

**ROLE OF NGO IN THE IMPLEMENTATION OF  
DISASTER AND RISK MANAGEMENT POLICY  
IN THE EAST PART OF MADAGASCAR, CASE  
OF CARE MADAGASCAR**

**THESIS**



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**POSTGRADUATE PROGRAMM**

**PARAHYANGAN CATHOLIC UNIVERSITY**

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**APPROVAL OF THESIS**

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# DECLARATION



I, Rakotondrasoa Faramalala do hereby declare that, this project paper with the title:

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is the result of my own work, except for references, quotation and summaries which have been duly acknowledged, this work is the result of my own research and that it has neither in part nor whole been presented in this University or University elsewhere for a degree. I also declare that I have been under supervision for this report herein submitted.

If at a later date any violation is found in my work concerning education ethics, or if there is formal or non-formal demand from other parties relating to the authenticity of this paper, I am ready to bear all the risks, consequences, and/or sanction imposed on me.

State : in Bandung

Date : March 2017



Rakotondrasoa Faramalala

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**ABSTRAK**

Madagaskar secara sah menerbitkan undang-undang mengenai pengelolaan terhadap risiko dan bencana dengan mengadopsi undang-undang tahun 2003, yang mana LSM CARE Madagaskar memiliki peran yang luas dalam pelaksanaannya di lapangan. Oleh karena itu DRM sudah mulai tersebar di semua daerah, akan tetapi yang paling terpengaruh mengenai topan yang terjadi di bagian timur. Penelitian ini bertujuan untuk menganalisis efektivitas dari peran LSM CARE Madagaskar dengan mengurangi masyarakat yang rentan terhadap risiko bencana dan meningkatkan ketahanan masyarakat. Metodologi penelitian yang digunakan adalah Participatory Action Research, digunakan untuk menganalisis kerentanan melalui wawancara dengan manajer dari CARE dan Kantor Nasional pengelolaan risiko dan bencana. Wawancara membahas apa saja yang dilakukan dalam menghadapi masalah yang terjadi dalam pelaksanaan; fokus kelompok terhadap komunitas akar rumput untuk apresiasi mereka dan pengumpulan basis data. Hasil Analisis menunjukkan bahwa LSM CARE Madagaskar tidak hanya berperan besar dalam DRM, akan tetapi juga menghasilkan efektivitas yang tak ternilai di masyarakat. Akan tetapi masih terdapat daerah yang memerlukan perbaikan dalam bidang kebijakan public dan pelaksanaannya itu sendiri.

**Kata kunci:** DRM, kebijakan, bagian Timur, Madagaskar, NGO, efektivitas

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**ABSTRACT**

Madagascar launched itself legally in the management of risks and disasters by adopting the laws concerning it in 2003, of which the NGOs take a large place in the implementation especially CARE Madagascar. The DRM has therefore begun to take place in all regions, but the most affected by the cyclone study is the eastern part. This study aims to analyze the effectiveness of the role of the NGO CARE Madagascar in reducing vulnerability and Increase the resilience of the target community. The research methodology used was PAR for vulnerability analysis, interviews with managers of CARE Madagascar and BNGRC regarding problems encountered during implementation, focus group within the grassroots community to know their appreciation and above all the collection of basic data within the services concerned. The results of the analysis indicate that the NGO CARE Madagascar not only has a great place in the world of DRM in Madagascar but also the effectiveness of its results in the community is inestimable. Yet there are still areas for improvement in public policy and implementation itself.

**Keywords:** DRM, policy, East part, Madagascar, NGO, effectiveness

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Bandung Indonesia,

March 2017

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## LIST OF ACRONYM

**AC:** Agent Communautaire /Community agent

**BMZ:** Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung/  
Federal Ministry for Economic Cooperation and Development

**BNGRC:** Bureau National de la Gestion de Risques et Catastrophes/ National  
Office of Disaster and Risk Management

**CARE :** Cooperative for Assistance and Relief Everywhere

**CCDRM:** Communal Committee of Disaster and Risk Management

**CEG:** College d'enseignement General/ College of General Education

**CLS:** Comite Local de Secours/ Local Emergency Committee

**COGES:** Comite de Gestion/ Management Committee

**CPC:** Civil Protect Corp

**CRIC:** Comité de Réflexion des Intervenants des Catastrophes/ Reflection  
Committee of Disaster Stakeholders

**CRS :** Catholic Relief Services

**CS:** Civil Society

**DIPECHO:** Disaster Preparedness/**ECHO**

**DRM :** Disaster and Risk Management

**DRR :** Disaster and Risk Reduction

**DTC :** Decentralized Territorial Collectivities

**ECHO:** European Commission's Directorate General for Humanitarian Aid

**EIMA:** Enquete Initiale Multi-Aleas/ Initial Investigation Multi-aleas

**EPP:**Ecole Primaire Publique/ Publiv Primary School

**EU:** European Union

**FFW:** Food For Work

**FID:** Fonds d'Intervention pour le Developpement / Intervention Funds for Development

**FJKM:** Fiangonan' I Jesoa Kristy eto Madagasikara / Church of Jesus Christ in Madagascar

**HFA:** Hyogo Framework for Action

**HIMO:** Haute Intensite de Main d'Oeuvre/ High Intensity of Labor

**HIV:** Human Immunodeficiency Virus

**IBM:** International Business Machine

**ISDR:** International Strategy for Disaster Reduction

**LCDRM:** Local Committee of Disaster and Risk Management

**LOL:** Land O Lakes

**MDG:** Millenium Development Goals

**MDM:** Medecin du Monde /Doctor of the Word

**MEDAIR:** Medical Environmental Development with Air Assistance

**MFW:** Money For Work

**NGO:** Non-governmental Organization

**NODRM:** National Office of Disaster and Risk Management

**OCHA:** Office for the Coordination of Humanitarian Affairs

**PAR:** Participatory Action Research

**PIC:** Pole Integre de Croissance/ Integrated Pole of Growth

**PPU:** Plan de Preparation aux Urgences/ Preparation Plan for Emergencies

**RCDRM:** Regional Committee of Disaster and Risk Management

**SAF:** Sampan'Asa momba ny Fampanandrosoana / Development Section

**SALOHI:** Strengthening and Accessing Livelihood Opportunities for Household Impact

**SAVA:**Sambava, Antalaha, Vohemar Sambava

**SRI:** System of Rice intensification

**UN:** United Nations

**UNDAF:** United Nations Development Assistance Framework

**UNICEF:** United Nations of International Children's Emergency Fund

**USD:** US Dollar

**VSLA:** Village Savings and Loan Association

**WFP:** World Food Programm

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# CHAPTER1

## INTRODUCTION

### 1.1- Research background

Since these few past years, the study of environmental impacts is one of the first occupations of all international organizations and also all countries in the world. It plays an important role not only in maintaining the economy but especially in the improvement of human life in general. In recent years, environmental degradation is failed by diverse as: the depletion of the ozone layer, tropospheric ozone formation, acidification, global warming ... the increasing number of vagaries in relation to these environmental impacts, and leads to increased risks and disasters as well. They don't choose which country catch, each country already has its own vagaries and tries to solve it by their way.

Risk management and disaster has also become a major priority in the field of the environment. There are different types of disasters like the tsunami, fire, epidemic, earthquake, volcanic eruption. It exists since time immemorial and its impacts are minimal. If we speak only the eruption of Krakatoa in 1883 in Indonesia that leaves 225,500 dead or Bhola cyclone in East Pakistan (now Bangladesh) in 1970 which was 362,000 dead, or the great famine in China of years 1958-1961 and made 29 million deaths. The earthquake and tsunami that struck Japan on March 11, 2011 have sadly reminded us that disasters can happen anytime, anywhere. However, many actions can be undertaken by developed countries such as the developing countries. To strengthen resilience and mitigate the impact of natural hazards. In this regard, newspapers, radio, television and other media have an important role to play in educating the public and disclose information about such disasters. The coverage of the Indian Ocean tsunami in 2004, the Sichuan earthquake in China, Cyclone Nargis in Myanmar in 2008 and the catastrophic earthquake in Haiti in 2010, as well as floods, droughts,

avalanches, storms and volcanic eruptions that occur each year worldwide, have all received attention, sometimes the alarm, the public at the international level. Unfortunately, this coverage has not brought political and legislative changes needed to save lives and protect livelihoods. Governments are still slow to implement disaster risk reduction policies, and they continue in general to respond to emergencies disasters, rather than look for ways to prevent it.

The Disaster Risk Management (DRM) is one of the solutions adopted by the international community to maintain the population's life and more serene for each population of the entire planet have the same level of resilience. Several victims in developing countries are in a monstrous situation after a passage of a alea. This is due to the lack of knowledge about the vagaries and also the lack of preparation face to the vagaries. This situation affects not only the developing countries but also developed countries. We can say that before, countries were not yet aware of the importance of DRM because they believe they are out of danger or simply in an area has low risk. Yet with climate change, anything can happen at any time. Actually, DRM concerns almost all countries of the world. Faced with all this climate change, management of disaster risk is born. The goal is to increase the capability of the community to cope with the vagaries and the resilience after the cyclone. But the sole purpose of all this policy is sustainable development, because we cannot build a development without maintaining a certain level of situation, if the population lives in economic instability, this allows the development to move forward very slowly.

DRM is global, if we talk about these last 10 years (2005-2015), the Hyogo Framework is the international framework for DRM. It is in Japan in 2005 at an international conference, its main objective is to have a community resilient to disasters and reducing disaster losses in the area of human life and economic but also environmental. It was in Japan in 2005 with the member countries of the United Nations. The framework has five priorities for action: first, erect reduction priority in disaster risk, that is to say ensuring that reducing disaster risk is a national and local priority and what exists to carry out the corresponding

activities, a strong institutional framework. Second, identify the risk and move to action or to identify, assess and monitor disaster risks and enhance early warning systems. Third, establish an understanding and awareness of risk, that is to say, using knowledge, innovation and education to build a culture of safety and resilience at all levels, fourthly, reduce the risk that is reducing the underlying risk factors. And finally, to prepare and be ready to act meaning Strengthen disaster preparedness in order to intervene more effectively at all levels as they occur. These five strategies adopted at the conference were the weapon for each nation that feels future victim of all kinds of catastrophic threats. The setting is for 10 years and an assessment was made at the end of the year 2015 and replaced by part of Sendai in late 2015, but this research is founded mainly on the Hyogo Framework for any public policy is founded on that framework Hyogo including the national strategy of Madagascar on DRM.

*"Less than eight years! This is the time left to achieve the goals of the Hyogo Framework for Action. While progress has been made, but the harsh reality is that the vulnerability of our societies continues to increase due to policies and practices shortsighted. I urge all governments and all regional and local authorities to erect reduction in real priority to disaster risk and accelerate implementation of practical measures to protect communities against disasters. Of course this means investment in human and financial resources - because security has a price. But what better investment can we design for our future? The price doesn't be much more terrible if we don't protect our communities?"<sup>1</sup> John Holmes, the UN Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator.*

We will now speak of Sendai Framework because part of Sendai reflects the evolution of the world of DRM and also the different evaluations from all countries. Sendai framework is in late 2015 for an international strategy for 15 years (2015-2030). It is made to complete the Hyogo Framework Action (HFA).

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<sup>1</sup> Stratégie Internationale de Prévention des Catastrophes (SIPC) / International Strategy for Disaster Reduction

Thus ensuring continuity of work by introducing various innovations, in line with requests made during consultations and negotiations. Sendai framework for reducing disaster risks 2015-2030 was adopted at the Third United Nations Conference on reducing disaster risk, which was held in Sendai, Miyagi (Japan) from 14 to 18 March 2015. This Conference established for countries with a unique opportunity:

- (A) Adopt a framework for disaster risk reduction post-2015 both concise and focused and looking to the future and towards action;
- (B) Complete the examination and evaluation of the implementation of the "Hyogo Framework for Action 2005-2015: nations and communities resilient to disasters";
- (C) Study the experience gained in the framework of strategies or institutions and plans to reduce the risks of regional or national disaster, and the implementation of their recommendations, and relevant regional agreements relating to the implementation of the Hyogo Framework for Action;
- (D) Define methods of cooperation based on commitments to implementation of a framework for disaster risk reduction post-2015;
- (E) To adopt rules for the periodic review of the implementation of disaster risk reduction framework for after 2015.

During the Conference, States also renewed their commitment to take urgent action to reduce disaster risks and enhance resilience in the context of sustainable development and poverty eradication, integrate, as appropriate, as the reduction of disaster risks that building resilience into development policies, plans, programs and budgets at all levels and taken into account in the relevant frameworks

From the Hyogo Framework, Madagascar has adopted a national or public policy strategy to frame the world of DRM is one of the economic problems of Madagascar sources. The recommendations of the framework are followed to the letter by the government in collaboration with the ministry of interior and the BNGRC which are: according to the Hyogo Framework: Collaboration and cooperation are crucial for reducing disaster risks: the States, regional organizations and institutions, international organizations all have a role. Civil

society (including voluntary and community organizations), academia, media and the private sector are also very important players. The following table gives an idea of the variety and diversity of actors and their core responsibilities.

**States** have the following responsibilities: setting up national coordination mechanisms; Initial assessment of the state in the disaster and risk reduction in the country; publication and updating summaries of national programs; review the progress made in the implementation at national level, objectives and priorities of the Hyogo Framework; implementation of relevant international legal instruments; and integration of reducing disaster risk climate change strategies.

**Regional organizations** have the following responsibilities: promoting regional disaster risk reduction programs; conduct and publication of initial assessments at the regional and subregional levels; coordination of reviews of the implementation progress of the Hyogo Framework for Action at the regional level; establishment of regional collaboration centers; and development assistance to early warning regional mechanisms

**International organizations** have the following responsibilities: promoting integration of the reduction of disaster risk programs and humanitarian frameworks and sustainable development; capacity building of the United Nations system to assist disaster-prone countries, for disaster risk reduction initiatives; assistance in data collection and forecasting, information exchange and early warning systems; supporting the efforts of States through a well-coordinated international assistance; and strengthening training in disaster management and with the capacities required for it.

**The ISDR** system is responsible for: developing a matrix of initiatives to be taken and roles to play in the Hyogo Framework; facilitating the coordination of actions at international and regional levels; development of indicators of progress to assist States to assess the progress they make in implementing the Hyogo Framework for Action; support to national platforms and coordination mechanisms; promoting the exchange of good practices and lessons learned; and

Preparing reviews on progress in pursuing the objectives of the Framework for HFA.

*“Reducing disaster risk is the responsibility of everyone. Strong partnerships between government agencies, the private sector, and organizations of civil society are essential to building a culture of risk reduction and the integration of disaster risk reduction policies and planning”<sup>2</sup>. Mr. Jacky R. Randimbiarison, coordinator of the National Platform of Madagascar*

Madagascar is The Most exposed country on climate shocks in Africa after-Comoros. The country is regularly affected by cyclones, floods and drought. It is estimated That Almost quarter of the population (Approximately 5million people) live in risk areas. Madagascar is among the top 10 countries with the highest index of mortality risks associated with cyclones. The country is entre medium risk and high risk (6 Index), with an average of 30-100 Deaths per year, Slightly lower than Bangladesh (Class 8), of the Philippines, with a goal similar risk level to That of India , the Dominican Republic and Haiti . Madagascar is an island at risk in matters of natural disasters especially flooding and cyclone. Madagascar's east coast is classified as 2nd red area in the Indian Ocean (cyclone. Each year, 7 to 12 cyclones Spend months from October up to April. Cyclones are a constant threat to the people living on the coast of Madagascar. For example, the 2008 hurricane season, the damage is Estimated at \$ 176 million, affected 535,000 people, Causing 106 Deaths, Damaging schools 4%, 6% of basic health centers, and 1.1 million hectares of rice fields In 1994. cyclone Geralda: 400 dead and 40 000 deplaced persons.

This reason is one reason for the search

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<sup>2</sup> Stratégie Internationale de Prévention des Catastrophes (SIPC) / International Strategy for Disaster Reduction

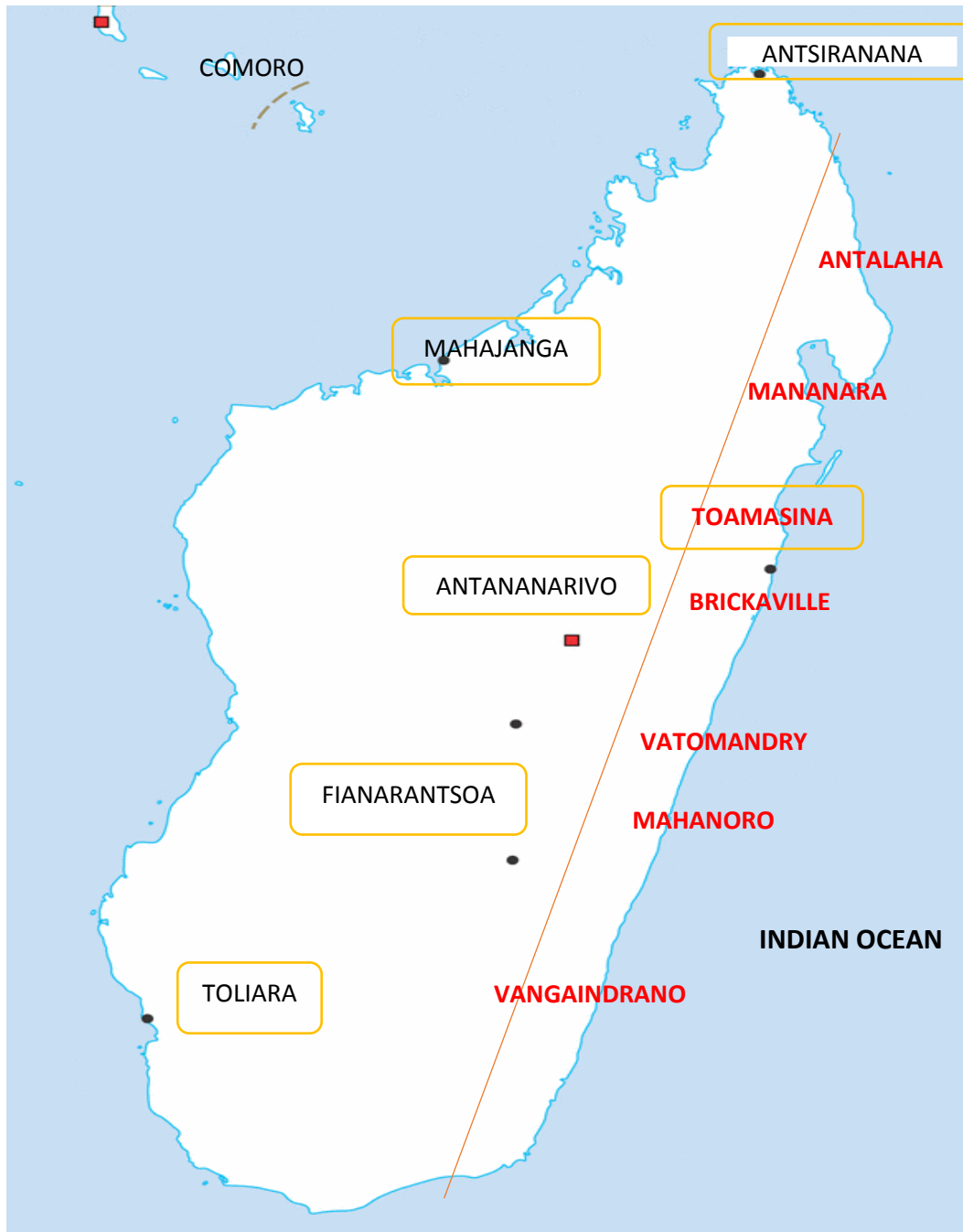
### **1.1.1- Research problem identification**

Every year the population living in the east coast of Madagascar lives in a repetitive loss situation after the passage of a cyclone or after a heavy rainy precipitation. Despite the efforts made by the State through the BNGRC and also largely by NGOs, the situation is still valid until now. These repetitive impacts affecting the social field: destruction of homes, schools, churches, walking, road, bridge, economic field as: destruction of agriculture (maize, cassava, rice, all vegetable crops, litchi, coconut, vanilla, ...) destruction and loss of fishing materials and craftsmanship, ...

In this research the author has fixed a great goal consists of several factors that can define this single objective, the objective itself in this research is to find the place of the NGO in decreasing the repetition of the problems of basic community after a hurricane or flood. The NGO taken as case here is the NGO CARE Madagascar which one of the most well deemed international NGOs in the country and also one that mainly contributes through its DRM project in the eastern part of Madagascar. The relevant basic community here is the vulnerable population without exception age or sex in the eastern part of the big island. Children are affected because their homes and schools are destroyed; parents also are concerned because of their financial means disturbed, farmers, teachers, and government officials, those who live on the beach or even those who live in sure places or not. These people are the focus of this study. Because the title of this research shows that the study was done in the eastern part of Madagascar, this part is composed of Antalaha, Mananara, Fenerive-Est, Toamasina, Brickaville, Vatomandry, Mahanoro, and Vangaindrano. Geographically, this part is from North to South but only in the East-Coast. This central question leads us directly to see the role of NGO in the effectiveness of implementation in the DRM in Madagascar through its implementation.



## RED ZONE OF CYCLONE IN THE EAST OF MADAGASCAR



We must not forget that many NGOs undertake projects on DRM in this area of Madagascar such as FID, Catholic Relief Services (CRS), Ambatovy, LOL (Land O Lakes), SAF FJKM, MEDAIR .... And almost of the projects of these NGOs have the same objective relative of the Hyogo Framework: improving the

ability to restore after a cyclone by reducing their vulnerability and improving their preparation. Billions of billion Ariary have already injected in projects for DRM everywhere in Madagascar but mostly in areas of risk. Each NGO or association manages their budget by varying the necessary activities according to the objectives, budgets, and expectations of the community; we must clarify that in recent years, the projects in terms of DRM interest much to investors and the lower the association or projects that don't receive funding when presenting their project document.

The effectiveness of public policy depends not only on the capacity of NGOs or the state in the mass participation through the different project, it should be remembered that some variables play a very important role in all case. All problems have causes and these causes are the main problems cited to treat and provide related solutions. First, the perception of public policy by the NGO plays a very important role in order to define what activities are more durable and effective but necessary for the community. Some NGOs prefer to implement DRM projects because the DRM projects trends in Madagascar, sometimes they lack specialist to properly study the project and especially analyze what the announcement public policy. The community has its way to perceive as public policy through projects. In case of negligence to prior studies, activities implanted by NGOs does not match the culture of the community or the needs or even very difficult to achieve. Which causes a negative impact on the implementation of the project and in its evaluation. Yet the perception not only depends on the community or NGO it depends on the policy itself. The formulation of public policy is therefore important.

All these factors are the main sources of problems and deserve a good recommendation so that the problems encountered are resolved in a fair and sustainable way. In the case of CARE, certainly, the problem is financially, the funding coming from the outside as the European Union or other CARE in other countries are never enough, as the implantation CARE DRM project focus on the East Coast, while Madagascar is an island ,Madagascar therefore needs to be

covered by DRM projects across North to South, from East to West. CARE's adaptation within HYOGO, the perception of the community project and the project adapting to the culture of the community, raising awareness of the community especially in terms of communication are daily flights to reach CARE his goal. After the efforts of the NGOs and the community, by CARE especially, according the assessments and research done at the community level, CARE NGO participation gave a great innovation in the field of DRM and Madagascar also resolved some problems left by the passage of cyclone or inundation in some areas of the big island.

CARE Madagascar has since its installation in 1992, which was aimed in its globality: to address the root causes of poverty among the poorest communities in Madagascar. The root causes such as social exclusion, lack of access to basic resources and services, poor governance and gender inequality. These objectives have not yet exchange and even intensified. CARE Realize its objectives through numerous program areas such as education, water, sanitation, health, food security and nutrition and prevention of risks of disasters. CARE align its limited resources to these programmatic priorities and departures with indicators such as: 86% of the poor live in rural areas, 28% of households suffer from food insecurity, 47% of children suffer from stunted growth. The proportion of the population having access to drinking water is low: 49.6%. Madagascar is 133rd / 173 countries in the corruption perception. And there are 25.1% of households with a female head of household. These indicators vary each year but no significant Evolution is perceived. Through these indicators, CARE tries to align with by creating its own projects with new objective indicators. According to the evaluations of each project CARE, the result are positive, usually live, the objectives are achieved in 95%. Whether DRM projects or development projects. The question is, how is it then that people still find themselves in the same problem after a hurricane? That is why our study is interested what role plays the NGO CARE in the implementation of public policy, how much of that repetition of problem is resolved by the implanted CARE projects in eastern Madagascar.

### 1.1.1.1- Research focus

Based on the problem exposure in the previous section, this research is limited by time and period and space also. Our study is particularly concentrated in the period of the implementation of the Hyogo Framework since 2005 until 2015. Because this date marks the official participation of Madagascar in the international framework of DRM and especially the implementation of the resolution recommended during the conference. The date 2015 marks the end of the implementation by each country of the resolution and also the official release of evaluations including Madagascar. But also the release of the new framework for the next 15 years. In the field of spatial framework, the study is made in high-risk areas of Madagascar: Madagascar's East coast, the author is interested in the main areas sadly contested by cyclones or inundation since 2005. These areas are from the city of Antalaha in the north -Is through Mananara, Fenerive East, Sainte-Marie, Toamasina, Brickaville, Vatomandry, Mahanoro and Vangaindrano. These areas are the main large city in east coast of Madagascar and supports every year the negative impacts of the hurricane passage and inundation from the Indian Ocean.

#### Timeline of the Research Scope

YEAR	EVENTS	PROJECT et INTERVENTION	CITIES
2005	Intense Cyclone Ernest Intense Cyclone Gafilo	ECHO	Antalaha
Dec 2006	Very intense cyclone Bondo	ECHO/DIPECHO	Antalaha

Fin Mars, debut Avril 2007	Strong cyclone Indlala and very intense Cyclone Jaya	DIPECHO	Antalaha, Maroantsetra
Fev 2008	Cyclone intense Yvan	post-yvan emergency	Sainte-marie, Soanierana ivongo
Janv et Avril 2009	Strong cyclone Fanelle and Jade	post – Jade emergency	Morondava, Antalaha, Mananara, Maroantsetra , Vatomandry, Mahanoro, Fenerive -Est
Mars 2010	Strong cyclone Hubert	post Hubert emergency  DIPECHO II	Vangaindrano ,
2011	Strong Storm Bingiza	DIPECHO II	Mananara
2012	Very intense cyclone Giovanna and Irina	post Giovanna Emergency , Soa Fiarina, Project	Brickaville, Vatomandry , Vangaindrano
2013		DIPECHO III	Vangaindrano, Fenerive – Est, Vatomandry, Mahanoro, Antalaha
2014		Apinga Project Dipecho 4 Project Lyrecho Project	Fenerive-Est, Brickaville, Vatomandry, Vangaindrano

2015		Apinga Project Dipecho 4 Project Lyrecho Project	Fenerive-Est,Brickaville, Vatomandry, Vangaindrano
2016		Apinga Project Velontegna Project	Fenerive-Est,Brickaville, Vatomandry, Vangaindrano  Toamasina

#### **1.1.1.2- Research Question**

Based on the problem exposure in the previous section, the formulation of the major research question to be answered in this research is as follows: the role of CARE giving contribution of implementation DRM policy. What contribution care gives to empower women? In what field is the implementation effective?

#### **1.1.2- Research objectives and contribution**

##### **1.1.2.1- Research objectives**

The objective of this research is to highlight the real roles of the NGO CARE Madagascar in the implementation of public policy in the RCMP. But also to highlight the real problems of the implementation of the public policy in DRM meetings in the eastern part of Madagascar in order to improve the effectiveness of the implementation within the community

##### **1.1.2.2- Research Contribution**

This research contributes first and foremost to improving public policy, which is one of the pillars of DRM in general. This contribution is due to the analysis of the problems within the community how it percolates the implementation and then within the NGO also how CARE puts in place the public

policy. Secondly, it also contributes to the improvement of the participation and the commitment of the Malagasy State in the implementation of public policy, which is still very small compared to those of NGOs at the moment. Thirdly, on the basis of analyzes of problems in implementation, solutions will be proposed to improve the implementation of public policy within CARE, as well as for other NGOs working and will work in and around the DRM world.

### **1.1.3- Previous Study**

The study of the DRM is not a new thing in the world of research in the world. Evolution Given the negative environmental impacts and increasing numbers of natural disasters encourage researchers to do more research on this field. The research on DRM in the world were made, research around the causes or the negative or positive impacts or public policy against these problems or the implementation of this public policy or even purely scientific research directly on aleas.

According to the Perception and Risk Management: methodological approaches applied to development: Regional Summer School in Social Science The "Days of Tam Dao" (Da Lat, Vietnam) July 2013 / Stéphane Lagrée (ed.) And Virginia Diaz (coord. ) Hanoi: Tri Thuc, 2014. - 379 p. ; The interventions and debates of the summer school of Da Lat in July 2013 have focused on the issue of perception and risk management. Main reflection axes: from crisis to reduce disaster risk, the case of floods; economic and financial risks; impact assessments (zoom on microfinance); Introduction to geo-historical risk modeling. There were three different workshops in this conference on DRM. But it focuses mainly in the workshop because the workshop 3 is closer to our study. Workshop 3 "Impact Ratings: methods and applications with a thematic zoom on Microfinance" aims to present the issues of the various stages of an impact assessment, whether conceptual, institutional, methodological or practical. The researchers introduced the standard methods of impact assessment (theoretical foundations, limits) and teaching exercises applied to impact evaluation design and implementation are proposed. Taking advantage of the diversity of

researchers stakeholders, representatives of donors, NGOs -and the intersection of their views, critical reflection is conducted to specify the range of validity of the different approaches. Empirical applications relate to Vietnam but also in other countries and continents, including relying on case studies with an opening on other areas: water management, integrated development, infrastructure, etc. Work is being done on the development of an impact assessment steps of a project from a real case: the identification of the impact of the project, the evaluation strategy or still estimating the impact from data collected during the project.

According to Louise K. Comfort, Michael D. Siciliano, Aya Okada who made studies on risk, resiliency and reconstruction: the Haitian earthquake. The growing impact of natural disasters on populated areas of the planet creates many human and material losses, which highlights the urgency represented by the risk management in vulnerable regions on 12 January 2010. The political and administrative documentation devoted much written to the challenges of preparedness and response to disasters (Quarantelli 1998; Waugh, 2006 and 2000; Waugh and Tierney, 2007), but little has been said about all most critical functions govern the transition from rescue operations after a catastrophic event and more complex challenges of real reconstruction. This transition marks a crucial turning point, supported by analysis, planning and healthy learning organizational, may cause the foundation of a stronger community and able to better anticipate the risks posed by natural disasters and more effectively manage the limited resources available to reduce future threats. This transition process requires three basic steps: (1) the identification of key stakeholders, policies, procedures and the status of risk management in the area affected by the disaster before the events; (2) identification of the contributions of new players and switching on specific policies and procedures that govern the operations at the time of the immediate response to the event; (3) identifying changing patterns of interaction between stakeholders when operations come in transition to reconstruction and long term development. This process is dynamic and generates a complex set of movements in which engage many stakeholders at each stage, which frequently have to adapt their activities to an unstable environment.



Cartography of structures of interaction at the heart of this unstable and diverse set of stakeholders allows the creation of a contingency plan system can evolve over time.

Arias, Diego El manejo of riesgos climáticos are eco sistémicos en America Latina: los nuevos instrumentos financieros of transferencia<sup>3</sup>. In recent years the number as the intensity of natural disasters have increased. The Latin American countries are in a particularly vulnerable area. In addition to causing deplorable loss of life, disasters jeopardize the sustainability of the efforts of these States to the emerging economy, and destabilize public finances and debt management. This is why real natural risk management strategy is crucial, and must be coupled with effective financial instruments, among them tax resources, support credits, bonds and derivatives. Internationally, the market for derivatives related to climate risk instruments has evolved tremendously, but it is in Latin America still very underdeveloped, even though a more efficient financial and insurance-system would allow better absorption of risks.

## **1.2- Theoretical framework**

### **1.2.1- Comprehension (understanding)**

#### **1.2.1.1- Public Policy understanding**

Before starting in the heart of the matter: the role of NGOs in the implementation of public policy in DRM, we must know what role do they play in public policy because public policy is the mother of the setting artwork. Knowledge of certain definitions thus help to understand what role plays NGOs on success and how they aim to reach recommended in public policy.

In the 1980s, people still talked of government policies (Bellavance, 1985) to designate public policy. Even if unanimity was done by the name of public policy, the definition of what a public policy does not mean much fixed. Indeed, the public policy study involves several disciplines and is inspired by various concerns.

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<sup>3</sup> Reforma y democracia , n° 55, 2013, febrero, p. 49-70

For the state or for those running non-state systems or non-governmental actors, a policy some references to more specific activities and spend to the needs of the community. Contrary to some specialists in public policy, public policy cover an extremely wide range. And other authors suggest the definitions that restrict public policies are more specific aspects. One of the first American public policy specialists **Thomas R. Dye (1984)** defined it as all governments choose to do or not to do. This definition is almost similar with the definition of Ira **Sharkansky (1970)**: public policies are the actions undertaken by the government. Another Canadian author, **Richard Simeon (1976)** said that public policies were what governments do and why they do it. And two French authors **Jean Claude** and **Yves Meny Thoening (1989)** only say: the study of public policy is not other things that the action of public authorities within the company. According to **Michel Bellavance (1985)** whose work focuses on public policy has a somewhat similar definition: the policy has governmental refer that political and administrative authorities, legitimately established decide to do or not do and that they are in reality

All these definitions emphasize the governmental, also appointed public authority or political and administrative authorities. They however negligent to make room for other players who are also parts of a way or another yardstick to decisions and non-decisions which is made public policy.

**Jenkins (1978)** made exceptional when he defined public policy is a set of interrelated decisions taken by a public actor or a group of non public actors. Jenkins is one of the few authors to associate all political actors and not only governmental actors public policy.

Several definitions of public policies were published but these few lines above are enough to think what place does held an NGO in the life of public policy before and today.

**DRM National policy** determines general guidelines for risk management and disaster and lists the basic principles necessary for its implementation. Therefore, the policy cannot be fixed to the extent that the needs and the

operational context of disaster management are constantly changing. This policy is evolving; it reflects the specific contexts and realities at the time of its development. The national policy on risk management and disaster takes into account the risk profile and vulnerability of Madagascar, as well as the cultural and socio-economic context of the island. It admits that natural hazards are inevitable, but recognizes that their impacts can be mitigated through a more suitable management. In this perspective, an institutional structure that effectively manages disaster risks while strengthening intersectional coordination and mobilizing sectorial skills and of those who are exposed to the most destructive effects of disasters is a prerequisite.

The primary objectives of national policy are:

1. Reduce the negative effects of natural disasters and those caused by man of the people, heritage and the environment of Madagascar;
2. Reduce the socio-economic and physical vulnerability of the Malagasy people;
3. Consider that the safety and protection of people, the physical and natural environment of Madagascar should be the elected government and the central concern of leaders, and no effort will be spared to use all sectors, government, civil society and private, and all levels, both national, provincial, local and family, to guarantee security and protection;
4. Give priority to improving the skills of government and the Malagasy society to prevent, mitigate and respond effectively to recurrent emergencies
5. Recognize that the problems associated with disasters totally under government responsibility and ensure that the most appropriate arrangements are put in place, given the available resources;
6. Adopt an approach to disaster management focused on people and on all types of dangers;
7. Recognize that the reduction of vulnerability and disasters is an essential part of planning for long-term development;
8. Develop effective institutional arrangements for disaster risk management between different levels of government and Madagascan society;

9. Promote autonomy within communities through ongoing programs of education and awareness.

But before the birth of this national policy, we must not forget the existence of the laws that fit this policy and strategy in Madagascar. The real law concerning the DRM in Madagascar was adopted in 2003, it was at that date therefore that was born the public policy in DRM in Madagascar. Since this year, this law has been improved several times and the last version was published in 2016 after the third world conference in Sendai: Law No. 2015-031, a law on the national policy of risk and disaster management. This Act defines the main mission of Risk and Disaster Management, its basic structures, and the principles governing the relations between the various actors. The Act contains 33 clauses with 6 chapters dealing with the general provisions, principles, implementation which is the focus of our study, the financial provision, the transitional provisions and the final provisions. In the chapter on implementation, there are the structures and also the intervention plans.

### **1.2.1.2- Comprehension of NGOs**

NGO is an organization of civil society, public interest or of a humanitarian nature, which depends neither a state nor an international institution. An NGO decides autonomously the actions it undertakes. Its members are unpaid volunteers, usually organized in association. Its resources come from public or private funds. Its action can take the first emergency intervention form to rescue people in danger in case of natural disasters, wars, exodus, epidemics ... The NGOs also undertake longer-term programs, less publicized , development assistance: education, health, water supply, fight against poverty, human rights ....

The action of NGOs is both complementary and opposite to action states. The report does not depend on the origin of the NGOs and the fact it or not originating in the State. It can be from a state and oppose him.

Although NGOs have been neglected before, they hold an important place in the economic and social life, and especially in developing countries like Madagascar.

Since the year According to the census in 2013, there were 789<sup>4</sup> NGOs / associations active in Madagascar, a figure up 16% against 680 in 2012; against 624 in 2011, an increase of 9%<sup>5</sup>. No statistics been published after that date which do not allow us to give an exact figure on the improvement of these numbers in 2016. What is certain is that NGOs don't keep increasing but the funding is experiencing a small decrease of 16% especially for international NGOs because of the international economic crisis.

### **1.2.1.3- Understanding Decentralization: United Nations and UNDP definitions**

“. . . Decentralization, or decentralizing governance, refers to the restructuring or reorganization of authority so that there is a system of co-responsibility between institutions of governance at the central, regional and local levels according to the principle of subsidiarity, thus increasing the overall quality and effectiveness of the system of governance, while increasing the authority and capacities of sub-national levels. ... Decentralization could also be expected to contribute to key elements of good governance, such as increasing people's opportunities for participation in economic, social and political decisions; assisting in developing people's capacities; and enhancing government responsiveness, transparency and accountability><sup>6</sup>

“. . . While decentralization or decentralizing governance should not be seen as an end in itself, it can be a means for creating more open, responsive, and effective local government and for enhancing representational systems of community-level decision making. By allowing local communities and regional entities to manage their own affairs, and through facilitating closer contact between central and local authorities, effective systems of local governance enable

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<sup>4</sup> Diverses etudes sur les ONG a Madagascar, 2013, p 06

<sup>5</sup> Diverses etudes sur les ONG a Madagascar, 2013, p 06

<sup>6</sup> UNDP, Decentralized Governance Program: Strengthening Capacity for People-Centered Development, Management Development and Governance Division, Bureau for Development Policy, September 1997, p. 4

responses to people's needs and priorities to be heard, thereby ensuring that government interventions meet a variety of social needs. The implementation of SHD strategies is therefore increasing to require decentralized, local, participatory processes to identify and address priority objectives for poverty reduction, employment creation, gender equity, an environmental regeneration.”<sup>7</sup>

“. . . Decentralization stimulates the search for program and policy innovation, first of all because it is, per se, an innovative practice of governance. Second, because through its implementation, local governments are required to assume new and broader responsibilities in order to provide public services for all. The assumption of new responsibilities through decentralization often requires improved planning, budgeting and management techniques and practices; the adoption of new tools; and the development of improved human resources to operate the

### **1.2.2- How the theory apply?**

**Top Down approach:** In general, the implementation of top-down is the realization of a policy decision by law, decree or court order; while authoritative decisions are "centrally located" by actors seeking to produce the "desired effect" (Matland 1995, 146). The approach to implementing up and down is a system of command and control of the government in the project, which concerns clear people. The top-down system presents: (1) clear and consistent goals articulated at the top of the hierarchical environment, (2) knowledge of the causes and relevant effects, (3) a clear hierarchy of powers, (4) the rules established at the summit and the policy is in line with the rules, (5) the resources / capacity to execute our orders from the top (Elder, 2011 conference). The top-down approach is rational global approach to planning. It is compatible with democracy in mind, then the elected delegate the authority to implement the non-elected officials (civil service) which are accountable to democratically elected representatives. However, DeLeon and Deleon (2001) point out that most depressants can implement the

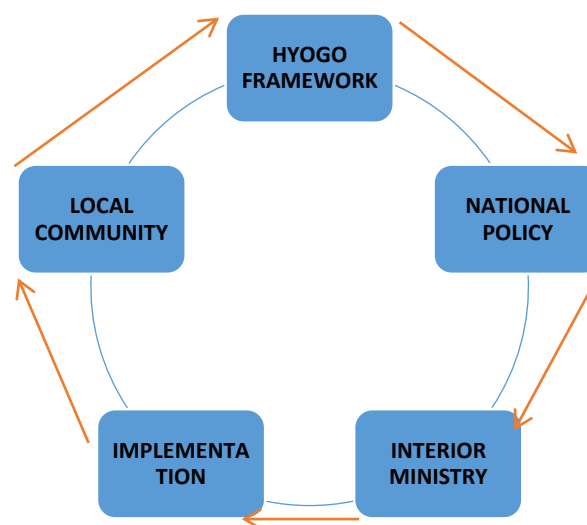
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<sup>7</sup> UNDP, Decentralized Governance Monograph: A Global Sampling of Experiences, Management Development and Governance Division, Bureau for Policy Development, April 1998, p. 6

[EPA] policy with standards that citizens do not understand, which could also bypass their rational preferences. When this happens, top-down becomes a "tactical" and not an implementation strategy. It can be compared to a deductive approach from a concept, a theory, and an idea to build the necessary steps for the realization. The disadvantage of this method is especially unpredictable terrain: in fact, difficulties or changes may occur during the execution, that does not expect the top-down approach based on a global vision from.

In the Hyogo Framework defines the role of top-down theory in his policy, it expresses the role of each hierarchy starting with that of the state as a planter of national coordination mechanisms; Initial evaluator of the state of the disaster risk reduction in the country; publication and updating summaries of national programs; review the progress made in the implementation at national level, objectives and priorities of the Hyogo Framework; implementation of relevant international legal instruments; and integration of risk reduction, disaster-related strategies. This means that even the state must follow the indicative formula by the Hyogo Framework, which means that public policy comes from on high which means that in the first view, DRM is in the Top Down and that all players should follow this indication.

### Structure of Top Down Theory in the DRM system

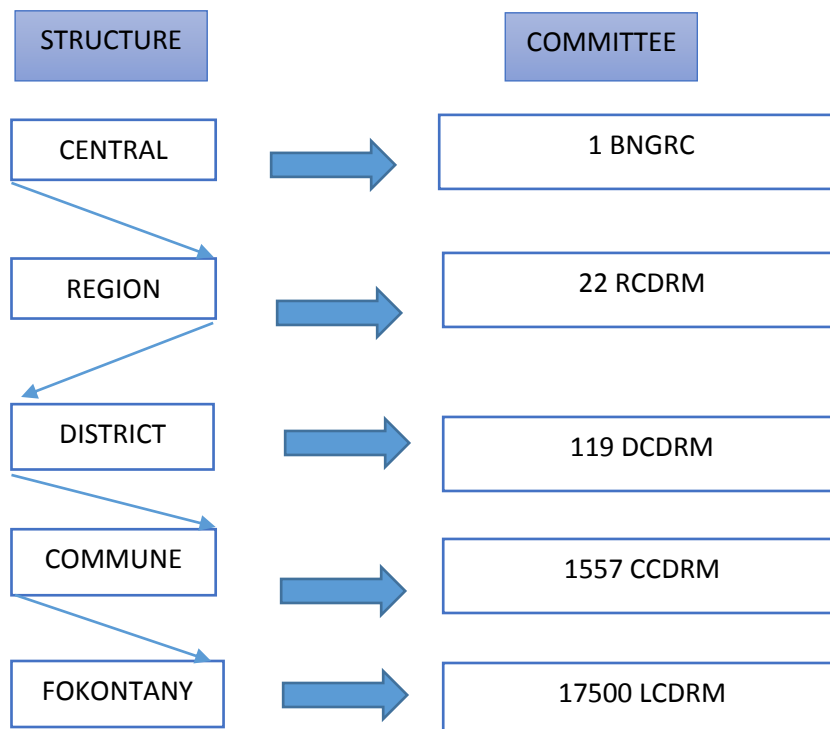


It is not only the Hyogo Framework, which shows the existence of the top Down in the world of Madagascar DRM but decentralization itself too. If one refers to the model and the hierarchy of this decentralization, it directly leads to the Top Down approach. While the decentralization of DRM is DRM mother.

### 1.2.3- The decentralization of DRM in Madagascar

Decentralization is the mother of the implementation of public policy in Madagascar. Following the directions of the Hyogo Framework, the Malagasy government had to adopt decentralization to put into action all the objectives of this framework. All activities managed by NGOs or businesses revolve around the decentralization of DRM. The first form of Decentralization in Madagascar in 1995 that was talks about the definition of the Decentralization principles of architecture with the establishment of three levels of regional and local authority, with legal personality and financial autonomy: the regions, departments and Municipalities.

#### DISASTER AND RISK MANAGEMENT DECENTRALIZATION'S STRUCTURE IN MADAGASCAR



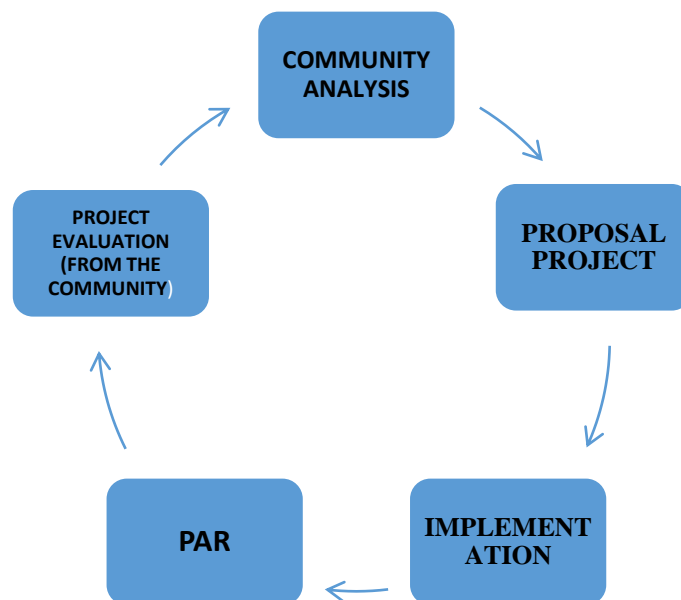


**Bottom Up theory:** It is close to the inductive approach, which tries, from experience, to formulate a theory. It is an analytical process that examines the database to draw generalities. The simplest example is the assembly of pieces of a puzzle to reconstruct the image (Community assemblies' ideas into a project). In the case of a team, the bottom-up management takes into account the proposals and recommendations of each to develop the project. Grading and sorting are performed by the common criteria. The advantage is that each member feels involved in the implementation, and it is easy to integrate many participants. However, the downside of this flexibility is that everyone can retire when he wants, which is more appropriate for short-term cooperation. In this approach, the overall vision is not, or very little consideration. And it may lead to a project that is not adapted to the constraints in which it operates.

The Hyogo Framework has even defines the role of international organizations in the implementation of DRM in politics and promoting the integration of disaster risk reduction programs and humanitarian frameworks and sustainable development; capacity building of the United Nations system to assist disaster-prone countries, for disaster risk reduction initiatives; assistance in data collection and forecasting, information exchange and early warning systems; supporting the efforts of States through a well-coordinated international assistance; and strengthening training in disaster management and for the latter. This means that each organization has an important role in respect of the indication and especially in achieving each goal. Yet each organization like CARE has its own strategy to achieve its specific objective and participatory research method to integrate and engage the local community in every project while respecting the role of each hierarchy s State. The process of Care for the formulation of a project until its assessment highlights the involvement of the local community, and one can even say that a project cannot be born without consulting the local community (detailed analysis). A field team and project specialist down the field for querying and analyzing the needs of the people, put them in order of priority and align to the specialty of the NGO, formulate the draft document (proposal) and offer to donors funds. Once funding is accepted, the

project is preparing to implement, with the staff and the basic community. In real achievement on land, the local community still plays a very important role with PAR<sup>8</sup> method. Much if not the entire community feels good engaged in achieving the project goal and also their own goal in the project. After the realization of the project, evaluation is always done within the local community or not beneficial form of investigation (by CARE itself or by private evaluators) .This said the bottom-up approach an important place in the implementation of CARE projects because from the beginning up to the end and even after the end of the project, the basic community always and still has an important place.

### **Structure of Bottom Up in the DRM implementation system at CARE Madagascar**



The up and down approaches are processes for arranging steps for the realization of a project. The bottom-up approach (bottom up) part of the basic elements to go to all; down approach (top down) part of all to go to the details. Both approaches are often complementary. And that is really the case for Madagascar. There are currently a lot of changes in the world of management,

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<sup>8</sup> This is a method of participatory research and learning tool that fills the gap left by traditional research methods, which do not allow to better understand the rural reality. This method is between formal research (expensive and time) and informal research (too short to give reliable results and qualified). PAR is a set of approaches and tools used to enable rural and urban populations to present their knowledge about their situation and their living conditions.

particularly in project management. We have learned that organizations such as New York Times, Tribune Co., or Ernst & Young, have abandoned the top-down management style and adopted a bottom-up approach. Others, including some of the largest global companies like Toyota and IBM have integrated elements of bottom-up management style in some of their services. We therefore find that upward project management is increasingly used.

### **1.2.3.1- The combination of Top Down and Bottom-Up in the DRM public policy, implementation and project CARE Madagascar.**

There is a combination of bottom-up and top-down theory in the implementation of public policy. Even if Madagascar after choosing to follow the Hyogo Framework, which clearly reflects the bottom-up theory of image is when not even able to escape from the Top Down approach because the DRM decentralization itself comes from the state and the ministry of interior and the BNGRC still have an important place in public policy and the implementation of all activities on DRM. First, all NGOs must work closely with BNGRC. Then, all NGOs must anyway follow the instructions from BNGRC despite their independences. The combination of these two approaches is in the form of cooperation between the state and other non-State actors. As in the case of CARE Madagascar, CARE began to participate in the improvement of public policy if before that was destined only to the state. she starts making advocacy too.

## **1.3- Research Methodology**

### **1.3.1- Research Method**

Qualitative research is used as research method. It is research that produces and analysis of descriptive data such as written words or say the observatory and behavior of individuals (Taylor & Bogdan, 1984). It refers to a method of research interested in the meaning and the observation of a social phenomenon in the wild. It deals easily with quantifiable data as in interviews

made with responsible of BNGRC and CARE. It does not reject the numbers or statistics but just don't give them the first place. The author as researcher is interested in knowing the factors affecting some aspect of the behavior of the social actor in particular the local community placed in contact with reality. She uses an interpretative model where the focus is on processes that develop among actors (here, one is interested in the meanings that the actor attributes to his environment even at these interpretations). Therefore, try to understand, try to describe, explore a new area, evaluate the performance of an individual or a community, go to the discovery of the other especially implanted through the projects in their territory, assess the action or project are steps whose success remains partly related to the quality of qualitative research on which this study is based.

#### **1.3.1.1- The type of research**

The first type of research is descriptive, which means that the domain of the DRM present a more detailed description in this study. It is based on accurate collection methods, she made a deep research on prior knowledge of the environment and / or the problem studied. Because in this study we mostly need to know and analyze the behavior of the communities concerned without much influence. Descriptive research presents 6 characters as: correlation research, causal-comparative research, case study, ethnography, paper analysis, analytical method. And it is these 6 characters of descriptive research that research is founded.

The second type of research is narrative. The author uses the narrative to describe and explain the role of Care in the implementation of public policy after investigations and interviews within each relevant. This research is to pose a problem that is already evoked above, whose statement is open; the author also seeks a solution on this problem but especially to tell the details of the research while specifying the causes of the problem. The evaluation of this work is not only based on the fact to have found the solution (often difficult to obtain in all its generality), but the quality of the narrative, the wealth of research, and certainly

the ability to the author highlight important questions find from the problems posed.

### 1.3.1.2- Data gathering method

The qualitative research method is the method chosen to study it. The research is based on three main points: the collection connate, investigation and interview.

- **Database collect:** We collect data primarily and substantially within the BNGRC and within CARE. The data within CARE particularly concerns the assessment of results of projects and project objectives and the numbers of beneficiaries of each project. Much of the data is obtained by the PAR method. The data in the BNGRC concern the assessment after the passage of a aleas which so much help us put an analytic relationship between these data.

The interview will divided into 2 parts: group interview and individual interview.

- **Individual Interview:** Individual interview will do on two types of organization concerned: BNGRC and the NGO Care International. In both types of organization, the interview also divided into two parts at CARE, a large majority was done in the recipients of care each DRM project, DRM committees but also on future population samples or ancient victim of a cyclone in eastern Madagascar. Then another type of interview will do within the first CARE officials as the project coordinator, project managers or people followed responsible evaluation. As for the BNGRC, the interview is done in the same way
- **Focus Group:** the focus group will make only at the beneficiary community, former or future victims of the alea
- **PAR:** Participatory Action Research method is the base of this research because much of the data and results are obtained from PAR especially vulnerability analysis and losses after cyclone passage.
- **Observation:** The author did not use this part of research because I will not do directly the interview of the beneficiaries, and interviews with

officials are made by Skype while watching has only done at the PAR but not at focus group or individual interview. The author has lived some time with the care project beneficiaries whether in the development project or in the emergency project and may draw some important traits for defining the behavior of each community in the perception of CARE participation in the implementation of DRM policies while obtaining more reliable information. This observation during the PAR also helps to serve as a verification technique to destroy the information provided in face to face meetings, information that is unreliable.

### **1.3.1.3- Structure of thesis writing**

**Chapter 2:** The problems of the community after the hurricanes and floods

2-1 Causes of problems

2.2 -Problems after passage of inundation and cyclone

2-3 women, children and vulnerabilities

**Chapter 3:** Role of CARE NGO in the DRM Implementation

3.1- Role of CARE in the DRR phase

3.2- Role of CARE in the Response phase

3.3- Actual role of CARE Madagascar

3.4- Problems of the implementation

**Chapter 4:** The impact of implementation DRM program in Madagascar

4.1-Economic impacts

4.2-Social impacts

4.4- Beneficiaries appreciation of DRM CARE project

4.5-Recommendation

**Chapter 5:** Findings and conclusion