

EMERGENCY APPEAL



International Federation of Red Cross and Red Crescent Societies
Fédération internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

INDIA FLOODS

Appeal no. 16/2004

Date 27 July 2004

The Federation's mission is to improve the lives of vulnerable people by mobilising the power of humanity. It is the world's largest humanitarian organisation and its millions of volunteers are active in over 181 countries.

In Brief

THIS REQUEST FOR ASSISTANCE SEEKS CHF 2,982,000 (USD 2,293,846 OR EUR 1,988,000) IN CASH, KIND, OR SERVICES TO ASSIST 250,000 BENEFICIARIES FOR 10 MONTHS

(click here to go directly to the attached Appeal budget)

All International Federation assistance seeks to adhere to the [Code of Conduct](#) and is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response](#) in delivering assistance to the most vulnerable. For support to or for further information concerning Federation programmes or operations in this or other countries, or for a full description of the national society profile, please access the Federation's website at <http://www.ifrc.org>

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For longer-term programmes, please refer to the Federation's Annual Appeal.

The situation

Nearly 30 million people have been affected by extensive flooding in the north-eastern states of India and there have been at least 486 reported deaths in the worst affected states of Assam and Bihar.

In those states millions have been made homeless and there has been extensive damage to crops and infrastructure such as roads, bridges, electricity generation, schools etc. Over 15,000 villages have been hit in these two states with many people losing all their possessions.

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The impact of these massive floods, which may continue until September, have overwhelmed the coping mechanisms of communities used to flooding as an annual phenomenon.

The situation remains grim with many people marooned with large areas inaccessible. This is causing problems related to health and hygiene, water, sanitation, shelter, household items, clothing and, in the case of Bihar, food.

The flooding has been caused by a number of contributing factors. Heavy monsoon rains began at the end of June. During July the situation worsened drastically, with the major Brahmaputra and Ganges river systems and their tributaries soon flowing well over danger levels. There has been excessive snowfield and glacial melting in the Himalayas while degradation of the water catchment areas due to such factors such as deforestation and over grazing have all combined to produce this disaster.



A homeless family in Assam forced to live on a roadside

A large proportion of the 28 million people affected in the worst-hit states of Assam and Bihar are below the poverty line. Many people are still stranded. It will take at least two weeks for them to be able to return to their homes (or what remains of them) barring more rain in the region and neighbouring countries.

All 27 districts in Assam and 18 out of 38 districts in Bihar have been inundated by the current floods, which have breached nearly 80 embankments. The most seriously affected areas in Bihar are Darbhanga, Sheohar, Madhubani and Sitamarhi and in Assam, Kamrup, Nalbari, Darrang, Sonitput, Dhemaji and Lakhimpur. Some of the above districts are totally inaccessible at the moment.

The situation in the Assam valley is set to further deteriorate with heavy showers forecast for Manipur. This would increase the flow of water into the largest lake in India, Lake Loktak. The districts of Cachar and Karimganj, along with parts of Hailakandi, will be badly affected when the lake waters hit them. Similarly, the flood situation in Majuli Island is grim as vast areas are already submerged and the waters of the Brahmaputra and Subansiri are also rising alarmingly.

The following table outlines the effects of the flooding in Bihar and Assam based on the latest report from the Ministry of Home Affairs and state governments.

	Bihar	Assam
Total districts affected	18/38	27/27
Villages affected	8522	6730
Total population (2003)	82.8 million	26.6 million
Population affected (%)	19.2 million (23%)	9.25 million (32%)
Area affected (hectares)	4.5 million	2.1 million
Crop area affected (hectares)	5.03 million	7.75 million
Number of houses damaged	428877	172171
Lives lost	351	135
Cattle lost	1192	1193

Source: UNDP Report

Indian Red Cross action

The Indian Red Cross Society (IRCS) and its branches in the affected areas were among the first to respond to the floods back in June.

Local resources and volunteers were mobilised to provide food and basic shelter materials, health care as well as assisting in search and rescue operations. IRCS National Disaster Response Team (NDRT) members participated at their respective state level at Bihar, Tripura and Meghalaya for initial/survey assistance, information sharing and reporting as per IRCS standard preliminary disaster situation report format.

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An IRCS assessment team led by the Deputy Secretary visited Assam on 14-16 July and made a report to national headquarters (NHQ). As mentioned above, NDRT members carried out an assessment in Bihar on 16-18 July and a report was submitted to NHQ. These assessment reports were used by the IRCS, branches and Federation to [contribute to the design of the operation contained in this Request for Assistance \(RFA\)](#).

At the request of the IRCS, the International Federation is launching this RFA to support the ongoing IRCS relief operation in the most affected areas. This document, seeks to provide immediate assistance in the form of shelter, food, non-food items, hygiene and health services to 250,000 beneficiaries (50,000 families and people receiving health services) for a period of four months. Following this initial emergency relief phase, the IRCS intends to replicate successful mitigation activities proven so effective in reducing flood risk in the past at community level. The mitigation component (one flood platform with five raised tube wells and five raised latrines for Assam and 30 raised tube wells for Bihar) will be implemented during the six months following the emergency phase and will form an integral part of the on-going disaster management programme while complimenting the already planned community-based disaster preparedness activities.



Many families are marooned - Assam

The Indian Red Cross has been mobilising resources through RFA for these two states in recent years covering food, non-food items, and health and water sanitation. The following table outlines the number of people affected in these States and the IRCS target beneficiaries.

Year	Request for assistance for the following states	Population affected	Funding	Number of beneficiaries
2000	Assam and Bihar	3.5 million	CHF 5,969,270	35,000 families
2001	Assam and Bihar and West Bengal	8.2 million	CHF 1,220,225	26,000 families
2002	Assam and Bihar	19.16 million	CHF 2,934,000	30,000 families
2004 (planned)	Assam and Bihar	32.8 million	CHF 2,959,754	50,000 families

A total of 20,500 pre-positioned family packs have already been mobilised. Part of the current request for assistance includes 20,000 family packs to replenish the disaster preparedness stocks in depleted regional warehouses of the IRCS. In addition to this, the planned procurement from the India 2004 disaster management programme for 10,000 family packs of non-food items has already been initiated.

This proposed operation takes into consideration assistance provided to the affected areas by various stakeholders. There has been assistance provided to Assam by stakeholders such as the state government, UNICEF and the Royal Danish Embassy (via a local NGO). In Bihar the state government has carried out relief and rescue work while assistance has been provided by NGOs such as Oxfam and UNICEF.

The needs

Immediate needs:

Shelter: The floods have resulted in the loss of homes of many of the affected families and the IRCS will include shelter materials in the non-food family pack.

Food: As a consequence of the floods, many farmers are being deprived of their livelihood whilst food supplies are being affected as they depend on the cultivation of their own crops. Long-term water-logging of large areas of cultivated land has caused extensive damage to the crops. In Assam and Bihar, the possibility of harvesting in November remains if the water recedes in the next few days. Relief provided by the government in Assam has met the initial food needs while Bihar requires additional food support.

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Family kits: Most of the vulnerable people have lost not only their houses but also all their belongings. The family kits provided by the IRCS will help them cope and also provide a psychological boost to people have lost everything.

Health and Hygiene: As the flood waters recede, water borne and vector borne diseases are likely to increase. There is an acute need for mobile health teams, medicines and hygiene kits to be distributed to the affected people.

Water and sanitation: Most of the water sources are submerged and there has been substantial damage to water facilities. The provision and distribution of water purification tablets is essential. As the flood waters subside, wells will have been contaminated and this will certainly increase the incidence of water borne diseases if proper measures are not taken to purify these sources. Provision of water purification tablets and bleaching powder will also reduce these risks.

Longer-term needs

Disaster mitigation activities undertaken through construction of a raised flood platform equipped with toilet sheds and tube wells to enhance the capacity of communities will reduce the impact of disasters.



*Flooding has left a trail of destruction
- Assam*

Coordination

IRCS leadership is in regular contact with the affected state branches and is sharing necessary information with various partners, including the International Federation. The disaster management department plays a crucial role in keeping the coordination mechanism functioning effectively by working closely with counterparts from the International Federation. A task force formed from the IRCS and the International Federation (India Delegation) is coordinating operations with the state branches and other humanitarian organisations.

IRCS and the Federation are active members of the SPHERE India initiative as managing body members. IRCS state and district branches are actively participating in their respective coordination forums.

Good coordination was initiated with Indian government authorities such as the health department, relief commissioners and deputy commissioners at various levels during the assessment and initial operational response. Daily situation reports are being shared with the authorities and UN organizations.

An inter-agency coordination forum has been established in Bihar State including representatives from UNDP, UNICEF, WHO, CARE, Oxfam, Action Aid, local NGOs and the Indian Red Cross Society, Bihar state branch.

In Assam the state government holds a daily coordination meeting with the Chief Minister and all relevant departments along with the deputy commissioner to review the flood situation and channel the needed support to the affected areas.

IRCS has initiated a coordination mechanism through the disaster management department and at the leadership level with the International Federation, India Delegation. Information has been shared with the South Asia Regional Delegation (SARD) which in turn passes information to the Federation Secretariat Task Force and PNS partners. Three information bulletins (two regional) and two web stories have been issued on the flood situation in India. Contact has been initiated by the IRCS with other NGOs such as Oxfam to find out what action has been taken, to coordinate efforts for assisting the affected people. IRCS and the Federation representatives have been attending the coordination meetings hosted by ECHO and UNDP.

The proposed operation

The Indian Red Cross, with the International Federation, will carry out a relief operation to provide emergency relief assistance to the most vulnerable segments of the flood affected population through the provision of shelter, food and non-food items, basic health care, cooking utensils, hygiene items and mosquito nets for 50,000 families over a four month period. This will be followed by a six month second phase consisting of capacity building through flood mitigation activities.

Although the request for assistance relates to the worst-affected districts, there is a possibility that other districts may be affected by subsequent flooding. The Indian Red Cross and the Federation would therefore encourage partners to allow maximum flexibility in directing assistance when the need arises. 20,000 family packs (non-food) items have already been mobilised to Bihar (10,000) and Assam (10,000), each from the existing disaster management stock, which would be replenished from the funds received under this RFA. There will be a one time food distribution for the targeted beneficiaries in Bihar. Any further food assistance will be reviewed based on the needs and contributions made by the government and other agencies.

The following table indicates district-wise the number of families to be considered for assistance.

ASSAM			BIHAR		
Sl. No	DISTRICTS	FAMILIES	Sl. No	DISTRICTS	FAMILIES
1	Kamrup	3,500	1	W Champaran	2,500
2	Dhubri	3,500	2	E Champaran	3,600
3	Hailakandi	500	3	Sitamarhi	4,000
4	Barpeta	3,000	4	Muzaffarpur	3,600
5	Morigaon	1,500	5	Darbhanga	3,600
6	Nagaon	1,500	6	Madhubani	3,600
7	Nalbari	1,200	7	Samastipur	3,600
8	Golpara	1,000	8	Sheohar	3,500
9	Lakhimpur	800	9	Khagria	2,000
10	Darrang	1,300			
11	Bongaigaon	1,200			
12	Cachar	1,000			
	TOTAL	20,000		TOTAL	30,000

Timeframe: It is expected that if there is no further serious flooding, the initial relief phase of the operation will be completed within four months, while the mitigation activities will be implemented over a subsequent period of six months. However, given that the monsoon season continues until September, the needs will be reviewed and changes could impact upon the timeframe as well as areas of operation.

Beneficiary identification: The following factors have been/will be taken into account for targeting the beneficiaries:

Geographical: total population, affected population, land area affected, crop damage/loss, poverty level, duration of flood (inundation/marooned), location and accessibility, Red Cross Branch capacity etc.

Demographic: most vulnerable/most affected, family below poverty line, agriculture dependent, loss of habitat etc.

A common factor which will influence the targeting process either geographically or demographically will be the assistance being provided by the government as well as other humanitarian organisations.

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Procurement: In addition to the pre-positioned disaster preparedness stocks of non-food items, all relief materials will be procured locally or nationally in accordance with standard Indian Red Cross procurement guidelines. The procurement will include food items, non-food items, medicines, water purification tablets, hygiene kits etc. Quality control measures will be ensured by hiring suitable inspection agencies.

Transport: The relief materials will be distributed by using railways, roads, and boats depending on the situation. The Indian Red Cross will use its existing means of transport such as trucks, boats etc. In addition to this, transport requirements will be met by hiring suitable transport facilities as relevant/available. The IRCS will also explore the possibility of utilizing available logistics facilities of the Central/State Government to reach isolated areas.

Storage and handling: Since the affected state branches have limited storage capacity, hiring temporary warehouses at the state and district level may need to be considered by the IRCS. Moreover, available capacity of the transport facilities might be small or limited due to the road conditions and types of boats available. The warehouses need to be well managed and secured. Stock reports and daily dispatch of goods are to be reported and updated regularly.

Implementation

- The IRCS national headquarters through the disaster management department will have the overall responsibility for the implementation and monitoring of the operation by providing the technical support and supervision to the state branches.
- IRCS will consider deploying a NDRT field coordinator for each affected state to work closely with the branches and report to the disaster management department.
- The state/district branches will be responsible for implementing the relief operation and running the mobile medical units (MMUs). The state branches will identify a full time relief coordinator preferably with a health background for the operation. All Red Cross trained volunteers in disaster preparedness, first aid, health, etc will be utilised at all levels right from targeting the beneficiaries to the distribution of relief materials and reporting.
- An information mechanism has been initiated to produce weekly operations updates and also to exchange information among stakeholders. This will help in reflecting the further needs and scope of the relief operation. To meet this objective, IRCS is considering appointing a full time information officer for the entire operation.
- The established task force comprised of IRCS and the Federation India delegation personnel will meet regularly to review the operational progress, provide technical as well as other necessary support, and ensure the information flow from the grass root level to the Secretariat through the South Asia regional delegation. A focal point will be identified from the IRCS within the disaster management department to work with the Federation India delegation. The focal point will work in close consultation and contact with the field coordinators. They will also be responsible for information sharing with the task force and report to their respective line managers.
- Bearing in mind the significant quantity of procurements and logistical requirements, the IRCS disaster management department capacity will be further reinforced by allocating sufficient technical human resources.
- A relief agreement will be developed expeditiously between the Federation and the IRCS which will clearly define the roles and responsibilities of each institution for the operation.

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Objectives and activities planned

Operation Goal: to meet the urgent needs of the 50,000 worst affected families in Assam and Bihar for food, shelter, family packs and medical services, to ensure improved quality of water over a period of four months and prepare to meet the longer-term needs through necessary capacity building and disaster mitigation initiatives over a further period of six months after the emergency phase.

Emergency relief (food and non-food)

Shelter

Objective: 50,000 flood affected families to receive shelter materials within one and a half months.

The Indian Red Cross and the Federation intend to distribute general purpose plastic sheets (5 x 4 m each) as temporary shelter material for 50,000 families (approximately 250,000 persons) in the 12 most affected districts of Assam and the 9 most affected districts in Bihar.

Activities planned to reach this objective:

- Procure and pack shelter material
- Transport and distribute relief items to final destination with the help of trained IRCS volunteers.
- Assist the IRCS branches to further improve its procurement practices, management of warehouses and distribution structure with technical support from the national headquarters and the Federation.
- Monitoring, reporting and technical advice by the NDRT field coordinators and disaster management team of the national headquarters and the Federation.

Relief: distribution of basic food and non-food items

Objective 1: 30,000 flood affected families to receive supplementary food items and family packs in Bihar over a period of one and a half months.

Basic food to each family: 20 kg of beaten rice, 5 kg pulses, 2 kg jaggery (sugar cane product) and family kits each consisting of a kitchen set (20 pieces), 1 bucket, 1 dhoti (men's clothing), 1 saree (women's clothing), 1 cotton blanket, 1 towel, 1 bed sheet, 2 mosquito nets (single bed), 6 candles, 2 match boxes, 2 HDPE (high density polythene bag for packing).

Objective 2: 20,000 flood affected families to receive family kits in Assam over a period of one and a half months.

The family kit to be distributed consists of a kitchen set (20 pieces), one bucket, one dhoti (men's clothing), one saree (women's clothing), one cotton blanket, one towel, one bed sheet, two mosquito nets (single bed).

Activities planned for objective 1 and 2:

- Procure and pack the relief material
- Transport and distribute the above items to the selected beneficiaries with the help of trained IRCS volunteers
- Assist the IRCS branches to further improve its procurement practices, management of warehouses and distribution structure with the technical support from the national headquarters and the Federation.
- Monitoring, reporting and technical advice by the NDRT field Coordination and disaster management team of the national headquarters and the Federation
- Training of additional volunteers to carry out the relief distribution systematically according to established good practices.

Health, Hygiene and Water Sanitation

Objective: 50,000 flood affected families to receive preventive and curative health services through mobile and static health clinics for a period of four months.

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It is proposed to run six MMUs in Assam for a period of four months in the worst affected districts. In Bihar, the existing Red Cross clinics/material and child health care centre capacity will be strengthened through emergency medical supplies.

Each MMU will consist of: one doctor, two paramedic staff (nurse and pharmacist) and two support staff or volunteers. In addition to personnel, each MMU will be resourced with one health kit, one first aid kit, one disposable delivery kit, water sanitation measures and IEC material.

- The health kits will be used by qualified personnel only
- Supplies will be received and recorded by the doctor in the MMU.
- The clinics and the MMUs will maintain a simple register of patients treated and other preventive and promotional activities carried out.
- All the activities carried out should be consolidated and reported by the branch

Short-term support to provide preventive (hygiene and water sanitation) and curative health care will continue for a period of four months. The MMU teams will provide basic health care and will respond to medical emergencies related to poor water sanitation situations. Further preventive measures and health education will be conducted involving the community in order to curb potential epidemics. The team will also be providing water purification tablets to the families of the patients who attend the clinic if they have not received them already. Water purification tablets (providing a minimum of 20 litres of drinking water per day per family) will be supplied in the general relief package to cover 100 days. The MMU teams will be equipped to carry out sanitation measures in the community through their teams and existing volunteers in the community. They will also be distributing bleaching powder and phenyl to the community wherever necessary. They will also help the community in prevention of water borne and vector borne diseases and resuming regular vaccination schedule for children under five.

Activities planned to achieve this objective:

- Procure all the necessary equipment and medicines according to the standard list and transport to affected areas
- Alert existing teams in Bihar and recruit medical teams for Assam
- Hire three boats and three vehicles
- Deploy three boats and three vehicles with the medical teams
- Keep necessary records and follow up cases
- Conduct health awareness activities among the communities

Disaster Mitigation and Capacity Building

Objective 1: One flood platform with five raised tube wells and five raised latrines to be constructed at a selected site in a flood-prone area of Assam over a period of six months after the emergency phase.

A flood platform will be constructed on a secure site above the flood water level with overhead shelter for humans and cattle, with five hand tube wells and five toilet blocks.

Activities planned under this objective:

- Mobilise and train communities
- Identify elevated sites suitable for the construction of the flood platform with overhead shelter and the installation of hand pumps and toilet blocks
- Procure the material
- Construct the platforms and hand tube wells

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Objective 2: Thirty raised tube wells to be constructed in the most affected districts of Bihar.

Raised tube wells to be constructed on secure sites above the flood water level providing safe drinking water to the community.

Activities planned to reach objective

- Identify elevated sites suitable for the construction of the raised tube wells
- Procure the material
- Construct the raised tube wells
- Mobilise and train the communities on preserving the raised tube wells

Objective 3: Disaster response capacity of the Indian Red Cross in flood-prone areas to be further improved through lessons learned and documentation.

The capacity building aspects for the IRCS state branches of Assam and Bihar are already addressed through the India disaster management programme as two of the targeted states. However, lessons learned exercises and documentation of good practice will be undertaken post relief operations. The outcome will be widely disseminated and incorporated into future planning.

This exercise and the software component of the mitigation activities would be covered under the ongoing disaster management programme for 2004 as planned.

Activities planned under this objective:

- Standardised collection of operational information from the field
- On-going analysis of the information gathered by the IRCS disaster response task force and the Federation staff
- Organisation of a workshop with a strong component of operational review and contingency planning
- Document and disseminate the outcomes

Communications – Advocacy and Public information

The IRCS leadership and technical staff will play a key role in advocating on behalf of the most vulnerable people. This role will be complemented by the International Federation. This will involve meeting with government partners and field visits to the affected areas.

IRCS will maintain close coordination with government authorities at central and state level, the International Federation and other stake holders. Regular contact and information sharing will be maintained between IRCS national headquarters and state branches as well as district branches. The International Federation India delegation will support this coordination with PNSs, SARD and any other partner through regular information updates and meeting forums.

There will be liaison with local, national and international media for information sharing and raising public awareness. The SARD communication team will assist with dissemination of information to media.

Capacity of the National Society

The national society has changed its focus significantly in the past few years. From being a predominantly disaster response organisation, it has placed emphasis on developing its disaster preparedness and management, organisational training and development, and administrative structures.

With 654 branches and over 12 million members, the IRCS it is one of the largest humanitarian organisations in the country. The Society has experience in major disasters and emergency rehabilitation through operations such as the Maharashtra earthquake 1993, Orissa super cyclone 1999, Gujarat earthquake 2001, Drought 2000 and 2001, and previous flood relief operations of 2000, 2001 and 2002.

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The Indian Red Cross is now being perceived as a leading humanitarian agency in India by various stakeholders. It has excellent capacity to deal with disaster situations through committed leadership, a dedicated disaster management department, the establishment of a Disaster Management Centre (DMC), mobile disaster units (MDU), a national disaster response team (utilising emergency equipment and regional warehouses containing disaster preparedness stock), cyclone shelters and volunteers and staff trained in disaster management, which are at the core of IRCS strength in disaster response.

Capacity of the Federation

The International Federation India delegation currently has six delegates comprising a Head of Delegation, a disaster management delegate, programme coordinator, health delegate, finance delegate, construction delegate along with a competent cross-sectoral national team. The delegation has been engaged in monitoring and responding to the situation and is on standby to be seconded on a short-term emergency basis to support the implementation of the relief operation.

Monitoring and Evaluation

Proposed activities and indicators to monitor and evaluate the overall effectiveness of the Indian Red Cross and Federation flood relief activities which will include:

- Clearly documented criteria regarding selection of beneficiaries;
- Distribution of relief items monitored to ensure that targeting criteria is respected;
- End-user monitoring through household level visits and interviews to be carried out by IRCS volunteers
- Further evaluation of the situation in the field through regular Federation updates
- The Indian Red Cross and the Federation to follow up in the field through at least four field visits for each state by the leadership, health and DM personnel of the IRCS and the Federation.
- The NDRT field coordinator will be responsible for day to day monitoring and feedback to the NHQ.
- Apart from the existing reporting mechanisms which include information bulletins, operations updates, the state branches together with the NHQ representatives based in the field will be responsible for writing the interim as well as the final distribution of a narrative and financial report to the national headquarters after completion of the operation.
- Monitoring and final evaluation activities providing information on the effectiveness of the programmes in meeting the needs of different groups with the affected population.
- A lessons learned workshop is planned under the India disaster management programme for documentation and dissemination of good practices.
- In the event that funds are mobilised from ECHO, a special reporting delegate or staff on loan will be considered during the operation.

Budget summary

See Annex 1 for details.

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Markku Niskala
Secretary General

[Budget below; click here to return to the title page and contact information.](#)

BUDGET SUMMARY
India - floods

Request for assistance

No.16/2004

In CHF

RELIEF NEEDS

Shelter & constructions	454,000
Clothing & textiles	801,000
Food & seeds	401,000
Water & sanitation	46,000
Medical & first aid	200,000
Utensils & tools	510,000
Other relief supplies	41,000

TOTAL RELIEF NEEDS **2,453,000**

PROGRAMME SUPPORT

Programme support (6.5% of total) 194,000

TRANSPORT STORAGE & VEHICLE COSTS

Warehousing & storage	70,000
Transport & vehicle costs	53,000

PERSONNEL

Expatriate staff	51,000
National staff	75,000

ADMINISTRATIVE & GENERAL SERVICES

Travel & related expenses	17,000
Information expenses	9,000
Administrative & general expenses	60,000

TOTAL OPERATIONAL NEEDS **529,000**

TOTAL APPEAL CASH, KIND, SERVICES **2,982,000**

LESS AVAILABLE RESOURCES (-) **0**

NET REQUEST **2,982,000**
