



JAMNAGAR FLOOD RESPONSE 2021

Background

On September 11, the Indian Meteorological Department (IMD) released a forecast and warning of heavy rainfall by September 14, 2021, in various districts of Gujarat including Jamnagar and Rajkot. Thus, under the influence of heavy rainfall and the subsequent overflowing of rivers (including Unnd and Aji) and dams, many rural areas in Jamnagar witnessed severe flooding by September 13. A total of 92 villages were identified as affected mainly in three talukas of the district-Jamnagar, Jodiya, Dhrol and Kalavad. Commuting/travelling became highly challenging with Rajkot-Jamnagar and Jamnagar-Kalavad roads becoming non-operational due to severe flooding. According to State Emergency Operation Centre, Kalavad taluka received over 7.80 inches of rain in four hours. Following the disaster, in the first 10 days emergency response was mainly done through the local administration, CSR groups, faith-based organizations and local community groups. These efforts were broadly directed towards evacuation, emergency first aid, rescue and food/ration support for the affected population.

Thus, initially in any flood or other disasters, around 90% of the households are affected for the first 72 hours. However, only 30-40% remain affected for a longer period of time. This is often determined by a household's network and social capital and its access to physical and financial resources. Those who do not have such access have to face the impact for the next few weeks and sometimes even months. As a consequence, a collective effort was initiated in which IAG partners engaged in the district were involved- SAVA, JV Nariya Education and Charitable Trust and Vikas Charitable Trust. These organizations are regularly engaged in the district and work closely with the communities and Gram Panchayats (GPs) in the flood affected talukas. This flood-response initiative in Jamnagar district was supported by UNICEF Gujarat (Field Office) and coordinated by IAG, Gujarat. This document aims to create an understanding about the process and highlight the guiding principles/learnings based on first-hand experience of the organizations involved in the relief process.

DAMAGES

Population Affected:

16,60,254

Population Evacuated:

7000

No. of Relief Centres set-up:

72

Inmates in camps:

6528

NDRF Teams Deployed:

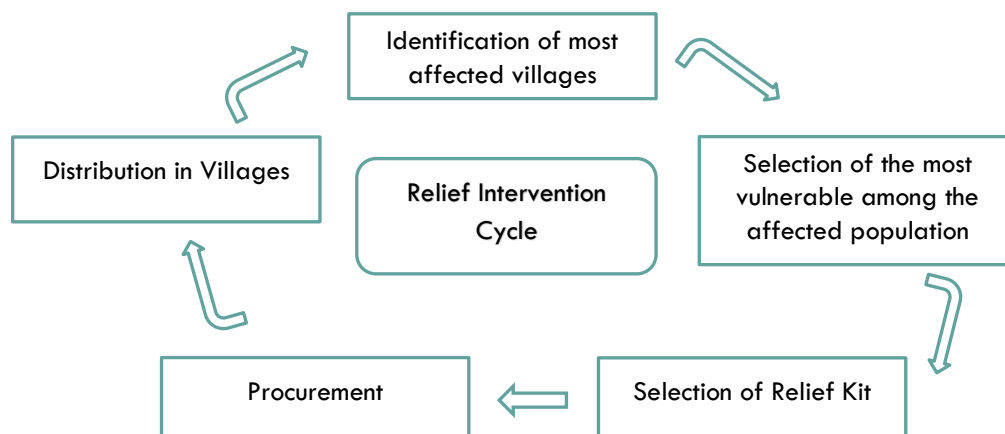
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Damage to household utilities and food grains

Process

The process of relief distribution in the affected areas progressed mainly on five levels-



Points to Remember

-Coordination between organizations engaged in daily development agenda and local stakeholders such as GP members, community and youth groups etc. can prove beneficial for identification of most affected villages.

-Development of indicators/selection criteria for villages are important.

-Mapping can be done to identify the most affected/vulnerable villages.

-Interactions/visit to the selected villages can help identify the ones which can be replaced by others that are more affected.

1. Identification of most affected villages

Initially, affected habitations had 3-5 feet inundation of water for 18-20 hours. Overall damage was mainly observed in terms of household items and utilities such as clothes, blankets, books/documents as well as food and ration. Households with access to resources, for instance, those with pucca houses at elevated areas were not in need of immediate relief. As mentioned earlier, a total of 92 villages were identified as affected in the district of Jamnagar. With the help of the above mentioned IAG partners, 21 most affected villages were identified. There were certain indicators/selection criteria that were also identified for selection of villages:

- Villages near river banks.
 - Villages with more vulnerable families (landless, daily wage laborer's, living in kutchha houses etc.)
 - Villages in which relief initiatives have been less.
 - Villages where the relief being planned will provide critical support
- Based on interactions with Gram Panchayat (GP) representatives, local newspapers and engagement in the field, mapping was done to identify the list of most vulnerable villages.

Experience from the field: Out of the 21 villages identified as most affected, four villages indicated improvement in their situation due to

engagement of government and NGOs. These villages were hence replaced by others that were more affected.

2. Selection of the most vulnerable among the affected population

Once the most affected villages were identified through the support of IAG partners and local stakeholders, the next step was the selection of the most vulnerable among the affected population. This is perhaps one of the most challenging tasks of the relief cycle as it is difficult to distinguish the most vulnerable/marginalized from those who are not.

For this, every village identified for relief distribution was visited and according to the availability of resources, size and requirements/needs arising in the village, 1000 households were identified that needed immediate support. This was further supplemented by interactions of IAG partners with GP members, community leaders and household visits in the different community hamlets of every village. In addition, field surveys and interviews were also conducted to visually verify and to understand the situation being faced by the affected population.

The major communities identified and covered in the relief distribution are Bharavad (12%), Scheduled Caste including Koli and Dalit communities (28%), Satvara (8%) and OBC (7%) among others which also included 78 widows, 22 elderly, 5 disabled, 38 migrant labour families and 13 belonging to the abandoned category. 19% beneficiaries belong to the BPL, Antyodaya and Sramyog category.

Efforts were made to maintain transparency in the process of identification as well. A few measures were taken to ensure this-

- Open discussions were conducted (in the selected villages) with the communities and GP representatives so that everyone was aware that kit distribution was going to take place in their village. It was decided not to reveal the components of the relief kit during the discussion/identification phase. This is because the components of the kit may influence the affected population to take the kit even when they do not require it.
- Moreover, parameters were also decided to identify the most affected households at the local level. For instance, households in low-lying areas which are inundated with water, households that are socially and economically vulnerable, households that have

Learning from the field

-The list of 1000 households are not rigid but rather flexible to accommodate minor adjustments in relief distribution to beneficiaries. For instance, in the villages identified for relief distribution, it was observed that there are many **migrant families** that came to work as agricultural labourers for at least 6 months. These families were also **included as beneficiaries** in two such villages.

-Efforts should be made to ensure process of beneficiary selection is **transparent**.

-Open Discussions with the affected communities helps in keeping stakeholder informed about the beneficiary **identification/distribution process**.

less access to resources/social capital etc. The criteria that were identified in this situation is mentioned below –

Name	Hamlet/Falia	Belonging to which community	APL/BPL	Special Social Category (widow, disabled, elderly, chronically ill etc.)

The impact of the flood was also assessed at the household level-

Whether living near river bank	Damage to Household Utilities	Impact on livelihood (Animal Husbandry/Farming)	Damage to Housing/Land

3. Selection of Relief Kit

It is important to plan and decide what type of relief material is required by the affected population based on the needs arising. In this situation, since the relief was being planned to be distributed after 15 days of the disaster, it was necessary to keep in mind for how long will one kit support a household. During an emergency, the coping capacity of the affected population decreases due to the impact of disasters on the socio-economic conditions. In such conditions, it is necessary to identify food and non-food materials that can complement each other. One should also keep in mind the weight of each relief kit so that there are no issues faced during loading and unloading. Based on the experience in this situation, typically, a relief kit could go up to the weight of 20kg.

Through consultations held with affected communities, GP members and IAG partners it was identified that ration and hygiene kits will address the emerging needs. For ration kits, the local consuming practices/eating habits were identified which would support the affected communities for at least the next two weeks. During the field visits it was also identified that the affected population lacked access to bedding facilities due to damage and inundation of flood water. Therefore, bedding materials such as mattresses and blankets were also considered as components for relief kits. To curb the risk of outbreak of waterborne diseases, appropriate materials such as chlorine tablets and mosquito nets were also identified. For food support, dry ration was considered taking into account the nutritional requirements of the affected communities.

Often, an emergency situation like the Jamnagar floods, creates an opportunity to promote certain development agendas which can have a positive impact on the affected communities. For instance, in this situation, the distribution of ration and hygiene kits which contained nail cutters, menstrual pads, mosquito nets and towels were critical to improve the health and sanitation of the affected communities in the 21 villages identified. This, over time, also supported in improving the personal hygiene practices of the affected communities. Following is a list of materials that were decided for distribution in the 21 identified villages-

Points to remember

- It is important to plan for how many days will the relief kit support the affected population.
- The total weight of each relief kit should be computed in advance to avoid issues during loading and unloading.
- Typically, a relief kit could go up to 20kg.
- For ration kits, the local food habits and nutritional requirements must be considered for appropriate response.
- Field visits to the affected areas help identify unique needs which can help tailor the items in the kit.
- An emergency situation creates an opportunity to promote health and hygiene practises.

S.N o.	Product Name	Brand	Unit	Weig ht	Descripti on of product	Photo	Utility of the product
A. Ration Items							
1	Peanut oil	Gulab	Litre	2	Bottle		
2	Wheat Flour	Shrimati	Kg	5	Company Packing		
3	Rice	Parimal	Kg	2	Loose Packing		
4	Moong Dal	Local/De si	Gram	1	Loose Packing		
5	Chickpeas	Local/De si	Kg	1	Loose Packing		
6	ଘିଅ	Rajbhog	Kg	୧	Packed in a box		
7	Sugar	Local	Kg	1	Loose Packing	-	
8	Tea	Bansi	Gram	0.50 0	Company Packing		
9	Chilli	Elephant	Gram	0.20 0	Company Packing		
10	Turmeric	Elephant	Gram	0.20 0	Company Packing		
11	Coriander /Cumin Powder	Elephant	Gram	0.20 0	Company Packing		
12	Salt	ଈର୍ଣ୍ଣ	Kg	1	Company Packing		
13	Bathing Soap	Godrej (NO.1)	ଂଘ	2	Company Packing		
14	Soap (Laundry)	Wheel	ଂଘ	2	Company Packing		

15	Cream Biscuits	Parle	କ୍ଲଡ	2	Company Packing		
S.No.	Product Name	Brand	Unit	Weight	Description of product	Photo	Utility of the product
B. Non-Ration Items							
16	Blanket	Solapuri (Zariwali)	କ୍ଲଡ	2	50 " * 50" size		
17	Towel	Hira	କ୍ଲଡ	2	36" * 72" size		
18	Mat	Made of cloth	କ୍ଲଡ	1	3 * 4 foot size		
19	Mosquito Net	ନେଟ	କ୍ଲଡ	1	6*6 foot size		<ul style="list-style-type: none"> It is important to use mosquito nets to prevent diseases like dengue, malaria etc.
20	Sanitary Pad	Comfy	କ୍ଲଡ	1	A packet of 3		<ul style="list-style-type: none"> Essential for good hygiene practises.
21	Mask	3 Layer	କ୍ଲଡ	10			<ul style="list-style-type: none"> Precaution for avoiding Covid-19.
22	Chlorine Tablet	Bactafree	କ୍ଲଡ	1	10 tablets package		<ul style="list-style-type: none"> To prevent waterborne diseases and to clean drinking water.
23	Nail Cutter	Not Branded	କ୍ଲଡ	1			<ul style="list-style-type: none"> Essential for good hygiene practises.

Learning from the field

-Efforts should be made to consult multiple suppliers to compare different quotations of materials selected for relief.

For this, the units/size/specifications/brand should be uniform.

-Food items should take into account the local eating habits.

-It is beneficial to network with suppliers who have had prior experience in supplying for a disaster situation.

-During 1st-10th of every month, people usually get their salary and buy their monthly ration. Due to this, the suppliers are often occupied in sale.

In such situations, external labour can be hired to help the suppliers in

4. Procurement

The field teams and IAG partners played a critical role in conducting a market survey to gather 3 quotations for each item from wholesale dealers. There are three factors to keep in mind while doing this- Cost, time and supply. If bulk orders are being placed then negotiations can be done with the suppliers/wholesale dealers. For instance, in this case, due to the budget and resources available, a total of 935 kits would have been gathered but through negotiations the number was taken up to 1000 kits. There are certainly a few aspects to keep in mind during the procurement phase-

- The wholesale dealers/suppliers identified for purchasing relief kits should have prior experience of supplying in a disaster situation. This is to ensure that the cost, quality and time of delivery of products is maintained. Moreover, the products procured should have standard packaging rather than loose packaging.
- While engaging in price negotiations with multiple suppliers, the units/size/specifications/brand of the items selected for the relief kit should be uniform for consistency in receiving price quotations and subsequent negotiations.
- Food items should take into account the local eating habits of the community as mentioned earlier. Field workers play an important role here in engaging with the community to also find out the general storage capacity at the household level.
- Contacting multiple suppliers helps improving the bargaining power and identifying the most appropriate one. Arrangements can be made with suppliers to assemble the kits in a given timeframe. Modalities for packing, mode of payment, delivery etc. should be discussed with the suppliers and finally purchase order has been placed. For instance, in this case, arrangement was made with the supplier with the maximum order to gather and pack all the components of each relief kit. Medical, hygiene

and cloth related materials were packed in small packets which were later put in big packages which contained other materials for relief. Moreover, edible items such as oil and wheat were packed separately to avoid the risk of leakage and damage.

The table mentioned below provides an insight into the procurement process followed-

A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	
1	જામનગર જીલ્લાના જરૂરીયાતમંદ પુરગસ્તોને સહાય																
2	ભાવોનું સરખામણી પત્રક																
3	કુડ આઈટમ																
4	ક્રમ	વસ્તુનું નામ	ભાવ નં. : ૧ (મહાવીર અનાજ ભંડાર)				ભાવ નં. : ૨ (રાધિકા એન્ટરપ્રાઇઝ)				ભાવ નં. : ૩ (શ્રી મોમાઈ કિરાણા ભંડાર)						
11	૬	ગોળ	રાજભોગ	કિલો	૧	60	60	રાજભોગ	કિલો	1	60	60	રાજભોગ	કિલો	1	50	50
12	૭	ખાંડ(જીણી)	લોકલ	કિલો	1	41	41	લોકલ	કિલો	1	43	43	લોકલ	કિલો	1	41	41
13	૮	ચા	બંસી	ગ્રામ	0.500	325	162.5	RK	ગ્રામ	0.500	330	165	મધુર	ગ્રામ	0.500	260	130
14	૯	ચટણી(મરચું)	ડબલ હાથી	ગ્રામ	0.200	290	58	લુજાલોકલ પેકિંગ	ગ્રામ	0.200	230	46	લુજાલોકલ પેકિંગ	ગ્રામ	0.200	180	36
15	૧૦	હળદર	ડબલ હાથી	ગ્રામ	0.200	190	38	લુજાલોકલ પેકિંગ	ગ્રામ	0.200	190	38	લુજાલોકલ પેકિંગ	ગ્રામ	0.200	170	34
16	૧૧	ધાણા/જીરૂ પાઉડર	ડબલ હાથી	ગ્રામ	0.200	200	40	લુજાલોકલ પેકિંગ	ગ્રામ	0.200	160	32	લુજાલોકલ પેકિંગ	ગ્રામ	0.200	170	34
17	૧૨	મીઠું	દાંડી	કિલો	1	6	6	દાંડી	કિલો	1	6.5	6.5	દાંડી	કિલો	1	6	6
18	૧૩	સાબુ(નાહવાના)	ગોદરેજ(NO.1)	નંગ	2	20	40	ગોદરેજ(NO.1)	નંગ	2	20	40	ગોદરેજ(NO.1)	નંગ	2	20	40
19	૧૪	સાબુ(કપડા ધોવાના)	વહીલ	નંગ	2	5.50	11	વહીલ	નંગ	2	5.50	11	વહીલ	નંગ	2	10.00	20
20	૧૫	બિસ્કીટ(ક્રીમવાળા)	પારથે/બિટાનીયા	નંગ	2	9.5	19	પારથે/બિટાનીયા	નંગ	2	૯.૫	19	પારથે/બિટાનીયા	નંગ	2	10	20
21					એક કોટની રકમ		1150.5			એક કોટની રકમ		1127.5		એક કોટની રકમ		1074	
22					અંદાજીત કોટ		1000			અંદાજીત કોટ		1000		અંદાજીત કોટ		935	
23					કુલ રકમ		1150500			કુલ રકમ		1127500		કુલ રકમ		1004190	

Example of price negotiations done during Jamnagar flood response

5. Distribution of Relief

This is one of the most important aspects and should be carried out with prior planning. A root plan should be made which chalks out the agenda and activities to be carried out for each day of the distribution.

- Generally, efforts should be made to keep **extra relief kits**. This is because during distribution, it is often observed that more affected families are identified and the extra relief kits can be utilized to support them.
- It is desirable to **fix one location** in the public where all the identified beneficiaries can assemble. This should not be followed for special cases, such as those who are disabled, old or sick among others.
- By gathering all beneficiaries at one location time can be utilized efficiently to **explain all the kit components and its usage**, especially in the case of food and hygiene items.
- To further ensure transparency, a **list of items** in the kit should be given to every beneficiary.
- During the process of distribution, it is important to do the **basic registration of beneficiaries** (name, contact number, social category, ration/adhaar card details). A receipt or thumb impression should also be taken from each beneficiary signifying that they have received the kit and all items are present.
- It should be ensured that the whole process of distribution follows the **principles of dignity and equity** and should not give the appearance of charity. In the current scenario, it is also important to follow all the Covid-19 protocols.
- During the process of distribution, it is usually observed that there are certain people who may create issues because of various reasons (not being included in the beneficiary list etc.). Prior planning and deployment of resource persons along with GP stakeholders to deal with such situations is necessary to ensure that there are no hindrances to the process of distribution.

- Parallely, it is important to constantly **engage with the district, taluka and GP authorities**. For instance, involving the village sarpanch (elected representative) in the entire process as sarpanch has a hold and good understanding about the demographic, geographic and socio-economic status of the village.

The image above shows the registration of beneficiaries done during the distribution process

Post Relief Verification

After one week of the relief distribution process, feedback should be taken from the beneficiaries. This can either be telephonic or in-person visits. Telephonic interviews for feedback can be done by a third party who can call a sample number of households at random. In-person visit can also be done to the selected villages to- i. ensure every beneficiary listed received the kits with all items and; ii. Check the usability and quality of the relief items that were distributed; iii. understand from the community what else could be done to make the process of relief distribution better.

A brief brainstorming meeting can also be conducted with the relief distribution team after taking feedback from the community. The meeting can be an opportunity to discuss best practices, gaps in relief planning and distribution process.



The above image shows the brainstorming/reflection meeting of the team held post the distribution and feedback process

Discussion with District Administration

Post the distribution of relief materials among the affected communities in Jamnagar, a dialogue should be initiated with the government authorities to- i. Provide insight to authorities for long term support, ii. How can local communities be engaged in recovery and, iii. How risk can be mainstreamed into development. In this situation, a meeting was conducted with the district collector to discuss about the WASH and DRR initiatives in the district and the scope of work to further extend the risk resilience activities initiated with support of UNICEF Gujarat. Consequently, few action points were discussed with the district collector-

1. A workshop needs to be planned in the month of December 2021 with an agenda of doing Hazard, Vulnerability, Exposure and Capacity analysis along with Risk Informed development planning of Jamnagar district.
2. Pilot of Risk informed GPDP in at least 2 flood affected Gram Panchayats.
3. Support district in strengthening GO-NGO platform for evacuation, emergency coordination, relief distribution and restoration of services and rehabilitation of affected families.
4. Support district in developing emergency preparedness score in order to understand the existing gaps and scope of capacity building.

5. Support district in developing and building capacities of volunteers in information management/coordination during disaster events. This would involve capacity building of NYK, NSS and NCC volunteers.

6. Basin / macro watershed level technical study for planning flood mitigation in the flood prone regions of district.

Dialogue with the government is important to engage in recovery to provide a long-term support which goes beyond mere relief and response.



District level consultation to discuss the learnings and way forward

Humanitarian Snapshots



Relief Kit and its components prepared for distribution



Consultation with the community



Explaining kit components



Distribution of kits to the most affected