

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: MONSOON FLOODS

Appeal no: 24/2002
14 August 2002

*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 178 countries.
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IN BRIEF

THIS APPEAL SEEKS CHF 2,934,000 (USD 1,988,000 or EUR 2,011,000) IN CASH, KIND AND SERVICES TO ASSIST 200,000 BENEFICIARIES OVER A SIX MONTH PERIOD

This evolving flood situation is regional in nature; the Federation's response strategy and support to the respective national societies is, however, specifically designed to respond in each affected country by launching separate appeals as needs evolve (see also the DPR Korea: Flash Floods, Preliminary Appeal no. 22/02 launched on 9 August, 2002, and Nepal: Monsoon Floods and Landslides, Emergency Appeal no. 23/02 launched on 12 August).

Due to the nature of the disaster, the authorities and the India Red Cross Society (IRCS) and the International Federation will continue their assessments and modify the response accordingly. In case of any major developments the International Federation is prepared to revise this appeal in co-ordination with the IRCS. The overall relief response in Bangladesh, India and Nepal is co-ordinated by the Federation's Asia & Pacific Department and its South Asia Regional Delegation (SARD), with the support of the Federation's Disaster Management and Co-ordination Division. CHF 180,000 has been released from the Federation's Disaster Relief Emergency Fund (DREF) to start the planned activities for this appeal.

(For details on this situation please also refer to the following regional Information Bulletins issued by the Federation: Bangladesh, India and Nepal "South Asia: Monsoon flooding and landslides", posted on the Federation web site on 25 July and 2 August respectively, and Information Bulletins no. 1 and 2 for India Floods issued on 8 and 11 July respectively).

Summary

Nearly 20 million people in the north and eastern states of India have been affected by extensive flooding due to the heavy monsoon rains in the region and its neighbouring countries. Assam and Bihar, two of India's poorest and highly flood prone states, are the most affected - worst in 25 years. Millions of people there are still living in scant conditions in makeshift shelters located on river embankments, roadways or any high ground. The massive flood impact due to end only in September has overwhelmed the coping mechanisms of the affected communities despite years of experience in struggling with floods among other natural hazards.

The Indian Red Cross Society (IRCS) and its branches in the affected areas were among the first to respond to the floods and provide relief materials to the affected population. At the request of IRCS, the International Federation is launching this appeal to support the ongoing IRCS relief operation in the most affected areas. This appeal, subject to revisions as the situation evolves, seeks to provide immediate assistance in the form of shelter, food, non-food and hygiene items, and health services to 200,000 (30,000 families and people receiving health services) beneficiaries for a period of six months.

CHF 180,000 has been released from the Federation's Disaster Relief Emergency Fund (DREF) to initiate relief activities.

The Situation

India's climate complexity and vulnerability to disasters have spelt itself over the past two months. While at least 13 states in the country have been severely hit by drought, floods due to the early arrival of monsoon rains in South Asian have wreaked havoc in the northern and eastern parts of India. The affected states are Meghalaya, Tripura, Arunachal Pradesh, Uttar Pradesh, Himachal Pradesh, Assam and Bihar.

The flood situation, gradually evolving since the close of June, has worsened drastically over the past few weeks in the northern and eastern states of India following heavy monsoon rains in the Himalayas surging up the levels and currents of the major rivers of Brahmaputra, Bagmati, Burhi Gandak, Kosi and Adhwara group and their tributaries flowing from Nepal and Bhutan into the bordering states of India. The monsoon rains in India, especially in the state of Assam, started earlier than usual. 75% of the rainfall in Assam occurred in the month of July.



The flooding in Bihar and Assam - the most devastating in recent decades since 1978 and 1988 respectively - has caused widespread displacement of the population and exceptional scale of damages to crops, road communication

and infrastructure. According to the report of 8 August from the National Disaster Management (NDM) Control Room, 235 persons have died, mostly children, and nearly 20 million people, many below the poverty line (BPL) in some 13,000 villages, in both states are affected. Below Poverty Line (BPL) is a definition that the Indian Government uses and it is 296 Indian Rupees (CHF 10.57) per month in urban areas and 276 Indian Rupees (CHF 9.86) per month in rural areas. This, indeed, is a very low figure and way below India's per capita income of CHF 660 per year. This is only one of the criterion used for assessment of beneficiaries.

22 of 38 districts in northern Bihar and 19 out of 23 districts in Assam have been inundated by the current floods which have breached nearly 80 embankments. The most seriously affected districts in Bihar are Darbhanga, Madhubani, East Champaran, Sitamarhi, Gopalganj, Samastipur and in Assam, Dhemaji, Morigaon, Dhubri, Goalpara, Nalbari, Jorhat (Majuli Island) and Kamrup. Some of the above districts still remain cut off.

While the floods have receded in Meghalaya, Tripura, Arunachal Pradesh, Uttar Pradesh and Himachal Pradesh, the states of Bihar and Assam continue to reel under water though the latter is now facing a post emergency situation following the receding of water in many areas and increasing number of people returning to their homes. As the monsoon season has only started and lasts normally till late September, the situation is expected

to get worsen in the two states if heavy rainfall continues with river levels reaching above danger marks, causing successive waves of flood as a result.

In Bihar the situation is made much more complex in the areas where the floods are not caused by the rainfall in the state itself but by the excessive flood water coming down from Nepal. This situation is exacerbated by the fact that areas not flooded are suffering from drought due to the failure of monsoon in Bihar. The combined effect on the agricultural crops will be quite devastating: 5% of the cultivated crops are expected to survive the current situation. The impact of this on the vulnerable people will continue until the next harvest in March 2003.

The following table indicates the most updated figures of damages in Bihar and Assam based on the latest report from NDM and state governments:

	Bihar	Assam
Districts affected/total (%)	22 / 38 (58 %)	19 / 23 (83%)
Villages affected	6'959	6'102
Total population (2001 census)	82.8 million	26.6 million
Population affected (%)	13.815 million (17 %)	5.36 million (20%)
Area affected (ha)	2'769'000	797'000
Crop area affected (ha)	1'039'000	323'000
Total value of crops loss	INR 1,122 million	Under assessment
Number of houses damaged	106'117	19'827
Estimated value of houses damaged	INR 371 million	Under assessment
Estimated value of public properties damaged	INR 281.9 million	Under assessment
Lives lost	205	30
Cattle lost	458	Under assessment
Breaches of embankments	>8	69

The Needs

- **Shelter:** The floods have resulted in the loss of homes of many of the families affected and the IRCS will include shelter materials to be distributed to them.
- **Food:** As a consequence of the floods, most of the farmers have been deprived of their livelihood since they are dependent on manual work on the agriculture land. Moreover, the long-term water logging of large areas of cultivated land would have caused extensive damage to the crops and the next harvest can only be expected in March 2003.
- **Family Kits:** Most of the vulnerable people lost not only their houses but also their entire belongings in the affected areas. The family kits provided by the IRCS will enable them to quickly recover from their present state of desperation.
- **Health and Hygiene:** As the flood waters recede, water and vector born diseases are likely to increase. There is an acute need for mobile health teams, medicines and hygiene kits to be distributed to the people affected.
- **Water and Sanitation:** As the flood waters recede, the wells would have been contaminated by the flood waters and this would certainly increase



the incidents of water borne diseases if proper measures are not taken to purify the water sources. Provision of water purification tablets and bleaching powder will reduce these risks.

The response so far

Government response (with the UN, international organizations, and NGOs) w

As flooding is not uncommon in **Bihar**, the government has responded quickly with rescue services, making public space and premises available for displaced people, and distribution of food and non-food relief items through the district magistrates and panchayats (local governing body at village level). Three army helicopters were air dropping the goods initially but the strategy was quickly changed to distributions from trucks and boats. Since 24 July, 5,870 country boats have been deployed for rescue and distribution activities. A total of 456 relief camps have been made available by the authorities where currently 300,000 people (20% of the 1.5 million homeless) have found shelter. 381 health centres and 244 veterinary centres are operational. Food and non-food items including 32,941 quintals (100 kg) of wheat, 187 quintals of chana (pulses), 9,205 quintals of ready made food, 92,285 match boxes, 99,510 candles, 18,960 litres of cooking oil, and 166,286 m of polythene sheets were distributed. Food assistance is not reaching many people below poverty line. The shelter materials distributed by the government are not sufficient. There has been limited relief efforts from other aid agencies except the Red Cross and few local NGOs.



In **Assam**, the government and military emergency response is continuing in the affected districts with the support of local NGOs. According to UNDP reports, distribution of relief material worth Indian Rupees 19 million is underway. This includes 4,353,060 quintals of rice, 229,615 quintals of dal, 119,123 quintals of salt, 615 quintals of jaggery (unrefined brown sugar) and 68 quintals of chura (beaten rice) to 88,542 people in 352 relief camps. UNDP has been assisting the government relief efforts in the worst hit district of Dhemaji where MSF has also mobilized two medical teams providing health care and medicines. Oxfam and Action Aid are planning to provide some assistance in the same district.

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Red Cross and Red Crescent Action w

CHF 180,000 has been released from the Federation's Disaster Relief Emergency Fund (DREF) to initiate relief activities. The IRCS has immediately responded to the crisis through its local branches and volunteers and has been working closely with the authorities to provide rescue and relief items to the affected communities. Based on needs assessed by IRCS and Federation joint teams dispatched in early August, the Society in cooperation with the Federation, is launching this appeal to support the ongoing IRCS relief operation in providing immediate assistance to 200,000 people for a six month period. This appeal is subject to revisions according to the evolving needs.

In **Bihar**, since the onset of the floods, Red Cross branches in several districts have raised funds locally and volunteers in 11 affected districts have distributed around 90 MT of food items including ready made food such

as chura, sattu (baked pulse powder), and littee (prepared grain and pulse mixture). The state branch has provided 60 boats from their preparedness stock for rescue and relief operation. 150 tents and 37 petromax lamps for the temporary shelters in the affected areas were dispatched. One water purification unit sent earlier by the IRCS national headquarters has been dispatched to West Champaran at the request of the district branch. Several Red Cross branches have taken the initiative to set up medical posts for emergency treatment of flood affected victims. In two districts, Muzaffarpur and Darbhanga, they are planning to deploy medical teams into isolated districts.

In response to the request of the Bihar State Branch, the IRCS national headquarters has released emergency stocks of 5,000 general purpose plastic sheets, 2,000 kg of emergency rations, 50 polythene rolls and 2,000 assorted clothes from the regional warehouses in Haryana and Calcutta. The first shipment arrived on 5 August at the Patna warehouse. This relief material is being distributed to approximately 5,000 families in the 5 worst flood hit districts of Samastipur, Sitamarhi, Darbhanga, Madhubani and Muzaffarpur.

In **Assam**, the district Red Cross branches have responded with their volunteers who were trained earlier through a comprehensive first aid and community health training programme under the disaster preparedness programme. The 70 disaster preparedness trained volunteers in Nalbari and Goalpara (the two pilot districts of Britain's Department for International Development (DFID) funded disaster reduction programme) have been actively assisting district authorities in evacuation and relief measures. Flood affected communities have put to good use the nine tube wells installed as part of this programme. DP trained staff at the state and district headquarters have been involved in assessing needs in camps and shelters, planning and distribution of general purpose plastic sheets, blankets, kitchen sets and emergency rations from DP stocks to 2,500 families in the affected areas and 6,000 mosquito nets to the relief camps through the Ministry of Health. One mobile medical unit has also been deployed.

The Proposed Operation

The IRCS, 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 provision of shelter, food and non-food items, basic health care, cooking utensils, hygiene items and mosquito nets to 30,000 families over a six month period.

The assistance will be given to displaced people who live below the poverty line, destitute elderly people and women headed households who have lost everything during the floods. Although the appeal indicates the affected districts for relief assistance, there is possibility that other districts may be affected in the later waves of floods. The IRCS and the Federation would therefore encourage donors to allow maximum flexibility in directing assistance as and when the need arises.

Objectives and activities planned to reach the objectives w

Operational Goal: to meet the urgent needs of 30,000 displaced families in the affected communities for food, shelter, family packs, medical services, to ensure improved quality of water and to prepare for a longer-term needs through necessary capacity building and disaster mitigation initiatives over a period of six months.

Shelter w

Expected result : 30,000 flood affected families to receive shelter materials within one to three months.

The IRCS and the Federation intend to distribute general purpose plastic sheets (5x4 m each) as temporary shelter material to 30,000 families (approximately 150,000 persons) in 16 most flood affected districts of Assam and Bihar.

Activities planned:

- Identify most vulnerable beneficiaries.

- Procure and pack shelter material.
- Transport and distribute relief items to the final destination with the help of trained IRCS volunteers.
- Assist the IRCS to 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 national headquarters and the Federation.
- Assist in the capacity building of the national headquarters and district branches during and after the operation.

Relief: distribution of food and basic non-food items w



Expected result : 30,000 flood affected families to receive basic food items and family kits over a period of three months. Basic food items to each family: 20 kg chura, 5 kg of dal (pulses), 2 litres cooking oil, 1 kg salt and family kits each consisting 1 dhoti, 2 sarees, 1 cotton blanket, 1 bed sheet, 1 set of cooking utensils, 6 candles, 2 match boxes, 1 HDPE bag (high density poly ethylene bag for packing).

Activities planned:

- Identify most vulnerable beneficiaries.
 - Procure and pack the relief material.
 - Transport and distribute above items to the selected beneficiaries with the help of trained IRCS volunteers.
- Assist the IRCS to 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 national headquarters and the Federation.
 - Training of additional volunteers to carry out the relief distribution systematically to the established good practices.

Health and hygiene w

Expected Results 1: 30,000 flood affected families to receive hygiene kits over a period of three months.

Each hygiene kit consists of 1 towel, 1 washing soap and 1 toilet soap.

Activities planned:

- Identify most vulnerable beneficiaries.
- Procure and pack the relief items locally.
- Dispatch and transport the material to the final destination.
- Assist the IRCS to improve its procurement practices, management of warehouses and distribution structure with technical support from the national headquarters and the Federation.
- Distribute with the help of trained IRCS volunteers to the selected beneficiaries.
- Ongoing reporting and monitoring of the distribution.
- Assist the capacity building of the national headquarters and district branches during and after the operation.

Expected Results 2: 100,000 beneficiaries to receive basic health care through six mobile medical units or Red Cross health posts over a period of three months.

Each mobile unit is capable of treating a minimum of 150 patients per day.

Activities planned:

- Identify the most affected districts.

- Procure all the necessary equipment and medicines as per the standard list.
- Alert and recruit medical teams, each consisting of 1 medical doctor, 1 pharmacist, 2 nurses, 2 volunteers and 1 helper.
- Hire five vehicles.
- Deploy one boat and five vehicles with the medical teams.
- Dispatch the content of 2 cholera kits to districts with highest caseload of diarrhoeal cases.
- Dispatch basic units of two new emergency health kits (NEHK) to selected Red Cross primary health care centres (PHC), for basic health care.
- Keep necessary records and follow up cases.
- Conduct health awareness activities among the patients.

Water and sanitation: distribution of water purification tablets w

Expected Results 1: 30,000 selected households to have improved quality of water over a period of one month.

The incidence of diarrhoeal diseases has been reduced. Outbreaks of water-borne diseases have been prevented.

Activities planned:

- Identify households in areas with possible water contamination.
- Procure and distribute 100 water purification tablets per household.
- Educate the families about the use of the tablets.

Expected Results 2: 300 previously submerged water pumps or wells to be disinfected and the outbreak of water borne diseases prevented.

Activities planned:

- Identify submerged hand pumps.
- Procure and distribute 100 drums of bleaching powder.
- Educate the recipients about the use and dosage of the bleaching powder.

Capacity Building w

Expected Results 1: disaster response capacity of the IRCS in flood-prone areas to be further improved through lessons learned based contingency planning.

Through the planned monitoring and evaluation activities collect and analyze experiences and lessons learned from the operating branches, and use this information to update contingency plans for the national headquarters and other branches.

Activities planned:

- Standardised collection of operational information from the field.
- Ongoing analysing of the information 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.
- Development of generic district and national headquarters- level contingency plan for future interventions.

Expected Results 2: three flood platforms to be constructed and hand pumps installed in selected sites in flood prone areas over a period of six months.

Flood platforms would be constructed on secure sites above the flood water level with overhead shelter for humans and cattle, hand tube wells and toilet blocks.



Activities planned:

- Identify elevated sites suitable for the construction of the flood platforms and the installation of hand pumps.
- Procure the material.
- Construct the platforms and hand tube wells.
- Mobilise and train communities.

Monitoring and Evaluation w

Propose activities and indicators to monitor and evaluate the overall effectiveness of the IRCS 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 Operation Updates;
- The IRCS and the Federation to follow up in September 2002 and in January 2003 to monitor the evaluation of the flood situation and the impact on the harvest.
- Monitoring and final evaluation activities providing information on the effectiveness of the programmes in meeting the needs of different groups within the affected population;

Capacity of the National Society

Indian Red Cross: The Society has changed significantly in the past few years. It is now earnestly focused on developing its disaster preparedness and management, organisational training and development, and administrative structures. With more than 650 branches and over 12 million members, it is one of the largest organisations in the country. The Society has experience in major earthquakes and emergency rehabilitation because of a high incidence of disasters, such as the Maharashtra Earthquake 1993, Orissa Super Cyclone 1999, Gujarat Earthquake 2001, Drought 2000 and 2001, and previous flood relief operations of 2000 and 2001. The numbers of families assisted in 1998, 2000 and 2001 floods were 23,760, 34,000 and 43,475 respectively.

There are improved structures and systems established in the national headquarters to provide necessary guidance and technical support to the state branches in designing, implementing and monitoring the relief operation and running the mobile medical units. The capacity at the district branch level varies with some being active with strong volunteer network while others need greater support from the national headquarters and state branches.

The strengths of the IRCS's Bihar branch are its strong and committed volunteer force trained in first aid and having excellent reputation with the community. Volunteers can be easily mobilized for relief operations. The main activities are health care, relief, first aid training and Junior Red Cross/Youth Red Cross activities. The health care is provided by 10 PHCs run by voluntary doctors on a regular basis. It sees its role mainly in relief. First aid courses are given by private doctors. The branch has 35 staff, more than 98,000 members and 5,000 volunteers. In the Gujarat earthquake rehabilitation, they provided assistance to one village (Malod) in Surendranagar. The branch has also assisted with relief items in the Orissa cyclone operation, Bihar flood operation 2001 and rescue activities in the Patna airplane crash. The branch has a warehouse of approximately 20 m².

In Assam, after the floods of 2000, six mobile medical units were operational. Since 2000, 360 volunteers have been trained in Federation assisted community based first aid (CBFA) training programme. Since 2001 a DFID (Department for International Development) funded disaster reduction programme has been operating in Assam, involving prepositioning of disaster preparedness stock for 10,000 families, training of volunteers and development of mitigation activities in two districts. This activity has placed the Assam branch in a much better preparedness position to respond quickly to this flood situation. Assam Red Cross and local NGOs are experienced in responding to floods but are increasingly looking for preparedness and mitigation responses in addition to flood relief.

Capacity of the Federation

The Federation delegation in India Operations Centre is presently composed of 15 delegates: a head of delegation, a head of delegation-designate, a disaster preparedness delegate, a finance delegate, an administration/human resources delegate, two organisational development delegates, three construction delegates, three health delegates, and a reporting delegate. 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. The current engagement in the India earthquake rehabilitation programme will however limit the financial processing, administration and information support to the floods relief operation. Therefore, additional staff of one relief and one disaster response delegate and a locally hired information officer would be required to assist. Each delegate will be paired off with an IRCS counterpart plus assistant. Human resources will also be drawn from IRCS State and District branches as appropriate

Coordination

A disaster response task force of IRCS and Federation staff has been established to closely monitor the situation with the National Disaster Management Control Room, UNDP and other NGOs. Good coordination has been initiated with the government authorities such as health departments, relief commissioners and deputy commissioners at different levels during the assessment and initial operational response. Daily situation reports are being shared with the authorities and UN organisations.

There are a number of delegates and national staff who have received Field Assessment and Co-ordination Team (FACT), Regional Disaster Response Team (RDRT) or Emergency Response Unit (ERU) training in India, engaged in the India Gujarat recovery and rehabilitation operation or regional activities. The contingency plan has been devised for deployment of these people as and when necessary.

In terms of Federation co-ordination, the relief operations in Bangladesh, India and Nepal are co-ordinated by the Federation's Asia & Pacific Department and its South Asia Regional Delegation (SARD), with the support of the Federation's Disaster Management and Co-ordination Division.

Budget Summary

See Annex 1 for details.

For further details please contact: Tatjana Tomic, India desk; Phone 41 22 730 4429; Fax 41 22 733 0395; email: tomic@ifrc.org.

All International Federation Assistance Operations seek to adhere to the Code of Conduct and are committed to the Humanitarian Charter and Minimum Standards in Disaster Response (SPHERE Project) in delivering assistance to the most vulnerable.

In line with the Minimum Reporting Standards, the first operations update on this appeal will be issued within 30-days of the launch and the second will be issued over the course of the operation; a final narrative and financial report will be issued no later than 90 days after the end of the operation.

This operation seeks to administer to the immediate requirements of the victims of this disaster. Subsequent operations to promote sustainable development or longer-term capacity building will require additional support and these programmes are outlined on the Federation website.

For support to or for further information concerning Federation operations in this or other countries, please access the Federation website at <http://www.ifrc.org>

Jean Ayoub
Director
Disaster Management and Coordination

Didier J. Cherpitel
Secretary General

		ANNEX 1
<u>BUDGET SUMMARY</u>	APPEAL No. 24/2002	
India - Floods		
TYPE	VALUE	
RELIEF NEEDS	IN CHF	
Shelter & construction	436'000	
Clothing & textiles	575'000	
Food & seeds	524'000	
Water and sanitation	86'000	
Medical & first aid	75'000	
Utensils & tools	416'000	
Other relief supplies	99'000	
TOTAL RELIEF NEEDS		2'211'000
<u>CAPITAL EQUIPMENT</u>		
Medical equipment	9'000	
Other equipment		
<u>PROGRAMME SUPPORT</u>		
Programme management	198'000	
Technical support	59'000	
Professional services	66'000	
<u>TRANSPORT STORAGE & VEHICLE COSTS</u>		
Warehousing and storage, logistics support	34'000	
Vehicle costs	93'000	
<u>PERSONNEL</u>		
Expatriate staff	117'000	
National staff	83'000	
Personnel (support costs)		
<u>ADMINISTRATIVE & GENERAL SERVICES</u>		
Travel & related expenses	14'000	
Information expenses	8'000	
Administrative & general expenses	35'000	
External workshops & seminars	7'000	
TOTAL OPERATIONAL NEEDS		723'000
TOTAL APPEAL CASH, KIND, SERVICES		2'934'000
LESS AVAILABLE RESOURCES (-)		
NET REQUEST		2'934'000