

# **INDIA : ORISSA CYCLONE**

22 December  
1999

***appeal no. 28/99; Programme extension until June, 2000  
situation report no. 5  
period covered: 27 November - 15 December 1999***

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*Six weeks after the super cyclone 05B devastated India's Orissa State, efforts are now focused on completing the second phase of the Red Cross relief distribution operation, providing food and non-food items to the communities in the most affected areas. 50,000 families have now received food and blankets, and during the next few weeks the families will receive their full allocation. The Government and humanitarian community are now developing rehabilitation programs in a shift towards providing longer term assistance to the victims of the cyclone. A Red Cross draft plan of action for the rehabilitation phase 3 has been made. An assessment team is currently in the process of visiting the affected areas, and by the end of December they will present their recommendations for the implementation of the rehabilitation programme. The Federation Secretary General visited affected areas 30 November to 1 December and held talks with the IFRC and India authorities on various issues related to Orissa operations and Federation work in India.*

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## ***The context***

A violent cyclone, 05B, struck the coastal region of the Indian state of Orissa at noon local time on Friday 29 October causing widespread devastation across eight coastal districts. Winds of up to 260 km/h were accompanied by a 7 metre tidal surge that swept 20 kms inland in some areas. The cyclone caused immense damage to homes, agriculture, electricity supply, transport and telecommunications networks. Ten thousand people lost their lives and almost two million houses were destroyed in the districts of Ganjam, Puri, Jagatsinghpur, Kendrapada, Bhadrak, Balasore, Cuttack and Jajpur.

## ***Latest events***

The Government of India and the State Government are already planning to reduce the level of relief food distributions while starting food for work schemes. At the same time they have announced grants for rebuilding houses as well as for the death of an "earning family member", and the continuation of the Below Poverty Line subsidised rice selling scheme for the disaster areas until the next harvest in May 2000.

The rebuilding of individual houses is likely to be completed well before the May harvest as there is plenty of available building materials. The process has slowed a little at this time as people are waiting to have their houses inspected so as to qualify for the grant.

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The rebuilding of individual houses is likely to be completed well before the May harvest as there is plenty of available building materials. The process has slowed a little at this time as people are waiting to have their houses inspected so as to qualify for the grant.

In the coastal areas the sea water flooding issue is of paramount importance. The general outlook regarding the potential fertility of the land is positive good, but the Department of Agriculture recognizes that there may be substantial pockets of land, where the sea water has not been flushed out by fresh water. The situation will be monitored carefully, with the option of supplying salt absorbing plant seeds, to be sown as crops in the next season to hasten the recovery of the soil.

Following a day reviewing the operation in Orissa and observing a food distribution in Puri district (which was one of the worst affected areas), the Federation's Secretary General met with the Minister of Health in order to highlight the importance of this operation and to underline the four stages of the Indian Red Cross programme. The need to complete the food and non food distribution as soon as possible so that the first rehabilitation phase can start on 1 January was also emphasised. The Minister of Health was extremely supportive of the Red Cross Action, and also praised the German Red Cross-built cyclone shelters. The meeting was also attended by the Acting Secretary General and the joint secretary of the Indian Red Cross (IRC).

Before departing India, the Federation Secretary general also met with the Governor of Orissa State to discuss the role of the Federation and the support being provided by the IRC in general and the Orissa State Branch in particular. The significance of the Red Cross cyclone shelters was also emphasised, as well as the hope for further support from the State government to the Red Cross efforts in the relief and rehabilitation programme.

## ***Red Cross/Red Crescent action***

### **Relief Phase (Phase 2) •**

The 40 salaried staff of the IRC's Orissa State Branch and approximately 598 volunteers have been involved in the cyclone shelters, with another 120 volunteers involved in the Red Cross relief operation in outlying villages.

The International Federation currently has a senior relief co-ordinator in Orissa, supported by a logistics delegate, a senior health delegate, and a rehabilitation specialist. A replacement logistics delegate and a reporting delegate will now be added to the team.

According to IRC estimates, 86% of the affected villages have received the planned distribution of relief assistance. At the local level the IRC relief distributions are being systematically carried out in the 6 coastal regions by the Orissa Branch through the Disaster Preparedness Committees attached to each cyclone shelter. The Committees consist of 10 people including the Block Development Officer, at least one women's representative and elected members from the villages using the shelter.

The phase two relief distribution is fully underway, the original plan was to have distributed 1,000 metric tonnes of rice by mid-December, an objective which will be achieved by December 17, with the remaining 1,000 MT distributed during the following week. To date, during phase two 50,000 families have received 790 metric tonnes of rice, 160 metric tonnes of lentils, 26,000 litres of oil and 65,000 blankets. For ease of transport capacity the rations will be distributed in 3 instalments to each beneficiary. By the end of December all beneficiaries will have received their full allocation.

Some 2,500 kitchen sets and 2,500 tarpaulins are being distributed and the remaining items will be distributed by the end of December. Clothing, small quantities of bleaching powder and water purification tablets are also being delivered up to the agreed quantities.

The IRC has given priority to food and blankets, however the other non food items will now be distributed during the remaining weeks of December.

In line with the Government's Food-For-Work Scheme, the IRC's Phase 2 of the relief operation has also changed from a free food distribution into a food for work approach. Each Disaster Preparedness

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Committee ensures that necessary works in the community are initiated and completed and that the community gets food in return.

Below is a table of food and blanket allocations during phase 2 at district, block, and GP level. Kitchen sets, plastic sheets/tarpaulins, clothing, bleaching powder and water purification tablets are about to be distributed - the allocation by GP will be produced in the next situation report.

DISTRICT/# of Families	BLOCK	GP	NO. VILLAGES	BENEFIC. FAMILIES	FOOD	BLANKETS		
Kendrapada/19,315	Rajnagar	Rangani	11	1,273	78.9 mt	2,546		
		Gupti	10	1,197	74.2 mt	2394		
		Brahmansahi	13	1,057	65.5 mt	2114		
		Dera	9	1,100	68.2 mt	2,200		
		Satabhaya	2	611	37.8 mt	1,222		
		Kojlipur	13	1,500	93 mt	3,000		
	Mohakalpada	Kharanisi	3	1,414	87.7 mt	2,828		
		Jamboo	4	1,300	80.6 mt	2,600		
		Batighar	8	1,405	87.1 mt	2,810		
		Suniti	5	1,202	74.5 mt	2,404		
		Barakanda	7	1,210	75 mt	2,420		
		Ramnagar	6	1,455	90.2 mt	2,910		
		Mangalpur	9	1,602	99.3 mt	3,204		
Puri/8,010	Kakatpur	Gagua	10	1,500	93 mt	3,000		
		Badi	10	1,400	86.8 mt	2,800		
	Astaranga	Bangurigaon	7	1,070	66.3 mt	2,140		
		Nagar	10	1,295	80.3 mt	2,590		
		Nuagarh	6	1,380	85.6 mt	2,760		
		Alasahi	6	1,500	93 mt	3,000		
		Sisua	13	1,300	80.6 mt	2,600		
		Chhuriana	9	1,465	90.8 mt	2,930		
		Jagatsinghpur/8,661	Erasama	Kunjakothe	8	1,251	77.6 mt	2,502
				Padmapur	5	1,250	77.5 mt	2,500
Nuagoon	6			1,010	62.6 mt	2,020		
Balikuda	Goda		13	1,707	105.8 mt	3,414		
	G.Harishpur		3	1,366	84.7 mt	2,732		
	Naharana		12	1,760	109.1 mt	3,520		
Balesore/1,250	Bahanaga	Baramundali	6	1,500	93 mt	3,000		
		Kharasahapur	11	1,250	77.5 mt	2,500		
Bhadrak/8,984	Basudevapur	Adhuan	13	1,403	87 mt	2,806		
		Eram	4	1,090	67.6 mt	2,180		
		Bideipur	5	1,140	70.7mt	2,280		
	Chandabali	Charadiha	7	1,518	94.1 mt	3,036		
		Orasahi	12	1,320	81.8 mt	2,640		
		Bijaynagar	7	1,330	82.5 mt	2,660		
		Nalagohira	10	1,150	71.3 mt	2,300		
Ganjam/2,202	Chikiti	Sonapur	5	1,200	74.4 mt	2,400		
	Gokharkuda	Pallibandha	12	1,519	94.2 mt	3,038		
<b>GRAND TOTAL</b>				<b>50,000</b>	<b>3,100mt</b>	<b>100,000</b>		

**Rehabilitation Phase 3 •**

The rehabilitation programme will provide food for 25,000 of the most vulnerable people, including the elderly end disabled, for a period of 3 months. However, the main focus is to support the communities through renovation of tube wells, renovation/construction of schools and Red Cross dispensaries and provision of school materials in the affected areas.

At present an assessment team has been set up by the Red Cross. This team of local consultants is made up of a social worker, a construction engineer, an agriculturist, and an expert in water and sanitation. Over the next 7 days the team will carry out an assessment and provide their recommendations regarding the precise needs for the rehabilitation phase.

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This plan will be fully co-ordinated with the State government, the National Government and all other organizations operating in Orissa.

Below is the draft plan (framework) for the rehabilitation phase which will be modified according to the recommendations of the assessment team.

It is critical that any rehabilitation work is co-ordinated with the longer-term work of the Orissa State Branch, IRCS and the cyclone shelter programme. The scale of the rehabilitation programme will in part be affected by the availability of funds for this work.

Initial analysis from the field has resulted in two clear and distinct areas of need that relate to Red Cross competencies. The first and possibly the most critical relates to building up household coping mechanisms and the economic base of the household of the most vulnerable. The huge loss of crops, trees, boats, household items and food stocks has meant that many households are starting from scratch. Many of the most vulnerable have already started the process of rebuilding their household economies - this is likely to involve a focus on food production (own and cash crops) and marketing, the effective sale of trees, work to establish the long term viability of crop land and tree replanting. The second area of rehabilitation needs relates to rebuilding destroyed community assets. Here the action will involve repairing shallow tube wells and rebuilding Red Cross dispensaries and primary schools.

Finally the Orissa State Branch of the IRCS itself has been seriously affected by the crisis and some attention will be paid to supporting aspects (capacity building) of the branch, particularly in the areas of disaster preparedness and disaster management.

The following key principles will guide the Red Cross rehabilitation programme:

- Prioritising rehabilitation in the most effected areas where Red Cross cyclone shelters exist.
- Ensuring basic needs of the most vulnerable are addressed.
- Balancing support to household economics with some support to rebuilding community infrastructure.
- Drawing on local skills and capacities and encouraging community participation.
- Carrying out a rapid participatory planning assessment for the programme and producing a detailed plan of action with detailed budget.
- Working at a manageable scale.
- Ensuring sufficient co-ordination in the areas where the Red Cross is active.

#### **Capacity of the Red Cross •**

The Red Cross enjoys a good reputation in the areas of the cyclone shelters. It also has particular competencies in disaster preparedness, community mobilisation and infrastructure development. This set of skills will enable it to effectively operate a rehabilitation programme.

#### **Plan of Action •**

Overall Objective: To rebuild community and household assets and confidence and ensure the most vulnerable are cared for.

Time frame: January-June, 2000

Geographic focus: To work in Jagatasingspur District (the most heavily affected district) and the two adjacent districts Kendrapara and Puri, covering 10 Red Cross cyclone shelter areas (and their associated villages). Cyclone shelters are located at Khurantathuta, Padmapur, Dhanuharbelari, Nuragarh, Nagar, Jamboo, Barakolikhala, Kharanisi, Benakandha and Sarumuhin.

More specifically, the programme is intended to:

- provide 3000 CHF to each of the targeted community savings and credit groups that the Red Cross has been working with in the affected area.

This plan will be fully co-ordinated with the State government, the National Government and all other organizations operating in Orissa.

Below is the draft plan (framework) for the rehabilitation phase which will be modified according to the recommendations of the assessment team.

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More specifically, the programme is intended to:

- provide 3000 CHF to each of the targeted community savings and credit groups that the Red Cross has been working with in the affected area.

- provide the most vulnerable people in the targeted area with food for a period of 3 months.
- provide in a timely fashion seed inputs, seedlings and fertiliser to the most vulnerable 500 families and marginal groups in the project area.
- rehabilitate schools in the affected areas.
- provide education material to affected primary schools in the project area.
- rehabilitate Red Cross dispensaries in the affected area.
- construct/renovate at least 150 tube wells in the targeted area.
- strengthen the Disaster Management of the Red Cross Branch in Orissa.
- strengthen the Disaster Preparedness Capacity of the Red Cross Branch in Orissa.

To ensure the success of the rehabilitation programme, sufficient management capacity is critical. Attention will be paid over the next two weeks to the assessment and detailed planning phase for the rehabilitation programme. Then attention will switch to ensuring the successful implementation of the programme in the chosen areas.

Within the Indian Red Cross, the plan is to develop the capacity of the Orissa State Branch to support the management of the rehabilitation phase. The establishment of a project management post in the branch to oversee all aspects of programming, emergency management, rehabilitation and longer-term development and the use of short term staff and consultants will also be considered. Finally attention will be paid to the project officers in the cyclone preparedness programme, who will be critical in ensuring the successful implementation of this programme.

All procurement will be carried out locally in order to support the local economy and ensure timely delivery.

Precise details of costs for this phase will only be issued after the current assessment team has reported at the end of December, this plan of action will then be approved by the Indian Red Cross Branch in Orissa, and by the National Headquarters.

At the end of the rehabilitation operation (Phase 3), the Federation will assess the viability of a final and longer term Disaster Preparedness (DP) element of the response, separate from this appeal, which will consist mostly, if not entirely, of multi purpose community centres to be constructed in such a way that that they can also be used as a cyclone shelter. The centres would serve one village, and would include the following uses: village school, adult education centre, clinic, small seed and grain store, and cyclone shelter at the time of disaster, (capacity 500 people plus cattle). The community centres are envisaged to be between 3,000 and 5,000 square feet, and would be built of Ferro cement with very solid foundations - very similar, but smaller in scale, to the existing shelters. This proposed programme would be part of a much larger disaster preparedness and cyclone shelter preparedness programme in India and South Asia. It would, however, be completely separate from this appeal. Further details will be communicated at a later stage.

## ***External relations - Government/UN/NGOs/Media***

The Red Cross is an active member of the Disaster Relief Committee, which includes Government, local and International NGO's, and UN agencies. This Committee meets once a week in Bhubaneswar to co-ordinate food, water, medical and shelter responses. In addition working groups on livelihoods, habitat and infrastructure which have been formed to study rehabilitation programming.

Apart from co-ordination meetings at the Bhubaneswar level, UN and NGO collaboration meetings are held in New Delhi once a week. Information sharing and co-ordination of the forthcoming rehabilitation phase are now the main issues.

A workshop was held in Bhubaneswar on Saturday, December 11, 1999. The agenda of the workshop was to finalise the recommendations of the three working groups, to produce a Rehabilitation Plan with clear geographical focus and prioritisation of interventions, to review existing co-ordination mechanisms

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and produce recommendations for improvement, and the establishment of reporting mechanisms with measurable indicator.

A collaboration programme with the World Food Programme has been agreed, involving sharing future food rations in order to assist a wider group of beneficiaries. The International Federation and the World Food Programme have been working very closely together in order to maximise the effectiveness of the joint relief and rehabilitation programmes, based on food for work with additional support provided to those groups of people that fall outside this programme including the disabled and the elderly.

Reuters India Limited and Reuters International are supporting a joint Indian Red Cross/Actionaid rehabilitation project provisionally aimed at building a village multi-purpose community centre, including a school and clinic in one of the more badly affected areas.

## ***Outstanding needs***

Please refer questions on outstanding needs or Phase 3 operations to: Dimitri Papathanassiou, International Federation Desk Officer for India at phone +41 22 730 4269 or email: papathan@ifrc.org

## ***Contributions***

See Annex 1 for details.

Peter Rees-Gildea  
Director  
Operations Funding and  
Reporting Department

Hiroshi Higashiura  
Director  
Asia and Pacific Department

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**Annex 2 TENTATIVE BUDGET**

<b><u>Programme Costs</u></b>	<b><u>INR</u></b>	<b><u>CHF</u></b>
Grants to community savings & Credit schemes	4.050,000	150,000
Agricultural support	820,000	30,000
Rehabilitation of 3 schools	4.050,000	150,000
Rehabilitation of 3 RC dispensaries	5.400,000	200,000
Education materials for primary schools	540,000	20,000
Food for 5,000 most vulnerable	20.250,000	750,000
Transport of food	400,000	15,000
Reconstruction of 150 tube wells	820,000	30,000
DP Training & material	820,000	30,000
Renovation of damaged RC HQ	410,000	15,000
<b>SUBTOTAL</b>	<b>37.560,000</b>	<b>1.390,000</b>
<b>Buffer Stocks DP</b>	<b>5.400,000</b>	<b>200,000</b>
<b><u>Capital Expenditures</u></b>		
One programme vehicle	500,000	18,500
One computer & printer	105,000	4,000
One photocopier	105,000	4,000
<b>SUBTOTAL</b>	<b>710,000</b>	<b>26,500</b>
<b><u>Personnel Costs</u></b>		
Local Staff & Consultants	<b>656,000</b>	<b>24,300</b>
<b><u>Admin.Office &amp; General Services</u></b>		
Travel & Communication	<b>270,000</b>	<b>10,000</b>
Assessment	<b>40,000</b>	<b>1,500</b>
Printing costs, information,visibility	<b>40,000</b>	<b>1,500</b>
Admin. Costs	<b>135,000</b>	<b>5,000</b>
<b>SUBTOTAL</b>	<b>485,000</b>	<b>18,000</b>
<b>GRAND TOTAL</b>	<b>37.725,000</b>	<b>1.643,800</b>

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