

DREF operation final report



International Federation
of Red Cross and Red Crescent Societies

India: Floods

DREF operation n° MDRIN003
GLIDE n° FL-2008-000145-IND
29 May 2009

The International Federation's Disaster Relief Emergency Fund (DREF) is a source of un-earmarked money created by the Federation in 1985 to ensure that immediate financial support is available for Red Cross Red Crescent response to emergencies. The DREF is a vital part of the International Federation's disaster response system and increases the ability of national societies to respond to disasters.

CHF 1,000,000 (USD 885,200 or EUR 626,350) was allocated from the Federation's Disaster Relief Emergency Fund (DREF) to support the national society in delivering immediate assistance to some 10,000 families (50,000 beneficiaries).

Summary: The Indian Red Cross Society (IRCS) effectively carried out the DREF operation for the India 2008 floods response. Most of the relief items have been used to replenish the exhausted disaster preparedness stock and have been pre-positioned at the IRCS regional warehouses for the 2009 floods response. A total of eight water purification units deployed in Bihar and Assam supported the provision of clean drinking water to the affected communities in these states.



Indian Red Cross Society relief distribution in flood affected areas, Kosi Floods, Bihar 2008. Photo: Indian Red Cross Society.

This was the first time that a team comprising of IRCS national disaster response team members and staff from the national headquarters and respective state/district branches

together with the disaster management, health and organization development focal points from the International Federation and in-country partner national societies carried out an emergency assessment in the states of Bihar, Orissa, Assam and Uttar Pradesh in an integrated manner. The overall report, highlighting a plan of action to carry out the immediate and mid-term relief operations and its linkages with the long-term disaster risk reduction initiatives in Bihar, was presented to the IRCS secretary-general for comments.

Considering the scope of the disaster and to fulfil the essential needs of the affected communities, the International Federation immediately released CHF 1 million from its DREF through which it sourced 10,000 kitchen sets, 21,975 blankets and 23,000 tarpaulins through its regional framework agreements and regional stock positions to provide support to 10,000 families (50,000 people reached). (The DREF appeal had originally mentioned the procurement of 22,000 blankets but with the available budget, only 21,975 blankets were procured.) The procurement of these items was done with the DREF-allocated funds, and was required for the urgent response to the needs identified by the state and district branches in Bihar, Assam and Orissa. An earlier plan with 1,250 tents included in the DREF allocation was later revised due to operational needs/challenges and better coverage of the affected population through the

provision of tarpaulins for temporary shelter.

In addition, DREF also supported the operational cost of IRCS in mobilizing from its regional/zonal- and state-level warehouses, pre-positioned relief stock such as family packs, tarpaulins and the water purification units to the flood-affected areas, including the trained IRCS national/state/district disaster response team members, staff and volunteers for emergency assessment and relief operation.

The following donors and partners support DREF: Danish Red Cross, Irish Red Cross/ Irish government, Japanese Red Cross, Monaco Red Cross/ Monaco government, Netherlands Red Cross/ Netherlands government, Norwegian Red Cross/ Norwegian government, Swedish Red Cross/ Swedish government, Italian government, United Kingdom Department for International Development (DFID), European Commission's Humanitarian Aid Office (ECHO), OPEC Fund for International Development, and corporate and private donors.

The International Federation, on behalf of the India Red Cross Society, would like to thank all donors and partners for their generous support to DREF.

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The situation

In 2008, the country witnessed moderate to heavy rainfall in Orissa and Bihar and light to moderate rainfall in West Bengal and Assam. Rainfall and floods were being experienced in Orissa, Bihar, Uttar Pradesh, Assam, some parts of Gujarat, Maharashtra and West Bengal. The 2008 India floods affected most parts of the country, in particular the four most flood-prone states of Assam, Bihar, Uttar Pradesh and Orissa severely, leaving a total of 20.8 million people affected, 2,744 lives lost and over 600,000 million houses damaged with extensive agricultural land submerged.

The state governments, apart from providing food packets through air drops by the army, also provided health check-ups and safe drinking water to the affected communities, as well as repairing roads and other local infrastructure in these flood affected states. In Gujarat, Maharashtra and West Bengal, the situation was under control and the respective state governments and various civil society organizations carried out the relief operations in the affected areas. The continuous rainfall prolonged the recovery period and hampered the relief efforts.

In addition to the annual flooding in country, the breach in the embankment of Kosi River on 18 August 2008 caused a devastating flooding in Bihar, affecting 4.63 million people causing 216 deaths. The districts of Supaul, Madhepura, Saharsa, Araria, and Purnia have been severely affected which makes recovery and rehabilitation a great challenge to the authorities.

However, the IRCS, with the support from the International Federation, focussed its response on four states, where the floods had either taken an exceptional course or had been more severe than normal. These states are Bihar, Assam, Orissa and Uttar Pradesh. In all four states, needs assessment (immediate, mid- and long- term) were carried out, which ultimately resulted in a national-based plan of action, with a particular focus on initiating long-term disaster risk reduction initiatives in Bihar. However, with the existing capacity vis-à-vis the scope of disaster and emerging needs of the affected people, it was not feasible for the International Federation to operate in all of the four affected states.



The Indian Red Cross Society family packs stored at the government-organized camp and are ready for distribution. Photo: Indian Red Cross Society.

Red Cross and Red Crescent action

The IRCS played an essential role in relief efforts throughout the affected states. It supported the government in rescue and evacuation services, providing relief materials from its pre-positioned disaster preparedness stock of 60,000 family packs, which consists of kitchen sets, blankets, mosquito nets, tarpaulins, essential food supplies, and safe and clean drinking water.

This advantage of disaster preparedness stock has been reaffirmed by the IRCS national headquarters, state and district branches for timely and effective outreach to the affected people. In addition, with the developed IRCS response tools, such as national, state and disaster response teams, and water and sanitation units, the IRCS capacity to respond in a timely manner to disasters such as the recurrent floods situation in recent years has improved significantly.

The IRCS auxiliary role was evident in the 2008 floods response as the IRCS Bihar state branch handled all in-kind donations of the general public according to instructions issued by the authorities. The government has shown its appreciation for the IRCS volunteers in all the states as the Red Cross volunteers were involved in distributing relief material in the interior parts of the states, which were treated as inaccessible by the government machinery.

The trained staff and volunteers of the IRCS Bihar state branch and the district branches of the affected and neighbouring districts immediately sprang to action by providing emergency response and relief to save maximum lives and livelihoods. They worked closely with the government authorities in channeling and distributing the family packs and other emergency relief items.

The emphasis on strengthening the national society's disaster preparedness and response mechanism with investments made in enhancing the IRCS water and sanitation component was a strategic decision for effective disaster response. A total of seven water purification units which were repaired earlier in 2008 and deployed in Bihar with the support of the International Federation have proved to be extremely beneficial to the affected communities. About 11,200 families (approximately 56,000 beneficiaries) were provided with clean drinking water for two months, particularly in Bihar for the 2008 Kosi floods. These water purification units, operated by the IRCS volunteers, were placed at camps organized and managed by the government, prevented the outbreak of waterborne diseases among the affected communities.



The Indian Red Cross Society water purification units providing clean drinking water in Bihar, 2008. Photo: Indian Red Cross Society.

In addition, with the deployment of one IRCS water purification unit in Assam supported by the Australian Red Cross and mobilized with the support from the International Federation, approximately 20,000 people received clean drinking water during the floods in Assam.

Hygiene promotion has been the priority of the IRCS volunteers and was carried out through dissemination of information, education, communication (IEC) material, health camps, door-to-door campaigning, and awareness generation on distributing oral rehydration salts in the flood affected areas. The impact of these efforts was visible as none of the states have reported any kind of epidemic.

The table below details the itemized budget in utilizing the International Federation-allocated DREF for activities implemented by the national society.

DREF Expenditure Details

S.No	Items	Quantity	Amount (CHF)
1	Tarpaulins	23,000	402,238.15
2	Kitchen Sets	10,000	298,015.11
3	Woollen Blankets	21,975	94,136.38
4	Transport(Domestic)-Chandigarh to B'garh		897.69
5	Operation cost IRCS		81,444.14
6	Operation cost IFRC		38,073.17
7	RLU KL & Service Charges		22,573.27
8	PSR 6.5%		62,619.68
		Total	999,997.59

In addition, the IRCS state branches were provided support by the national headquarters through pre-positioned disaster preparedness stock, mobilized to flood-prone states like Bihar and Assam prior to the monsoon season, which proved beneficial in 2008 floods response.

The IRCS disaster management centre at the national headquarters with its linkages at the regional/zonal warehouse and the emergency operations centres at the state branches were functional in monitoring and mobilizing timely, efficient and appropriate relief items and the required human resources to carry out the emergency assessment and the entire relief operation in the flood affected areas. In addition, a daily disaster situation report was prepared and circulated to internal and external key stakeholders by the IRCS disaster management coordinator.

The volunteers and the national, state and district disaster response teams of the IRCS played a vital role in 2008 flood operation, with the state branches being the prime force of response. The branches have been able to achieve success due to these committed volunteers and response team members who have tirelessly worked round the clock. The International Federation's disaster management programmes over the last two years have focused on training of volunteers, staff and disaster response team members on disaster risk reduction and disaster preparedness and response. In Bihar, the affected IRCS district branches were adopted by non-affected district branches for resource mobilization and volunteer support in emergency relief and response.

With its long standing agreement with the Indian railway authorities, the IRCS transported relief items to the affected areas free of cost. All relief goods sent from New Delhi or received from the framework agreements were sent through the Indian railways. The IRCS management followed up daily to have at least one wagon put at their disposal for such transport.

The International Federation's India office, along with the South Asia regional office, formed a South Asia Floods Task Force to share information and review the flood situation in Nepal, Bangladesh and India. An information matrix was put together every alternate day, giving information on the situation and the IRCS response.

In addition, daily coordination meetings were held by the India office with the IRCS senior management and operational departments and information sharing meetings with Movement stakeholders in Delhi were held daily.

Progress towards objectives

The initial focus on two states, Bihar and Assam, later changed and the states of Orissa and Uttar Pradesh were added to the overall plan of action as part of the IRCS's priority states. Based on the four assessments carried out by the IRCS, the International Federation and in-country partners, a national action plan was prepared. The total number of people reached for the DREF operation was decided as 10,000 families.

The objective of the assessments was to analyse the flood situation in the states and to identify urgent and priority needs of the most vulnerable population affected by the flood, while also looking at the mid- and long-term needs. However, with the existing capacity vis-à-vis the intensity of disaster and emerging needs of the affected people, it was not feasible for the International Federation to operate in all of the four affected states as per the national action plan.



Beneficiary receiving an Indian Red Cross Society family pack.
Photo: Indian Red Cross Society.

Due to internal procedural inconsistencies within the national society, some IRCS relief items have been distributed as part of a government relief package (in line with the IRCS's status of receiving in-kind

donations for the government) without the prior knowledge of the district branches. Most of the distributions of relief items in the mega camps in the affected states are organized by the district magistrate's office (the district magistrate is by de-facto the chairperson for the district branch).

A main concern remains the reporting through IRCS on the actual distribution of relief items. Due to political instability in the state prior to the general election which was held recently in the country, so far, the distribution list for only 4,900 families have been reported from Bihar, meeting approximately 45 per cent target of the total distribution of the DREF sourced relief items, The verification for the remaining is in process However, the IRCS national headquarters is closely monitoring and following it up with the respective state branches and the local administration in securing the remaining distribution list in order to complete the DREF reporting for the flood response 2008.

Delays in the process resulted in the fact that the final report could not be generated in early February and an extension was sought to complete the same. Other than this, the relief operation ran smoothly.

Relief distributions (food and basic non-food items)

Objective: To distribute 10,000 kitchen sets and 21,975 blankets to the most affected population in Assam and Bihar

Activities planned and progress: The national society (sub-district level) together with the local authorities identified people reached.

- Kitchen sets were procured through the global framework agreement with a supplier from India and was delivered at the IRCS's warehouse for further distribution.
- The procurement of 21,975 blankets was done through the International Federation's framework agreement with a local supplier and delivered to the IRCS's warehouse of further distribution.
- The final distribution of the relief supplies was carried out in close coordination with the IRCS state branch staff and volunteers in consultation and cooperation with the local government authorities that are coordinating the distributions.

In addition, DREF also supported the operational cost of IRCS in mobilizing their pre-positioned relief stock from its regional/zonal and state level warehouses such as family packs, tarpaulins and the water purification units to the flood affected areas including the trained IRCS national/state/district disaster response team members, staff and volunteers for emergency assessment and relief operation.

Impact: The IRCS family packs containing kitchen sets which was distributed among the affected people was well accepted and was in huge demand. Through the relief distribution, IRCS visibility was increased and also raised awareness in the local community.

Challenges: Due to internal procedural inconsistencies within the national society, some IRCS relief items were distributed as part of a government relief package (in line with the IRCS's status of receiving in-kind donations for the government) without the prior knowledge of the district branches. Most of the distributions of relief items in the mega camps in the affected states are organized by the district magistrate's office (the district magistrate is by de-facto the chairperson for the district branch).

Reporting on the operation remains a challenge due to political instability in the state prior to the general election held recently in the country. So far, the distribution list for 4,900 families has been received from Bihar.

Emergency shelter

Objective: To distribute 23,000 tarpaulins to the most affected people in Bihar, Assam and Orissa. *(This objective has been modified from distribution of 1,250 tents to 23,000 tarpaulins due to operational priorities)*

Activities planned and progress: The national society has identified shelter needs of the most vulnerable community members through its selection criteria and government guidelines.

- Tarpaulins were procured from the International Federation's Regional Logistics Unit (RLU) in Kuala Lumpur and was delivered in the IRCS's warehouse for further distribution.
- These were transported to distribution sites in required numbers.
- Items were distributed in cooperation with state authorities and other forums to avoid duplication.

Impact: The IRCS family packs containing tarpaulins which was distributed among the affected people was well accepted and was in huge demand. Through the relief distribution, IRCS visibility was increased and also raised awareness in the local community.

Challenges: Due to internal procedural inconsistencies within the national society, some IRCS relief items were distributed as part of a government relief package (in line with the IRCS's status of receiving in-kind donations for the government) without the prior knowledge of the district branches. Most of the distributions of relief items in the mega camps in the affected states were organised by the district magistrate's office (the district magistrate is by de-facto the chairperson for the district branch).

In addition, due to political instability in the state prior to the general election held recently in the country, the distribution list for 4,900 families has so far been reported from Bihar.

Conclusion

Lessons learned:

- The people reached selection was done based on the IRCS guidelines so as to cater to the most vulnerable population. Some of the local branches of the national society selected the target areas and the IRCS volunteers verified the beneficiary lists with the government and the other non-governmental organizations. In some cases, the government provided to the IRCS lists of people who had not been included in previous distributions. As IRCS has been regularly sharing information with all stakeholders in the field, duplication in interventions was avoided.
- The lessons learnt include the positive impact of DREF to help address the immediate household needs of the affected population through provision of funds to procure tangible items such as non-food family items, which increased visibility and profiled the IRCS in the flood affected areas.
- The flooding in India is worse than ever before. The water and sanitation response from the IRCS has been highly appreciated and the relief items distributed have been well received. The DREF allocation was not sufficient to cover all needs highlighted through the various assessments. Without an international appeal, the International Federation with the existing capacity vis-à-vis the need of the affected people could not have supported IRCS in implementing the national plan of action based on the assessment outcomes.
- The impact on capacity building element of DREF includes the technical expertise in procurement and disaster preparedness stock handling which was shared with the IRCS national headquarters and regional warehouses. With emerging need on strengthening national society's logistics and warehouse management for effective and efficient response, the long pending national level logistics and warehouse management training has been conducted from 18 to 24 May 2009.
- In addition, a culture of developing multi-disciplinary and integrated assessment teams through national and state level disaster response teams has helped to strengthen the skills of the IRCS national headquarter and its local branches in terms of conducting assessment, analyzing data and preparing assessment reports. It was encouraging to note that these trained IRCS response teams were actively utilized for assessment and response activities.
- The successful deployment of the IRCS water purification units during 2008 India floods placed the IRCS in the forefront of this valuable humanitarian and risk reduction initiative. This has resulted in an increased demand and scope for strengthening the IRCS water and sanitation units and its mechanism such as formation of the IRCS national disaster water and sanitation response team (NDWRT). And, considering the upcoming need, the IRCS has planned a national level training on NDWRT in May 2009 as a pilot to develop a national watsan response team within the existing national disaster response team (NDRT) structure and compliment the team with water and sanitation units and is in line with the IRCS Strategic Development Plan, 2009-2012. An additional three water purification units will be procured through different funding sources.
- In 2008 floods response, the IRCS managed to respond to the immediate needs due to their efforts to have pre-positioned stock in their regional, zonal and state level warehouses where upto 60,000 family packs were pre-positioned. The challenge is now be to have these stocks replenished. Considering the preparedness aspect and request from the IRCS to replenish the utilized disaster preparedness stock for 2008 flood response, most of the relief items sourced through the DREF; 10,000 kitchen sets, 21,975

blankets and 23,000 tarpaulins have been pre-positioned at the IRCS regional/zonal warehouses and some at the state level warehouses, preparing for efficient flood response 2009.

- The IRCS auxiliary role could be seen in Bihar floods operation where, as per the chief minister's instruction, all the goods in-kind were channelled through the Red Cross state branch. However, the state and district authorities were directly handling the entire relief operation in close coordination with the IRCS Bihar state branch. All the relief items were released and sent to the respective destinations as per the instructions received from the state authorities and were in line with the district authority's request. All relief items along with the Red Cross family packs were being transported to the affected districts in hired trucks under the Red Cross emblem. Unfortunately, the visibility of the Red Cross emblem in these relief convoys was not so visible and prominent. The transported relief items were directly dispatched at the district authority's warehouse, which often was not necessarily brought to the attention of the Red Cross district branch officials. The relief items including the Red Cross family packs were distributed, not necessarily involving the Red Cross district branch staff and volunteers during the distribution, thus, leading to some kind of internal procedural inconsistencies within the national society reporting system.

How we work

All International Federation assistance seeks to adhere to the [Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations \(NGOs\) in Disaster Relief](#) and is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.

The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".

Global Agenda Goals:

- Reduce the numbers of deaths, injuries and impact from disasters.
- Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.
- Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.
- Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.

Contact information

For further information specifically related to this operation please contact:

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International Federation of Red Cross and Red Crescent Societies

MDRIN003 - India - Floods

Final Financial Report

Selected Parameters	
Reporting Timeframe	2008/8-2009/4
Budget Timeframe	2008/8-2008/11
Appeal	MDRIN003
Budget	APPEAL

All figures are in Swiss Francs (CHF)

I. Consolidated Response to Appeal

	Goal 1: Disaster Management	Goal 2: Health and Care	Goal 3: Capacity Building	Goal 4: Principles and Values	Coordination	TOTAL
A. Budget	1,000,000					1,000,000
B. Opening Balance	0					0
Income						
<u>Other Income</u>						
<i>Voluntary Income</i>	999,998					999,998
C5. Other Income	999,998					999,998
C. Total Income = SUM(C1..C5)	999,998					999,998
D. Total Funding = B + C	999,998					999,998
Appeal Coverage	100%					100%

II. Balance of Funds

	Goal 1: Disaster Management	Goal 2: Health and Care	Goal 3: Capacity Building	Goal 4: Principles and Values	Coordination	TOTAL
B. Opening Balance	0					0
C. Income	999,998					999,998
E. Expenditure	-999,998					-999,998
F. Closing Balance = (B + C + E)	0					0

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MDRIN003 - India - Floods

Final Financial Report

Selected Parameters	
Reporting Timeframe	2008/8-2009/4
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III. Budget Analysis / Breakdown of Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Goal 1: Disaster Management	Goal 2: Health and Care	Goal 3: Capacity Building	Goal 4: Principles and Values	Coordination		
A		B					A - B	
BUDGET (C)		1,000,000					1,000,000	
Supplies								
Shelter - Relief	387,430	371,910					371,910	15,520
Clothing & textiles	93,836	98,844					98,844	-5,008
Water & Sanitation	26,360							26,360
Utensils & Tools	297,985	286,663					286,663	11,323
Total Supplies	805,611	757,417					757,417	48,194
Transport & Storage								
Storage	15,335	2,502					2,502	12,833
Distribution & Monitoring	76,218	57,337					57,337	18,881
Transport & Vehicle Costs		2,380					2,380	-2,380
Total Transport & Storage	91,553	62,219					62,219	29,334
Personnel								
International Staff		16,436					16,436	-16,436
National Staff		14,383					14,383	-14,383
National Society Staff	10,784	5,433					5,433	5,351
Total Personnel	10,784	36,253					36,253	-25,469
General Expenditure								
Travel	19,793	19,028					19,028	765
Information & Public Relation	1,917	1,140					1,140	777
Office Costs	4,342	779					779	3,563
Communications	1,000	463					463	537
Financial Charges		23,041					23,041	-23,041
Other General Expenses		422					422	-422
Total General Expenditure	27,052	44,872					44,872	-17,820
Programme Support								
Program Support	65,000	62,620					62,620	2,380
Total Programme Support	65,000	62,620					62,620	2,380
Services								
Services & Recoveries		36,618					36,618	-36,618
Total Services		36,618					36,618	-36,618
TOTAL EXPENDITURE (D)	1,000,000	999,998					999,998	2
VARIANCE (C - D)		2					2	