In Madagascar, the disparities in schooling between girls and boys at the primary and secondary levels are low, especially compared to what is observed on average in sub-Saharan African countries. Parity is almost achieved at the primary and secondary levels, while some challenges emerge at the [higher education](#) level, where the situation is less favourable for girls. Higher education involves 3.1 per cent of women compared to 3.3 per cent of men.

Multi-year high level objectives of the National Society

The Malagasy Red Cross Society places great importance on inclusion and addressing the vulnerabilities of the people it serves. The National Society applies a gender-sensitive, inclusive approach to all its interventions, striving to give everyone a voice, particularly the most marginalized. The National Society also promotes youth engagement through its youth volunteers, providing a space for empowerment and developing their skills. It has established strategic documents such as National Society policies, strategies, and standard operating procedures in emergency response to ensure inclusive humanitarian assistance.

The National Society aims to further integrate [community engagement and accountability](#) (CEA) and [protection, gender, and inclusion](#) (PGI) into its programmes and operations. It also promotes setting up operational capacity to identify protection

risks, including child protection and sexual and gender-based violence, and take action to prevent, mitigate and respond to sexual violence, exploitation, and abuse (PSEA), including through appropriate reporting and referral mechanisms.

Other high-level objectives include:

- Contribute to a positive change in communities through wider understanding, ownership, dissemination and application of the [fundamental principles](#) and humanitarian values, focusing especially on young people's knowledge, skills and behaviour
- Promote and support safe, equitable, and continuous access to quality [education](#) for all, especially boys and girls affected by disaster, crisis, or displacement
- Become safe and inclusive, ensuring dignity, access, participation, and safety for people of all identities

Planned activities in 2025

- Raise awareness of affected households from target communes on PGI issues, including sexual and gender-based violence
- Develop specific strategic plans, feedback mechanism policies, guidelines and operating procedures to ensure that communities actively participate in the design of early action/anticipatory systems and response
- Develop and deploy standardized approaches for community engagement, collection, and use of qualitative community feedback data to better understand community perspectives
- Mobilize [young volunteers](#) for branch activities, in particular on the dissemination and application of fundamental principles and humanitarian values
- Train staff and volunteers on CEA, PGI and PSEA
- Train staff and volunteers in humanitarian values and principles

Longer-term support from the IFRC network

The IFRC will support the National Society in progressive institutionalization of CEA through integration in programmes and projects as a cross-cutting thematic area, and adoption of the [Movement minimum commitments](#). This includes the development of standard operating procedures for the management of the feedback mechanism. It will also assist the development of lessons learned and case studies as part of monitoring and learning, alongside facilitating evidence-based advocacy with internal and external stakeholders. The IFRC will also support with the adoption of the [PGI minimum standards in emergencies](#) and the dignity, access, participation, and

safety ([DAPS](#)) approach. This entails to start all projects and programme with a situational and gender analysis.

The **French Red Cross** will support the National Society in conducting a CEA self-assessment and conducting CEA training.

ENABLING LOCAL ACTORS

The Malagasy Red Cross Society is committed to pursuing its institutional strengthening and has carried out the self-assessment part of the IFRC [Organizational Capacity Assessment and Certification \(OCAC\)](#) process twice, first in 2013 and again in 2021. The self-assessment part of this process is intended to capture the strengths and weaknesses of National Societies in relation to a wide range of organizational

capacities. The Malagasy Red Cross Society is also committed to the IFRC [Preparedness for Effective Response \(PER\)](#) process and is in the orientation phase. This approach is a continuous and flexible process that enables National Societies to assess, measure and analyze the strengths and gaps of its preparedness and response mechanism, and ultimately take necessary action to improve it.



Strategic and operational coordination

Multi-year high level objectives of the National Society

- Strengthen engagement with public authorities along its key programmatic areas
- Take part in significant consultation processes such as for the development of the country humanitarian response plan under the co-lead of the government and UN OCHA
- Continue to engage in inter-agency coordination, including in key clusters such as nutrition, food security and shelter
- Implement appropriate communication mechanisms between National Society headquarters, branches and the IFRC network

Longer-term support from the IFRC network

The IFRC will support the National Society on coordination with partners and donors, including for resource mobilization, and within the IFRC network through supporting the unified planning process. Partners involved in the [Pilot Programmatic Partnership \(PPP\)](#) between IFRC and DG-ECHO will continue to improve the coordination of support to the National Society. Participating National Societies and the IFRC will also support the Malagasy Red Cross coordination with a wide range of stakeholders and partners in its key areas of work.



National Society development

Multi-year high level objectives of the National Society

- Design and deliver the National Society development plan to enhance the accountability and organization
- Develop and review internal policies, strategies and procedures including the volunteering policy, youth policy, and youth volunteer management manual
- Train governance member at headquarters and branches on the monitoring of policies
- Conduct branch organizational capacity assessments ([IFRC-BOCA](#))
- Prioritize volunteering development and youth action as critical catalysts of behavioural change and local action
- Engage young leaders in the National Society and revitalize the regional youth structure
- Enhance provision of psychosocial support to volunteers
- Develop a resource mobilization strategy
- Intensify and decentralize commercial first aid services in regions for income generation
- Implement a core cost policy

- Expand or construct headquarters and branch offices buildings including equipment
- Rehabilitate and construct other key infrastructure such as warehouses, and other assets such as fleet
- Strengthen emergency stocks for a more efficient response
- Pursue training of staff and volunteers in a wide range of topics relevant to the National Society's programmatic interventions

Longer-term support from the IFRC network

The **IFRC** will continue to support the National Society to develop its capacities and abilities. It will ensure the support of the governance and leadership through the improvement of their accountability and organization. The IFRC will also support the National Society to design its development plan, with support of the IFRC [Capacity Building Fund](#), and support the adoption of policies such as on volunteering, youth, and protection, gender and inclusion.

The **French Red Cross** will support the Malagasy Red Cross in conducting a BOCA assessment for Melaky regional branch, and for updating of the volunteer database.



Humanitarian diplomacy

Multi-year high level objectives of the National Society

- Map and increase engagement towards key decision-makers and stakeholders, including government, inter-governmental organizations, diplomatic community, donors, and partners, through continuous provision of a radar function on emerging issues, active engagement in regular dialogues, and clear working agenda
- Strengthen advocacy for safeguarding public health and the promotion of social welfare, and a culture of non-violence and peace
- Bring community voices into humanitarian coordination spaces, including through evidence-based advocacy with internal and external stakeholders based on CEA lessons learnt and case studies
- Develop a communications strategy, and create advocacy and humanitarian diplomacy materials
- Strengthen the communication unit and foster a communications culture

- Implement a dedicated and trained pool of media engaged towards National Society priorities
- Increase visibility in local, regional and global events and campaigns

Longer-term support from the IFRC network

The **IFRC** will support the National Society in all its [humanitarian diplomacy](#) efforts. This includes to persuade decision-makers and other opinion leaders to act in the interests of vulnerable people, and with full respect for fundamental humanitarian principles, making use of the appropriate diplomatic tools and actions, and engaging at appropriate times with partners outside the Movement, including Governments as well as NGOs. Together with the **French Red Cross** [PIROI](#), the IFRC will support the organization of a workshop related to disaster law in Madagascar. The IFRC will also support the National Society's communication efforts such as the operationalization of a communication plan and capacity building of communication focal points in branches.



Accountability and agility (cross-cutting)

Multi-year high level objectives of the National Society

- Adopt a Code of Conduct adjusted to PGI policies
- Training staff and volunteers on PGI and PSEA
- Develop and review the integrity policy and financial procedures
- Continue to ensure that projects are managed with the support of dedicated project managers, finance and logistics staff
- Pursue digital transformation efforts, including the electronic volunteer database and the digitalization of internal management processes (Odoo system)

Longer-term support from the IFRC network

The IFRC will support the National Society in identifying legally compliant, time- and risk-sensitive, budget-appropriate options for registering the National Society with the relevant partner in Madagascar. It will also assist the National Society in the adoption of its protection, gender and inclusion policy and Code of Conduct.

The **French Red Cross** will provide support to the National Society in strengthening its emergency information management systems.

The **German Red Cross** will support the National Society with digitalization of data management systems for humanitarian assistance, including contracting with Red Rose digital platform.

THE IFRC NETWORK

The IFRC

The IFRC has had a permanent presence in Madagascar since 2018 to support the Indian Ocean islands. Its support to the Malagasy Red Cross Society centres on strategic and operational coordination, National Society development and humanitarian diplomacy. It also ensures that accountability remains a cross-cutting theme. The IFRC supports the National Society to strengthen its auxiliary role by meeting key stakeholders at the government level regularly.

In recent years, the IFRC has supported the Malagasy Red Cross Society through a number of Disaster Response

Emergency Fund (DREF) and Emergency Appeal operations relating to food insecurity, tropical cyclones, heavy rains, floods, landslides, election preparedness and outbreaks of disease such as plague and measles, and for COVID-19 through its Global Emergency Appeal.

The IFRC also supports the Malagasy Red Cross Society in working towards strategic priorities such as for climate change and environmental sustainability, holistic disaster risk management, health and WASH, as well as people-centred approaches.



Malagasy Red Cross, with IFRC support, leads community-centered relief efforts in the aftermath of Tropical Cyclone Freddy, March 2023
(Photo: IFRC)

IFRC membership coordination

The IFRC membership coordination involves working with member National Societies to assess the humanitarian context, humanitarian situations and needs; agreeing common priorities; co-developing common strategies to address issues such as obtaining greater humanitarian access, acceptance and space; mobilizing funding and other resources; clarifying consistent public messaging; and monitoring progress. This also means ensuring that strategies and programmes in support of people in need incorporate clarity of humanitarian action, of links with development assistance, and of efforts to reinforce National Societies in their respective countries, including through their auxiliary role.

The Malagasy Red Cross Society is part of the global [Pilot Programmatic Partnership](#) (PPP) between the IFRC and the European Commission's DG ECHO. It benefits from the support of the German Red Cross as lead EU National Society, the French Red Cross and the Luxembourg Red Cross. These partners assist with the implementation of activities around disaster risk management, epidemic and pandemic preparedness and response, and cash and voucher assistance. The PPP meets the needs of extended crises with longer-term, predictable funding which facilitates actions and processes with greater impact. It leverages the IFRC's global network and its unique access to people and communities, and helps to fulfil the ambitions of the EU as the world's biggest donor for international aid.

The Malagasy Red Cross Society is also part of the four [IFRC Pan-African initiatives](#) on Tree Planting and Care, Zero Hunger, Red Ready, and National Society development. These are reflected under the relevant sections of this plan.

The ongoing IFRC Hunger Crisis Emergency Appeal operation in Madagascar encourages a Federation-wide approach to response, implementation and resourcing. It builds on the expertise, capacities and resources of all active IFRC members in the targeted areas. The IFRC coordinates contributions and supports the sharing of information and analysis across its membership, ensuring a common analysis and approach.

Along with IFRC members channelling support to the Malagasy Red Cross Society through the IFRC, the following National Societies also provide long-term bilateral support:

The **French Red Cross** and the Malagasy Red Cross have been working together since 2000 through [PIROI](#). Based in La Réunion, PIROI is part of the French Red Cross and implements a regional programme on disaster risk management in the southwest Indian Ocean, which includes Madagascar. The French Red Cross had a permanent presence in Madagascar between 2006 and 2012, funded by the EU and the French Government. Support the Malagasy Red Cross Society includes disaster risk management, health, and emergency operations.

The **German Red Cross** and the Malagasy Red Cross have worked together since 2012, jointly implementing projects with funds from the German Federal Foreign Office, the German Federal Ministry of Economic Cooperation and Development, and the European Commission's DG ECHO. The German Red Cross has a permanent office in Antananarivo and a temporary office in Fort Dauphin in the south of the country. It has primarily supported projects in the southern part of the country and in Antananarivo, mainly around disaster risk management, cash and voucher-based assistance, readiness and preparedness, food security and livelihoods, health, water, sanitation, and hygiene services. The German Red Cross leverages its expertise in forecast-based financing and as a host of the [Anticipation Hub](#) in its support to the National Society.

The **Luxembourg Red Cross** (Aide Internationale de la Croix-Rouge Luxembourgeoise) has been working with the Malagasy Red Cross since 2017 with funding from the Luxembourg Ministry of Foreign Affairs and the European Commission's DG ECHO. The Luxembourg Red Cross has had a permanent presence in Antananarivo since 2019 and has primarily supported projects in the north of the country (Diana, Sava, Analanjirofo and Boeny regions), mainly around disaster risk management and health. The Luxembourg Red Cross gives a specific focus on shelter, as a host of the [IFRC Shelter Research Unit](#).

Movement coordination

The Malagasy Red Cross Society ensures regular exchanges with the IFRC, the International Committee of the Red Cross and participating National Societies, for the alignment of support and action between Movement partners. In times of emergencies, closer coordination is organized. This is carried

out in line with the Strengthening Movement Coordination and Cooperation ([SMCC](#)) principles, and the newly-adopted [Seville Agreement 2.0](#).

The **ICRC** does not have a permanent presence in Madagascar, but it has a regional base in Nairobi.

Coordination with other actors

The National Office for Risk and Disaster Management leads the coordination of emergency preparedness and response actions in Madagascar. Given its auxiliary role, the Malagasy Red Cross Society is part of the national emergency response mechanism. It is also an active member of the Comité de Réflexion des Intervenants en Catastrophe and the national platform of the National Office for Risk and Disaster Management, alongside other government, and non-government institutions for disaster management.

The Malagasy Red Cross Society coordinates with the Ministry of Environment and Sustainable Development on climate change. Through its auxiliary role, and due to the significant part, it plays in responding to food insecurity, the National Society has been tasked by the Ministry of Environment (with support from the United Nations Convention to Combat Desertification) to lead the technical process towards finalizing the national drought plan.

The Malagasy Red Cross Society cooperates and coordinates closely with the Ministry of Public Health and has an active role in several national coordination bodies, including the technical working group for COVID-19 vaccination and the health cluster.

The Malagasy Red Cross Society, with IFRC support regularly participates in the cash working group and clusters focused on food security and livelihoods, nutrition, water,

sanitation, and hygiene, and protection. With the IFRC and the government, it co-leads the shelter cluster in disasters the stakeholders, with coordination meetings held every week. The Malagasy Red Cross shelter cluster co-leadership role significantly contributes to the localization efforts of the international humanitarian system. The global shelter cluster is an inter-agency standing committee coordination mechanism. The IFRC has led the shelter cluster in disasters since the cluster approach was introduced in 2005. This critical mandate places the IFRC as one of the lead agencies in the international humanitarian coordination system. The IFRC leverages its leadership of the global shelter cluster to improve coordination, strengthen policies and standards across the sector, and better support people to recover.

As part of the response to the hunger crisis, African National Societies are working closely with relevant government line ministries, national stakeholders and other agencies to ensure efforts are aligned and mutually reinforcing, maximizing their effectiveness and efficiency. With IFRC support, the National Societies will continue engaging and coordinating with humanitarian partners by participating in joint assessments, attending coordination meetings (in some cases leading working groups or clusters), and filling gaps that are raised by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), coordination platforms or clusters.



The International Federation of Red Cross and Red Crescent Societies (IFRC)

is the world's largest humanitarian network, with 191 National Red Cross and Red Crescent Societies and around 16 million volunteers. Our volunteers are present in communities before, during and after a crisis or disaster. We work in the most hard to reach and complex settings in the world, saving lives and promoting human dignity. We support communities to become stronger and more resilient places where people can live safe and healthy lives, and have opportunities to thrive.

About the plan

The plan reflects the priorities of the host National Society, the IFRC and National Societies providing international support, for 2025 and subsequent years. It is aligned with IFRC [Strategy 2030](#), representing the collective ambitions of the IFRC membership, and is the result of a joint planning process and will serve for joint monitoring and reporting. It will be revised on an annual basis to adjust priorities and funding requirements to the needs in-country.

Explanatory note on funding requirements and definitions

- The total funding requirements show what the IFRC network seeks to raise for the given year through different channels: funding through the IFRC, through participating National Societies as bilateral support, and through the host National Society from non-IFRC network sources. All figures should include the administrative and operational costs of the different entities
- Host National Society funding requirements not coming from IFRC network sources can comprise a variety of sources, as demonstrated when reporting on income in the [IFRC Federation-wide Databank and Reporting System](#)
- Participating National Society funding requirements for bilateral support are those validated by respective headquarters, and often represent mainly secured funding
- IFRC funding requirements comprise both what is sourced from the IFRC core budget and what is sought through emergency and thematic funding. This includes participating National Societies' multilateral support through IFRC, and all other IFRC sources of funding
- Figures for the years beyond 2025 most often represent partial requirements that are known at time of publication. Many National Societies have annual internal approval processes for funding requirements, and lower figures do not mean a decrease in funding requirements in future years
- Missing data and breakdowns: data may not be available from all IFRC network members for funding requirements. This may lead to inconsistencies across different reporting tools as well as potential under-estimation of the efforts led by all
- Reporting bias: the data informing this Federation-wide overview is self-reported by each National Society (or its designated support entity) which is the owner and gatekeeper, and responsible for accuracy and updating. IFRC tries to triangulate the data provided by the National Societies with previous data and other data in the public domain
- **Definitions:**
 - » **Local units:** ALL subdivisions of a National Society that coordinate and deliver services to people. These include ALL levels (provincial, state, city, district branches, sections or chapters, headquarters, and regional and intermediate offices, as well as community-based units)
 - » **Branches:** A Branch has its roles, responsibilities and relationship with the National Headquarters defined through the National Society's Statutes, including the level of autonomy given, especially in the area of its legal status, mobilising local resources and building local partnerships, and the decisions it makes. It has a local-level decision-making mechanism through its Branch members, board and volunteers, equally defined through the National Society's Statutes

Additional information

- [IFRC network country plans](#) • [All plans and reports](#)
- Data on National Societies on [IFRC Federation-wide Databank and Reporting System](#)
- Live data on active emergency operations on [IFRC GO platform](#)
- Live data on [IFRC-Disaster Response Emergency Fund Response and Anticipatory pillars](#)
- [Evaluations and research databank](#) • [Donor response reports](#)

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