

FINAL REPORT



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

NEPAL: FLOODS

26 October 2005

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

In Brief

Appeal No. 17/2004; Final Report; Period covered: 27 July 2004 to June 2005; Final appeal coverage: 98.5%. ([click here to go directly to the attached Final Financial Report](#)).

Appeal history:

- Launched on 27 July 2004 for CHF 2,767,360 (USD 2,193,457 or EUR 1,802,246) for six months to assist 180,000 beneficiaries.
- The budget was revised down to CHF 2,026,765 (as per Operations Update 7). The appeal timeframe was extended to nine months (see [Operations Update 7](#)) and then further extended to eleven months (see [Operations Update 9](#)). This meant the operation timeframe was 27 July 2004 to end June 2005.
- Disaster Relief Emergency Funds (DREF) allocated: CHF 50,000.

Related Emergency or Annual Appeals: [Nepal Annual Appeal 05AA048](#)

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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 \(Sphere\)](#) in delivering assistance to the most vulnerable.

For longer-term programmes in this or other countries or regions, please refer to the Federation's Annual Appeal. For support to or for further information concerning Federation programmes or operations in this or other countries, or for national society profiles, please also access the Federation's website at <http://www.ifrc.org>

Background and Summary

Heavy rains which began in early July 2004 resulted in widespread flooding and landslides, causing suffering to thousands of people in the eastern and central regions of the country. Over 740,000 people in 24 of Nepal's 75 districts were affected. The reported death toll reached 185 and at the height of the disaster, more than 200,000 people were displaced.

The operation successfully achieved its goals. The emergency relief phase was completed by the beginning of November, 2004. Over this period, more than 30,000 families received a family package with basic kitchen utensils and clothes. Out of these 30,000 families, 15,000 were provided with plastic sheeting to protect their goods, food and clothing. Likewise, 15,000 families with contaminated water sources received water purification liquid. Volunteers in the affected districts were also mobilized for sanitation activities, especially for cleaning up wells.



The Nepal Red Cross assisted 180,000 people with relief items during the floods operation.

Food assistance was also provided during the emergency phase. District chapters raised food items locally and distributed to the needy. Approximately 8,000 families received food assistance as a result of the local resource mobilization effort. With funding from this appeal 1,000, mainly single-head vulnerable families, received food items covering their mid-term needs.

During the rehabilitation phase 1,800 families in 12 districts were provided with construction materials to reconstruct/repair their houses. The same families were also given vegetable seeds to be used in kitchen gardens for supplementary food and cash income. A further 3,100 families in five districts were provided with similar support through funding made available from CARE Nepal.

During the operation Nepal continued to be affected by the ongoing armed conflict and political instability. In February the government was dismissed by the King and a state of emergency was in place from 1 February to 30 April 2005. There were frequent blockades and strikes during this period. Despite these difficulties, the Nepal Red Cross Society (NRCS) was able to access all the disaster-affected areas, carrying out assessments and delivering assistance.

The national society was the only humanitarian organization able to gather information from all affected districts in the country. Even the government acknowledged the Red Cross was the most comprehensive and credible source of information relating to affected districts. In most instances, NRCS was the first organization to reach affected areas and provide people with relief. This was possible due to the good standing the national society has among the public and various parties to the conflict in terms of neutrality, impartiality and independence. However, *bandhs* (strikes) and blockades etc led to some unavoidable delays in activities such as tendering and purchasing of food, and restocking and transportation of construction materials. These delays were responsible in part for the operation being extended from six to 11 months.

A participatory action learning study was conducted in Bangladesh, India and Nepal looking at the respective 2004 monsoon flood operations. The Nepal study was based on field visits conducted in September and October 2004 and was published in early 2005. It is available on request from the Federation. The study included consultations with communities, and NRCS staff members and volunteers at both the local and national levels contributed to a lessons learning process. The reports findings underline the national society's strengths in its extensive network and neutral/independent standing, and how these facilitate its ability to reach all communities, even in a conflict environment. The value of the community-based disaster preparedness (CBDP) programme is also borne out in the report. Communities who were prepared were able to respond, evacuate and save lives far more effectively than those where the programme had not been conducted.

Some of the key lessons learned in the study include:

- Timely and proper information facilitate effective response;
- The first relief can be delivered at the same time as assessments are done;
- Community level preparedness highly improves the response;
- Volunteer mobilization and communication are key for effective actions ;
- Coordination with other stakeholders should be further strengthened. The disaster preparedness network (DP-Net) was very active but can be made even more functional if additional players are involved.

Coordination

NRCS maintained good coordination with the concerned stakeholders both at the headquarters and district levels. DP-Net was used as the platform for coordination at the headquarters level. Through this network many international non-government organizations/non-government organizations (I/NGOs) as well as some UN agencies cooperated with Red Cross. They also chose to adapt their interventions to the Nepal Red Cross standards. For example, the Red Cross family packages became the model used by all organizations. NRCS is an ex-officio member of the central and district level relief committees. In some districts the national society was given the lead role to coordinate the relief operation by the district level relief committee.

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Many organizations provided in-kind contributions to NRCS to distribute to beneficiaries. The United Nations International Children's Emergency Fund (UNICEF) provided 1,400 family packages and 34,000 bottles of water purification liquid. DP-Net of the mid-western region (a region not affected by the floods) provided family packages to affected areas amounting to the value of approximately CHF 30,000. Other DP-Net members directly supported affected Red Cross district chapters providing funds and goods for relief and rehabilitation.

The Federation's office has supported the Nepal Red Cross in this work according to the needs of the national society. Its support was essential in establishing and maintaining relationship with international donors/partners. The appeal was shared with all major embassies and local agencies. In combination with the launch of the World Disaster Report, NRCS presented the result of the relief phase of the flood operation. Several partner NGOs and UN agencies attended along with media.

Analysis of the operation - objectives, achievements, impact

Emergency relief (food and basic non-food items):

Objective 1: To assist 1,000 flood-affected families with food items for one month, to be distributed before the end of August 2004.

Progress/Achievements

Over 8,000 affected families received food assistance through local resource mobilization during the first emergency phase of the disaster in July and August 2004. District chapters raised funds and food and arranged distribution for needy families. The 1,000 families assisted through the funding from this appeal were especially vulnerable families, often single-headed families. Though planned to be accomplished before the end of August this could not be achieved in all districts until the beginning of November. Targeted beneficiaries received a full ration of food (SPHERE standard 2,100 calories), which was the same approach being used by other organizations. Each beneficiary family received a monthly ration of 73.8 kgs rice, 10.8 kgs pulses, 4.5 kgs vegetable oil, 3.6 kgs sugar and 1.35 kgs salt.

Villages that have been involved in the CBDP programme utilized their revolving fund and food stocks to provide assistance to affected people in their communities. This level of preparedness meant there was quick provision of food at a local level before any external assistance arrived.

Impact

District branches that locally mobilized food assistance directly following the disaster reflected good preparedness and response capacities. These initiatives were a great assistance to people in flooded areas who had extremely limited options obtaining food at the time. The additional support through this and other internationally-funded actions has been supplementary to what was done at the local level. In addition, local initiatives of collecting revolving funds to use during emergencies and collecting and storing food grains were greatly beneficial to the local communities. CBDP initiatives had a great impact at a local level.

Constraints

Time over-runs in beneficiary assessment, food procurement and the transfer of funds to the districts contributed to the objective not being met by the end of August 2004 as planned. Four of the targeted districts were in remote mountainous areas with little or no road access which also delayed implementation. Despite these delays, over 8,000 beneficiary families received food assistance from branches through locally mobilized resources before the end of August.

Objective 2: To assist 30,000 flood-affected families with family relief packages during the first month of the operation, including replenishment of already distributed family packages. From within these targeted beneficiaries, 15,000 families will also be provided with additional plastic sheeting for protection of goods, food and clothing.

Progress/Achievements

By the end of October, relief packages had been distributed to 30,659 families, exceeding the target but outside the planned timeframe. In addition to 30,000 families affected by the July 2004 floods, an additional 659 families that were hit by flash floods in September received assistance. Each family pack contained a kitchen set, plastic bucket and jug, men's and women's clothing, printed cloth, a blanket and a tarpaulin.

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Many families received family packs within the first month of the operation from pre-positioned stocks in regional warehouses, but full distribution was not completed until the end of October.

Restocking has been finalized for all relief materials and these have been transported for pre-positioning in the various Nepal Red Cross regional and zonal warehouses in readiness for future disasters. Some of the districts have provided family packages to assist the affected by the 2005 floods and landslides.

Since some of the family package budget was met through local donations from NGOs in Nepal, the total budget for purchasing the items was not used. Some of the funds were reallocated for rehabilitation activities and some for strengthening NRCS's response capacity, especially at district level.



Family packs distributed by the Nepal Red Cross provided vital basic assistance to 30,000 vulnerable families in the aftermath of the July floods.

Impact

The family packs gave displaced families the ability to cook food and boil water, helping prevent disease and provide improved basic nutrition and living standards. Basic clothing needs were also met. The pre-positioning of relief goods at regional, zonal and district level well in advance of the monsoon season was identified as one of the strengths of the disaster response mechanism during the lesson learnt workshops. The maintenance of disaster stocks ensures NRCS is ready to render assistance in the event of future disasters.

Constraints

Civil disturbances, mainly in the capital Kathmandu, at the beginning of September 2004 slowed delivery to warehouses from suppliers. The Nepal Red Cross utilized stocks in its various warehouses to minimize the impact of these disturbances. The restocking process took longer than expected due to a re-tendering process for the kitchen sets and tarpaulins. There were limited suppliers for some of the items which led to some delays. The national society is exploring seeking further suppliers to overcome this problem in the future.

Objective 3: To deliver water purification liquid to 15,000 families within the first month of the operation. To mobilize volunteers for clean up and sanitation activities.

Progress/Achievements

The national society distributed 15,000 bottles of water purification liquid within the six weeks of the operation to ensure that people could use safe drinking water. In addition, UNICEF donated 34,000 bottles, which were also distributed to affected people.

The national society mobilized youth, community-based first aid (CBFA) and other volunteers to create awareness regarding sanitation and for clean-up activities, such as cleaning wells.

CARE Nepal funded the NRCS to install 500 tube wells in the districts of Dhanusha, Mohattari, Saptari, Sarlahi and Siraha.

The national society has run a water and sanitation programme for 20 years and this experience proved valuable in this aspect of the operation.

Rehabilitation

Objective 4: To assist 1800 families with vegetable seeds to be used in kitchen gardens for supplementary food and cash income (nb the number of targeted families reduced from 2,100 as previously stated in operations update 9).

Progress/Achievements

Seeds purchased by district chapters have been distributed to 1,800 families in 12 districts. The seeds have been distributed to the same families that received assistance to reconstruct their houses (see following objective). Each family has received vegetable seeds for beans, chili, green vegetables and other local vegetables for supplementary food and/or cash income. It had been intended to distribute seeds to an additional 300 families (apart from those receiving the housing assistance – see next objective) but this was amended to just targeting the housing assisted families.

The Nepal Red Cross also distributed seeds to 30,000 families, outside of this appeal, with support from CARE Nepal. The support has been provided in the districts of Dhanusha, Mohattari, Saptari, Sarlahi and Siraha.

Impact

Families receiving this support had additional vegetables available for consumption which contributed to a better diet. Some families chose to sell the vegetables as the market to have some additional cash-income.

Constraints

None

Objective 5: To assist 1,800 of the most vulnerable displaced families with local construction material and technical expertise for rebuilding their houses (nb; the number of targeted families reduced from the previously stated figure of 2100 in operations update 9).

Progress/Achievements

Beneficiaries in the 12 most affected districts were selected using criteria defined by the national society headquarters. Families which lost their homes in the floods and were especially vulnerable due to factors such as lack of an extended family network and/or household headed by women were targeted.

Initially it was planned that families would receive construction materials such as cement, iron bars and bricks for rebuilding an entire house. However, since the majority of the houses were only partially damaged it was decided to provide families with construction materials to ensure that each family has at least two rooms. Local construction materials, such as thatch, bamboo, stone and wood have been used. Local construction experts were assigned to give advice to the families rebuilding their houses. This ensured the standard and quality of the reconstruction/rehabilitation.

Districts followed the Nepal Red Cross tendering process to purchase construction materials. All 1,800 houses have been completed and handed over to the beneficiaries

District	Houses
Makwanpur	234
Rautahat	54
Sarlahi	216
Mahottari	220
Dhanusha	214
Sindhuli	31
Siraha	258
Udaypur	61
Saptari	183
Ramechhap	150
Khotang	76
Okhaldhunga	103
Total	1,800



A family inspects one of the 1800 rebuilt/repared houses provided by the Nepal Red Cross

In addition to the housing activity under this appeal, with the support of CARE Nepal, the Nepal Red Cross assisted 3,100 families to build houses in Dhanusha, Mohattari, Saptari, Sarlahi and Siraha districts. The same approach of providing construction materials was used.

Impact

Eighteen hundred families are now living in rehabilitated homes. In some areas the houses have been constructed on new land which is less prone to flooding. Involving beneficiary families in the construction process including providing labour ensured good local participation and ownership.

Constraints

The political/security instability following the state of emergency being declared on 1 February 2005 slowed the delivery and distribution of construction materials. Because of the difficulty in transportation, communication and internal institutional problems, activities were delayed.

It had been hoped to increase the number of beneficiary families from the originally planned 400 to 2,100. However, unexpected cost increases led to this figure being revised to 1,800.

Capacity building

Objective 6: Disaster response capacity and disaster preparedness programmes will be further enhanced and developed based on lessons learned from this flood operation.

Progress/Achievements

Through the participatory action learning exercise done in September/October 2004 some areas of the response system were identified for further capacity building. Lessons learned workshops were also held in all affected districts to identify areas for improvement.

Staff and volunteers at district level have been targeted for additional training. Disaster response training was conducted for 725 people in 29 districts. The training will be extended to further districts. Disaster management trainers and national disaster response team members are used as facilitators. In addition, a selected number of districts have been equipped with a disaster kits.

Communication systems including the geographic information system (GIS) have been enhanced. A disaster management plan is in the final draft form and will be printed and disseminated. The development of a contingency plan of the national society focusing on multi-hazards has commenced. Efforts are underway to strengthen and expand CBDP programmes to more communities. Lessons learnt and recommendations from the participatory action learning study are being disseminated to further increase the level of preparedness and improve the coping mechanisms.

Three regional warehouses and the central warehouse have been repaired and renovated to increase storage capacity. Another Federation programme has financed a computer system for warehouse management which will increase efficiency in delivery and coordination. Retrofitting of the central warehouse and office has started and was planned to be completed in September. Major construction work has been completed and only a few minor interior works are being currently being done.

As described above some capacity building activities are not yet finalized. Six percent of the Appeal funding transferred to the Nepal Red Cross was unused and will be utilized for the outstanding commitments within the area of capacity building.

Impact

The training and capacity building of district branches is a priority since it is these branches which were able to first respond to the disaster. The impact can be seen in improved preparedness, better understanding of the use of disaster tools and superior networking on local level. At the headquarters level the response systems have also been strengthened, and both the disaster management plan and the contingency plan will contribute to clarity in roles, responsibilities and mechanism to be used for response. The real impact will be borne out in how the national society responds in future disasters.

Constraints

The frequent strikes and blockades delayed the retrofitting of the central warehouse and forced a postponement in additional training courses planned for the districts.

Red Cross and Red Crescent Movement -- Principles and initiatives

The national society has maintained a high visibility during the operation. Progress in programme implementation as well as in the financial situation of the operation has been shared transparently with the media and other stakeholders. The importance to deliver services according to the Red Cross Principles and values was emphasized. More attention was paid to correct use the Red Cross emblem. As the society was successful in maintaining its neutral image it was accepted by both the parties to the conflict. This enabled the Red Cross to access all affected areas without significant difficulties.



The Nepal Red Cross maintained good visibility throughout the operation. It is widely respected by the public and accepted by all parties to the armed conflict.

In the field volunteers and staff members disseminated Red Cross Principles and the importance of the correct use of the emblem. Volunteers used Red Cross aprons for visibility as well as for security purposes. Communities involved in the CBDP programme demonstrated the high standards of the Red Cross Principles and values.

Adequate communication and coordination was maintained with the ICRC both at the headquarters and the field level to ensure proper respect of Principles, correct use of emblem and the visibility of the organization. The unity and coordination of the Movement partners (i.e. NRCS, the Federation and the ICRC) is a vital to the ongoing good standing of the Red Cross in Nepal and its ability to operate in all areas irrespective of the conflict situation.

to do so in future disasters. The national headquarters liaised with various media to share information about the emergency operation and highlighting various activities. The national society's website (www.nrsc.org) was updated regularly. The Nepal Red Cross's activities during the flood were also outlined in its fortnightly national radio programme.

The Nepal Red Cross regularly collated information from the field via its extensive branch network and will continue

Though there was less involvement of women in the decision making level of the response, there was a significant involvement of the women at the operational level and especially in the CBDP communities. Because it is mandatory for local CBDP units or committees to have at least three women out of 11 members, it helped mobilize other women for the response operation. Women were involved in rescue and immediate response in areas where these units/committees operated. Some women were also used for the assessments at the sub-chapter level. More initiatives will be taken in the future to increase participation of women in disaster management. One of the lessons learnt is that it is easy to reach women through women during operations.

Impact

NRCS has strengthened its position as the leading disaster management organization in the country. At the field level its neutrality and independence has facilitated the national society to carry out planned activities effectively. At the national level all stakeholders have appreciated the leadership NRCS has shown. INGOs and UN organizations have showed concrete interest in continuing and institutionalizing their cooperation with the national society in the area of disaster preparedness and response. The Lutheran World Federation has already worked in partnership with the national society in the implementation of the CBDP programme in four districts (all of which were affected by the 2004 floods). Women's participation has increased significantly as a result of more community level activities. However as noted above, there is a need for more women to be involved at the decision making levels.

Constraint

Existing socio-economic factors, household responsibilities, low status in decision making and other social factors still limits women's engagement in disaster response activities.

National Society Capacity Building

District chapters and sub-chapters in all affected districts mobilized volunteers and members to participate in the flood response. Youth, community first aid and disaster-trained volunteers were particularly active. District

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committees and secretaries coordinated the operations through the district-level disaster committees and kept in close contact with the authorities and other organizations.

The society has two 3.5-tonne trucks and a number of other vehicles. These trucks used to deliver supplies to various locations. Twenty-seven warehouses/depots in different strategic locations are essential in the logistics of the operation. Well-defined procurement procedures, relief operation guidelines and experienced, motivated staff as well as the national society's own relief fund are NRCS's strengths. Of the 25 states hit by the floods, NRCS was already running the CBDP programme in 13 of them. Communities involved in this programme mobilized their volunteers for rescue and relief activities. CBFA programmes have also been implemented in some districts. The first aid volunteers have also participated in the response to the flooding, such as raising local resources for food aid.

This operation helped the national society in improving its response capacity. Activities described in the above section of objective 6 such as disaster response training, lessons learned workshops and participatory action learning exercises, disaster management plan preparation with involvement of stakeholders, capacity building in the regional and zonal warehouses, and GIS capacity enhancement were some of the inputs that supported the capacity building.

Lessons learned

The response operation was one of the biggest carried out by NRCS. Major lessons learned, based on the participatory action learning exercise are as follows:

- Effective mobilization of volunteers, proper assessment and good information flow systems contributed to the effectiveness of the operation.
- Investments in community preparedness pay off in improved response capacity. The CBDP programme should be further expanded in other disaster-prone areas.
- Coordination improves response levels during emergencies and results in a wider coverage of disaster preparedness activities.
- Access to beneficiaries in Nepal depends on proximity, neutrality and impartiality.
- Immediate relief should be distributed concurrently during assessments where possible.
- Items other than non-food packages should be considered for pre-positioning.
- Coordination meetings before the monsoon season and post-response meetings with key stakeholders would support a more proactive and coordinated response ensuring non-duplication of resources.
- Some funds should be allocated to the regional and zonal warehouses so that relief materials can be transported immediately to the emergency sites.
- Communication facilities should be strengthened in order to collect the information on time and respond promptly.
- Reliance on the supply of items from a single producer/partner can lead to delays in the operation. Alternatives should be explored. Pre-existing contracts with suppliers is advisable.
- There is the need to strengthen the available infrastructures in disaster-prone areas.
- Evacuation shelters need to be constructed in disaster-prone areas where there are none.
- There is a need for greater quantities of pre-positioned disaster relief items at district level. De-centralizing stockpiles would lead to a greater capacity to respond quickly at district level.

[Final financial report below ; click here to return to the title page.](#)

International Federation of Red Cross and Red Crescent Societies

17/04 NEPAL: FLOODS

Selected Parameters	
Year/Period	2004/1-2005/12
Appeal	M04EA017
Budget	APPEAL

All figures are in Swiss Francs (CHF)

I. Consolidated Response to Appeal

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
Budget (A)		2'026'765				2'026'765
Opening Balance (B)		0				0
Income						
Cash contributions						
American Red Cross		63'750				63'750
Australian Government		88'358				88'358
Austrian Red Cross		53'935				53'935
British Red Cross		388'210				388'210
Canadian Red Cross Society		265'925				265'925
Danish Red Cross		9'539				9'539
Finnish Red Cross		154'100				154'100
Hong Kong Red Cross		21'106				21'106
Iran Red Crescent Society		18'008				18'008
Japanese Red Cross Society		135'788				135'788
Korea Republic National Red C		30'000				30'000
Macao Red Cross		10'000				10'000
Norwegian Red Cross		393'743				393'743
On Line donations		683				683
Other		0				0
Swedish Red Cross		167'000				167'000
Swiss Red Cross		53'476				53'476
Switzerland - Private Donors		833				833
Cash contributions (C1)		1'854'452				1'854'452
Reallocations (within appeal or from/to another appeal)						
Other		0				0
Reallocations (C2)		0				0
Inkind Goods & Transport						
Danish Red Cross		140'725				140'725
Inkind Goods & Transport (C3)		140'725				140'725
Total Income (C) = SUM(C1..C5)		1'995'177				1'995'177
Total Funding (B + C)		1'995'177				1'995'177

II. Balance of Funds

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
Opening Balance (B)		0				0
Income (C)		1'995'177				1'995'177
Expenditure (D)		-1'995'177				-1'995'177
Closing Balance (B + C + D)		0				0