

**LADAKH FLOOD RESPONSE PLAN**  
**AUGUST 2010**  
**Leh Town and Adjoining villages**

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1. **Project Summary:** The project seeks to provide humanitarian assistance (winter shelter and WASH facilities) to IDPs and villagers who have lost their homes to the unprecedented flash floods in Leh in August 2010.

2. **The project focuses on the following areas:**

- The provision of humanitarian assistance to civilians affected by the severe flash floods in Leh area.
- Provide transitional shelters/ construction to the worst affected.
- Set up a WASH programme which would include a water supply and distribution system; sanitation facilities and follow up through PHP work.

3. **History of Oxfam in the country/ region**

Oxfam has been working in India since 1951 on both long-term development as well as responding to major humanitarian crises across the country. Oxfam has established meaningful engagement with the civil society organizations in development and humanitarian arena. Oxfam in India is regarded by the civil society and the government as a key humanitarian player.

Oxfam India country programme focuses on 3 priority programme areas:

- **Disaster risk reduction & response**, with focus on institution building in the India humanitarian sector.
- **Sustainable livelihoods**, with focus on **small holder agriculture in national and global supply chains and women's economic leadership**;
- **Gender equality**, with focus on **ending violence against women**;

Oxfam India programme is managed through a network of 8 offices in India with headquarters in Delhi. There are 6 other offices in India, responsible for management of programmes in 4 regions of India – North, South, East and West.

Oxfam over the years have been responded key humanitarian crisis such as the Gujarat Earthquake; Tsunami Response 2004, Kashmir Earthquake 2005, 2004 South Asia Floods; 2007 South Asia floods; 2008 Kosi Floods; 2009 Cyclone Aila; 2009 South India Floods.

Oxfam India was formed in September 2008 as a result of a merger of 6 Oxfam affiliates working in India. They are Oxfam GB, Oxfam Novib, Oxfam Australia, Oxfam Hong Kong, Intermon Oxfam and Oxfam Trust.

Since 2008, after the September merger, Oxfam India, has continued to develop and respond to humanitarian situations with support from affiliates. Oxfam India has since responded to 3 major humanitarian events within India including the Kosi Floods 2008 (a CAT 2 event), Cyclone Aila 2009, and South India Floods 2009.

Oxfam India aspires to develop its expertise in provision of humanitarian assistance, primarily in the form of water and sanitation as an integrated public health programme. Oxfam has also been working on shelter support in its response programmes in India. Over the last two years we have been able to develop and establish a minimum core competency on sectors such as WASH and Shelter and have quickly delivered quality humanitarian assistance to the affected.

As a major non-governmental and humanitarian organization, Oxfam India:

- Responds to relieve human suffering in emergency situations created by floods, earthquakes, cyclones and famine and conflict.
- Delivers vital assistance in the form of safe water, sanitation, food aid, emergency livelihood support and shelter to reduce the incidence of death and disease.
- Follows internationally-recognized principles and standards for emergencies, including the Code Conduct for the International Red Cross and Red Crescent Movement and NGOs in

Disaster Relief, Sphere Humanitarian Charter and Minimum Standards in Disaster Response and the HAP Principles of Accountability.

- Helps to prevent loss of life in future emergencies through reducing risk and increasing preparedness for disasters as part of its development work

#### 4. Background to the Disaster

The current flash floods that have hit Leh and its neighboring area are one of the worst in the history of Jammu & Kashmir state. More than 20,000 people have been affected by it. The death toll reported by the media and the government stands at 148 and is rising and 700 missing. In many locations, flood waters continue to inundate large tracts of land, villages. The state with the support of the army have begun massive search and rescue operations and relief, however with the flash floods affecting a large tract of land (40 sq kms) and reports state that some isolated villages are yet to be reached.

The floods were due to a severe cloud burst that occurred on the 5<sup>th</sup> of August (mid night) in and around the Leh region. The rains during that day were unprecedented. One has to note that it hardly ever rains in Leh and the population is not at all prepared for any kind rain. The resultant floods produced a massive flash flood and mud sludge that swept away houses and families while they were in their sleep.

##### 4.1. Location:

Ladakh - an autonomous district, under Karakoram, in the trans-Himalayan region of **Jammu and Kashmir State** is a remote region with high altitude topography rising to 20,000 feet. It is a large rain shadow region and is classified as a high land- desert or 'cold desert'. Ladakh is a vast landscape of high desert covering roughly 45,000 sq kms, which when compared is larger than Himanchal Pradesh. Leh is the capital city of Ladakh and has a population of approximately 25,000 households.<sup>1</sup>

##### 4.2. Affected population

Approximately 3,000 – 4,000 households have been affected by the flash floods (directly and indirectly) which is around 15-20 % of the entire population of the Leh town. As per various assessments, approximately 4000 families in 24 villages (within a distance range of 50 kms from Leh town) have been affected partially or fully by the flash flood.

##### 4.3. Problems / issues

**Shelter - Approaching winter:** The single most important need of the people of the affected villages in Leh now is shelter. Majority of houses where the floods happened have been washed away. The army has provided the some people with tents at distant hillocks. The people on their have managed to send the elderly and pregnant women to their relatives. The rest stay on in the vicinity of the damaged villages but at higher altitudes. They fear a reoccurrence of the flash floods. Many have managed to make makeshift tents on their own with parachute materials. The tents provided by the army are good quality but do not have proper thermal insulation and with the approaching winter, the



**I dread what will happen to me during winters...**

**Tsering Palzon, an 80 year old woman** of Choglamsar Village in Leh district says: "I lost everything I had so painfully and laboriously collected all my life. **I do not know where to go and I dread what will happen to me during winters.**"

A majority of people died while asleep and scores of people were washed away when they tried to escape from the Leh-Ladakh floods. Hundreds are believed to be buried in 7 to 8 feet of slush and mud. Approximately 4,000 households (10,000 men, women and children) have been affected by the flash floods (directly and indirectly) and this is around 30 per cent of the entire population of Leh town. The old town of Leh is the worst affected bringing the lives of millions to misery. **The government and the army have set up few relief camps but they lack access to safe water, hygienic sanitation and proper shelter.**

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people face grave risk.

By mid of October winter would set in. Temperatures in Leh would dip to -30 in November and December. This would mean that the shelter support would have to address the use of thermal support within the shelters. Oxfam India has just completed a detailed shelter technical assessment which would help provide specifications for shelter design, and support required to build them. The current objective is to support winter shelter which would be quick to build, cost effective and has some scale.

**Water sanitation and Hygiene:** The women folk have specifically asked for Bathing cubicles and toilets during the field interactions. Availability of drinking water is a problem that people are facing. Affected families have to walk long distances to fetch water. Given that the families have moved to higher areas their access to water is now much more remote than before. However, one has to note that here in Leh and many adjoining villages drinking water was supplied by army tankers even during peacetime. However, after the disaster the supplies have gone down and demand has significantly gone up for potable water.

It is important to note that there is a high degree of hygiene awareness in the area and almost all houses have latrines. It is said that 100% of the population use latrines. In Ladakh the latrine type that is used is dry pit type and water is not used. Design for sanitation support would have to be aligned to the cultural practice here in Leh and the affected villages.

**Debris cleaning** is another major issue in the villages. Most of the villages are 2-3 feet under sludge and this needs a major cleaning operation. The army and the administration have put into service earth movers/ excavators for clearing up of the roads. However, villages need support through excavators to clear the debris and this is a major need expressed by the people affected by the floods. In the affected villages existing drains are all clogged and in need of repair and new drainage is required in many areas. Leh/Ladakh is an area where rainfall is very scarce. However, the government and local people do mention that rains have become frequent and people are not used to it. In fact, construction of houses is with unbaked mud bricks and these are said to be rather unreliable when it comes to combating rainy weather. The suggestion from the government during one of the coordination meeting has been that communities in Leh and Ladakh need to change the way they construct their houses and the materials that they use.

**Approaching winter:** Leh is situated at an altitude of almost 20,000 feet and is a place of few resources and extreme climate. With the winter temperatures dipping to minus 40 degrees centigrade, the civil administration and the villagers alike are very concerned about the need for safe and weather proof shelter options.

**Gender issues:** Women and children are worst affected by the floods. With approaching winter, the situation is turning even grimmer. A number of families (3-4) are living within the same tent and women's privacy is a major concern. The assessment reports that women members, living in tents, have expressed the need for extra shelter support so that families can begin to live in a dignified manner. The tents provided by the army are not sufficient shelter for the families. This is more so because the tents are not suitable as shelter for the coming winter months.

## 5. Role of Government

Government through Indian Air force helicopters and a 7000 strong army search and rescue operation is already underway. They are also organising shelters (4 shelter sites for 2000 people) and providing cooked food to the affected population.

In Leh the government has declared that they would provide:

- 1 lakh rupees to the next kin of the dead
- Government and the army have provided tents to the affected families. They are however, not winter proof.
- Food is being distributed by the army.
- Medical camps and medicines are regularly being distributed.
- Search and rescue continues in the area especially people who are stranded in far off valleys especially foreign tourists.

Prime Minister Mr Manmohan Singh has visited the affected area on 17<sup>th</sup> August 2010 along with the Chief Minister of J&K Mr Omar Abdulla and announced relief package of INR 125 Crore for Leh flood victims. Apart from announcing cash compensations to families who have lost or have injured members, the relief package also include the construction of houses for the families whose houses were damaged. The restoration of hospitals and CT scan units, drinking water and electricity supply and road connectivity will also be carried out.

## 6. Oxfam Response

The Oxfam India Humanitarian Team has already launched its humanitarian programme in Leh. A rapid assessment of the situation was carried out by a two member humanitarian team. In the meantime, Oxfam India has initiated a technical assessment on shelter needs (in context to extreme winter) and a detailed water sanitation technical assessment in carried out a paid assessment of the disaster and a detailed assessment of the currently carrying out a rapid assessment in the affected area.

The focus is currently on shelter NFI needs for the on-coming winter and basic water and sanitation requirements.

Our Partner Centre for Sustainable development and Food Security in Ladakh (CENSFOOD) and Rural Development and you (RDY) in Leh have been providing immediate relief in certain specific locations to fill the present gap in the badly affected district. In Leh district Oxfam partner RDY has also begun to provide relief with contribution from the local communities and traders. There are two assessment teams currently in the field (with focus on shelter and WASH) and have been carrying out assessments in the worst affected areas and their findings will be used to design the response programme.

Oxfam is also exploring partnership with HCC (Hindustan Construction Company) given that they have offered Oxfam India the services of their engineers, earth moving equipments and pre-positioned materials that they have in Leh at their construction sites.

Oxfam plans to respond in the following villages

Sl. No.	Target Area and Villages
1	Nang
2	Stakmo Village
3	Choglumsar (Tashi Gyatsal Village)
4	Phyang Village
5	Taru Village
6	Umla Village
7	Nimoo Village
8	Basgo Village
9	Ney Village
10	Sey Village

## 7. Needs assessment

Oxfam India conducted one rapid assessment during 9 – 12 August. The Assessment team visited three worst affected villages – Choglumsar, Saboo and Tashi Gyatsal and met the affected communities in these villages. The team also interacted with the Deputy Commissioner, In charge of Relief Coordination as well as the Chief Executive Counselor of the Ladakh Autonomous Hill Development Council. The emerging needs, came out from these meetings, discussions and observations, are:

- Shelter needs;
- Water and sanitation provisioning,
- Increasing public health risks in the affected area.

The rapid assessment was followed by a detailed assessment conducted by Oxfam India with support from experts of RedR India during 11th–14th August 2010. Keeping in view the findings from the rapid assessment, the detailed assessment focused on Shelter and Water, Sanitation and Hygiene (WASH). Debriefing of the technical assessment is complete.

## **Summary of the key findings from the detail assessment:**

### **WASH after the disaster**

**Water Supply:** After the disaster the piped water distribution system in parts of Leh, Choglumsur are completely damaged. The water treatment and pumping station which supplies water to Choglumsur and nearby areas have been completely damaged as well. People are dependent on the tankered water which is not adequate. There is a shortage of water storage tanks as well which is resulting in a shortage of domestic water supply. The hand pumps do not have concrete aprons and the water tests show bacteriological contamination.

**Hygiene:** Community has not been taking bath for several days due to the lack of the utility water as well as absence of bathing cubicles. The chance of outbreak of water related diseases is high as a result. There is availability of disposable sanitary napkins in the market but there is difficulty in using the same due to lack of privacy resulting in poor hygienic practices.

**Sanitation:** As the latrines have also been washed away people are resorted to defecate in the open. There have been privacy issues especially for the women. The numbers of toilets in the camps is inadequate as well and have no hand washing facilities. Vector breeding sites may be resulted due to poor drainage facilities and lack of effective solid waste management systems.

### **Shelters after disasters**

The massive impact of flash floods has even crushed some of the RCC framed buildings in the town of Leh. The shelters in rural areas that are constructed with local adobe bricks made of mud, understandable could not resist the huge impact for flood water. Due to the non resistance of the mud houses to water the houses which were in the direct impact of the disaster have been completely washed away. Other households which have been partly damaged pose a risk of collapsing. A large number of partially damaged houses have debris and mud filling up to the lintel level thus rendering them unusable.

## **Recommended Action points**

### **Immediate**

- Disinfection all the Bore wells installed by PHED. Adequate supply of bleaching powder needs to be ensured.
- Distribution of ORS, halogen tablets, PUR etc to the families and train them how to use the supplies.
- Distribution of household storage containers to protect water from secondary contamination.
- Distribution of plastic sheets to the most vulnerable population
- Promotion of hygiene practices using visuals like posters and other media such as radio programmes, combined with promotion campaigns.
- Provision of adequate Bulk water storage facilities at temporary camps
- Erection of Latrines on the camps sites
- Erection of Washing Cubicles on the camps sites
- Erection of Bathing Facilities ( For Women) on camp sites
- Installation of Bulk water Treatment Unit with Tankering facility
- Provision of Tents to avoid the overcrowding.

### **Mid-term rehabilitation**

- Extending housing support to affected families for rebuilding their houses. Packages of bamboos, locally available mud Bricks and other building materials.
- Disinfection of all the tube wells
- Construction and promotion of family latrines of appropriate design (eco-san Dry Pit Compost type).

- Livelihood support by dovetailing government programmes and schemes such as Indra Awas Yojna, National Rural employment guarantee scheme etc.

## 8. Proposed Oxfam Programme

Based on the initial rapid assessment, Oxfam will implement an initial immediate 3-4 month intervention to address immediate needs related to winter shelter package and water, sanitation and hygiene focused programme to minimise public health risks.

## 9. Project Aim

### 9.1 Goal

Flood-affected communities in Leh rebuild their lives and their communities

### 9.2 Objective

To ensure that the households in worst affected 9 villages have immediate transitional shelter package to safeguard themselves against the incoming winter and access to safe water and sanitation facilities to minimise public health risks and reduce avoidable mortality in Leh district.

### 9.3. Programme Activates

Transitional Shelter Package for winter: Supporting the affected families with shelter kits and thermal materials for the oncoming harsh winter. Transitional winter shelter would be provided to approximately 1000 households who have totally lost their homes.

Safe Water provision: Oxfam India's WASH programme would cover approximately 2000 households who have both been directly and indirectly affected by the disaster. This would mean immediate provision of safe water in the camp areas and affected villages. Setting up of one unit of P-4000 machine, 10,000 litre bladder tank and water distribution unit in one of the most need based area (where camps or large number of people are located). Water would be ferried by tanker to villages from the supply point to neighbouring camps and villages where there is an acute scarcity of potable water. In addition 2000 households would be provided with water storage and sanitation materials.

## 10. Programme Implementation

### 10.1. Partners

Oxfam would be working with 2 partners across Leh district to respond to the disaster.

The programme will be Semi-operational and Oxfam will be working closely with partner. The nature and approach to partnership during this response will vary from partner to partner. A Leh based Oxfam Team would be managing implementing NGOs.

In Leh district, Oxfam India would be implementing the response programme working with one of its newly identified partners Centre for Sustainable development and Food Security in Ladakh (CENSFOOT) and RDY. Oxfam Humanitarian staff will be based in Leh, and this team would consist of a team lead; Field Logistician and accountant and PHP and PHE and shelter engineer. Oxfam is in the meantime coordinating with Hindustan Construction Company to source their existing engineers and supervisors who are based in Ladakh.

### 10.2 PROPOSED AREA: *Exact location of the Action*

Oxfam plans to work in 3 blocks – The project will be cover directly the poorest of the poor (most vulnerable) within the Ladhaki community, including excluded groups in the core villages.

#### Implementing Partners:

- a. Centre for Sustainable development and Food Security in Ladakh (CENSFOOD)
- b. Rural Development and You (RDY)

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1	Nang
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## 11. ACTIVITIES

### **Result 1: Transitional shelter packages for 1000 most affected households for on-setting winter**

- Support with 1000 transitional shelter packages for households who have lost their homes totally. The package would comprise of providing the affected families with tarpaulin, stove, thermal materials such as blanket, perforated thermocol etc. to reduce the risk of facing a severe winter.
- Provide support to build shelter with thermal to face the harsh winter which is just round the corner
- Integrate latrine in the shelter design – provide additional sanitation construction support.
- Provide transitional shelter protection during rain – tarpaulin

### **Result 2: Water and sanitation facilities for for 2000 families focusing on availability of facilities for safe drinking water, safe defecation and hygiene promotion**

- Provide safe drinking water (storage, handling, use of disinfectant). A P-400 water supply unit has already been installed in the worst affected area.
- Distribute two 14-liter water storage containers (Oxfam buckets) with lid. As per the Sphere Standards (says 2 container one for carrying and one for treatment and use) and the nature of the impact of the floods, each family is provided with one water containers and one mug with handle to get the water from bucket because most of the family have lost the utensils including water storage.
- Targeted NFI distributions (Hygiene kit): Provisioning of NFI package 2000 families (buckets 2 14lts/household, one mug-1.5 ltr, Sanitary cloth, soap 10 bars (6 bathing lifebuoy 100 gms bar and 4 detergents soaps Wheel 115gms., 120 aquatabs for water purification and treatment at the household level.
- Repair of damaged hand-pumps in the affected villages and also bore-wells which are of critical need of repair.
- Install new hand-pumps (India Mark II) if need arises.
- Training and capacity building of local plumbers and mechanics, NGO WASH staff on chlorination and repair of hand-pumps. Support the WASH village teams with tool kits. Install 100 temporary latrines in the affected camps and villages.
- Install 10 bathing cubicles in the camps to address the issue of women's privacy while staying in the camps and in makeshift shelters
- IEC materials for hygiene promotion and awareness among the villagers.
- Conduct community/household hygiene behaviour promotion.
- Through community mobilisers/ volunteers, hygiene messages will be passed by participatory means (discussions, pictures)

### **Result 3: Protect environmental contamination and ensure hygiene for 2000 families in the target villages.**

- Oxfam partners will seek support from the government PHE department for water tankers and other materials (such as bleaching powder) to disinfect areas of contamination and facilitate environmental cleanliness and villagers will be organized and involved in debris cleaning.
- Community groups on sanitation and water and shelter would be formed to support our programme initiatives.

- Mobilization and demonstration of safe defecation practices through marking out safe defecation place and installation of temporary pit latrine with hand washing facility, in areas where it is needed most. It has been observed that 100% of the population were using latrines before the disaster. Because the affected population is now defecating in the open there are reports that many have been asked to leave common shelter areas by the host community.
- Maintaining a diarrhea surveillance report of the village and also camps where people presently reside and then sharing the information with NGO and government.

#### 11.1 Gender specific activities.

- Women's space for bathing or change and privacy
- Distribution of local made sanitary napkins
- Strengthening of local womens committees and programme activities so that water, sanitation and hygiene issues begin to get discussed. Involve the same women groups in public health promotion activities
- Training of volunteers from the villages on PHP

## 12. Project management Structure

At Oxfam India level: Humanitarian Manager will be the key responsible person for the project implementation and partnership management. The programme management arrangement has been signed off by the SMT. The Management arrangement note specifies the duration of the programme, staff to be seconded, role and responsibility of key humanitarian and other staff. Oxfam India would operate a field office in Leh and the field office would have the minimum capacity to manage and implement the programme.

The Leh office would be resourced with finance staff, logistics staff, programme staff and technical staff. Public Health engineer and Shelter engineer would be supported by supervisors. Two Field logisticians will provide logistics support, ensure compliance, in terms of assessment, procurement, distribution, documentation for the full duration of the programme.

Local implementing partner level: Oxfam partners will be responsible for the distribution of relief materials, local support on logistics, volunteer management. RDY our partner has village based institutions which would be mobilized for debris clearance and resourcing of volunteers for PHP and water distribution work.

S.No	Interventions/ Activities	Rate	Qntity	Unit	Budget(USD)
<b>Winter shelter kit</b>					
1.1	Blanket (heavy duty)	10	500	families	5,000
1.2	Tarpaulin & Themocol sheets	40	500	families	20,000
1.3	Stove - Double burner	15	500	families	7,500
1.4	Pressure cooker	21	500	families	10,500
<b>Hygiene kit</b>					
2.1	Bucket & mug	3.33	500	families	1,667
2.2	Sanitary clothes	7	500	families	3,500
2.3	Temporary bathing cubicle	105	10	no.	1,050
2.4	Aquatab water purifying tablets	1.25	500	families	625
2.5	Bathing & washing Soap	3	500	families	1,500
2.6	ORS packets	1	500	families	500
3	Individual Toilets	190	100	no.	19,000
4	Syntex tank 2000 ltr	111	5	no.	556

5	Public Health Promotion			Lumpsum	6,667
6	Camp cleaning tools	222	5	no.	1,111
7	Transportation & warehouse cost		10%		7,806
	<b>Cost of good &amp; services</b>				<b>86,981</b>
	<i>Management cost</i>		15%		13,047
	<b>Total budget</b>				<b>100,029</b>

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