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DREF Final Report

India: North-East (Assam and Manipur)) Floods

 International Federation
of Red Cross and Red Crescent Societies

DREF operation	Operation n° MDRIN018
Date of Issue: 26 February 2018	Glide number: FL-2017-000064-IND
Date of disaster: 24 July 2017	
Operation start date: 28 July 2017	Operation end date: 27 November 2017
Host National Society: Indian Red Cross Society	Operation budget: CHF 323,333
Number of people affected: 1.7 million in Assam and 0.5 million in Manipur	Number of people assisted: 25,000 (15,000 people in Assam and 10,000 people in Manipur)
No. of National Societies involved in the operation: The International Federation of Red Cross and Red Crescent Societies (IFRC) actively supported the Indian Red Cross Society (IRCS) in carrying out the operation. IFRC maintained close coordination with the International Committee of the Red Cross (ICRC). Both IFRC and ICRC conducted a joint needs assessment in Assam and Manipur.	
No. of other partner organizations involved in the operation: The governments of Assam and Manipur, National Disaster Management Authority, State Disaster Management Authorities in Assam and Manipur, National Disaster Response Force, State Disaster Response Force, volunteers and other civil society organizations such as Oxfam, Church's Auxiliary for Social Action, Indo-Global Social Service Society, Catholic Relief Services and Save the Children.	

A. Situation analysis

Description of the disaster

From early July 2017, heavy monsoon rains and floods were reported across the north-east part of India, especially in the states of Assam and Manipur. These states were affected by three rounds of floods, with sporadic rainfall and raised flood water levels continuing until early September.

Assam is prone to floods and erosions every year due to monsoon rainfall in the state and its neighboring states, with its two main rivers - Brahmaputra and Barak - and their numerous tributaries and sub-tributaries flooding during the monsoon season. However, the deluge this year was one of the worst in 29 years. According to Assam's State Disaster Management Authority, as of July 2017, 75 people were killed and approximately 1.7 million people affected in 24 districts of the state (with 12 districts being the worst affected) as a result of flooding. Infrastructure was damaged and roads and bridges submerged, disrupting surface communication. Almost 75 per cent of Kaziranga National Park, a world heritage site, was inundated.

Table 1: Effects of the floods in Assam¹

No. of districts affected	No. of villages affected	No. of people killed	Population affected	Houses damaged		Crop area affected (in hect.)	No. of animals affected	No. of relief camps		No. of people in relief camps
				Fully	Partially			Camps	Distribution centres	
24	2,500	75	1.7 million	287	1,400	106,000	968,000	131	192	35,000

¹ Data from the Assam Disaster Management Authority, Government of Assam

In Manipur, the rains that started after cyclone Mora during the last week of May 2017 caused floods across many parts of the state. Like in Assam, in Manipur too the flood levels this year were above normal and were referred to as once in a 30-year event by media reports. According to Manipur's State Department of Relief and Disaster Management, four districts were affected, with many low-lying areas in and around Imphal, the capital of Manipur, inundated by flood waters. The road network was cut off at many places due to landslides. Flood waters remained in many low-lying areas, increasing vulnerability to water borne diseases. Large scale crops were lost affecting agriculture, which is the primary source of people's livelihood in the state

Table 2: Effects of the floods in Manipur²

No. of districts affected	No. of families affected	Population affected	People with special care*	Crop area affected (in hect.)	No. of animals affected	No. of relief camps
4	2,849	12,831	2,618	3,159	27,168	289

* Physically challenged, pregnant women etc.

Relief materials were dispatched to both Assam and Manipur from IRCS' regional warehouses, following initial delays caused by damaged roads and railway tracks. Transporting material using trucks was a challenge during the monsoon season, especially for Manipur, as all goods needed to be transported via Guwahati, the capital of Assam.

A joint rapid needs assessment was conducted by Sphere India and the assessed needs aligned closely with the strategy and activities of the DREF operation. However, the needs in Assam were much more than what could be covered under the DREF operation. The IRCS therefore launched a [domestic appeal](#) to support its longer-term relief and recovery plan, which sought to scale up the assistance to all flood affected states in India, including Assam and Manipur.

Summary of response

Overview of Host National Society

During the initial stages of the disaster, IRCS national headquarters released relief items from its prepositioned stocks for the response operation in Assam. This included 600 mosquito nets, 600 kitchen sets, 600 tarpaulins, 300 towels, 600 men's clothing item (dhotis), 300 women's clothing item (sarees), 600 cotton blankets, 600 bedsheets, 2,000 solar lanterns and 8,000 plastic buckets.

The DREF allocation assisted 5,000 flood-affected families (3,000 in Assam and 2,000 in Manipur) through the provision of emergency relief items, safe drinking water, temporary toilets and hygiene promotion.

Table 3: Relief items distributed by IRCS to flood affected families in Assam and Manipur

No.	Item	Quantity	
		Assam	Manipur
1.	Mosquito nets	5,000	5,000
2.	Kitchen sets	3,000	2,000
3.	Tarpaulins	3,000	0
4.	Towels	300	2,000
5.	Cotton blankets	3,000	2,000
6.	Bedsheets	3,000	2,000
7.	Women's clothing item (sarees)	300	0
8.	Men's clothing item (dhotis)	600	0
9.	Plastic buckets	8,000	0
10.	Solar lanterns	2,000	0
11.	Sanitary napkins	0	1,600
12.	Soap bars	0	2,400

Replenishment of the following items was completed under the DREF allocation - 10,000 mosquito nets, 3,000 tarpaulins, 2,000 towels, 5,000 bedsheets and 5,000 cotton blankets. The DREF allocation also covered transportation of 500 family tents for prepositioning (at IRCS' regional warehouse in Noonmati, Assam) and need based distributions.

IRCS deployed two members from its National Disaster Water and Sanitation Relief Team (NDWRT), one each in Manipur and Assam to support the branches in disaster response. Four aqua plus water purification units were installed by NDWRT in Manipur and Assam, of which two were installed in Manipur (one each in Bishnupur district and Imphal

² Data from the Department of Relief and Disaster Management, Government of Manipur

East) and the other two in Assam (one each in Nagoan and Karimganj districts). Two water tanks were also procured and installed for water storage and distribution in Manipur. The water purification units provided drinking water to approximately 1,200 families. The two units installed in Assam were subsequently uninstalled and brought back to the IRCS' regional warehouse in Noonmati, Assam in October 2017.

Table 4: Hygiene items distributed by IRCS to flood affected families in Assam and Manipur (to support the water purification units installed)

S.No.	Item	Quantity	
		Assam	Manipur
1.	Chlorine tablets	138,000 pieces	138,000 pieces
2.	Bleaching powder	1,000 kilograms	1,000 kilograms
3.	Lime	1,710 kilograms	1,710 kilograms
4.	Alum	1,520 kilograms	1,520 kilograms

These items were procured locally in both states. Following distribution, the utilization of these items was completed in both states. In Manipur, 60 temporary toilets were installed by the state branch (a toilet pit model suited to the local context was developed).

An RDRT member specialized in water, sanitation and hygiene (WASH) was deployed in Manipur. The RDRT and NDWRT members conducted hygiene promotion activities, along with training on the use, maintenance and storage of water purification units for local communities. This included demonstrations in the affected communities on the topics of hand washing, latrine maintenance and household water treatment as well as the distribution of Information, Education and Communication (IEC) material on hygiene promotion. Fifteen volunteers were trained in Manipur on WASH activities during the emergency phase. Hygiene promotion activities were not initially included in the plan but were subsequently added due to a need for these.

A total of 26 volunteers were trained on relief distributions using Open Data Kit (ODK) in Manipur. Although a platform for information management (assessment forms, information management statistics, etc.) was proposed, it was decided that this one would be taken up by the IRCS as part of an overall review of its existing systems and processes. A finance training was proposed during the middle of the operation but not could not be organized as concerned staff members were not available.

The operation timeframe was extended by one month. This was done due to a slight delay in the receipt of replenished materials (kitchen sets) by the IRCS' regional warehouse in Noonmati, Assam. These items were procured through the Regional Logistics Unit in Kuala Lumpur. Another reason for the extension was to support the operational financial closures by the IRCS' branches.

Overview of Red Cross Red Crescent Movement in country

Both IFRC and ICRC have a permanent presence in India. Currently, there is no other partner national society present in the country. IRCS, IFRC and ICRC coordinated with each other for the response operation. ICRC pledged 1,000 jerry cans (500 each for Assam and Manipur) and these items were distributed by both state branches.

Overview of non-RCRC actors in country

Government emergency services and several NGOs responded to the floods in Assam and Manipur. The governments of Assam and Manipur, national and state disaster management authorities, national and state disaster response forces and other civil society organizations were the main stakeholders in the disaster response.

The government of India pledged financial support for flood relief operations for north-east India. The National Disaster Response Force conducted rescue and evacuation. Other international organizations, NGOs and CBOs supported the efforts of the government. Oxfam and Save the Children distributed relief material. START fund, HCL foundation, Aarti foundation, Caritas India, Caritas International, Christian Aid, Church's Auxiliary for Social Action, Indo-Global Social Service Society, Catholic Relief Services, Americares, ADRA India, Habitat for Humanity, World Vision India, Help Age India, Islamic Relief India, Plan India and Care India were some of the organizations that contributed to flood response in the two states.



Distribution of relief material in flood affected areas in Assam. Targeted families in Assam receive relief materials such as mosquito nets, kitchen sets, tarpaulins, cotton blankets and bedsheets. (Photo: IRCS)

Needs analysis and scenario planning

DREF strategy and activities align with needs identified by the joint rapid needs assessment conducted by the Inter Agency Group for both Assam and Manipur. There was no change in plans under the DREF operation and in the overall allocation of funds for the operation. Relief items were provided to flood affected communities as per initial plans. Although, in the middle of the operation, a training on finance and procurement of water tanks was added to the plans, there was no additional cost implication. However, the finance training could not be organised due to engagement of the operation's staff.



Distribution of relief material to a flood affected family in Manipur who had lost their household items due to the flooding. Many were evacuated to relief camps with minimum or no household items, (Photo: IRCS)

Distribution of relief items was delayed due to multiple factors. The road conditions up to Guwahati, the capital city of Assam and between Guwahati and Imphal, the capital of Manipur, are poor. Sporadic rains were reported across Assam, increasing the vulnerability of landslides across the route until Imphal. Rail tracks were damaged due to rain and due to flood waters the tracks could not be repaired immediately. IRCS was exempted from any payments for transporting relief materials by train up to the nearest railway station of affected areas. However, as railway tracks were submerged by flood water and their repair took time, the National Society dispatched some relief items by road. This increased transportation costs.

Nevertheless, there was no change in the overall budget allocation for the DREF operation. Budget allocations under different activities were modified based on operational needs and actual expenditures. The major budgetary change was made to the transportation of relief items, the allocation for

which was not sufficient due to exorbitant transportation costs, cost escalation due to bad roads, as well as damaged railway tracks forcing IRCS to use road networks for transportation of relief items from regional warehouses.

With the limited funds under the DREF allocation, IRCS was unable to replenish relief items for prepositioning at its regional warehouse in Noonmati, Assam. Cash transfer is being considered by the National Society as an option in future. The development of an integrated ODK platform for assessments and data analysis has been a priority activity, which will be implemented either as part of the operational plan for India or extended plan for flood response/rehabilitation operations.

Risk Analysis

The risk analysis remained the same for Manipur as indicated in the initial plan of action. The capacities to manage an operation in IRCS' Manipur state branch were limited, as assessed during the planning stage. Additional human resources – one RDRT, one NDWRT and one finance staff supported the branch during the operation. The Assam state branch has experienced staff, along with the experience of implementing a response operation in 2016. Except for deployment of a NDWRT member, no additional human resource support was required. The Assam state branch provided logistical support to the Manipur state branch in the transportation of relief materials.

The bad road network continued to affect the overall progress of the operation until the end of the operation. Rainfall this year continued for longer than anticipated, with more instances of flooding compared to previous years. Sporadic high intensity rains were reported for most of the operation timeframe in Assam.

Although the operational timeframe was extended by a month, this was mainly due to a slight delay in the receipt of replenished material by the IRCS' Noonmati warehouse as well as non-receipt of expenditure bills and vouchers from IRCS' branches. By the end of the original operational timeframe, distributions were completed.

B. Operational strategy and plan

Overall Objective

The overall objective was to ensure that the immediate needs of the 5,000 flood-affected families were met through provision of emergency relief items, safe drinking water, temporary toilets and hygiene promotion over a three-month period.

This objective was accomplished during the operational period. Although the operation was extended, the reason for the extension was to receive replenished material at the Noonmati warehouse as well as support the operational financial closures by IRCS branches.

Proposed strategy

The operation was relief focused, providing the affected population, and especially those who were displaced, with essential relief items, drinking water supply, provision of temporary toilets and hygiene promotion. IRCS deployed additional surge through RDRT, NDRT and NDWRT mechanisms, who were supported locally by SERV (social and emergency response volunteers) volunteers, both men and women, to carry out this operation. IFRC provided all necessary technical support to meet operational objectives.

The DREF operation focussed on the following areas:

1. Distribution of relief items³ to 5,000 affected families – available items released from IRCS warehouses;
2. Replenishment of relief items to 5,000 families;
3. Transportation of 500 family tents for prepositioning and need based distributions;
4. Safe drinking water storage and supply to the affected families through deployment of four water purification units (two each in Manipur and Assam);
5. Procurement of two water tanks of 5,000 litre capacity (added on during the middle of the operation and accomplished);
6. Deployment of one RDRT member with relief and WASH experience in Manipur to support the operation as per technical requirement;
7. Deployment of 2 NDWRT members in different phases as per technical requirement;
8. Installation of temporary toilets;
9. Hygiene promotion activities – distribution of soaps and sanitary napkins and promotional messages;
10. Relief distributions using ODK;
11. Organization of lessons learned workshop;
12. Organization of one training on finance (added on during the middle of the operation but not accomplished).

A total of 5,000 families (3,000 in Assam and 2,000 in Manipur) in the worst affected districts of Assam (Karimganj, Nagaon, Dhubri and Barapeta) and Manipur (Imphal West, Imphal East, Thoubal and Bishnupur) were supported through the DREF operation. Beneficiaries were identified through IRCS field assessments and in coordination with local authorities.

The national headquarters of IRCS released an initial consignment of relief items from its prepositioned stocks from their warehouses located in Noonmati warehouse in Assam followed from other warehouses located in western, southern and eastern parts of India.



Installation of a water purification unit in Manipur. In the aftermath of the floods, water sources were contaminated. Water purification units provide access to safe drinking water. (Photo: IRCS)

To provide drinking water to affected communities, IRCS sent four water purification units for installation in Assam and Manipur. DREF support covered the transportation, installation and water supply and distribution costs of these units, making them operational by NDRT / NDWRT or RDRT members, supported by SERV volunteers.

Temporary toilets for men, women and children were installed, based on needs, in the flood affected areas of Manipur. A total of 100 temporary toilets from the IRCS warehouse in Bahadurgarh were sent to Manipur. DREF supported transportation of the temporary toilets and their installation (60 were installed) with support from RDRT / NDWRT and SERV members.

An initial rapid needs assessment was carried out by the branches and overall plans were based on needs reflected in this assessment. ODK software was used for relief distribution, compilation of beneficiary distributions and data. A local consultant was hired to conduct trainings on ODK for new volunteers from concerned branches and to facilitate the development of a proper information management platform

(assessment forms, information management statistics, etc.) that IRCS needs to conduct these activities with success. This system will remain in the National Society and will also be used for future operations.

³ **Assam:** Items per family: Mosquito nets-2, Kitchen set-1, Tarpaulin-1, Cotton blanket-1, Bedsheet -1; Chlorine tablets, bleaching powder, alum and lime

Manipur: Items per family: Mosquito nets-2, Kitchen set-1, Towel-1, Cotton blanket-1, Bedsheet-1, Chlorine tablets, bleaching powder, alum and lime

Beneficiary selection criteria

Beneficiaries were selected through a participatory process involving the beneficiaries themselves, local authorities and IRCS volunteers. Beneficiary selection criteria focused mainly on families who had lost their houses, livelihoods, women headed households and differently abled persons.

Distributions under previous operations were smooth, without any challenges, which demonstrated the capacity of the branches to handle beneficiary selection and distributions. However, beneficiary complaints and redressal mechanisms were established during all relief distributions to ensure accountability and transparency. A list of items distributed was displayed at each distribution site. In addition, volunteers were trained on beneficiary selection process, relief distribution methods, crowd management, etc.

Gender, diversity and protection

Gender, diversity and protection issues were mainstreamed in this operation. IRCS' Manipur state branch deployed female SERV volunteers for beneficiary selection, distribution of relief supplies and WASH sensitization among communities. Among others, areas of focus included prevention of sex and gender-based violence as well as child protection. No incident of gender-based violence was reported during the operations.

ODK and Mega V kits were deployed to capture sex and age disaggregated data for understanding the number and specific vulnerability of females to males based on their gender roles and age (i.e. to understand if a higher proportion of women, children or men are made vulnerable). Distributions were carried out in Manipur using the ODK and Mega V platform. However, there is a need to further strengthen different data collection fields in the ODK software for a well-functioning ODK and Mega V system to be put in place. Due to technical issues, Assam could not use this.

Beneficiary and community engagement and accountability

Community accountability and feedback/response mechanisms were integrated into the operation to ensure that beneficiaries had access to timely and accurate information on the nature and scope of services provided by IRCS, as well as expected behavior of staff and volunteers. IRCS local volunteers and community members were used to support the assessments and were involved during the entire operation cycle.

As only a fraction of the affected population was targeted, the selection criteria needed to be communicated clearly to beneficiaries and wider communities, so that people understood the rationale behind targeting. This helped prevent any potential tensions/frustrations by those people who did not meet the beneficiary selection criteria.

- Assessments were carried out by the Inter Agency Group. The proposed strategy and activities aligned with recommendations of the group's assessments. However, the quantum of support by IRCS should be scaled up with additional resources.
- IRCS' Assam state branch collected resources sufficient for an additional 2,500 families and these were distributed among affected communities in districts not covered by the DREF operation.
- Community engagement was ensured in the selection of beneficiaries, selection of sites for water purification units and distribution of relief items.
- Feedback and complaint redressal mechanisms were integrated into relief management.
- All relief items procured conformed to Sphere standards and procurement was done after a screening of vendors who could provide relief items as per the standards.
- Female SERV volunteers participated in the beneficiary selection, relief distribution and hygiene promotion activities.

Operational support services

A review of various operational issues was conducted for the two DREF operations – MDRIN018 and MDRIN019. A combined report covering all operational issues, along with recommendations, has been prepared and can be made available.

Human resources (HR)

The operation was largely managed by IRCS staff and volunteers at the state and district levels, with further technical support and guidance from IRCS national headquarters and the IFRC Country Cluster Support Team in Delhi. No new paid staff were engaged for this operation. One RDRT member from the Indonesian Red Cross (PMI) and one NDWRT member with WASH skills, were deployed to support the Manipur state branch. One NDWRT member with WASH skills was deployed in Assam. A communications delegate, supported by New Zealand Red Cross, was deployed as surge support.

Logistics and supply chain

The overall objective of logistics support was to manage the supply chain, including procurement, customs clearance, storage and transport to distribution sites in accordance with the operation's requirements and aligned to IFRC's logistics standards, processes and procedures to ensure the efficient and timely delivery of these items for the success of the operation.

IFRC provided logistical support to IRCS in local procurement of relief supplies and technical advice for this. It ensured participation of IRCS in various logistics processes to ensure transparency and accountability in the process of procurement and replenishment of relief stocks. International sourcing of relief goods was done through IFRC's Asia Pacific operational logistics, procurement and supply chain management department in Kuala Lumpur, which also provided additional logistics support to IFRC CCST, Delhi, as needed. Non-food relief items that were dispatched from pre-positioned stocks were replenished following IFRC procurement procedures. The transportation and distribution cost within the country were covered by this DREF.

IFRC CCST, Delhi facilitated procurement of WASH items such as chlorine tablets, bleaching powder, aluminium sulphate and lime for use in water treatment and as disinfectants. These items were sent to Assam and Manipur for distribution. Tarpaulins, kitchen sets and mosquito nets were procured through the Asia Pacific Operational Logistics, Procurement and Supply Chain Management department in Kuala Lumpur and replenished in IRCS warehouses as per plan. Cotton blankets, bedsheets, buckets and towels were procured locally and replenished.

Communications

A web story on the floods was published on the IFRC website, with technical support from the Asia Pacific Regional Office, Kuala Lumpur. In addition, three Disaster Management Information System (DMIS) updates and one Information Bulletin were published.

Communications support to the National Society was provided by IFRC with support from Asia Pacific Regional Office, upon the request from IRCS. This included media relations and public communications assistance that contributed towards the positioning of the National Society response. In addition, communications support was also provided on resource mobilization and appropriate messaging. A marketing document, a proposal for resource mobilization and media messaging were also developed. This support connected across this operation and the DREF operation in Bihar. The communications delegate, deployed as surge support, helped in drafting the marketing document.

The state branches ensured visibility and beneficiary communication during relief distributions. Banners and information charts of the items being distributed were put on display at all the distribution points. In addition, a complaint redressal mechanism was also activated. However, beneficiary communication showed a scope for improvement.

Security

IRCS and IFRC security focal points monitored the situation regularly. IFRC coordinated with ICRC IRCS national headquarters and IRCS state branches, where appropriate, as per the existing security framework and protocols. No incidents were reported during the operational timeframe in any of the operational areas in Assam and Manipur.

Planning, monitoring, evaluation, & reporting (PMER)

IFRC provided support to IRCS to oversee all operational, implementation, monitoring, evaluation and reporting aspects of the operation in the flood affected areas through its branches and volunteers. Operation updates, reporting on progress, conducting review of the operation were supported by IFRC.

A post distribution monitoring could not be organized due to operational challenges at branch level and changes in National Society management. A lessons learned workshop was conducted in Manipur towards the end of the DREF operation to check if objectives of the operation had been met, and understand operational challenges and gaps in planning.

One PMER staff was engaged as surge support for the operations.

C. DETAILED OPERATIONAL PLAN

Quality programming / Areas common to all sectors

Needs analysis: The operation deployed teams for rapid/secondary assessment, beneficiary registration and relief distributions, which has been crucial to the operation. Based on further information and rapid/secondary assessments, there was a possibility of requesting additional assistance through the IFRC's international disaster response mechanisms.

The operation will continue to analyse response options for transitioning from relief to early/longer term recovery services which will be done in close coordination with IRCS/IFRC technical focal points.

Needs assessment
<p>Outcome 5: Assessment and analysis, regular monitoring is used to inform the design and implementation of the operation.</p> <p>Output 5.1 Needs assessments are conducted, and response plans updated per findings</p> <p>Activities:</p> <p>5.1.1 Mobilize staff and volunteers for beneficiary registration, distributions (NDRT / NDWRT / RDRT)</p> <p>Output 5.2: Additional assistance is considered where appropriate and incorporated into the plan</p> <p>Activities:</p> <p>5.2.1 Ensure that any adjustments to initial plans are informed by continuous assessment of needs</p> <p>5.2.2 Conduct post-action surveys to determine the level of satisfaction among beneficiaries and rectify any concerns raised</p> <p>5.2.3 Conduct lessons learnt workshop at the end of operation</p> <p>Output 5.3: Mechanisms are in place to facilitate two-way communication with and ensure transparency and accountability to affected people</p> <p>Activities:</p> <p>5.3.1 Provide appropriate information, including on the scope and content of projects, to affected people</p> <p>5.3.2 Beneficiary complaint redressal mechanism will be established during relief distributions</p> <p>Output 5.4: Management of the operation is informed by an appropriate monitoring and evaluation system</p> <p>Activities:</p> <p>5.4.1 Support documentation of data, financial management</p> <p>5.4.2 Use ODK kit for relief distribution, monitoring of beneficiaries and data management</p> <p>5.4.3 Organize 1 ODK training for new volunteers and as a refresher for others</p> <p>5.4.4 Development of integrated platform for ODK assessments and analysis</p>
Achievements
<ul style="list-style-type: none">Needs assessment was carried out by the state and district branches. A consolidated report was prepared by the state branches.A total of 70 volunteers in Assam and 45 volunteers in Manipur were mobilised to support relief operations. Volunteers were provided orientation on relief management. Especially in the case of Manipur, most of the activities were implemented by the branches. Additional support and training were given to the volunteers in Manipur on documentation and financial reporting.There was no change in the overall operational strategy or plans for the response operation, however a few changes were made to the capacity building activities and the budgets were reallocated to cover the increased costs for transportation.ODK kits were sent to Assam and Manipur and both state branches organized ODK trainings. The Manipur branch used the kit for relief distributions. Though the Assam branch tried to do this too, they could not use the kit due to technical challenges (the backend support from the server and other software needed upgradation). The significance of the ODK tool has been recognized by all branches.

- Development of an integrated ODK platform for assessments and data analysis was planned but due to operational priorities, this activity was taken out. A training on finance was added for IRCS staff from Manipur, Assam, Bihar, West Bengal and Uttar Pradesh where DREF operations were being implemented simultaneously. However, the training could not be completed due to engagement of key finance staff and volunteers in the operations, making it difficult for them to take the time out for the purpose of training. However, IFRC's finance and programme staff visited Manipur to strengthen the capacity of volunteers there on documentation and financial compliances, where needed.
- A review of both DREF operations was conducted by IFRC in Imphal, Manipur from 11 to 12 October 2017, and in Patna, Bihar from 24 to 25 November 2017, for MDRIN018 and MDRIN019 respectively. The purpose of reviewing both DREF operations was to understand 1) Progress towards outputs/outcomes, 2) Challenges faced in meeting objectives and 3) Recommended actions. The meeting was attended by representatives from IRCS national headquarters and implementing state branches, IFRC, and ICRC (only in Bihar).

Transparency and accountability:

- The issues of transparency and accountability were ensured through beneficiary communication mechanism. Although the head of ECHO who visited Manipur after the operations reflected that this could be further strengthened. There was an overall improvement in beneficiary communication from the planning stage until relief distributions were complete. There was participation of all stakeholders in the relief management processes, which is significant for accountability and transparency.
- Transparency and accountability were also ensured in all procurements carried out by the branches. This required additional monitoring and capacity building of branches, which was done with the Manipur branch. In the case of Assam, the capacity building efforts that were carried out during the implementation of the DREF operation in 2016 helped to ensure financial compliances were followed.

Challenges

Documentation and reporting:

- Documentation was carried out at different levels – national headquarters, state branches and district branches. However, there was a lack of uniformity in reporting and gaps in standard reporting practices across branches. The challenges faced were the timeliness of reports as well as their quality in terms of insufficient information. Further, the reports did not cover the impact of interventions, mostly only capturing activity progress. A difficulty faced was the lack of alignment between IRCS reporting and IFRC reporting requirements. Even the many photographs of the operation lacked quality and very few were suitable for use in reports, visibility and communication material.
- There was also a lack of consistency and quality of information obtained from different district and state branches. Information provided was mostly based on secondary sources, though it should be based on an analysis of information gathered from the branches. There were inconsistencies in the information gathered and the information required for a DREF application. The senior management at the branches were not fully aware of the rules around DREF appeal management.

DREF timeline extension:

- Timeline for implementation of the DREF operation was extended by one month from the initially approved timeline for technical closure on 27 November 2017. The extension was mainly considered to meet the financial closures, for which bills and vouchers were delayed from the IRCS branches as well as receipt of replenished material (kitchen sets) at IRCS' Noonmati warehouse in Assam.

Post action surveys:

- Although a well thought out post distribution survey was planned through the ODK tool, it could not be implemented due to internal communication challenges and lack of appropriate capacity within state branches. However, branches preferred an informal survey, gathering a general impression of response intervention by IRCS, to which everyone responded positively. Post action surveys need improvement and require additional capacity building for future operations. This includes the issues of inclusion. Although staff and volunteers are aware of the issues of inclusion, and the overall relief management of the operation took into consideration inclusion, the main challenge was with documenting the whole process. This links with the overall challenges mentioned in the documentation and reporting front.

Health and Care

Needs analysis: In the aftermath of the floods, water sources were contaminated, people did not have access to safe drinking water. Access to toilets and hygiene were major issues as flood waters inundated houses and sanitation facilities. There was an increasing risk of mosquito breeding due to stagnant flood waters. Risks of contracting communicable diseases and potential epidemics increased.

Dengue, Japanese Encephalitis, Hepatitis A, Typhoid were already a high risk even before the floods. The stagnant flood water in the affected areas was likely to remain for three months, which has been the experience every year. Mosquito breeding grounds created in the flooded areas had the potential to increase the risks for the vulnerable population.

Population to be assisted:

A total of 5,000 families (3,000 in Assam and 2,000 in Manipur) were to be assisted with mosquito nets. There was no change in the target numbers.

Health and Care
Outcome 1: The immediate and medium-term risks to the health of affected populations are reduced
Output 1.1: Target population is reached with epidemic preparedness
Activities: <ul style="list-style-type: none">1.1.1 Transport mosquito nets from the IRCS warehouses for immediate distributions1.1.2 Procure and replenish mosquito nets for 5,000 families in IRCS warehouse1.1.3 Distribute mosquito nets to 5,000 families
Achievements <ul style="list-style-type: none">The risk of vector borne diseases was prevented. Mosquito nets were transported from the existing stocks in IRCS regional warehouses and 5,000 families in both Assam and Manipur as per plan were assisted with mosquito nets (2 nets per family). Procurement of 5,000 mosquito nets was also completed and replenished in IRCS warehouses.There was no change in the overall plan but the budget earmarking was modified to reflect the actual costs and expenditure in transportation, logistics fees, handling, labelling and insurance.
Challenges <ul style="list-style-type: none">The floods continued in the operational areas for about one and half months after the DREF operation was approved. All transportation routes to both Assam and Manipur were badly damaged. Rail tracks were also damaged, disrupting train services. IRCS was exempted from payments for transporting relief supplies by train up to the nearest railway station of affected areas. The National Society's first preference of transportation is through rail network, wherever possible. However, as railway tracks were submerged by flood water and their repair took time, IRCS dispatched some relief items by road, which increased transportation costs. This also delayed the relief material reaching both Assam and Manipur.Moreover, all relief material for Manipur had to pass through Assam. The transportation options for Manipur are limited and the route through the mountainous region is treacherous. The distance of approximately 500 kilometres between the destinations in both states takes about a week or more and is very expensive.
Lessons learned <ul style="list-style-type: none">The local transportation for Manipur was more expensive than anticipated. Although an analysis of the transportation options was carried out through secondary sources, a market analysis is necessary to have the nearest estimate for budgeting expenses.The mosquito nets could have been strategically prepositioned in IRCS' regional warehouse in Noonmati, Assam, which could cater to the response needs across north-eastern states of India that includes Manipur. However, mosquito nets were prepositioned at the Kolkata warehouse in West Bengal, from where transportation was a big challenge.

Water, Sanitation and Hygiene Promotion

Needs analysis:

In the aftermath of the floods, water sources were contaminated and people did not have access to safe drinking water. Access to toilets and hygiene were major issues for the affected population as flood waters inundated houses and sanitation facilities. This led to open defecation.

There was an increased risk of mosquito breeding due to stagnant flood waters, which increased the risk of vector borne diseases.

Population to be assisted: A total of 5,000 families (3,000 in Assam and 2,000 in Manipur) were assisted. There was no change in the number of people assisted in the DREF operation from the initial plans to final achievement.

Water, sanitation and hygiene promotion

Outcome 2: The immediate reduction in risk of waterborne and water related diseases in targeted communities

Output 2.1: Daily access to safe water which meets Sphere and WHO standards is provided to target population

Activities:

- 2.1.1 Coordinate with the authorities to ensure affected people have access to safe water
- 2.1.2 Provide safe water storage bladders (containers) to affected communities.
- 2.1.3 Install water purification units
- 2.1.4 Establish monitoring and distribution system for water in communities
- 2.1.5 Distribute water
- 2.1.6 Procure and distribute chlorine tablets
- 2.1.7 Procure bleaching powder, lime and alum
- 2.1.8 Use bleaching powder and alum for water purification
- 2.1.9 Use lime and bleaching powder as disinfectant

Output 2.2: Target population is provided with access to adequate sanitation facilities meeting Sphere standards

Activities:

- 2.2.1 Transportation of squatting slab with cover
- 2.2.2 Coordinate with authorities and identify locations for installation of latrines
- 2.2.3 Install latrines

Output 2.3: Hygiene promotion items provided to target population

Activities:

- 2.3.1 Procure and distribute soap for hand wash / body wash
- 2.3.2 Promote hygiene, hand washing and good hygiene practices
- 2.3.3 Procure and distribute sanitary napkins

Achievements

- Four water purification units were installed as per plan, two each in Assam and Manipur. All four units functioned well, with an estimated 620 families in Assam and about 600 families in Manipur received safe drinking water. The number of beneficiaries could be over 1,220 families as water was also supplied to more people in the neighbouring areas, but a record on the exact numbers was not available. However, this was verified by the disaster management focal person during the field visits.
- Chlorine tablets, bleaching powder, lime, alum, soaps and sanitary napkins were procured and distributed to the beneficiaries. All distributions and utilizations have been completed. Household water purification tablets and hygiene promotion items were distributed to the people affected by floods along with relief items. Additionally, lime powder was also sprayed by the volunteers wherever temporary latrines were installed for hygiene promotion. NDWRTs and community volunteers taught beneficiaries were informed about how to use chlorine tabs and other hygiene promotion measures using lime powder, etc.
- A total of 100 temporary latrines were transported to the Manipur branch for prepositioning and 60 of them were installed in the most needed areas.

- Five latrines with a high-raised platform with septic tank were constructed and volunteers were trained on designing emergency latrines. This model was adjusted to the local context where there is a high water table.
- Hygiene promotion activities were carried out to demonstrate hand washing techniques. Information, Education and Communication (IEC) material available in soft copy in the Hygiene Promotion box were printed as A4 color posters and used for demonstration purposes. Three topics – hand washing, latrine maintenance and household water treatment were highlighted during demonstrations among affected communities. These posters were distributed during relief distribution.
- A total of 15 volunteers were trained on WASH activities during the emergency phase. Volunteers were also trained on how to operate APCL 700 (water purification unit) including filter service, storage, distribution and maintenance.
- ICRC supported the provision of 1,000 jerry cans, 500 each for Assam and Manipur.
- There was no change in the overall plan, but the budget earmarking was modified to reflect the actual expenditure.

Challenges

- The temporary latrines do not by default have a pit tank or septic tank. In the local context, in Manipur, the faeces was directly connected to water-ponds, creating more trouble for the local people and not an environmentally safe practise. Most of the people preferred open defecation.
- During the third week of September 2017, there was another round of floods, with flood water submerging houses and toilets once again. The temporary toilets erected were not sufficient to meet the needs of the affected population. The water table was very high in flood affected areas and the latrine structure without a pit was not suitable in the local context. A suitable one had to be developed, which was done by the RDRT member deployed in the operation.
- One of the water purification units installed in Assam had to be relocated due to recurrence of floods after its installation, which was installed on higher ground.
- The chlorine tablets that were procured for distribution were bigger in size than needed. These were locally accessible for immediate procurement. The quantity of each tablet was much higher than needed for purifying 20 liters of water, which is a normal container storage capacity among the households. Although volunteers informed the people on how to use the chlorine tablets and how much each tablet can purify, the best option could have been to get smaller tablets that purify smaller quantities of water.

Lessons learned

- Following the floods, it was realized that the transportation of water purification units from a warehouse far away from the affected areas was not ideal. These units need to be prepositioned at nearest warehouses. In the case of Assam and Manipur, the units could be prepositioned at Noonmati warehouse in Assam.
- Sanitary napkins were distributed to the target population. However, there was a need for capacity building of the branch staff and volunteers on targeting, identification of beneficiaries and inclusive issues.
- In future, ensuring that procurement of only small size tablets is done to meet the requirement for purifying smaller quantities of water which align with normal container sizes among households.

Shelter and Settlements

Needs analysis: People lost their household items due to flooding and evacuated to relief camps with minimum or no household items. In Manipur, IRCS provided family tents from their prepositioned stocks to the people evacuated from the flooded households and with no other means to live. In Assam, people were evacuated to the embankments.

Population to be assisted: A total of 5,000 families (3,000 in Assam and 2,000 in Manipur) were assisted. There was no change in the target numbers. There was no change in the number of people assisted in the DREF operation from the initial plans to final achievement.

Shelter and settlements

Outcome 3: The immediate shelter and settlement needs of the target population are met

Output 3.1: Essential household items are provided to the target population

Activities:

- 3.1.1 Coordinate with government authorities, identify, register and verify beneficiaries
- 3.1.2 Procure non-food relief items adequate to meet the needs of 5,000 households
- 3.1.3 Mobilize volunteers and provide orientation on distribution protocols
- 3.1.4 Distribute non-food relief items
- 3.1.5 Undertake post-distribution monitoring

Output 3.2: Emergency shelter assistance is provided to the target population

Activities:

- 3.2.1 Coordinate with government authorities, identify, register and verify beneficiaries
- 3.2.2 Procure tarpaulins (1 per family) adequate to meet the needs of 3,000 households in Assam for multipurpose use (not aimed specifically for shelter repairs)
- 3.2.3 Mobilize volunteers and provide orientation on distribution protocols
- 3.2.4 Distribute tarpaulins
- 3.2.5 Undertake post-distribution monitoring

Achievements

- 2,000 families in Manipur received Mosquito nets (2), Kitchen sets (1), Towels (1), Cotton blankets (1) and Bedsheets (1).
- 3,000 families in Assam received Mosquito nets (2), kitchen sets (1), tarpaulins (one per family for multipurpose use), cotton blankets (1) and bedsheets (1).
- Volunteers were mobilized and oriented on relief distribution protocol – beneficiary selection based on selection criteria, distribution of vouchers and bar codes (wherever ODK was used), mobilization and warehousing of relief materials, security and safety of relief materials, beneficiary communication and information on the items being distributed, complaint redressal desk, priority to older persons, women, pregnant and lactating mothers, etc.
- In Manipur, volunteers were trained on the use of ODK.

Challenges

- Challenges, lessons learned and recommendations on all operational issues had been elaborated in the review meeting report, which is available on request.

Lessons learned

- In addition to the above-mentioned report, the changes required are directly linked with establishing systems, procedures, protocols and their adoption by the National Society. Strategy 2030 developed by the IRCS is a huge encouragement for all changes required to bring in institutional changes that would impact the National Society's overall response to disasters.

National Society capacity building

Needs analysis: Regular occurrence of floods in both Assam and Manipur and response to floods will put pressure on IRCS capacities and will demand scaling-up of organizational components. There is, therefore, a need to allocate additional resources in mitigating a potential negative impact on the long-term development of the National Society by putting deliberate efforts to strengthen the institutional preparedness capacity of the IRCS.

Restoring family links

Outcome 4: National Society capacity to respond to disaster and crises is strengthened

Output 4.1: Capacity of IRCS headquarters and branches to respond to disasters is strengthened

Activities:

4.1.1 Reposition 500 family tents from Kolkata warehouse to Noonmati warehouse

Achievements

- 500 family tents were repositioned at Noonmati warehouse. This is one of the five regional warehouses of IRCS and supports prepositioning of relief materials for redistribution to the seven north-east states. Prepositioning at this warehouse is very significant because the north-east states are prone to a number of hazards and every year medium to large scale disasters have impacted these states a number of times. Assam state stands as the best example of having two continuous DREF operations in the last two years.
- The family tents repositioned from Kolkata regional warehouse will support IRCS to reach out to the affected population easily and promptly. One of the major considerations for repositioning of family tents is also due to tough terrain across all the north-east states, which is more challenging during the monsoon season.

Challenges

- Due to continuous rainfall during the operational period, transportation of tents was delayed, although it was accomplished within the operational timeframe.
- There was no change in the budget allocation for this activity.

D. THE BUDGET

CHF 323,333 was allocated to respond to the floods in the states of Assam and Manipur. In all, the operation utilized CHF 311,397, recording 96 per cent utilization of the allocation. The balance of CHF 11,936 will be returned to the DREF pool.

The [final financial report](#) is appended to this narrative report

Contact information

Reference documents



Click here for:

[Previous updates and Emergency Plan of Action \(EPoA\)](#)

Contact Information

Indian Red Cross Society:

- Manish Choudhary, Joint Secretary in-charge; phone: +91 98731 57188; email: jointsecretary@indianredcross.org

IFRC CCST New Delhi:

- Leon Prop, head of CCST; phone +91 11 233 24203; email: leon.prop@ifrc.org
- Vijay Kumar Ummidi, Senior Officer, Operations; phone: +91 88 00 266 280; email: vijaykumar.ummidi@ifrc.org

IFRC Asia Pacific regional office in Kuala Lumpur:

- Martin Faller, deputy regional director; email: martin.faller@ifrc.org
- Johanna Arvo, Surge operations coordinator; mobile: +6019 272 6114; email: johanna.arvo@ifrc.org
- Riku Assamaki, regional logistics coordinator; mobile: +6012 298 9752; email: riku.assamaki@ifrc.org
- Rosemarie North, communications manager; email: rosemarie.north@ifrc.org
- Sophia Keri, Resource Mobilisation in Emergencies, coordinator; email: sophia.keri@ifrc.org
- Clarence Sim, manager PMER; email: clarence.sim@ifrc.org

IFRC Geneva:

- Susil Perera, senior officer, response recovery and preparedness; phone: +412 2730 4947; email: susil.perera@ifrc.org
- Cristina Estrada, operations quality assurance senior officer; phone: +412 2730 4260; email: cristina.estrada@ifrc.org

How we work

All IFRC assistance seeks to adhere to the **Code of Conduct** for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGO's) in Disaster Relief and the **Humanitarian Charter and Minimum Standards in Humanitarian Response (Sphere)** in delivering assistance to the most vulnerable. The IFRC's vision is to inspire, **encourage, facilitate and promote at all times all forms of humanitarian activities** by National Societies, with a view to **preventing and alleviating human suffering**, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:



Save lives.
protect livelihoods,
and strengthen recovery
from disaster and crises.



Enable **healthy**
and **safe** living.



Promote social inclusion
and a culture of
non-violence and **peace**.

Disaster Response Financial Report

MDRIN018 - India - North East Floods

Timeframe: 28 Jul 17 to 27 Nov 17

Appeal Launch Date: 28 Jul 17

Final Report

Selected Parameters

Reporting Timeframe	2017/7-2018/1	Programme	MDRIN018
Budget Timeframe	2017/7-2017/11	Budget	APPROVED
Split by funding source	Y	Project	*
Subsector:	*		

All figures are in Swiss Francs (CHF)

I. Funding

	Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability	TOTAL	Deferred Income
A. Budget			323,333			323,333	
B. Opening Balance							
Income							
Other Income							
DREF Allocations			323,333			323,333	
C4. Other Income			323,333			323,333	
C. Total Income = SUM(C1..C4)			323,333			323,333	
D. Total Funding = B + C			323,333			323,333	

* Funding source data based on information provided by the donor

II. Movement of Funds

	Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability	TOTAL	Deferred Income
B. Opening Balance							
C. Income			323,333			323,333	
E. Expenditure			-311,397			-311,397	
F. Closing Balance = (B + C + E)			11,936			11,936	

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Budget Timeframe	2017/7-2017/11	Budget	APPROVED
Split by funding source	Y	Project	*
Subsector:	*		

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III. Expenditure

Account Groups	Budget	Expenditure					Variance
		Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability	
	A					B	A - B
BUDGET (C)				323,333		323,333	
Relief items, Construction, Supplies							
Shelter - Relief	39,000			40,230		40,230	-1,230
Clothing & Textiles	47,650			45,212		45,212	2,438
Water, Sanitation & Hygiene	14,843			12,435		12,435	2,408
Utensils & Tools	110,000			104,012		104,012	5,988
Total Relief items, Construction, Sup	211,493			201,889		201,889	9,604
Logistics, Transport & Storage							
Storage	3,500			11,377		11,377	-7,877
Distribution & Monitoring	19,025			29,960		29,960	-10,935
Transport & Vehicles Costs	600			928		928	-328
Logistics Services	9,200			10,302		10,302	-1,102
Total Logistics, Transport & Storage	32,325			52,566		52,566	-20,241
Personnel							
International Staff				1,801		1,801	-1,801
National Society Staff	2,000			1,172		1,172	828
Volunteers	1,575			706		706	869
Total Personnel	3,575			3,679		3,679	-104
Consultants & Professional Fees							
Consultants	8,000						8,000
Total Consultants & Professional Fees	8,000						8,000
Workshops & Training							
Workshops & Training	11,500			5,810		5,810	5,690
Total Workshops & Training	11,500			5,810		5,810	5,690
General Expenditure							
Travel	29,170			25,190		25,190	3,980
Information & Public Relations	3,536			1,377		1,377	2,160
Office Costs	1,000			476		476	524
Communications	3,000			949		949	2,051
Financial Charges				438		438	-438
Other General Expenses				19		19	-19
Total General Expenditure	36,706			28,448		28,448	8,258
Indirect Costs							
Programme & Services Support Recovered	19,734			19,005		19,005	728
Total Indirect Costs	19,734			19,005		19,005	728
TOTAL EXPENDITURE (D)	323,333			311,397		311,397	11,936
VARIANCE (C - D)				11,936		11,936	

Disaster Response Financial Report**MDRIN018 - India - North East Floods**

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Reporting Timeframe	2017/7-2018/1	Programme	MDRIN018
Budget Timeframe	2017/7-2017/11	Budget	APPROVED
Split by funding source	Y	Project	*
Subsector:	*		

All figures are in Swiss Francs (CHF)

IV. Breakdown by subsector

Business Line / Sub-sector	Budget	Opening Balance	Income	Funding	Expenditure	Closing Balance	Deferred Income
BL3 - Strengthen RC/RC contribution to development							
Disaster risk reduction	323,333		323,333	323,333	311,397	11,936	
Subtotal BL3	323,333		323,333	323,333	311,397	11,936	
GRAND TOTAL	323,333		323,333	323,333	311,397	11,936	