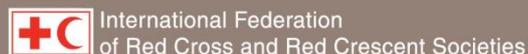


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# Emergency Plan of Action Final Report

## India: Kerala floods



<b>DREF operation</b>	<b>Operation n° MDRIN020</b>
<b>Date of Issue:</b> 1 May 2019	<b>Glide number:</b> <a href="#">FL-2018-000134-IND</a>
<b>Date of disaster:</b> August 2018	
<b>Operation start date:</b> 18 August 2018	<b>Operation end date:</b> 18 January 2019
<b>Host National Society:</b> Indian Red Cross Society	<b>Operation budget:</b> CHF 387,296
<b>Number of people affected:</b> 2 million	<b>Number of people assisted:</b> 3,700 households (approx. 18,500 people)
<b>Red Cross Red Crescent Movement partners involved in the operation:</b> The International Federation of Red Cross and Red Crescent Societies (IFRC), Canadian Red Cross Society, Kuwait Red Crescent, Qatar Red Crescent, Nepal Red Cross, Singapore Red Cross & Sri Lanka Red Cross.	
<b>Other partner organizations involved in the operation:</b> Government of Kerala and other states affected by floods, National Disaster Management Authority (NDMA), State Disaster Management Authorities, National Disaster Response Force (NDRF), Army, Navy, volunteers and other non-government organizations (CARE, Oxfam, CASA, Save the Children, etc.)	

## A. SITUATION ANALYSIS

### Description of the disaster

In the month of August 2018, the State of Kerala received very heavy rainfall, which led to unprecedented flooding throughout the state. As of mid-August, a total of 2,346.3 mm of rainfall had fallen on Kerala instead of an average of 1649.55mm. The most affected district was Idukki, which received more rain than any other, almost double what is expected for the season. The district of Palakkad followed as the second most affected, receiving 72 per cent more rain than average. The unprecedented rainfall, coupled with ensuing floods and landslides, brought Kerala to a standstill during most of the month of August.

All 80 dams across Kerala were forced to release excess flood waters in order to prevent damage. The Idukki Arc Dam, one of the biggest in Asia, opened its gates for the first time in 26 years. This in turn perhaps amplified the effect of the heavy rains already had, resulting in 13 out of the total 14 districts of the state being affected by serious floods. The impact on Kerala's population was significant. In total, it is estimated that 23 million people were affected. It was reported that 504 people died, and 3.4 million people were hosted in 12,300 emergency shelters and relief camps at some point. Additionally, 10,319 houses were completely destroyed and over 100,000 houses suffered partial damaged, leaving more than 220,000 people homeless. The flooding also damaged 83,000 kilometres of roads, including 10,000 kilometres of which are major roads. In addition, 60,000 hectares of agricultural crops destroyed. In total, the economic losses are estimated at INR 27,000 crore (Source- [Kerala Floods Joint Detailed Need Assessment Report- Sphere India](#)), <sup>1</sup>. Following the launch of its first domestic appeal in response to the Kerala floods the Indian Red Cross received significant financial and in-kind contributions from different Movement partners, private companies and general public, as well as through local resource mobilization at the branch level in several states.

It is important to note that heavy rains affected many other states in India, since the onset of the Monsoon in June 2018. Although floods affected many areas on a small or medium scale, some states were hit particularly hard by intense floods and landslides. The IRCS was therefore forced to respond and provide assistance to affected people in multiple states at once.

<sup>1</sup> Crore definition - ten million; specifically: a unit of value equal to ten million rupees or 100 lakhs

The multi-sectoral Joint Detailed Needs Assessment carried out by the Inter Agency Group coordinated by Sphere India Group, produced a report that can be accessed from the link given below:

<https://drive.google.com/open?id=1VTn2wew1hILzlxqg9HtZOFb6yLMPheY5>

A multi-sectoral Joint Detailed Needs Assessment was taken up on 23-26 August 2018. The first team comprised of NDRT's (WASH, Logistics and Operations), ICRC and Singapore Red Cross. The recommendations were submitted to IRCS NHQ with Plan of Action for enhancing the response and response intervention in the state. Further, the NDRT members coordinated logistics, relief distribution, airlifting the Non-food emergency materials, installation of drinking water units, warehousing, reporting and networking with district/state and national headquarters as well as IFRC India.

While the relief phase of the response, supported by the Disaster Relief Emergency Funds (DREF), was completed within the first few months following the disaster, the Indian Red Cross Society (IRCS) Kerala Branch continued to provide assistance to affected communities. IFRC technically supported IRCS to develop the relief and recovery programme for Kerala floods which was rolled out to the general public and international partners. The result of this exercise was an overwhelming response from corporate donors as well as Partner National Societies (PNS). Besides the DREF, IFRC also assisted the IRCS to roll out the recovery plan and integrated in the Operational plan. It is expected that the long-term recovery programme may continue focusing on areas such as WASH, Livelihood and Shelter. Partners, both local and international, including Partner National Societies (PNS), have been instrumental in increasing capacity of IRCS. To this day, several Red Cross projects are ongoing, with multilateral and bilateral support, namely the Qatar Red Crescent and the Canadian Red Cross.

## Summary of response

### Overview of Host National Society

The Indian Red Cross has a core disaster response capacity including trained National Disaster Response Teams (NDRT), National Disaster Watsan Response Teams (NDWRT), and State Disaster Response Teams (SDRT), who can be deployed at short notice to support disaster response operations. In addition, the IRCS flagship Social and Emergency Response Volunteers (SERV) is built around community-based volunteers who are trained in basic disaster preparedness, first-aid and health promotion amongst other skills. Although Kerala State Branch had not yet been targeted through the SERV programme before this operation, volunteers at state and district level had been trained under the previous programme of "first medical responder". Nonetheless, the SERV programme is currently being implemented in Kerala, where 2,000 volunteers will be fully trained within the next two years period.

At branch level, the capacity and availability of resources vary from state to state. In Kerala, the state branch is settling back to normalcy from the disaster and after effects of disaster with support and relief assistance. It is observed that the need of the hour is to strengthen the disaster management capacities of the branch for better preparedness for any unforeseen future events.

In the phase of recovery, the branch had just begun to rebuild itself and built its capacity when the disaster occurred. As such, no trained and active local volunteers were readily available when the operation started. The core staff was down to a minimum, missing several key emergency management positions. Out of state resources and personnel were therefore quickly deployed, either from the National Headquarter (NHQ), other IRCS branches and even other countries.

Throughout the response, the branch not only rose to the occasion and supported large numbers of people with its limited resources, it also took the opportunity to increase its capacity and better prepare itself for future disasters.

Hence, with support from the DREF and other sources, staff were recruited, and more than 350 local volunteers trained during the three regional RC volunteers training and one SDRT.

### Overview of Red Cross Red Crescent Movement in country

IFRC has a Country Cluster Support Team (CCST) in New Delhi, which has been supporting IRCS for over 23 years. During this crisis, IFRC supported IRCS in the planning, coordination and implementation of the DREF operation, along with other programmes throughout the country. IFRC supported the NS in developing its first domestic appeal, which was successful in raising funds to continue providing assistance to affected communities for the months to come.



Relief during crisis: Woman beneficiary receiving NFI's. (Photo: IRCS)

In addition to the DREF operation, IFRC is supporting IRCS for longer-term early-recovery and recovery programming in Kerala, which focussed on the following sectors of activity: WASH, livelihoods, disaster risk reduction and strengthening the National Society to better prepare for future disasters. The DREF operational strategy and the IFRC recovery programme are complementary to each other in many aspects. The timeframes of both operations also overlapped, while the former will only towards the end of 2019.

The ICRC has a strong presence in India and assisted the initial response operation with focus on humanitarian forensics, Restoring Family Links (RFL) and general logistics support. Movement cooperation in India is excellent, with a high level of joint analysis, planning and technical cooperation. While no PNS maintained a permanent presence in the country prior to the flooding, the Canadian Red Cross has already set office in Kerala while Qatar Red Crescent is in process of setting up its office in Kerala and initiated long-term recovery programmes in Kerala.

### Overview of non-RCRC actors in country

The Government of India and state governments in affected regions have been leading the response. The government of India initially deployed the Army, Navy and National Disaster Response Force (NDRF) for search and rescue as well as evacuation of affected people. Local authorities provided food and water and have been managing relief camps for displaced people. The district administration, with support from IRCS volunteers, provided first-aid and organized health check-up camps. As mentioned above the assessment team spent a substantial number of days in the initial phase of response with IRCS Karnataka State Branch.

### Other partner organizations actively involved in the operation:

The other partners such as Government of Kerala and other state government agencies, National Disaster Management Authority (NDMA), State Disaster Management Authorities, National Disaster Response Force (NDRF), Army, Navy, volunteers and other non-government organizations (CARE, Oxfam, CASA, Save the Children, etc.) were involved in the relief and recovery operation.

In addition to the DREF, other Programmes such as distribution of cattle feed in collaboration with animal protection and animal husbandry dept by World Animal Protection organisation. Also, Kuwait Red Crescent distributed sewing machines to female beneficiaries as livelihood option. Many of their activities are being implemented in an integrated manner. Below are some of the highlights from IRCS' overall response.

IRCS directly assisted **3,700 families with Non-Food Items (NFI)** during the course of the operation. While the DREF supported the replenishment of 4,000 tarpaulins, 3,700 kitchen sets and 3,100 mosquito nets, many more items were dispatched from warehouses to the affected areas and distributed. As explained above, as other regions were also affected by floods at the same time, a decision was taken to support not only affected people in Kerala, but other states as well [*Refer to below tables for details*].

**Table 1: Relief items distributed in Kerala state**

Items Location	Tarpaulin	Mosquito net	Kitchen set	Blanket	Plastic bucket	Bed Sheet	Towels	Dhothi (M)	Saree (W)	Clothes	Family Tents
Ernakulam	541	480	530	1,150	280	2,050	615	1,100	1,750	0	0
Thrissur	200	200	27	300	120	200	235	300	200	300	0
Palakkad	150	100	100	600	250	400	350	200	12	0	0
Malappuram	250	200	100	250	127	250	250	250	250	337	0
Kozhikkodu	0	118	0	118	5	118	118	118	118	0	0
Wayanad	300	245	360	600	580	665	100	500	425	100	74
Trivandrum	338	320	230	175	290	657	545	385	200	0	0
Pathanamthitta	540	250	93	1,188	375	1,698	1,123	2,623	1,480	1,100	0
Alappuzha	590	260	348	1,171	317	900	1,100	1,000	700	0	111
Kottayam	235	340	394	610	280	1,140	700	1,200	500	200	2
Idukki	200	200	445	700	500	300	400	200	200	0	75
<b>Total</b>	<b>3,344</b>	<b>2,713</b>	<b>2,627</b>	<b>6,862</b>	<b>3,124</b>	<b>8,378</b>	<b>5,536</b>	<b>7,876</b>	<b>5,835</b>	<b>2,037</b>	<b>262</b>

**Table 2: Relief items distributed outside Kerala state**

Items Location	Tarpaulin	Mosquito net	Kitchen set	Blanket	Plastic bucket	Bed Sheet	Towels	Dhothi (M)	Saree (W)	Clothes	Family Tents
Karnataka	-	0	400	400	400	-	400	400	400	-	10
Tripura	800	800	800	800	800	800	800	800	-	-	-
Rajasthan	100	-	100	100	100	100	100	-	100	300	-
Uttar Pradesh	100	100	100	100	100	100	100	-	100	100	-

Items Location	Tarpaulin	Mosquito net	Kitchen set	Blanket	Plastic bucket	Bed Sheet	Towels	Dhothi (M)	Saree (w)	Clothes	Family Tents
Gujarat	100	-	100	100	-	-	-	-	-	-	-
Odisha	100	-	-	100	100	-	100	100	100	-	-
West Bengal	500	-	-	500	1,000	-	500	-	500	500	-
Karnataka	-	100	500	500	1,000	500	460	500	500	-	-
Tamilnadu	-	-	500	500	1,000	500	-	500	500	-	-
Andhra Pradesh	850	850	874	850	850	750	850	850	850	-	-
Odihsa	-	-	-	1,000	3,000	-	1,000	-	500	-	-
<b>Total</b>	<b>2,550</b>	<b>1,850</b>	<b>3,374</b>	<b>4,950</b>	<b>8,350</b>	<b>2,750</b>	<b>4,310</b>	<b>3,150</b>	<b>3,550</b>	<b>900</b>	<b>10</b>

In order to support the health of affected communities, a Medical Camp was setup by IRCS. This Medical Camp, supported by the IRCS Maharashtra branch, offered basic health services, mainly to displaced people.

In the WASH sector, approximately 1,228 wells were cleaned in three districts – Kottayam, Ernakulam and Alleppey out of which 90 per cent of costs were directly supported by the DREF. A four-member team of specialists from the Sri Lanka Red Cross was deployed to Kerala to assist in this area of focus. In addition to the implementation work, the team provided training on well cleaning to staff and volunteers in Kerala. Three water purification units were installed to provide drinking water to approximately 1,500 households in Kottayam and Alleppey districts. Another three units, donated by Singapore Red Cross, were installed in Pathanamthitta. Awareness session in the community such as flash mob/drama were organised. In order to promote and train IEC material was designed and developed.

Two Regional Disaster Response Team (RDRT) members, specializing in Water, Sanitation and Hygiene (WASH) and Community Engagement and Accountability, were deployed to support the operation. Furthermore, three surge team members, along with six National Disaster Response Team (NDRT) / National Disaster Water and Sanitation Response Team (NDWRT) members were deployed. ICRC deployed one of its staff from Delhi to Kerala to provide logistics support.

While outside the direct scope of the DREF, cattle feed was distributed in collaboration with Animal Protection and Animal Husbandry department. The intervention has directly benefitted a total of 12,504 households and 34,852 animals (mainly cattle) in five districts (Alappuzha, Pathnamthitta, Kottayam, Ernakulam and Thrissur) of Kerala.

Training on epidemic control and hygiene promotion, directly supporting the response, was delivered to volunteers. A State Disaster Response Team training was also conducted to improve the overall disaster response capacities of the National Society.

Communications and visibility support for IRCS activities was provided by the Communications Unit at IRCS NHQ, in coordination with communications manager at the IFRC Asia Pacific Regional Office in Kuala Lumpur.

It is worth noting that following the launch of its first domestic appeal in response to the Kerala floods, the Indian Red Cross received significant financial and in-kind contributions from various sources, including Movement partners, private companies and the public. The mobilization of resources was facilitated by local branches in several states who also contributed towards the overall response.

#### **Partnership with World Animal Protection (WAP-India)**

During the last Kerala flood relief operation, WAP-India was one of the partner organisations that was associated with Indian Red Cross Society Kerala state branch with specific mandate of taking care of livestock and animals in danger. Indian Red Cross Society was able to reach out to 12504 households and benefitted 34852 animals with livestock feed in Kottayam, Pathanamthitta and Alappuzha, Ernakulam and Thrissur districts. Total 1600 (50Kg) Bags of Concentrated Cattle Feed and 2,0000 (1Kg) Bags of Mineral Mixture Distributed with the support of World Animal Protection were distributed during this operation.

#### **Needs analysis and scenario planning**

The multi-sectoral Joint Detailed Needs Assessment, carried out by the Inter Agency Group coordinated by Sphere India Group, produced a report that can be accessed by the public: [link](#).

Several studies by other partners mention that devastation caused by the recent floods will take many years for Kerala to recover. Rubber plantations in the rubber belts of almost all the districts of Kerala also suffered heavy damages due to floods. A detailed assessment of the destruction was conducted which estimated that 500 hectares of rubber plantations were lost in floods, wind and landslides. As most plantation growing areas were still inaccessible during this assessment, the actual losses are potentially larger.

Restoration and rehabilitation of water sources and testing of water sources has been identified as a priority in the Inter Agency Group's Joint Detailed Needs Assessment report. Approximately 56 per cent of Kerala's population depends on water from wells for drinking and household purposes. According to government estimates, following the floods, 80 per cent of wells were contaminated due to flood waters and possible mix-up with sewerage. It was reported by the local village councils (panchayats) that nearly 23,963 wells in Kottayam, Alleppey and Ernakulam were contaminated by flood waters and needed immediate cleaning. The wells had flood waters, debris and carcasses carried by the flood waters. The water from these wells could not be used due to severe risk of health diseases due to contamination therefore dedicated efforts towards cleaning of wells were made to enable people in villages are able to draw water from panchayat wells.

The selection of beneficiaries was conducted through a consultative process with the local panchayats. The beneficiaries were people affected by floods especially those who had lost all their belongings. It was ensured that priority was given to women headed households and persons living with disabilities. In case of well cleaning, priority was given to panchayat wells, which provide drinking water facility to a large number of families.

## B. OPERATIONAL STRATEGY

### Proposed strategy

The operation focused on providing assistance to affected people, particularly those who were displaced, primarily with essential relief items. Due to the situation IRCS respond to floods across multiple states including Kerala. The DREF primarily contributed to replenishing some of the relief items used during the response, a portion of which have been prepositioned for future disaster response operation. IRCS provided NFIs to a total of 3,700 households in Kerala. Restoration and rehabilitation of water sources and testing of water sources as recommended by the Inter Agency Group's Joint Detailed Needs Assessment report were carried out.

Approximately 56 per cent of Kerala's population depends on water from wells for drinking and household purposes. According to government estimates, following the floods, 80 per cent of wells were contaminated due to flood waters and possible mix-up with sewerage. It was reported by the local village councils (panchayats) that nearly 23,963 wells in Kottayam, Alleppey and Ernakulam were contaminated by flood waters and needed immediate cleaning. The wells had flood waters, debris and carcasses carried by the flood waters. The water from these wells could not be used till they were decontaminated. People were drawing water from panchayat wells and depending on piped water, which was scarcely released by the local water authority.

As part of proposed strategy even the selection of beneficiaries was conducted through a consultative process with local panchayat. It was ensured that the beneficiaries were primarily those people affected by floods, with preference given to women headed families and persons living with disabilities. In the case of well cleaning, preference was given to panchayat wells, which provide drinking water facility to large number of families. Well cleaning has been done in three districts – Kottayam, Ernakulam and Alleppey.

Continuous need assessment and post disaster analysis was instrumental in ensuring that although the operation was relief-focused, providing the affected population with essential items, but also focused on safe drinking water with cleaning of 1,228 wells. IRCS, with support from Partner National Societies, corporate donors and philanthropists, engaged to support local communities to ensure clean and safe drinking water by undertaking well cleaning where needed the most as identified by the panchayats.

As part of operation strategy, a community, engagement and accountability (CEA) RDRT member was deployed in Kerala for one month primarily for analyzing and monitoring the CEA gaps of the operation focusing on Information, Protection Gender and Inclusion. The RDRT CEA established a tollfree helpline number for feedback and redressal of any issues related to beneficiary selection and distribution. The objective of the toll-free number was to provide basic humanitarian messaging, answer queries from the population and support referral service for protection needs amongst affected communities. It was recommended during the CEA volunteer training that the Standard Operating Procedure needs to be in place for better Community Engagement and Accountability in handling feedback.



Training on Community Engagement, Accountability and Social Inclusion (Photo: IRCS- KSB)

Post disaster, a lesson learned workshop was organized in Tamil Nadu from 20-21 February 2019 to review Kerala DREF and Tamil Nadu DREF operations. The purpose of this workshop was to reflect on the positive outcomes of the response operations and the main challenges that may have hindered the assistance to affected communities.

While the groups covered three different perspectives (Kerala, Tamil Nadu and NHQ) there were many cross-cutting points that were in common throughout the discussions.

Some of the recommendations from this workshop:

- The need to invest more in training and capacity building for staff and volunteers;
- A more standardized approach to vulnerability analysis and especially criteria for beneficiary selection;
- A clear set of policies and operating procedures;
- Revision of the list of non-food items (NFIs), and a review of pre-positioning, warehousing, logistics and pre-agreements with suppliers;
- Other important topics that were raised included options for cash-based relief, relations with authorities and other actors, and the need to ensure accountability to both donors and affected populations.

The NFI items supported by DREF were kitchen sets, mosquito nets and tarpaulins. In addition, a portion of the well cleaning costs was also taken from this operational budget. The DREF also had provision for all logistical support which enabled the implementation of activities, such as transport costs for personnel and items, including water purification units, and customs clearance for international procurement. Surge support was built-in the operation. This facilitated the deployment of the RDRT CEA member and personnel active in relief distribution and assessments, including communications and PMER support, in addition to the NDRT who also joined the response. Training for staff and volunteers was also included in the plan. As such, refresher trainings on response protocol, deployment of NDRT, NDWRT and basic volunteers training. Their related deployment costs and insurance were covered by the DREF budget.

The major lesson learned during this operation was maintaining a level of readiness for such disasters at branch level, including having experienced staff, is not easy to achieve, as this demands serious investments which may or may not be needed in the future. One solution to bridge the gap between preparedness and actual response would be to invest in the creation of contingency plans

## C. DETAILED OPERATIONAL PLAN

	<p><b>Shelter</b> People reached: 3,700 households (18,500 people)</p>						
<p><b>Outcome 1: Communities in disaster and crisis affected areas restore and strengthen their safety, wellbeing and longer-term recovery through shelter and settlement solutions</b></p>							
<b>Indicators:</b>	<table border="1" style="width: 100%;"> <thead> <tr> <th style="width: 70%;"></th> <th style="width: 15%;">Target</th> <th style="width: 15%;">Actual</th> </tr> </thead> <tbody> <tr> <td># of people reached with safe and adequate shelter and settlement</td> <td style="text-align: center;">18,500</td> <td style="text-align: center;">18,500</td> </tr> </tbody> </table>		Target	Actual	# of people reached with safe and adequate shelter and settlement	18,500	18,500
	Target	Actual					
# of people reached with safe and adequate shelter and settlement	18,500	18,500					
<p><b>Output 1.1: Community based – disease prevention and health promotion are provided to the target population</b></p>							
<b>Indicators:</b>	<table border="1" style="width: 100%;"> <thead> <tr> <th style="width: 70%;"></th> <th style="width: 15%;">Target</th> <th style="width: 15%;">Actual</th> </tr> </thead> <tbody> <tr> <td># of flood affected households assisted through emergency shelter and settlement assistance</td> <td style="text-align: center;">3,700</td> <td style="text-align: center;">3,700</td> </tr> </tbody> </table>		Target	Actual	# of flood affected households assisted through emergency shelter and settlement assistance	3,700	3,700
	Target	Actual					
# of flood affected households assisted through emergency shelter and settlement assistance	3,700	3,700					
<p><b>Narrative description of achievements</b></p>							
<p>One of the key activities supported with the DREF was the distribution of relief NFIs to affected people, namely tarpaulins, kitchen sets and mosquito nets. While these items were distributed, several other items such as assorted clothes, towels, bedsheets, buckets were also distributed alongside (not covered by the DREF budget).</p> <p>While the EPoA initially planned for the replenishment of 10,000 tarpaulins, 5,000 kitchen sets and 5,000 mosquito nets, these numbers were later adjusted as more information was made available and the response progressed (refer to previous Operation Update for more information). The decision to reduce the amount of these three NFIs was taken in light of limited resources available for the response to actually proceed with distributions, as well as the availability of NFI already available via other sources, such as the National Appeal. In the end, the total amounts of items procured internationally for replenishment purposes were: 4,000 tarpaulins, 3,700 kitchen sets and 3,100 mosquito nets. The procurement process was fully completed in January 2019.</p>							

**Table #3: Key NFI distributed (direct DREF support) \***

Location / Item	Tarpaulin	Mosquito net	Kitchen set
Kerala	2,300	2,100	1,600
Other states (Tripura, Rajasthan, Uttar Pradesh, Gujarat, Odisha, West Bengal, Karnataka and Tamil Nadu:	1,700	1,000	2,100
<b>Total</b>	<b>4,000</b>	<b>3,100</b>	<b>3,700</b>

\* See Table #1 & 2 for more details

Because of the reduction of the number of items procured internationally, funds were therefore allocated to support of other much needed relief activities. Thus, a total of 1,228 wells were cleaned during the operation, all in Kerala state. As explained above in the “needs analysis” section, approximately 80 per cent of all wells in the area had been contaminated. This was quickly identified as a priority by the population and IRCS acted by proceeding to making the wells safe for people to use again.

### Challenges

The main issues faced during the operation were related to the direct damage resulting from the flooding. Many roads were either destroyed or under water for several weeks, many bridges were washed up, electricity was cut off in many areas for few days. The limited access hindered the relief efforts by IRCS and other actors. Even retrieving information for rapid assessment was difficult as communications were cut-off in many places, including cell-phone access. In some cases, affected communities were only reached after 15 days when receding waters finally permitted responded to access the area.

The limited resources available to the IRCS Kerala branch prior to the disaster meant a significant scale-up was needed to reach the operational capacity level to implement the response. In August 2018, the branch had almost no trained volunteers available, only had one vehicle (an ambulance) to transport people and a limited number of staffs at headquarter. The branch also lacked the experience, primarily in disaster management, to handle such a large disaster. This resulted in difficulties in many operational aspects, from planning to coordination and data collection. Surge support was dispatched from NHQ, other branches and internationally to reinforce Kerala branch’s capacity, but the limited resources remained an issue throughout the operation.

Other states were also affected by flooding and benefited from actions of IRCS. This meant the National Society’s resources, mainly at NHQ level, were stretched thin to support all branches at once. This created delays in dispatching relief goods from the warehouse close to the capital Delhi, which in turn resulted in delays in the distributions themselves.

### Lessons Learned

Maintaining a level of readiness for such disasters at branch level, including having experienced staff, is not easy to achieve, as this demands serious investments which may or may not be needed in the future. One solution to bridge the gap between preparedness and actual response would be to invest in the creation of contingency plans. This will help map available resources and identify key area where improvement is needed. This will also create better communication channels between branch and NHQ, by forcing the discussion surrounding the creation of the contingency plans, which will improve coordination, and therefore improve efficiency of disaster response.

In relation to the relevance of the NFI distributed, the lesson learned was to ensure better and deeper integration of CEA concepts. Finally, some of the distributed NFI may not have been the most relevant to the affected population as NFI items such as kitchen sets are need based and relevant for use by affected households.



## Health

People reached: 3,100 households (15,500 people)

### Outcome 1: The immediate risks to the health of affected populations are reduced

Indicators:	Target	Actual
# of people reached with services to identify and reduce health risks	15,500	15,500

**Output 1.1: Community based – disease prevention and health promotion are provided to the target population**

Indicators:	Target	Actual
# of vulnerable households reached with health promotion to prevent those affected by vector borne diseases	3,100	3,100
<b>Narrative description of achievements</b>		
<p>While a total of 3,100 mosquito nets was planned to be distributed, a total of 4,563 were actually distributed in the whole country. Out of these, the procurement of 3,100 nets for replenishment purposes was covered by the DREF (see Table 3 for information).</p> <p>A NDRT member specialized in health was deployed to coordinate and train volunteers on vector control measures and health &amp; hygiene activities in October 2018. The topics covered included health promotion to prevent communicable and non-communicable diseases, epidemics control, promotion of maternal, new born and child health (MNCH), promotion of safe hygiene practices and of basic first aid skills. The trained RC volunteers conducted awareness sessions in camps, in the community and in schools, in the most affected areas like Kumarakam, Kuttanad, Pandanad and Thiruvar. To maximize resources and time, some sessions such as awareness raising on hygiene promotion were conducted within the communities along with the well cleaning activity and the distribution of mosquito nets.</p> <p>While outside of the direct scope of this DREF, in order to support the health of affected communities, Medical Camps were setup by IRCS. This Medical Camp, supported by the IRCS Maharashtra branch who came with equipment and personnel, offered basic health services to displaced people.</p>		
<b>Challenges</b>		
Kerala state branch had limited capacity particularly in DM personnel to tackle such a huge disaster. However, operational targets were achieved because of deployment of technical support from NHQ, IFRC, ICRC and other state branches. But it took longer time for distribution that may have delayed the responses.		
<b>Lessons Learned</b>		
As part of preparedness there is a requirement for strengthening Kerala state branch in terms of capacity, training workshops and cross sharing of lesson with RCRC and other movement partners		



## Protection, Gender and Inclusion

People reached: 3,700 households (18,500 people)

**Outcome 1: Communities identify the needs of the most vulnerable and particularly disadvantaged and marginalised groups, as a result of inequality, discrimination and other non-respect of their human rights and address their distinct needs**

Indicators:	Target	Actual
<i>The operation demonstrates evidence of addressing the specific needs to ensure equitable to disaster response services</i>	Yes	Yes

**Output 1.1: NS programmes improve equitable access to basic services, considering different needs based on gender and other diversity factors**

Indicators:	Target	Actual
<i># of NS that ensure improved equitable access to basic services, considering different needs based on gender and other diversity factors</i>	1	1

**Narrative description of achievements**

Throughout the operation, attention was given to improve how assistance was provided to affected people and how to ensure the most vulnerable were being targeted for such assistance. An RDRT member specialized in CEA was deployed for a month to support the National Society in this regard. With the support of the RDRT-CEA, the operation achieved many successes, which ultimately benefited affected people.

A toll-free number was setup, with the aim of providing basic humanitarian messaging, answering queries from the population and support referral service for protection needs amongst affected communities. To note, this was the first time such a mechanism was used in Kerala RC branch. Suggestion boxes were also established in several locations, including in Kottayam IRCS district office. This provided another opportunity for the communities to ask questions, make complaints or appeal for assistance.

To support such endeavours, IEC printed material was produced to promote the feedback handling mechanisms, which were used during awareness session conducted in the communities. The IEC promoted the different communication

channels people could use and included contact details for the IRCS. Additionally, with the support from the RDRT-CEA, templates were produced for event reporting and for feedback log for toll free and other channels. Standard Operating Procedures (SOP) were also developed for CEA and for the feedback handling mechanisms. This should facilitate their usage and subsequent replication in future operations.

To increase awareness, meetings and training sessions were organized by the RDRT-CEA with IRCS volunteers and staff, which included leadership members, at branch level. Amongst these, a “CEA and Gender Equality and Social Inclusion” training was provided in Kottayam district.

In regard to selection of beneficiaries, this was accomplished with the direct support of the communities. The methods to improve fairness and transparency in the selection varied according to the districts, as a great level of autonomy exists at this level. In any case, the process included the same criteria and involved members of the communities. The selection criteria were based on vulnerabilities such as households who had lost their house, their livelihoods, women headed households, differently abled persons, etc.

In some instances, in order to reduce tensions in communities particularly vulnerable, innovative distribution technics were used. In one such instance, a committee was created around the village school, which included a teacher (also a RC Youth Coordinator), members of the parents committee, and local representative. The NFI were then given to the children of the selected affected families to then bring home.

### Challenges

It is worth mentioning again that the Kerala IRCS branch did not have much experience in disaster response. Because of this, the approach of community engagement and accountability, which includes a range on concepts and technics to ensure the communities are at the centre of our work, may not be fully integrated yet in some instances. This does not mean affected communities were not consulted or involved in the response process, but more efforts are needed to improve how assistance is being planned and delivered for future operation.

During the selection process, one of the identified difficulties was that many families were separated during displacement. This resulted in members of the same family being sheltered in camps in different locations. As some of the assistance was based on the distribution of household items, selecting the right approach to assist whole families was difficult.

Regarding the complaint mechanism, while many efforts were deployed to roll it out, no complaints have been registered. The population was generally very satisfied with the overall responses, but it is possible that further work needs to be put into a clearer definition of what can constitute a complaint. This work needs to take place with volunteers who have direct contact with the communities.

### Lessons Learned

To build capacity of staff and volunteers dedicated efforts are required towards training and eventually standardizing practices – during emergency and peace time. The deployment of the RDRT-CEA was a success and should be considered again for future operations. The toll-free number set up as feedback mechanism was a very useful tool which can be further replicated in other operations in future.

## Strategies for Implementation

**Outcome S1.1: National Society capacity building and organizational development objectives are facilitated to ensure that National Societies have the necessary legal, ethical and financial foundations, systems and structures, competences and capacities to plan and perform**

Indicators:	Target	Actual
<i>% of Volunteers have access to existing protection measures and policies</i>	100%	100%

**Output S1.1.4: National Societies have effective and motivated volunteers who are protected**

Indicators:	Target	Actual
<i>% of volunteers are insured</i>	100%	100%

### Narrative description of achievements

Volunteers are the backbone of all activities and emergency responses of the National Society. That is why having a proper volunteer management system in place is very crucial, so that the branch has effective and motivated volunteers who are protected. While the Kerala branch did not have disaster response trained volunteers prior to the operation, a total of 350 volunteers (Regional DDRT/DRT/DM team at Kerala High court and health and hygiene volunteers) have now been trained in Kerala and will be ready to support future activities and response operations.

### Challenges

The systematic integration and training of active volunteers has taken effort. While the official IRCS SERV curriculum has not been officially used, which is built around community-based volunteers trained in basic disaster preparedness, first-aid and health promotion amongst other skills, the volunteers were trained under its predecessor “first medical responder” programme.

### Lessons Learned

Because of the legal issues the branch had in the past, which resulted in its low capacity and workforce, these were extraordinary times for an IRCS branch. It is predicted that the volunteer base will only grow and become stronger in the future, which will mitigate or remove the problems faced during this operation.

### Outcome S2.1: Effective and coordinated international disaster response is ensured

Indicators:	Target	Actual
<i>Operation shows evidence where coordination mechanisms are optimized</i>	Yes	Yes

### Output S2.1.1: Effective response preparedness and NS surge capacity mechanism maintained

Indicators:	Target	Actual
<i># of RDRT members deployed on time to assist with NS in relief management</i>	4	5

### Output S2.1.4: Supply chain and fleet services meet recognized quality and accountability

Indicators:	Target	Actual
<i>Relief goods are delivered in timely matter and meets standard</i>	Yes	Yes

### Output S2.1.6: Coordinating role of the IFRC within the international humanitarian system is enhanced

Indicators:	Target	Actual
<i>IRCS engaged with other humanitarian actors for coordinated humanitarian intervention</i>	Yes	Yes

### Output S2.2.5: Shared services in areas such as IT, logistics and information management are provided

Indicators:	Target	Actual
<i>Relief Distributions are carried out using ODK</i>	Yes	Partial

### Narrative description of achievements

The inter-agency coordination meeting was held for the first time in Kerala in lieu of such a massive disaster, therefore improved coordination was one of the major achievements.

A total of five RDRT members were deployed during the operation, including for WASH, community engagement and accountability and general surge capacity. Six members of the Indian RC’ national disaster and WASH response teams were also deployed. The ICRC staff made one of its staff available to provide logistics support.

Logistics activities at IRCS were supported by IFRC CCST with the aim at improving the effective management of the international supply chain.

Three Open Data Kits (ODK) were deployed to support relief distributions.

### Challenges

As mentioned, in regard to coordination, many agencies were responding to such a large disaster for the first time and the coordination of their response was less-than-perfect, especially in the initial stages. Coordination meetings were eventually setup after a few weeks after the response was initiated. This resulted in a loss of efficiency and diminishment of the potential resources available throughout the state.

Some transportation issues arose that led to delay in distribution of relief goods which affected the stipulated timeliness. It nonetheless proved challenging to dispatch goods around the country in due time. Unfortunately, only a portion of the distributions were recorded using ODK, as training to volunteers were rolled-out too late in some instances.

While ODK was used during the operation, not all volunteers received training prior to the distribution. Hence, only a portion of the distribution data was recorded with the system. This resulted in a hybrid data recording system, where information was not always readily available. The compilation of data at the end of the operation also proved challenging, as much of it was recorded by hand.

### Lessons Learned

Efforts will need to be put into improving coordination mechanisms and ensuring they are used on a more regular basis in Kerala. This can be facilitated by IRCS at branch, with support from NHQ if needed, however other actors, particularly the government, will need to take some ownership of this endeavour.

As for the dispatching of goods, efforts will be put into accelerating the processes in order for NFI to reach affected population as soon as possible.		
<b>Outcome S3.1: The IFRC secretariat, together with National Societies, uses their unique position to influence decisions at local, national and international levels that affect the most vulnerable</b>		
<b>Indicators:</b>	<b>Target</b>	<b>Actual</b>
<i>The IFRC secretariat, together with National Societies, uses their unique position to influence decisions at local, national and international levels that affect the most vulnerable</i>	Yes	Yes
<b>Output S3.1.1: IFRC and NS are visible, trusted and effective advocates on humanitarian issues</b>		
<b>Indicators:</b>	<b>Target</b>	<b>Actual</b>
<i># of visibility and communication materials produced</i>	1 type	1 type
<b>Output S3.1.2: IFRC produces high-quality research and evaluation that informs advocacy, resource mobilization and programming</b>		
<b>Indicators:</b>	<b>Target</b>	<b>Actual</b>
<i># of assessment done for needs, capacities and gaps</i>	1	1
<b>Outcome S3.2: The programmatic reach of the National Societies and the IFRC is expanded</b>		
<b>Indicators:</b>	<b>Target</b>	<b>Actual</b>
<i># of national appeal launched</i>	1	1
<b>Output S3.2.1: Resource generation and related accountability models are developed and improved</b>		
<b>Indicators:</b>	<b>Target</b>	<b>Actual</b>
<i>Resources mobilized through national appeal</i>	Yes	Yes
<b>Output S3.2.3 National Societies are supported in resource and partnership development (from both domestic markets and foreign sources).</b>		
<b>Indicators:</b>	<b>Target</b>	<b>Actual</b>
<i>IRCS makes it a standard practise for resource mobilization nationally and internationally through national appeal</i>	Yes	Yes
<b>Narrative description of achievements</b>		
<p>Communications and visibility support for IRCS activities has been provided by the communications unit at IRCS national headquarters, in coordination with the communications manager at the IFRC Asia Pacific Regional Office in Kuala Lumpur. Engagement with local partners was carried out by programme management and resource mobilization focal persons. On 21 August 2018, the IRCS launched a domestic appeal for approximately INR 58 crore (CHF 7.9 million) to support its Kerala floods recovery intervention. The “Kerala Floods Relief and Recovery Plan” was developed with IFRC technical support, and it was widely shared with RCRC movement partners as a possible channel for international solidarity in the absence of an international emergency appeal.</p> <p>National Societies from Switzerland, Japan, Australia, New Zealand and the UK agreed to support the recovery operation through the IFRC annual plan for India, while Qatar Red Crescent, Kuwait Red Crescent, Canadian Red Cross and Italian Red Cross pledged support bilaterally. The Indian Red Cross also received significant contributions from domestic and international private sector partners.</p>		
<b>Challenges</b>		
There were lack of standard operating procedures and limited reporting and documentation guidelines to capture experiences and challenges during the disaster situation.		
<b>Lessons Learned</b>		
Development of SOP and preparedness on disaster mitigation at the branch level is required. During the Lessons learned workshop the branches recommended that there should be clear guidelines and standard operating procedures for effective response. For example: there should be standardized approach for vulnerability analysis, And especially criterion for beneficiary selection.		
<b>Outcome S4.1: The IFRC enhances its effectiveness, credibility and accountability</b>		
<b>Indicators:</b>	<b>Target</b>	<b>Actual</b>
<i>IFRC extends appropriate technical support</i>	Yes	Yes
<b>Output S4.1.2: IFRC staff shows good level of engagement and performance</b>		
<b>Indicators:</b>	<b>Target</b>	<b>Actual</b>
<i>Administration support is provided by IFRC wherever applicable</i>	Yes	Yes

### **Narrative description of achievements**

IRCS is overseeing all operational, implementation, monitoring, evaluation and reporting aspects through its national headquarters, Kerala State Branch, district branches and volunteers. IFRC provided technical support in programme management to ensure the operational objectives are met. IRCS national headquarters provided technical, logistical, finance and administration support to the operation, with support from CCST Delhi.

A post-distribution monitoring was conducted for all recovery interventions. The purpose of this monitoring activity was to evaluate the utility of activities as well as beneficiary satisfaction

IFRC personnel were deployed to assist Kerala State Branch with the financial and administrative documentation throughout the operation.

### **Challenges**

The scale of the disaster was highly unusual for Kerala, and disaster response capacities at IRCS branch and district levels were limited. Coordination both internally and with external partners also proved challenging, and IFRC deployed an experienced staff member to provide guidance and support in the initial phases of the operation. The national headquarters launched its first-ever domestic appeal, and the very positive overall response will require strong emphasis on planning, monitoring and reporting to ensure full transparency and accountability.

### **Lessons Learned**

With support from national headquarters, IFRC and other partners, the Kerala State Branch has embarked on an extensive programme for training staff and volunteers, both to support the ongoing operations and to be better prepared for any future disasters.

## **D. THE BUDGET**

CHF 387,296 from the DREF was allocated to respond to the floods in Kerala to assist 18,500 affected people. A large portion of the budget (approximately 69%) was destined to support replenishment of NFI. As the plan was adjusted and fewer NFI were procured internationally, a portion of the budget was reallocated towards covering the costs for other relief activities, namely the cleaning of wells. A total of approximately 19 per cent of the budget was therefore used for this activity. Upon the end of the operational timeframe, a total of CHF 330,157 has been utilized, equivalent to 85 per cent of the budget. The reduction of NFI procured primarily accounts for this saving.

The balance of CHF 57,139 will be reimbursed to DREF. A financial report as of 16 April 2019 is appended to this narrative report. [click [here](#)]

### **Budget/Expenditure Analysis (CHF)**

S/No	Description	Budget	Expenditure	Variance	Reason
1.	Relief item, constructions, supplies	225,500	201,523	23,977	Quantities of items were reduced * (reasons mentioned above)
2.	Logistic, Transport, Storage	53,700	41,427	12,273	Quantities of items were reduced * (reasons mentioned above)
3.	Workshop and Training	25,000	9,801	15,199	Lessons learned workshop was combined with Tamil Nadu. A separate workshop for Kerala didn't take place
4.	General Expenditure	30,308	26,287	4,021	Based on actual expenditure

## Reference documents



Click here for:

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

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## 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 (NGOs) 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.

# DREF Operation

FINAL FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2018/8-2019/3	Operation	MDRIN020
Budget Timeframe	2018/8-2019/1	Budget	APPROVED

Prepared on 19/Apr/2019

All figures are in Swiss Francs (CHF)

## MDRIN020 - India - Kerala Floods

Operating Timeframe: 18 Aug 2018 to 18 Jan 2019

### I. Summary

<b>Opening Balance</b>	<b>0</b>
<b>Funds &amp; Other Income</b>	<b>387,296</b>
DREF Allocations	387,296
<b>Expenditure</b>	<b>-330,157</b>
<b>Closing Balance</b>	<b>57,139</b>

### II. Expenditure by area of focus / strategies for implementation

Description	Budget	Expenditure	Variance
AOF1 - Disaster risk reduction			<b>0</b>
AOF2 - Shelter	256,133	183,019	<b>73,113</b>
AOF3 - Livelihoods and basic needs			<b>0</b>
AOF4 - Health	19,170	75,014	<b>-55,844</b>
AOF5 - Water, sanitation and hygiene			<b>0</b>
AOF6 - Protection, Gender & Inclusion	3,195		<b>3,195</b>
AOF7 - Migration			<b>0</b>
<b>Area of focus Total</b>	<b>278,498</b>	<b>258,033</b>	<b>20,464</b>
SFI1 - Strengthen National Societies	40,097	31,628	<b>8,469</b>
SFI2 - Effective international disaster management	50,268	25,670	<b>24,598</b>
SFI3 - Influence others as leading strategic partners	18,433	14,825	<b>3,608</b>
SFI4 - Ensure a strong IFRC			<b>0</b>
<b>Strategy for implementation Total</b>	<b>108,798</b>	<b>72,124</b>	<b>36,675</b>
<b>Grand Total</b>	<b>387,296</b>	<b>330,157</b>	<b>57,139</b>

# DREF Operation

FINAL FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2018/8-2019/3	Operation	MDRIN020
Budget Timeframe	2018/8-2019/1	Budget	APPROVED

Prepared on 19/Apr/2019

All figures are in Swiss Francs (CHF)

## MDRIN020 - India - Kerala Floods

Operating Timeframe: 18 Aug 2018 to 18 Jan 2019

### III. Expenditure by budget category & group

Description	Budget	Expenditure	Variance
<b>Relief items, Construction, Supplies</b>	<b>225,500</b>	<b>201,523</b>	<b>23,977</b>
Shelter - Relief	110,000	46,707	63,293
Clothing & Textiles	10,500	6,012	4,488
Water, Sanitation & Hygiene		54,283	-54,283
Utensils & Tools	105,000	94,521	10,479
<b>Logistics, Transport &amp; Storage</b>	<b>53,700</b>	<b>41,427</b>	<b>12,273</b>
Storage	5,000	4,483	517
Distribution & Monitoring	30,000	21,389	8,611
Transport & Vehicles Costs	4,700	6,536	-1,836
Logistics Services	14,000	9,020	4,980
<b>Personnel</b>	<b>29,150</b>	<b>30,968</b>	<b>-1,818</b>
National Staff	1,500	9,885	-8,385
National Society Staff	20,000	9,256	10,744
Volunteers	7,650	11,827	-4,177
<b>Workshops &amp; Training</b>	<b>25,000</b>	<b>9,801</b>	<b>15,199</b>
Workshops & Training	25,000	9,801	15,199
<b>General Expenditure</b>	<b>30,308</b>	<b>26,287</b>	<b>4,021</b>
Travel	27,200	19,788	7,412
Information & Public Relations	1,908	588	1,320
Office Costs		127	-127
Communications	1,200	3,804	-2,604
Financial Charges		-408	408
Shared Office and Services Costs		2,388	-2,388
<b>Indirect Costs</b>	<b>23,638</b>	<b>20,150</b>	<b>3,487</b>
Programme & Services Support Recover	23,638	20,150	3,487
<b>Grand Total</b>	<b>387,296</b>	<b>330,157</b>	<b>57,139</b>