



**Status Report**  
**BIHAR FLOODS 2007**  
**The Affected and the Relief & Rehabilitation**



***DALIT WATCH***

*(Forum for Equity and Inclusion of Discriminated in Relief & Rehabilitation)*  
BACHPAN BACHAO ANDOLAN, BIHAR BAAD SUKHAD MUKTI ANDOLAN,  
DALIT SAMANWAY, LOK SHAKTI SANGHATAN, NARIGUNJAN,  
NATIONAL CAMPAIGN ON DALIT HUMAN RIGHTS.



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## Chapter 1 INTRODUCTION

*In Kusaiya village in Samastipur district, Rekka Devi, a Dalit woman and Panchayat ward member was beaten up with chappals and her son implicated in a false case for theft of 200 kgs of wheat when she asked the Mukhiya for relief.*

*In East Champaran Dalits were drinking flood water as they were beaten up by the dominant castes when they went to fetch water there when their hand pump was under flood water*

*Shiv Kumar in Tamoria village, Madhubani district lost his eyesight for demanding relief materials for his hungry children*

About 178 lakh people in 215 blocks are currently affected by flood in 19 districts of Bihar. The massive loss and damage and the task of supporting people to cope with it is daunting. The task is further made complex by the existing entrenched exclusion and discrimination based on caste, religion, ethnicity, gender, age, disability and others. This report documents the extent and nature of damage among different social groups and underlying issues of caste based exclusion and discrimination of Dalit communities in accessing relief and rehabilitation. Recognising the recurrent nature of disasters and their relationship to development, equity and inclusion based on human rights principles become critical in disaster management interventions. These issues though prevalent are highlighted in the context of the Tsunami (See Annexure 1 for details). We place this report as an initial effort in this direction.

### 1.1. Context of disasters

Disasters are no longer isolated, infrequent unfortunate incidents. Disasters at the global level have been brought into focus by the UN declaration of 1990 to 2000 as the 'International Decade for Natural Disaster Reduction'. India has on an average lost the lives of 4344 people and about 30 million people were affected by disasters every year during this decade.

About 60% of the country's landmass is prone to earthquakes, 40 million hectares affected by recurrent floods, 8% of the total area prone to cyclones and 68% affected by droughts, making disasters recurrent and critical in the progress and development of the country.

Disasters today are no longer the result of nature's fury but are also human made, results of policy decisions, development and growth processes, and global climatic changes. While it is easier to recognize the visible large scale disasters, silent disasters from hunger, malnutrition, debt crisis, diseases, caste and communal conflicts also have a significant toll on human life, property and well being, all of which go way beyond the coping capacity of the community in the affected area.

*Disaster - A catastrophe, mishap, calamity or grave occurrence in any area, arising from natural or man made causes, or by accident or negligence which results in substantial loss of life or human suffering or damage to, and destruction of property, or damage to, or degradation of environment, and is of such a nature or magnitude as to be beyond the coping capacity of the community of the affected area'.*

### 1.2. Development is linked to disaster

There is growing recognition that disasters need to be addressed as part of the development process and not isolated from it. Disasters in some cases are the results of development processes and also have a high toll on pushing back hard earned development results both for the affected community and the nation as a whole. Investment in disaster mitigation and preparedness are more cost-effective and reduces human suffering considerably when compared to expenditures on relief and rehabilitation. The new multi-disciplinary and multi-sectoral approach to disaster management is putting in place policies, institutional arrangements and financial resources while also focusing on identifying resources and capacity building at all levels with special focus on the local communities for mitigation and preparedness. The Disaster Management Act and Authority at the National and

State levels, the National Institute for Disaster Management as well as the international support for mitigation and preparedness are positive efforts in this direction.

### 1.3. Vulnerability is linked to Disaster Management

Disaster is a function of the exposure to the hazard and the vulnerability of the people exposed to it. Blaikie et al. (1994) defined vulnerability as- 'By vulnerability we mean the characteristics of a person or group in terms of their capacity to anticipate, cope with, resist and recover from the impact of a natural hazard. It involves a combination of factors that determine the degree to which someone's life and livelihood are put at risk by a discrete and identifiable event in nature or in society.'

*Disaster management means a continuous and integrated process of planning, organising, coordinating and implementing measures for i) the prevention of danger or threat of any disaster, ii) mitigation or reduction of risk of any disaster or its severity or consequences, iii) capacity building, iv) preparedness to deal with any disaster, v) prompt response to any threatening disaster situation or disaster, vi) assessing the severity or magnitude of any disaster, vii) evacuation, rescue and relief, viii) rehabilitation and reconstruction.*

Vulnerable sections of the population commonly identified during disasters are the categories of: i) single parent families, ii) women, iii) handicapped, iv) children and v) aged. There is passing reference that vulnerable social groups are more susceptible to disasters, being more disadvantaged in their preparedness, coping mechanism and ability to recuperate back. However there is no in-depth discussion, data or tracking mechanism to study the phenomenon. While extensive data has been maintained by the state and at the national level on the loss and damage from disasters going back to almost two decades, disaggregated data is not available to understand the differential impact of the disaster on social groups that are differently positioned in their ability to cope with and recover from a disaster. Some insights into the gender dimensions of vulnerability help us to understand the vulnerabilities of particular social groups that are also subject to societal stereotypes, social exclusion and discrimination.

An understanding of the specific and additional vulnerabilities of excluded and discriminated social groups help us understand the impact of disasters as well as build necessary policy-strategy and institutional mechanisms to assist these communities to recover. They also become important steps in their long term development and participation in society. The following aspects need to be understood from the perspective of the excluded people.

- The socio-economic situation of the said social group prior to the disaster
- The level of information and knowledge about disaster mitigation and preparedness
- The access to the processes and benefits in relief and rehabilitation programmes
- Their stake and participation in decision making processes related to all stages of disaster management.

### 1.4. Out Caste position of Dalits that increase their vulnerabilities in disaster situations.

1. Historically and even today Dalits live in secluded habitations outside the main village thus limiting their access to the mainstream society which is apt to have better access to information and infrastructure. The main villages also becomes the hub of administrative and political activities being the location of the more influential and powerful communities. By the very location of habitation of Dalit communities, they have lower access to information, public education, disaster resilient infrastructure or communication for immediate action. The glass ceiling of caste makes it look as if Dalit communities are within the system of disaster response, while in reality they are cut off by the caste exclusions and discriminations.
2. The livelihood situation of Dalits, dependent on wage labour, dependent on dominant castes, without assets are particularly vulnerable to hazards when their ability to access daily employment is affected. The non implementation of minimum wage standards, lack of social security measures, lack of access to quality health care and opportunities for quality education force Dalits to earn their livelihood on a day to day basis with no back up mechanism. Any protracted lack of employment exposes them to the danger of hunger, starvation and ill health. Conflicts with the interests or norms with those who employ them hurt their opportunities for employment.

3. The norms of untouchability also place many limitations on how Dalits can access safety, security or relief during disaster. Continuing societal norms of pollution in using common water sources, common dining and common place for accommodation are prevalent in the minds of non Dalits and Dalits who also fear reprisals and conflicts and may on their own keep out of the way of non Dalits. Reports of the temporary breaking down of these barriers are found in the immediate aftermath of a large disaster, but soon fall into routine ways by day three or four.
4. Dalits often live in unsafe conditions that expose them more severely to disasters. Their habitations are usually located in positions where the water and drainage may collect, with poor quality of housing, lack of drinking water sources or drainage facilities. There are very few infrastructure provisions or community facilities in these habitations and protection in times of disaster is a serious problem.
5. With the poverty situation, the nutrition and health conditions of Dalits are poorer and their resistance to illnesses low. Anaemia, malnutrition and other also make them more vulnerable. Combined with the unhealthy conditions of their living, they are most prone to suffer the outbreak of diseases in times of disaster.
6. Violence and fear of violence is also very real. Dalits have internalised their lower position in society and do not demand their entitlements and rights. When they do demand, non Dalits find it difficult to accept the new paradigm of equality and human rights. Conflicts arise. Sexual violence on women and even violence on children when they access common spaces are reported from disaster response programmes.
7. ‘Discrimination by default’<sup>1</sup> is as much an issue as discrimination by norm and intent and is prevalent both within civil society and administration. Even in cases where there is no intentional bias against Dalit communities, the lack of knowledge about their vulnerabilities, not mapping these communities in the context of the disaster and prevalent norms of operations result in the administration not taking the cause of Dalit and other marginalised communities in times of disaster. Often this is also co-existent and accentuated with the overt and covert dominant community bias and pressures.

### 1.5. Myths and their operation that cloud disaster response programmes

Various myths and dilemmas are found operative in disaster interventions both at the civil society as well as state.

- Communities are homogenous and work in cooperation for common good – differences based on gender, caste, ethnic identity do not operate in the face of calamities.
- Power dynamics are external to the communities and operate infrequently within
- Disasters create common cause and obliterates traditional divisions in communities
- Equity and inclusion leads to tensions and conflicts and cannot be engaged with in disaster. These could be experimented in calm/peace times.
- It is inhuman and disruptive to enquire into differential access to relief and community power dynamics in the face of such massive calamity
- Marginalised communities can survive on minimalist and substandard options
- Occupations are primarily caste based and hence the larger productive web is neglected focusing only on primary and visible producers and subsidiary workers and asset-less workers become invisible in the context. Thus farm workers are invisible in the context of disasters concerning agriculture communities, non boat owner workers and inland fishing communities became invisible in tsunami.
- Death and more visible forms of property loss are legitimate for compensation, loss of other livelihood can not considered for compensation.

These myths and dilemmas are seen operational in various ways

- No visits by the authorities to habitations of the vulnerable sections
- Do not engage directly with vulnerable sections to hear their issues, needs, perspectives and demands
- Collection of disaster information from dominant stakeholders that neglect or misinform about impact on vulnerable sections

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<sup>1</sup> Making Things Worse, Tim McGill (Study on Tsunami)

- Do not collect detailed disaggregated data on the ground situation
- Entrusts relief process with some powerful persons leading to lack of transparency, accountability, closed process and powerful benefit most
- Do not address the complaints/petitions from vulnerable urgently as is considered not cost effective, time effective.

## 1.6. Essential Perspective on Vulnerability in Disaster Management

1. It thus becomes evident that the specific vulnerabilities faced by Dalit communities affect and impact their coping mechanisms to disaster as well as their access to response and recovery. An understanding and recognition of these factors would help us build the necessary mechanism to provide adequate and efficient disaster mitigation and response mechanisms. The long term issues of chronic poverty, malnutrition, ill health, migration, inability to access education, child labour, other exploitation among vulnerable communities and inter-community conflicts are accentuated by inappropriate disaster responses.
2. Addressing ‘discrimination by default’<sup>2</sup> becomes important as thousands of years of the caste system plays out during disaster situations and the thousands of years of non-confrontation of the caste norms lead to both civil society and administration operating on existing norms of exclusion and discrimination than equity and inclusion. Hence conscious steps and choices have to be adopted by the administration to address exclusion of Dalits and other marginalised communities in times of disaster.
3. Hopes for ‘building better’ after the disaster cannot afford to neglect the issues of marginalised communities in the response programme. Meeting the needs of the most vulnerable and putting in place mechanisms for reducing their vulnerability and coping better involves changing the norms of power and relationships between the different communities. Disaster as ‘the great leveller’ may become one of the critical steps to pursuing this.

## 1.7. Why this report?

“Disaster management occupies an important place in this country’s policy framework as it is the poor and the under-privileged who are worst affected on account of calamities and disaster”<sup>3</sup>

1. This report is once again an effort to ensure that the most vulnerable are not left out in disaster response by default or by design
2. That relief and rehabilitation process will ensure maximum efficiency and help all those who have lost loved ones and livelihoods to rebuild lives better with dignity and confidence in an equitable and inclusive manner.
3. That we can identify and weed out discrimination and corruption in relief and rehabilitation through transparency, accountability and sensitivity
4. That we can engage with vulnerable communities in the subsequent process of disaster preparedness and mitigation
5. That we can identify the existing resources, coping mechanism that has promoted the current level of resilience among excluded communities
6. To provide a platform for sharing information and bring together resources for coordination
7. To strengthen volunteers and community leaders from the excluded communities to actively and effectively participate in the disaster management process.
8. To collect data to understand the existing correlation between the endemic vulnerable population and negative impact of disaster on them –whether this is different, what is the proportion of damage and issues related to accessing relief and rehabilitation

## 1.8. Methodology

The methodological approach adopted by the rapid assessment is to situate Dalits in disaster mitigation and preparedness within the broader socio-historical context exploring systematic intersections and articulations. Such an approach goes beyond conventional approaches.

<sup>2</sup> Making Things Worse, Tim McGill (Study on Tsunami)

<sup>3</sup> Disaster Management in India, MHA, Gol



A combination of historical method, secondary data analysis, observation and in-depth interviews has been employed as exploratory tools, useful to grasp the complex and subtle dimensions of the situation. Intensive observations and field based interviews with a cross section of Dalits were carried out in varying contexts in the villages. Interviews were conducted with different social groups in the villages visited using structured questionnaire (see Annexure 1). The questionnaire was developed based on the observation made in pilot assessment covering 51 villages on 9<sup>th</sup> August 07 and discussions with local activists and core group of Social Equity Audit. Recognizing the strong social divisions and hierarchies, the assessment collected disaggregated data of the different social groups, even sub groups in the social groups (different subgroups within Dalit communities) to get a nuanced understanding on the extent to which different social groups have been affected by the present flood situation.

### Field investigators

Volunteers, local activists and students, a majority of them Dalits were employed as field investigators given the demands of time constraint, difficulties in accessing terrains, ability to understand the dynamics of social exclusion. The results have been very encouraging in terms number of villages covered and assessment made. 77 investigators from all 11 districts were selected and given two day orientation on method of collection of information and interviewing. The trained investigators further identified required number of investigators in their respective district and had similar orientation. A further debriefing and collation of information was done after completion of the survey to grasp the nuances of their observations and experiences on 18-19 August 07.

### Coverage

The study covered 11 out of 19 affected districts covering 123 blocks (65.4%), 818 Panchayats (38.7%) and 1970 Villages (24.1%). Table 1.1 gives district wise details of the coverage.

<b>Table 1.1 District wise details of Survey</b>							
<b>S.No</b>	<b>District</b>	<b>Affected Area as on 21.8.07</b>			<b>Villages Surveyed</b>		
		<b>No.of Blocks</b>	<b>No.of Panchayats</b>	<b>No.of Villages</b>	<b>No.of Blocks</b>	<b>No.of Panchayats</b>	<b>No.of Villages</b>
1	Begusarai	7	49	211	7	22	77
2	Darbhanga	18	322	2104	18	118	284
3	East Champaran	27	385	1104	22	196	389
4	Khagaria	7	105	198	4	25	62
5	Madhubani	20	294	772	21	135	244
6	Muzaffarpur	15	366	1704	14	132	351
7	Nalanda	7	121	418	8	47	155
8	Patna	6	28	127	8	25	68
9	Saharsa	54	26	162	7	37	88
10	Samastipur	10	151	589	3	30	48
11	Sitamarhi	17	268	781	11	51	204
	<b>TOTAL</b>	<b>188</b>	<b>2115</b>	<b>8170</b>	<b>123</b>	<b>818</b>	<b>1970</b>

## 1.9. Structure of the Report

The report consists six chapters. Chapter 1 deals with relevance of the study in the context of caste based exclusion and discrimination with disaster management and development. Chapter 2 is an overview of Dalit population and their existing vulnerability factors in Bihar. Chapter 3 gives a historical overview of the flood proneness and damage in Bihar and situation in the present floods. Chapter 4 gives findings of rapid assessment undertaken in 1974 villages in 11 out of the 19 flood affected districts. Nature and extent of relief provided by government and INGOs and issues of exclusions are explored in Chapter 5. Chapter 6 looks at strategies for 'Building Better' based on human rights, equity and inclusion with particular focus on Dalits and other marginalised communities.

**In short, this report attempts to enumerate the vulnerable situation among Dalits and other marginalised communities to design and implement equitable and inclusive relief and rehabilitation process in disaster management. We are hopeful that we can engage in long-term processes that will prevent/reduce disasters and protect human life, livelihoods, supporting and sustaining development.**

**Chapter 2**  
**NATURAL HAZARDS: VULNERABILITY OF DALITS IN BIHAR**

Dalits constitute 15.7% of the population in Bihar, housing the third highest Dalit population among the states and union territories in the country. The predominant majority are rural and dependant on wage labour with negligible access to land. The majority of the Dalit population belong to six communities while a total of twenty three Dalits communities are registered in the state. There is considerable diversity among these communities and report varying levels of education and other development indicators. Outcaste status and untouchability practices constitute a common thread of social, economic and political exclusion and exploitation for these communities.

The historical status of these communities prohibited from ownership of land and other assets, prevented from accessing education, other skills or occupations, denied participation in decision-making institutions is the underlying root cause of their present vulnerability. These continue to operate to varying levels even today. Disaster adds to their vulnerabilities and disadvantages taking away lives, belongings and livelihood. Unemployment, forced migration, indebtedness become the cycle of their lives. Other manifestations are child labour and trafficking of children and women. Disaster compounds the multiple disabilities into Dalits' lives.

**2.1 Existing Vulnerability Factors of Dalits**

A perusal into the current asset holding and other development indicators among Dalits makes their marginalised status evident. These factors create additional and specific vulnerabilities to Dalits in the context of disaster. They limit their coping ability leading to a cycle of underdevelopment. The process of caste based social exclusion and discrimination prevents and complicates their access to disaster management interventions and hence demands our focused attention.

**A. Land Ownership:** A large majority, about of Dalit population in Bihar is landless as to 61% of non Dalits (Table 2.1).

Social Groups	Landless	Near Landless	Total
<b>SC</b>	23.80	67.10	<b>90.90</b>
<b>Non-SC/ST</b>	<b>7.4</b>	<b>53.6</b>	<b>61.0</b>

Source: (NSS 99-00)

91 percent compared

**B. Housing:** Housing represents social status security. More than half of the households room homes. Households having exclusive member are less than one percent. About half of Dalit households live in homes with roofs made of grass, thatch, bamboo, wood, mud etc. Only 4 percent of Dalits have houses made of bricks (Table 2.2).

and live in one room for a

Ownership status	Total Number of Households	Households having number of dwelling rooms							Median number of Rooms
		No exclusive room	One room	Two rooms	Three rooms	Four rooms	Five rooms	Six rooms and above	
Total	2,561,076	31,038	138,793	679,909	235,968	113,000	48,006	65,202	1
<b>Percentage</b>		<b>1</b>	<b>54</b>	<b>27</b>	<b>9</b>	<b>4</b>	<b>2</b>	<b>3</b>	<b>0</b>

Source: Census 2001

Total number of households	Material of roof								
	Grass, Thatch, Bamboo, Wood, Mud etc.	Plastic, Polythene	Tiles	Slate	G.I., Metal, Asbestos sheets	Brick	Stone	Concrete	Any other Material
2,561,076	1,196,940	12,409	788,182	3,273	31,868	98,845	60,006	63,686	5,867
Percentage	47	0	31	0	1	4	2	14	0

Source: Census 2001

**C. Source and location of drinking water:**

Only 16 percent of Dalit households have hand pumps within premises of their homes. 36 percent have electricity and 30 percent have latrines together with electricity (Table 2.4).

Source and location of drinking water		Total number of households	Electricity		Latrine	
			Available	Not available	Available	Not available
All Sources	Total	2,561,076	117,251	2,443,825	206,626	2,354,450
Hand pump	Total	1,932,222	68,628	1,863,594	136,635	1,795,587
Hand pump	Within Premises	406,014	42,254	363,760	62,026	343,988
<b>% of HHs with hand pumps with in premises</b>		<b>16</b>	<b>36</b>	<b>15</b>	<b>30</b>	<b>15</b>

Source: Census 2001

**D. Household Assets:**

Table 2.5 Poverty of

Dalits is evident in the lack of their material possessions. Only one percent of Dalits have access to telephone and none of the households have a four-wheeler vehicle. 67% of the households do not own any asset among radio, banking service, television, telephone, bicycle, two wheeler or four wheeler.

Total number of households	Total number of households availing banking services	Availability of assets						
		Radio, Transistor	Television	Telephone	Bicycle	Scooter, Motor Cycle, Moped	Car, Jeep, Van	None of the specified assets
<b>2,561,076</b>	<b>255,198</b>	<b>410,189</b>	<b>86,781</b>	<b>19,464</b>	<b>646,814</b>	<b>28,001</b>	<b>10,136</b>	<b>1,728,315</b>
<b>Percentage</b>	<b>10</b>	<b>16</b>	<b>3</b>	<b>1</b>	<b>25</b>	<b>1</b>	<b>0</b>	<b>67</b>

Source: Census 2001

**E. Fuel for cooking:** Only one percent of Dalits use LPG as fuel at home for cooking food. A majority still depend on cow dung and crop residue. A large majority depends on firewood, crop residue and cow dung and only one percent are able to use kerosene as fuel. This indicates their high dependency on land owning communities around them being landless themselves. (Table 2.6)

**F.**

<b>Table 2.6 DISTRIBUTION OF SCHEDULED CASTE HOUSEHOLDS BY TYPE OF FUEL USED FOR COOKING</b>										
Total number of households	Type of fuel used for cooking									
	Firewood	Crop residue	Cow dung Cake	Coal, Lignite Charcoal	Kerosene	LP G	Electricity	Biogas	Any other	No cooking
2,561,076	626,944	999,159	784,613	35,942	14,190	23,832	2,452	1,514	70,367	2,063
%	<b>24</b>	<b>39</b>	<b>31</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>3</b>	<b>0</b>

Source: Census 2001

- G. Source of Lighting:** Table 2.7 shows that only 5 percent of Dalits have access to electricity in whole state and for lighting 95 percent of Dalit families use kerosene oil.

<b>Table 2.7 DISTRIBUTION OF SC HOUSEHOLDS BY SOURCE OF LIGHTING</b>						
Total number of households	Source of lighting					
	Electricity	Kerosene	Solar energy	Other oil	Any other	No lighting
<b>2,561,076</b>	<b>117,251</b>	<b>2,431,283</b>	<b>7,311</b>	<b>1,417</b>	<b>1,489</b>	<b>2,325</b>
<b>Percentage</b>	<b>5</b>	<b>95</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

Source: Census 2001

- H. Literacy:** Literacy rate among Dalits is 28.47 while it is 50.58 among non-dalit communities in the state. Dalits being mostly illiterate are not able to utilize the resources if available. Their illiteracy makes them victims of exploitation and discrimination in disasters.
- I. Mortality Rates and under nourishment:** 15 point difference between SC and non SC/ST population in IMR and 32 point difference between SC and non SC/ST population in U5MR (Table 3.10). Table 2.10 shows the status of under nourishment of Dalit in comparison with other social groups.

<b>Table 2.9 Mortality Rates</b>		
Social Groups	IMR /1000	U5MR /1000
SC	86	134
ST	82	117
Non SC/ST	71	102
<b>All</b>	<b>76</b>	<b>110</b>

<b>Table 2.10 Level of under-nourishment</b>	
Social Groups	Per 1000
SC	59
ST	60
Non SC/ST	53
All	54

Source: NFHS 98-99

<b>Table 3.9 Literacy levels in Bihar</b>	
Social Groups	Literacy Rates%
SC	28.47
ST	28.17
Non SC/ST	50.58
All	48.0

Source: Census 2001

**J. Poverty Ratio:** More than half of Dalit population in Bihar lives below poverty line. There is a 21.9 points difference between Dalit and non SC/ST population in poverty ratio in Bihar and 18.5 points difference with Dalits at the All India level (Table 3.12).

<b>Table 2.11 Percentage of population below poverty line</b>		
<b>Social Groups</b>	<b>% of Total</b>	<b>All India Ratio</b>
SC	55.88	37.39
ST	49.63	40.34
Non SC/ST Others	33.97	21.14
All	38.60	25.43

**K. Violence against Dalits:** The National Crime Records Bureau recorded a total of 1,824 cases of violence against the Dalits which amounted to 7% of all the cases of violence against the Dalits in India during 2005. As many as 5,213 cases were pending trial in courts and 2,428 cases were pending investigation by the police in Bihar by the end of 2005. The conviction rate for the crimes against the Dalits in the state was 30.6% during 2005. The Dalits faced all forms of discrimination from being targeted as criminals by the law enforcement personnel to denial of entry to places of worship, schools and denial of participation in the elections by the upper caste Hindus.

## **2.2 Greater vulnerability among Dalits**

The status of Dalits in the state points to their low access to quality life and living conditions. Caste based social structure and mindset is a major reason for the low ownership of assets and access to quality infrastructure. On one hand they are at the mercy and dependent on nature and its resources and also on a daily basis on dominant caste land owning communities from fuel to wage labour and space for making nature's calls. The norms of caste prohibitions and discriminations continue to determine their dependency. In addition caste based violence prevents their enjoyment of fundamental freedoms accorded in the Constitution as well as under International law and principles. They face obstruction in participating even in mandated and sanctioned positions of authority. In the context of the vulnerability and disabilities of Dalits rising out of the active interference on their human rights and equality by dominant sections, it is important to understand this process that also come into play in times of disasters. Thus effective and efficiency norms of disaster management have to be based on principles of equity and inclusion for Dalits and other marginalised people.

## Chapter 3 FLOODS IN BIHAR: AN OVERVIEW

### 3.1. History of Flood in Bihar

Bihar, the land-locked central Indian state that lies in the Gangetic basin, accounts for 16.5% of the flood-prone area and 22.1% of the flood-affected population in India. As per the geographical location of the state Bihar, almost all rivers that emanate from mount Himalaya run through Bihar to Ganga via Nepal (see Map).

The major rivers that flow through the state are Ganga, Sone, Bagmati, Lalbakia, Budhigandak, Kamalabalam, Aadhwada smuhik nadi, Poooon, and the Kosi which is known as the sorrow of Bihar. They contribute to building the fertile valley in the state, but when overflowing, cover it with floods creating havoc in the life of the people. These floods are regular annual occurrence for the people in Bihar, crippling life in about twenty northern districts. As per the record of the Dept. of Disaster Management, Government of Bihar, floods have occurred 55 times in last 53 years resulting in the death of more than 7633 persons, destruction of public property worth Rs. 243549.6 lakhs and Rs. 418568 lakhs worth crop damaged (Tables 3.1 and 3.2).

### 3.2. Construction of embankments to manage floods

First public announcement on flood management strategy was unveiled on 6th April 1947 at Nirmali in Supaul district as the plan of constructing a dam on Kosi river at Barahkshetra in Nepal. The dam was also expected to irrigate 1.25 million hectares of land and produce 3,300 megawatts (MW) of electricity and defined embankments as the most outstanding technique to control floods.

The estimated cost of the proposed dam in 1947 was 1,000 million INR, and by the time the groundwork for the dam got completed in 1952, the project cost shot up to 1,770 million INR. The project eventually had to be shelved due to the cost factor. Later the government proposed a smaller dam that was to produce only 68 MW at a cost of 555 million INR and Construction of 56 kilometres (km) of embankment between Kusha and Bhagwanpur to prevent westward movement of Kosi. The second proposal also was not executed.

After heavy floods in 1953 Government adopted adhoc flood management strategies and got sanction for constructing embankments. In May 1954, Rai Bahadur Kanwar Sain, Chairperson, and Dr K L Rao, Director, Central Water Power Commission (now Central Water Commission) were sent to China to study River Hwang Ho. The embankments of famous Hwang Ho river in China had breached on 1500 occasions, changed its course 26 times and could not be brought within the embankments 9 times (recorded since 1047 – 1954). The embankments had breached 200 times between 1855–1954. In the floods of 1933, the embankments breached at 50 points affecting 11,000 square kilometres (sq km) and killing 18,000 people.

Yet, the foundation stone for controlling the floods in the country was laid in village Bhutaha of Madhubani district on January 14 1955, to control the most forceful river of India – Kosi. Once embanking the river was approved as a flood controlling strategy, the other rivers subsequently were embanked in the region which tampered the river system and resulted in:

- Thwarting the natural process of building delta and flood plain
- Raising the water and river bed levels (Embanking Kosi has led to an increase of 2 meters in the lower reaches within 30 years of its construction)
- Replacement of natural floods by human made floods

- Excessive water logging – as per state government’s report, approximately 0.8 million hectares of land is waterlogged every year, 15 per cent of agricultural land is rendered useless affecting livelihood of 6 million people
- Floods in 50s lasted for 4 days and gradually the duration has increased to almost 8 months in a year.
- In 1952, the state had 160 kilometers (km) of embankment and the flood prone area was 2.5 million hectares (mh)
- In 2002, the embankment is 3,430 km and the flood prone area of the state has expanded to 6.88 mh

The construction of embankments has also resulted in serious social and political problems. The process has disenfranchised communities and led to divisive political decisions about where to construct embankments. Violent clashes occur among villages caught between an embankment in the river (who usually oppose the embankment) and those outside (whom it will guarantee security from floods). Residents of communities farther from the direct fury of rivers approach the construction of embankments as significant employment opportunities.

### 3.3. Floods in 2007 – Present Situation

The current flood situation has extensively and severely crippled life in 19 out of the 38 districts in the state. As per the state assessment ‘9197 villages in 2604 Panchayats, 215 blocks of 19 districts of Bihar are severely affected by floods’ (Table 3.3). The government estimates are: about 177.57 lakh persons affected, about 261204 houses damaged (estimated at Rs. 19995.36 lakhs). The estimate to destruction and damage of crop in 13.47 lakh hectares is Rs. 57212.45 lakh. The damage to public property is estimated at Rs. 9279.18 lakhs. As per the government reports loss to human life is 344 apart from 47 people that died in a boat accident (Table 3.4).

<b>Table 3.3. Affected Area in 2007 as on 21.8.07</b>				
<b>S.No</b>	<b>District</b>	<b>No.of Blocks</b>	<b>No.of Panchayats</b>	<b>No.of Villages</b>
1	Muzaffarpur	15	366	1704
2	Sitamarhi	17	268	781
3	Saharsa	6	54	162
4	East Champaran	27	385	1104
5	Supaul	6	35	94
6	Darbhanga	18	322	2104
7	Patna	6	28	127
8	Bhagalpur	13	161	275
9	West Champaran	13	91	251
10	Katihar	16	58	107
11	Madhubani	20	294	772
12	Samastipur	10	151	589
13	Sheohar	5	46	150
14	Nalanda	17	121	418
15	Khagaria	7	105	198
16	Gopalganj	8	34	85
17	Madhepura	3	24	40
18	Araria	1	12	25
19	Begusarai	7	49	211

Source: Department of Disaster Management, GoB



1	Districts	19
2	Blocks	215
3	Panchayats	2604
4	Villages	9197
5	Persons(in lakhs)	177.67
6	Animals(in lakhs)	10.59
7	Crop (lakh hect)	13.47
8	Estimate crop damage (Rs. Lakh)	57212.45
9	No. of Houses Damaged	261204
A	Fully	120426
B	Partial	140778
C	Estimate Value (Rs. Lakh)	19995.36
10	Public Property Damaged (Rs. Lakh)	2979.18
11	Lives lost (No.)	
A	Human – Flood	344
B	Human – other	47
C	Animal	448

Source: Department of Disaster Management, GoB

### **3.4. Need for effective and equitable disaster management**

The current floods have started in ---- and water continues to inundate many of the villages. It has destroyed the thatched houses and huts of poor people, leaving them unsheltered or forced to take shelter under the tree or in open place just under polythene sheets. Wealth, food grains and utensils are swept away by the flood water. People have been washed away or drowned. Cattle drowned or carried away by the flood water. The communication, transportation and education systems are hampered. Hunger and disease situations are threatening. The lack of communication cuts people off proper medication, food and other amenities.

The most vulnerable victims of the adverse outcome of flood are the lower castes and classes of people with no organised mechanisms to fall back. They continue to survive and cope resiliently with the minimum they have and provided by the state, but are caught in the cycle of recurrent floods negatively affecting the chances for development. The recurrent flood situation has created an all round situation of apathy in the state administration providing minimal relief during the disaster. Other resource agencies also contribute to the relief process during disaster. The need to go beyond and develop effective disaster management strategies with the participation of the affected communities is critical to the long term human resource development and growth of the state. Making disaster management equity based and inclusive becomes imperative to developing long term solutions and benefits for all, in particular critical to the most vulnerable sections themselves.

<b>Table 3.1 DAMAGE CAUSED BY FLOOD 1953-1978</b>									
Year	Area affected	Population	Agriculture	Value (Rs lac)	House hold	Value (Rs Lac)	Animals died	Human loss	public property damage (Rs Lac)
1953	2.39	67.7	2.39	2900	184300	690	31	5	150
1954	6.17	76.7	3.92	1500	179451	500	1944	67	150
1955	4.37	71.1	2.49	2030	111750	112	57	44	20.5
1956	3.26	31.2	0.98	522	79870	51	136	11	0
1957	1.95	17.3	0.74	470	18822	12	16	10	0
1958	1.75	23.7	0.61	319	14787	11	10	6	1
1959	0.51	10.1	0.37	220	914	6	2	0	0
1960	3.26	24.5	0.41	240	15952	10	15	7	0.6
1961	3.13	46.8	1.11	1325	30570	20	10105	551	0
1962	2.74	4.1	1.65	957	64387	51.6	25	20	4.5
1963	0.66	7	0.22	75.8	608	4.6	2	21	0
1964	2.76	38.1	1.3	1108.80	53285	47.5	52	2	171
1965	1.06	18.3	0.27	180.40	80185	50	1	38	0
1966	3.77	58.7	2.71	3900	56125	20	64	38	0.9
1967	3.08	64.3	2.47	1934	77698	27	68	27	6
1968	1.8	35.6	0.46	1014	76500	21	7821	15	1
1969	1.75	41.51	1.25	2880	69247	0.90	18	31	720
1970	2.29	38.9	0.93	1474	16889	32	1855	2	1.7
1971	10.52	217.1	3.82	14391.20	786000	2930.5	426	27	4422.1
1972	0.54	9	0.04	162	2220	1.2	0	0	1
1973	1.8	31.4	0.86	1970.60	8819	34.5	0	8	0.9
1975	5.7	132.4	2.88	13655.30	320311	809.2	1325	148	11951.8
1976	7.38	136.4	2.09	9463.90	494060	3003.5	4518	186	8132
1977	2.84	30.8	0.54	1176.80	18741	45.45	60	10	4.4
1978	5.85	120.6	2.39	9460.30	310097	910.2	400	177	7513

Source: Bihar Insights 2004, SSVK

**Table 3.2 DAMAGE CAUSED BY FLOOD 1979-2006**

Year	Number of affected												Crops damage (Rs Lac)	House damage					Public property damaged (Rs Lac)	Deaths	
	District	Blocks	Panchayats			Village	(In Lac)		Area (in Lac hs)					Pucca		Kucha		Total			Value (Rs Lac)
			Full y	Partl y	Tota l		Huma n	Anim al	Agri c	Non Agri c	Total	Crops		Fully	Partl y	Fully	Partly				
2006	14	63	10	365	375	959	10.89	0.1	1.52	0.29	1.81	0.87	706.63	17	228	9201	9191	1863	1225.0	8456.	36
2005	12	81	130	432	562	1464	21.04	5.35	3.34	1.26	4.6	1.35	1164.50	49	38	982	4469	5538	382.79	305	58
2004	20	211	201	773	2788	9346	213	NA	20.9	6.01	27.00	13.9	52205.64	17444	37064	34357	531692	92977	75809.	03049	88
2003	24	172	646	850	1496	5077	76.02	11.96	9.94	5.14	15.0	6.1	6266.13	222	136	10748	34156	452	2032.1	1035.	25
2002	25	206	158	917	2504	8318	160.1	52.51	14.4	5.24	19.69	9.4	51149.6	9452	19952	79569	310041	4190	52621.5	40892.	48
2001	22	194	838	1154	1992	6405	90.91	11.7	9.04	2.91	11.95	6.5	28721.7	11329	11015	11709	82574	2220	17358.4	18353.	23
2000	28	175	641	1099	1740	6440	82.41	7.6	6.34	1.44	7.79	4.25	7553.43	732	1898	14185	83415	2278	14856.2	2854.	30
2000	33	213	653	1674	2327	1235	90.18	8.09	6.57	1.47	8.05	4.43	8303.7	743	2939	18292	156482	3430	20933.8	3780.	33
1999	24	150	820	784	1604	5057	65.66	13.58	6.79	1.66	8.45	3.04	24203.8	565	1230	34768	55250	9181	5384.9	5409.	24
1998	28	260	126	1475	2739	8347	134.7	30.93	17.5	7.53	25.12	12.84	36696.6	3221	2468	54893	139029	1996	5503.7	9284.	38
1997	26	169	635	1267	1902	7043	69.65	10.11	12.4	2.25	14.71	6.55	5737.66	143	710	80775	92751	1743	3056.6	2038.	16
1996	29	195	110	947	2049	6417	67.33	6.6	10	1.89	11.89	7.34	7169.29	502	458	82514	32720	1161	1495.3	1035.	22
1995	26	177	460	1441	1901	8233	66.29	8.15	6.42	2.84	9.26	4.24	19514.3	1610	3447	15385	138849	2977	7510.4	2183.	29
1994	21	112	490	555	1045	2755	40.12	15.03	4.63	1.69	6.32	3.5	5616.33	31	706	7683	25456	3387	494.77	151.6	91
1993	18	124	596	667	1263	3422	53.52	6.68	14.1	1.51	15.64	11.35	13950.1	422	14593	14345	61354	2198	8814	3040.	10

1992	8	19	23	147	170	414	5.56	0.75	0.55	0.21	0.76	0.25	58.09	2	3	1276	0	1281	16.14	0.75	4
1991	24	137	578	758	1336	4096	48.23	5.13	7.11	2.69	9.8	4.05	2361.03	106	432	12161	14625	2732	613.79	139.9	56
1990	24	162	475	784	1259	4178	39.57	2.7	7.62	1.11	8.73	3.21	1818.88	569	23	5973	4444	1100	160.12	182.2	36
1989	16	74	173	479	652	1821	16.79	0.35	3.78	0.95	4.71	1.65	704.88	16	0	5773	1957	1100	160.73	83.7	26
1988	23	181	410	1206	1616	5687	62.34	0.21	7.36	3.16	10.52	3.95	4986.32	239	442	3962	10116	1475	211.32	150.6	52
1987	30	382	349	2620	6112	2451	286.6	33.25	33.3	14.1	47.5	25.7	67881	14965	26006	65356	101046	1704	25789.3	680.8	139
1986	23	189	0	0	1828	6509	75.8	0	0	0	19.18	7.97	10513.5	0	0	56619	80155	1367	647.24	3201.	13
1985	20	162	495	750	1245	5315	53.09	0	6.12	1.82	7.94	4.38	3129.52	0	0	34257	69022	1032	756.22	204.6	83
1984	23	239	132	1884	3209	1115	135	0	20.3	10.1	30.5	15.87	18543.8	0	0	16712	143285	3104	2291.5	2717.	14
1983	22	138	477	747	1224	4060	42.41	0	8.78	9.35	18.13	5.78	2629.25	752	63	11373	26491	3867	172.44	258.1	35
1982	15	110	0	1112	1112	3708	46.61	45.14	0	0	9.32	3.23	9700	366	2514	29458	35904	6824	686.52	955.3	25
1981	21	201	0	0	2138	7367	69.47	74.83	0	0	12.61	7.71	7213.19	23	73	20690	54990	7577	406.69	0	18
1980	21	193	0	0	1869	7010	74.45	0	0	0	17.88	9.43	7608.43	0	0	0	0	1185	561.31	0	67
1979	13	110	0	0	0	0	37.38	0	0	0	8.06	2.74	1901.52	0	0	0	0	2781	103.36	0	14

Source: Department of Disaster Management, Govt. of Bihar

**Chapter 4**  
**LOSS AND DAMAGE AMONG DALITS IN BIHAR FLOODS:**  
**RAPID ASSESSMENT**

The extensive flood situation in Bihar currently has thrown life into chaos. The need to respond to the massive flooding resulting in deaths, damaging of houses, death of animals, destruction of crop and property is urgent both on short term and long term basis.

Recognising the large scale loss, destruction and hardships people are put to and the efforts being taken by the state and other agencies, this report throws special light on the situation of Dalit communities in the affected areas. This survey was conducted by 150 volunteers from 1974 villages in 11 districts during 13<sup>th</sup> to 17<sup>th</sup> August 07. The purpose is to ensure that the most vulnerable communities access precious relief and also are on the path to recovery and rehabilitation. This is an effort to ensure that relief and rehabilitation are responsive to the needs of the most vulnerable, are inclusive and equitable and help vulnerable communities as well as the state as a whole to recover and come back to normalcy in a just and speedy manner.

**4.1. Findings from Rapid Assessment from 1974 villages**

- Affected Households:** It is found that 79% of the Dalit households, 64.8% STs, 63.3% Muslims households, 51.2% OBCs households and 48% OCs households in the survey were affected by floods (Table 4.1).

As a whole 61 percent of households were affected in 11 districts. In Samastipur district 95 percent of households were affected followed by Saharsa (88%) Darbhanga (78%), Khagaria (73%), Muzaffarpur (72%), Sitamarhi (61%). Less than 60 percent of households were affected in Begusarai, East Champaran, Madhubani, Nalanda and Patna.

More than 60 percent Dalit households are found affected in 10 out of 11 districts. The situation in Samastipur district is grim with 99% of Dalit households affected followed by Khagaria (91%), Saharsa (89%), Muzaffarpur (85%) and other districts. In Patna district, the state headquarters, an overall 19 percent of the households are found affected, among them a disproportionate 63 percent affected households are Dalits (Table 4.2).

The term ‘affected’ includes – inundation of water in the habitation, damage/washing away of houses, loss of utensils/clothing, loss of grains, loss of animals, loss of crops, loss of lives. The data shows that Scheduled castes, Scheduled Tribes and Muslim communities are the worst sufferers in the current situation. It evidences the direct relationship between vulnerability of the community and impact of the disaster; the more vulnerable communities have been more extensively affected by the floods.

- Houses Damaged:** The survey found 257,437 houses damaged. Among them 138,079 (53.6%) of houses were fully damaged. The proportion of fully damaged houses is higher among SCs (57.4%) followed by STs (62.9%) and Muslims (53.9%). The proportion of partial damage houses is higher among the general population (57.9%) and OBCs (50.8%)(Table 4.3).

<b>Table 4.1 Social Group wise No of affected households</b>			
<b>Social Group</b>	<b>Total HHs</b>	<b>Affected HHs</b>	<b>% to Total HHs</b>
SC	254,464	200,931	79.0
ST	10,450	6,771	64.8
Muslim	71,192	45,054	63.3
OBC	312,907	160,345	51.2
General	106,278	51,055	48.0

Source: Field Survey

Damaged	SC	ST	Muslim	OBC	General	ALL
Fully	74,486 (57.4)	3,338 (62.9)	15,667 (53.9)	36,745 (49.2)	7,841 (42.1)	<b>138,079</b> <b>(53.6)</b>
Partially	55,227 (42.6)	1,967 (37.1)	13,425 (46.1)	37,943 (50.8)	10,798 (57.9)	<b>119,362</b> <b>(46.4)</b>
<b>Total</b>	<b>129,713</b> <b>(100)</b>	<b>5,305</b> <b>(100)</b>	<b>29,092</b> <b>(100)</b>	<b>74,688</b> <b>(100)</b>	<b>18,639</b> <b>(100)</b>	<b>257,441</b> <b>(100)</b>

The break up of proportion of fully damaged houses among the different social groups is: 53.9 percent among SCs followed by OBCs (26.6%), Muslims (11.3%), General (5.7%) and STs (2.4%). Same trend can be observed even in partially damaged houses (Table 4.4). Because of poor condition of the houses and location of habitation Dalit houses are prone to flood water and extent of damage is much higher in comparison to other caste groups. Table 4.5 shows district and caste wise extent of houses damaged.

Social Group	Fully Damaged	Partially Damaged	Total
SC	74,486 (53.9)	55,227 (46.3)	129,713 (50.4)
ST	3,338 (2.4)	1,967 (1.6)	5,305 (2.1)
Muslim	15,667 (11.3)	13,425 (11.2)	29,092 (11.3)
OBC	36,745 (26.6)	37,943 (31.8)	74,688 (29.0)
General	7,841 (5.7)	10,798 (9.0)	18,639 (7.2)
<b>ALL</b>	<b>138,077</b> <b>(100)</b>	<b>119,360</b> <b>(100)</b>	<b>257,437</b> <b>(100)</b>

3. **Shelter during Flood:** Source of shelter during floods shows how social and religious discriminations persist even during disaster. The survey shows that 55.2 percent of Dalits and 55.1 percent of Muslims continue to be sheltered in their own houses. This is despite the greater extent of damage to their houses. Very negligible (0.1%) of SCs are found to take shelter in the temporary shelters provided by the state. This could be owing to the unwelcome environment faced by them in the shelters, untouchability practices they may have to face, lack of a pro-active approach from the authorities to ensure that SCs access temporary shelter proportionately and in keeping with their needs. The fact that they are not in the temporary shelters also point to possible non-accessing of relief measures and later rehabilitation measures, putting in doubt the state records on affected Dalit households. A larger proportion of affected ST families (58%) have accessed temporary shelters. Among the Muslims (8.9%) were found in the temporary shelters, among OBCs (6.2%) and among General (4.8%). The reasons for the accessing and non accessing of shelter among the various social groups indicate varying reasons and have important consideration for relief and rehabilitations. Table 4.7 shows district and caste wise details of shelter during flood.

Shelter	General	Muslim	OBC	SC	ST	ALL
Own Houses	6334 (54.7)	7300 (55.1)	26296 (45.9)	56210 (55.2)	2598 (26.2)	98738 (52.4)
Temp Own Shelters	4692 (40.5)	4769 (36.0)	27485 (48.0)	45568 (44.7)	1566 (15.8)	84080 (44.6)
Temp Govt Shelters	557 (4.8)	1184 (8.9)	3533 (6.2)	70 (0.1)	5746 (58.0)	5746 (3.0)
<b>TOTAL</b>	<b>11583</b>	<b>13253</b>	<b>57314</b>	<b>101848</b>	<b>9910</b>	<b>188564</b>

4. Loss/damage of documents, food grains and animals: **Loss of documents like ration cards, certificates, land documents which are important in terms of livelihood is common phenomenon during disaster. But the loss or damage expose the household to long drawn out procedures for their replacement, which in itself is a harassing experience for marginalized communities. A large proportion of Dalit households reported loss of ration cards (50.9%), land documents (49.1%), Certificates (63.7) and animals (43.2%). Among the general population households 2.8 percent reported loss of ration cards, 7.3% loss of land documents, 4.8% households of loss of certificates and 6.8% of lost animals. It is seen that loss of food grains is also highest among Dalits and can be attributed to their lack of storage facilities. In absolute proportion of the loss of food grains too, it is found that the loss among Dalits is about half the total quantum. The loss of animals among Dalit households is also high. The loss of their meager material possessions is an indicator to the added vulnerabilities and difficulties in coping back. (Table 4.8). Table 4.9 and 4.10 shows district and caste wise details of loss of documents, food grains and animals.**

<b>Table 4.8 Social Group wise damage/loss of documents, food grains and animals</b>					
<b>Social Group</b>	<b>Ration Cards</b>	<b>Land Documents</b>	<b>Certificates</b>	<b>Food Grains-kgs.</b>	<b>Animals No.</b>
SC	15699 (50.9)	412 (49.1)	172 (63.7)	3680912 (49.8)	6054 (43.2)
ST	429 (1.4)	4 (0.5)	4 (1.5)	70676 (1.0)	142 (1.0)
Muslim	2501 (8.1)	36 (4.3)	13 (4.8)	778547 (10.5)	2857 (20.4)
OBC	11388 (36.9)	326 (38.9)	68 (25.2)	2485047 (33.6)	4004 (28.5)
General	850 (2.8)	61 (7.3)	13 (4.8)	378464 (5.1)	972 (6.9)
<b>ALL</b>	<b>30867 (100.0)</b>	<b>839 (100.0)</b>	<b>270 (100.0)</b>	<b>7393646 (100.0)</b>	<b>14029 (100.0)</b>

5. Impact on Health: **Respiratory illness, malaria, dengue, diarrhea are common diseases during flood period. Among the people affected by ill health 55 percent people are affected by malaria, dengue fever, 32.7 percent affected by respiratory illnesses and remaining 12.3 were affected diarrhea. Dalits and STs were affected largely by malaria and dengue and to a lesser extent by diarrhea and respiratory illnesses. (Table 4.11). Across all illnesses Dalits show greater proportion among the affected (Table 4.12). Table 4.13 gives district wise extent people affected by ill health during floods.**

<b>Table 4.11 Diseases wise number of people affected</b>						
	<b>SC</b>	<b>ST</b>	<b>Muslim</b>	<b>OBC</b>	<b>General</b>	<b>All</b>
Respiratory Illness	18990 (29.4)	591 (18.1)	6289 (43.9)	13233 (33.7)	3550 (39.4)	42653 (32.7)
Malaria / Dengue fever	37469 (57.9)	2257 (68.9)	6277 (43.8)	21566 (54.9)	4258 (47.2)	71827 (55.0)
Diarrhoea	8209 (12.7)	426 (13.0)	1750 (12.2)	4452 (11.3)	1207 (13.4)	16044 (12.3)
<b>TOTAL</b>	<b>64668 (100)</b>	<b>3274 (100)</b>	<b>14316 (100)</b>	<b>39251 (100)</b>	<b>9015 (100)</b>	<b>130524 (100)</b>

<b>Table 4.12 Impact on health</b>			
<b>Social Group</b>	<b>Respiratory Illness</b>	<b>Malaria / Dengue</b>	<b>Diarrhoea</b>
SC	18990 (44.5)	37469 (52.2)	8209 (51.2)
ST	591 (1.4)	2257 (3.1)	426 (2.7)
Muslim	6289 (14.7)	6277 (8.7)	1750 (10.9)
OBC	13233 (31.0)	21566 (30.0)	4452 (27.7)
General	3550 (8.3)	4258 (5.9)	1207 (7.5)
<b>ALL</b>	<b>42653 (100)</b>	<b>71827 (100)</b>	<b>16044 (100)</b>

## 4.2. Conclusions

The data from the survey reveals that Dalit population have been affected in greater proportion compared to other population. This can be attributed easily to the historical and current vulnerabilities of their habitations, housing and livelihood opportunities. The extent of fully damaged houses while being high among Dalits, their access and presence in the temporary shelters is negligible raising questions on the quality of their protection and safety during the flood situation. The lack of adequate housing and protection has serious implications to their access to all relief materials including food, clothing and other essentials. This places infants, children, elderly, pregnant women and others in vulnerable situations without access to minimum facilities and services. This also places serious questions on how much of the loss and damage among these vulnerable sections are recorded and what will be their future access to recovery and rehabilitation. The fact that despite damaged houses, Dalits are not in the temporary shelters and are making their own arrangements for housing, however bad, is an indicator of the existing prejudices and stereotypes about them in society. It is also an indicator of their inability to access entitlement and demand their rights though promised and made available by the state and other resource agencies.

The incidence of loss ranging from loss of certificates, documents, food grains and animals is high among Dalit households and is also considerable in the total quantum of loss recorded in the survey. Each of these losses in themselves is highly debilitating for the community, the efforts at recovery is herculean and the chances of replacement negligible. Their vulnerability to illnesses is also high.



While on one hand the loss and damage among Dalits may not be quantifiable in terms of assets and productivity, the survey reveals that the floods have almost devastated their assets completely, removing all support mechanisms. Recovery back in the face of such absolute loss and damage is daunting and when these are not recognised and compensated by the state and other agencies it is almost impossible. Once again a section of people who are excluded in society find no justice in recovering their lives from the disaster. This demands new norms for assessment and compensation, relief distribution and rehabilitation in disaster management.

<b>Table 4.2. DISTRICT AND CASTE WISE AFFECTED HOUSEHOLDS</b>												
<b>District</b>	<b>Total No.of Households</b>						<b>No.of Households Affected</b>					
	<b>General</b>	<b>Muslim</b>	<b>OBC</b>	<b>SC</b>	<b>ST</b>	<b>Total</b>	<b>General</b>	<b>Muslim</b>	<b>OBC</b>	<b>SC</b>	<b>ST</b>	<b>Total</b>
Begusarai	2,647	830	1,945	3,891	0	<b>9,313</b>	1,749	375	1,208	2,188	0	<b>5,520</b>
Darbanga	8,494	13,299	18,363	35,037	6,505	<b>81,698</b>	6,340	9,849	15,593	27,393	4,575	<b>63,750</b>
East Champaran	15,983	16,050	72,723	46,314	60	<b>151,130</b>	6,172	7,367	29,894	34,403	85	<b>77,921</b>
Khagaria	1,678	3,290	27,287	13,380	20	<b>45,655</b>	343	2,455	18,471	12,200	20	<b>33,489</b>
Madhabani	9,883	5,426	19,596	32,197	3,732	<b>70,834</b>	4,429	3,429	11,190	21,049	1,977	<b>42,074</b>
Muzaffapur	23,195	19,535	65,361	54,188	25	<b>162,304</b>	14,363	14,423	42,111	46,083	25	<b>117,005</b>
Nalanda	13,782	2,156	8,289	15,201	18	<b>39,446</b>	5,163	1,259	2,175	10,029	4	<b>18,630</b>
Patna	8,010	460	53,834	14,620	5	<b>76,929</b>	559	157	5,137	9,147	0	<b>15,000</b>
Saharsa	404	729	2,931	14,006	0	<b>18,070</b>	172	709	2,582	12,521	0	<b>15,984</b>
Samastipur	3,178	2,522	7,428	10,184	0	<b>23,312</b>	2,916	1,907	7,300	10,052	0	<b>22,175</b>
Sitamarhi	19,024	6,895	35,150	15,446	85	<b>76,600</b>	8,849	3,124	19,955	14,396	85	<b>46,409</b>
<b>Total</b>	<b>106,278</b>	<b>71,192</b>	<b>312,907</b>	<b>254,464</b>	<b>10,450</b>	<b>755,291</b>	<b>51,055</b>	<b>45,054</b>	<b>160,345</b>	<b>200,931</b>	<b>6,771</b>	<b>464,156</b>

Source: Field Survey

<b>Table 4.5. District and Caste wise Number of Houses Damaged</b>												
<b>District</b>	<b>No.of Houses Fully Damaged</b>						<b>No.of Houses Partially Damaged</b>					
	<b>General</b>	<b>Muslim</b>	<b>OBC</b>	<b>SC</b>	<b>ST</b>	<b>Total</b>	<b>General</b>	<b>Muslim</b>	<b>OBC</b>	<b>SC</b>	<b>ST</b>	<b>Total</b>
Begusarai	339	358	709	3,112	0	<b>4,518</b>	380	255	594	324	0	<b>1,553</b>
Darbanga	1,976	6,795	8,062	14,714	2,400	<b>33,947</b>	1,047	1,695	1,972	10,098	962	<b>15,774</b>
East Champaran	997	1,409	4,477	7,184	2	<b>14,069</b>	1,640	2,616	5,993	11,017	0	<b>21,266</b>
Khagaria	64	1,038	8,209	9,647	0	<b>18,958</b>	266	1,371	9,878	2,325	0	<b>13,840</b>
Madhabani	521	1,795	3,662	9,842	835	<b>16,655</b>	934	1,401	3,590	7,636	892	<b>14,453</b>
Muzaffapur	1,941	3,277	5,142	11,680	13	<b>22,053</b>	3,302	4,345	5,614	11,168	25	<b>24,454</b>
Nalanda	93	73	412	2,267	5	<b>2,850</b>	277	283	971	3,589	2	<b>5,122</b>
Patna	55	81	451	1,304	0	<b>1,891</b>	29	79	595	1,591	0	<b>2,294</b>
Saharsa	70	8	169	3,226	0	<b>3,473</b>	140	40	318	3,745	0	<b>4,243</b>
Samastipur	160	240	261	898	0	<b>1,559</b>	332	376	859	1,815	81	<b>3,463</b>
Sitamarhi	1,625	593	5,191	10,612	83	<b>18,104</b>	2,451	964	7,559	1,919	5	<b>12,898</b>
<b>Total</b>	<b>7,841</b>	<b>15,667</b>	<b>36,745</b>	<b>74,486</b>	<b>3,338</b>	<b>138,077</b>	<b>10,798</b>	<b>13,425</b>	<b>37,943</b>	<b>55,227</b>	<b>1,967</b>	<b>119,360</b>

Source: Field Study

**Table 4.7 SHELTER AT THE TIME OF SURVEY**

District	Own House						Temporary Shelter Private						Temporary Shelter Govt					
	General	Muslim	OBC	SC	ST	Total	General	Muslim	OBC	SC	ST	Total	General	Muslim	OBC	SC	ST	Total
Begusarai	35	0	38	0	0	<b>73</b>	2	21	3	47	0	<b>73</b>	0	1	0	0	0	<b>1</b>
Darbanga	935	135	1481	1234	325	<b>4110</b>	70	60	890	6325	960	<b>8305</b>	105	8	150	40	10	<b>313</b>
East Champan	220	50	447	520	700	<b>1937</b>	22	95	110	132	500	<b>859</b>	0	5	30	68	30	<b>133</b>
Khagaria	54	95	5146	1049	0	<b>6344</b>	19	938	10961	7228	0	<b>19146</b>	7	115	220	1572	0	<b>1914</b>
Madhabani	112	115	1162	957	417	<b>2763</b>	5	0	80	50	0	<b>135</b>	25	15	85	392	30	<b>547</b>
Muzaffapur	4002	6305	10341	45971	1155	<b>67774</b>	860	2618	4321	12882	21	<b>20702</b>	160	368	355	812	0	<b>1695</b>
Nalanda	56	100	705	580	1	<b>1442</b>	56	0	10	35	0	<b>101</b>	0	0	150	100	0	<b>250</b>
Patna	60	300	5613	5899	0	<b>11872</b>	0	4	20	7997	0	<b>8021</b>	0	0	0	110	0	<b>110</b>
Saharsa	0	0	0	0	0	<b>0</b>	0	255	1030	3755	0	<b>5040</b>	0	0	0	0	0	<b>0</b>
Samastipur	0	0	0	0	0	<b>0</b>	0	0	0	0	0	<b>0</b>	0	0	0	0	0	<b>0</b>
Sitamarhi	860	200	1363	0	0	<b>2423</b>	3658	778	10060	7117	85	<b>21698</b>	105	45	194	439	0	<b>783</b>
<b>Total</b>	<b>6334</b>	<b>7300</b>	<b>26296</b>	<b>56210</b>	<b>2598</b>	<b>98738</b>	<b>4692</b>	<b>4769</b>	<b>27485</b>	<b>45568</b>	<b>1566</b>	<b>84080</b>	<b>402</b>	<b>557</b>	<b>1184</b>	<b>3533</b>	<b>70</b>	<b>5746</b>

Source: Field Study

**Table 4.9 District and caste wise details of Damages/loss of documents**

District	Ration Cards						Land Documents						Certificates					
	General	Muslim	OBC	SC	ST	Total	General	Muslim	OBC	SC	ST	Total	General	Muslim	OBC	SC	ST	Total
Begusarai	14	47	120	1894	0	<b>2075</b>	0	0	0	21	0	<b>21</b>	0	0	0	25	0	<b>25</b>
Darbhanga	354	1400	4086	4036	5	<b>9881</b>	11	35	52	80	3	<b>181</b>	3	13	22	21	4	<b>63</b>
East Champaran	170	668	565	2762	0	<b>4165</b>	0	0	5	2	0	<b>7</b>	0	0	0	0	0	<b>0</b>
Khagaria	0	30	225	447	0	<b>702</b>	0	0	28	20	0	<b>48</b>	0	0	35	5	0	<b>40</b>
Madhabani	0	0	0	38	0	<b>38</b>	0	0	0	16	0	<b>16</b>	0	0	0	0	0	<b>0</b>
Muzaffapur	307	355	6202	5900	424	<b>13188</b>	0	1	101	173	0	<b>275</b>	0	0	1	11	0	<b>12</b>
Nalanda	0	0	20	295	0	<b>315</b>	0	0	0	16	0	<b>16</b>	0	0	0	1	0	<b>1</b>
Patna	0	0	15	120	0	<b>135</b>	50	0	65	55	0	<b>170</b>	10	0	10	107	0	<b>127</b>
Saharsa	0	0	0	0	0	<b>0</b>	0	0	0	0	0	<b>0</b>	0	0	0	0	0	<b>0</b>
Samastipur	0	0	0	30	0	<b>30</b>	0	0	0	0	0	<b>0</b>	0	0	0	0	0	<b>0</b>
Sitamarhi	5	1	155	177	0	<b>338</b>	0	0	75	29	1	<b>105</b>	0	0	0	2	0	<b>2</b>
<b>Total</b>	<b>850</b>	<b>2501</b>	<b>11388</b>	<b>15699</b>	<b>429</b>	<b>30867</b>	<b>61</b>	<b>36</b>	<b>326</b>	<b>412</b>	<b>4</b>	<b>839</b>	<b>13</b>	<b>13</b>	<b>68</b>	<b>172</b>	<b>4</b>	<b>270</b>

Source: Field Study

**Table 4.10 District and caste wise details of damage/loss of food grains and animals**

District	Food Grains (in KG)						Animals (in No)					
	General	Muslim	OBC	SC	ST	Total	General	Muslim	OBC	SC	ST	Total
Begusarai	6750	5376	18180	15917	0	<b>46223</b>	75	43	68	352	0	<b>538</b>
Darbanga	158690	197961	621892	622299	43700	<b>1644542</b>	783	781	2707	2376	97	<b>6744</b>
East Champaran	79043	137730	175313	615870	0	<b>1007956</b>	2	1	11	36	0	<b>50</b>
Khagaria	2600	9440	616440	216050	0	<b>844530</b>	0	30	103	386	0	<b>519</b>
Madhabani	3870	7573	38716	111989	26470	<b>188618</b>	0	0	97	623	30	<b>750</b>
Muzaffapur	110983	396276	870878	1961358	151	<b>3339646</b>	80	1991	923	1816	12	<b>4822</b>
Nalanda	5015	486	6095	13233	0	<b>24829</b>	0	1	7	81	0	<b>89</b>
Patna	2003	1290	6784	8874	0	<b>18951</b>	18	5	53	207	0	<b>283</b>
Saharsa	0	154	39240	67785	0	<b>107179</b>	0	0	0	5	0	<b>5</b>
Samastipur	1160	11020	2450	9800	350	<b>24780</b>	1	1	8	57	3	<b>70</b>
Sitamarhi	8350	11241	89059	37737	5	<b>146392</b>	13	4	27	115	0	<b>159</b>
<b>Total</b>	<b>378464</b>	<b>778547</b>	<b>2485047</b>	<b>3680912</b>	<b>70676</b>	<b>7393646</b>	<b>972</b>	<b>2857</b>	<b>4004</b>	<b>6054</b>	<b>142</b>	<b>14029</b>

Source: Field Stud

**Chapter 5**  
**RELIEF AND REHABILITATION AND CONCERNS OF EQUITY**

**Table 4.13 District Wise No. of Persons Affected**

District	Respiratory Illness						Malaria/Dengue fever						Diarrhoe					
	General	Muslim	OBC	SC	ST	Total	General	Muslim	OBC	SC	ST	Total	General	Muslim	OBC	SC	ST	Total
Begusarai	1	15	4	4	0	<b>24</b>	48	32	63	235	0	<b>378</b>	31	39	52	125	0	<b>247</b>
Darbhanga	1482	2169	3946	4266	109	<b>11972</b>	1203	1587	3740	6607	1202	<b>14339</b>	233	276	644	711	46	<b>1910</b>
East Champaran	419	2021	2449	5683	165	<b>10737</b>	1332	1728	6176	7141	121	<b>16498</b>	170	475	1079	1784	22	<b>3530</b>
Khagaria	4	649	2393	2844	10	<b>5900</b>	2	484	1718	2736	2	<b>4942</b>	0	61	24	73	1	<b>159</b>
Madhabani	375	98	535	757	258	<b>2023</b>	81	213	1878	2240	317	<b>4729</b>	73	142	283	1103	163	<b>1764</b>
Muzaffapur	641	1269	2545	3867	19	<b>8341</b>	696	1666	3276	4922	269	<b>10829</b>	355	650	1274	1625	69	<b>3973</b>
Nalanda	284	40	252	462	21	<b>1059</b>	321	132	843	1667	125	<b>3088</b>	154	10	154	389	38	<b>745</b>
Patna	176	0	782	984	0	<b>1942</b>	86	0	1029	1402	40	<b>2557</b>	14	0	178	182	0	<b>374</b>
Saharsa	0	0	0	22	0	<b>22</b>	13	85	648	8867	100	<b>9713</b>	0	0	131	1736	50	<b>1917</b>
Samastipur	0	0	0	0	0	<b>0</b>	95	95	335	459	57	<b>1041</b>	0	7	0	2	9	<b>18</b>
Sitamarhi	168	28	327	101	9	<b>633</b>	381	255	1860	1193	24	<b>3713</b>	177	90	633	479	28	<b>1407</b>
<b>Total</b>	<b>3550</b>	<b>6289</b>	<b>13233</b>	<b>18990</b>	<b>591</b>	<b>42653</b>	<b>4258</b>	<b>6277</b>	<b>21566</b>	<b>37469</b>	<b>2257</b>	<b>71827</b>	<b>1207</b>	<b>1750</b>	<b>4452</b>	<b>8209</b>	<b>426</b>	<b>16044</b>

**5.1. Extent Relief by State Government of Bihar**

Recognizing the gravity of the situation, the state government and other agencies have responded to the flood situation prevailing for over a month. The State Disaster Management Authority has initiated various measures to evacuate people and provide immediate relief as seen below. Following a special meeting of the Cabinet, the state has announced its decision to allocate Rs. 1,500 crore for the relief of flood victims of Bihar dwarfing the Rs. 350 crore earlier earmarked for them under the Bihar Emergency Fund. Tables 5.1 and 5.2 shows details of relief provided by the government as on 21.8.07. As usual the relief measures do not match up to the enormous need and demand raised by the flood situation. In the situation of shortage exclusion of the most needy and vulnerable and ensuing violence are being reported from different parts of the state.

<b>S.No</b>	<b>Relief</b>	<b>District covered</b>	<b>Quantity</b>
1.	Number of boat deployed	19	8541
2.	Evacuated population	15	863673
3.	Relief camps	17	1268
4.	Cattle camps	14	341
5.	Medical Team	17	519
6. a)	Ready food		
	Wheat	17	231593.87
	Rice	12	125434.55
	Chana	2	101.1
	Salt	11	282.99
	Chura	16	7628.93
	Sattu	3	46.65
	Gur	16	1074.8
b)	Cash Amount	16	1947.73
c)	Matches	13	116472
d)	Candles	12	159210
e)	Polythene sheets	18	155870
f)	Food Packets dropped	8	69185

Source: Department of Disaster Management, GoB 21.8.07

<b>SL.No</b>	<b>Relief</b>	<b>Quantity distribution (Kg)</b>	<b>Average per head (Kg)</b>
1	Wheat	23159400	1.301
2	Rice	12543500	0.704
3	Chana	10100	0.0005
4	Salt	28300	0.0014
5	Chura	762900	0.0147
6	Sattu	4700	0.00026
7	Gur	107500	0.0060

Source: Department of Disaster Management, GoB 21.8.07

**The state has also announced other short and medium term measures too:**

- "The state cabinet has approved Rs.10 billion to compensate the loss suffered by flood victims in the state. All the farmers would be paid compensation from the funds," state cabinet secretary Girish Shankar said, which makes it the highest amount accorded by the state for flood relief.

- Official sources said Rs.1.5 billion would be paid as agriculture input subsidy to the affected farmers. Another Rs.8.5 billion would be paid as cash relief for food grains, fodder for cattle, medicines, repair and reconstruction of damaged houses and infrastructure including roads, bridges and embankments.
- The marginal and small farmers would get Rs.2,000 per hectare from the state funds and Rs.2,000 per hectare from the central government's calamity relief fund.
- The state government has decided to provide compensation to rich farmers, who are not covered under the scheme, as agricultural input subsidy at the same rate but up to a maximum of Rs.8,000 per hectare.
- But farmers who own less than one acre of land would get at least Rs.500 per hectare. "The payment will be made on the basis of actual land holdings after identification by local administration and panchayat representatives. The actual amount would be disbursed in the presence of the monitoring panel headed by local panchayat mukhiya (headman),"

## **5.2. Central Government contribution to the relief measures**

The Centre has so far provided 1.5 lakh metric tonnes of food grains and 10,000 kilolitres of kerosene and the rest was in pipeline. A sum of Rs 2.32 billion has been allocated from the Prime Minister's Calamity Relief Fund and contributions are being raised for the Chief Minister's relief fund too. During his 30-minute meet with the Prime Minister, the CM asked the center to provide 30 lakh quintal of rice and wheat, 180 lakh liter of kerosene over and above the normal quota for Bihar, a compensation of Rs. 5,000 per hectare for agricultural losses in the 19 flood-hit districts and a commitment to seek financial help from the World Bank and the Asian Development Bank for the flood victims in the state.

## **5.3. Relief by Resource Agencies**

UN organisations, international and national NGOs are also taking up flood relief measures. A coordination body has been set up and broad areas and nature of interventions are: (Source: UNDP update of 23.8.07)

- UNICEF provided 90 Mobile Medical team, 200 medical Sites, Vaccination, Vit. A, IFA, Halogen tablets, ORS, Tarpaulins, Bleaching powder and candles jerry cans to the districts of Dharbanga, Madhubani, E. Champaran, Sheohar, Sitamarhi, Khagaria, Muzaffarpur and Samastipur.
- EFICOR provided Food, drinking water and Tarpaulin to 3000- 6000 families in the districts of Dharbanga, Sapaul, Madhubani (3 blocks)
- MDA provided dry rations through grain banks to the district of Muzaffarpur(11 blocks)
- Medicine Sans Frontiers provided Kaala Azar to all Bihar with Bihar Health Society.



- CASA with Abhigyan Disha provided relief measures to 4000 families in Madhubani(Benipatti), and 2000 families in Sitamarhi(direct in Bargania) and also to the districts of Dharbanga and Muzaffarpur
- World vision provided Food, clothes and utensils to 6000 families in Dharbanga (Bahadurpur)
- Action Aid provided Water purifiers, temporary shelter and first aid boxes
- OXFAM provided proper Sanitation,health and hygiene education, temporary shelter, community kitchen , medicines to 15000 families in the districts of Sitamarhi with Adithi, Madhubani with Abigyan Disha, Dharbanga with Vatika and samiti
- OXFAM, Hong kong Integrated development foundation and 5 local NGOs jointly provided Livelihood, dry latrines, health,tarpaulins to the 10 blocks of Muzaffarpur- Katra , Minpur, Gayghat, motipur, sacra, Bandra, Mushari, Bochana, Maraul and Kurhani
- CRS provided Dry rations, food items,shelter, water protection and jerry cans to 10000 to30000 families in all Bihar, Dharbanga and Muzaffarpur
- Christian aid with CASA, EHAI, BSI, Judaav provided food items, tarpaulins, Clothing, utensils, ORS and water purifiers to the most vulnerable, lactating mothers in 10000 families in the districts of Sitamarhi, Dharbanga, East and West Champaram, Khagaria and Madhubani
- Indian Red Cross Society provided Relief operations, volunteers to All Bihar with Govt

#### 5.4. Dynamic Issues in the Relief Process

##### 1. Relief materials do not match need:

As per status report of Department of Disaster Management (21.8.07) government distributed 62554.25 quintals of wheat, 18199.70 quintals of rice and other food items. This falls far below the requirement to meet the magnitude of the needs of the disaster affected people which is estimated to be 175.86 lakhs in 9025 villages. The food items distributed when calculated averages 1.3 kgs of wheat per affected persons, 0.7 kg rice per person, 0.043 kg chura per person, 0.00057kg chana per person and 0.0061 kg gur per affected person. The quantity of food items distributed as seen falls far short of meeting even immediate needs of hunger and starvation. The distribution of 35,923 polythene sheets falls far short of the damaged houses.

*In Village Machchara, panchayat of chilkauri, block in Alouli, District Khagaria Raghuni Sada, aged about 50 Years, belonging to Musahar caste died of hunger. He stayed under continuous rain due to lack of temporary shelter as his house got drowned in the flood. He did not get any food packets or water. They had to drink polluted flood water as there was no alternate arrangement for drinking water in their habitation. There was no medical help at hand.*

#### **Flood victim blinded with acid**

*A Dalit man in a Bihar village was blinded with acid poured into his eyes by the muscle-flexing husband of a village head and his henchmen - all for demanding a bit of the government flood relief to feed his two hungry children. Shiv Kumar, of Tamoria village in flood-hit Madhubani district, is undergoing treatment at a government hospital, but doctors say there is no hope of him getting his vision back. Shiv Kumar, in his late 20s and the father of two small daughters, was abused and threatened by Kapileshwar, the husband of the village mukhiya, for demanding flood relief and was then blinded with acid poured into his eyes. "The mukhiya's husband Kapileshwar and his henchmen forcibly poured acid in both my eyes. I will not be able to see this colourful world again, I am now blind," Shiv Kumar told reporters from his hospital bed at Darbhanga Medical College and hospital. Kapileshwar, the husband of Tomaria village panchayat mukhiya, is known for his muscle flexing. He was village head before his wife was elected the chief two years ago.*

*Shiv Kumar said he was in great pain. "I had merely demanded flood relief as my children were hungry for two days and there was no work in my flood-hit district," he said. Shiv Kumar said that when he was told by villagers that the government-sponsored flood relief of 25 kg food grains was being distributed at the house of the panchayat head, he too went to get his share. "I went to the house of the mukhiya but her husband asked me to return empty handed saying the flood relief stock was exhausted. But when I insisted because I was yet to get relief, he threatened to kill me and assaulted me and poured acid into my eyes," Shiv Kumar said.*

[http://www.headlinesindia.com/archive\\_html/25Aug\\_ust2007\\_53917.html](http://www.headlinesindia.com/archive_html/25Aug_ust2007_53917.html)

2. **Vulnerable get excluded in relief distribution:** It would be quite right to draw inference that when the quantum of relief falls far short of the need, the vulnerable population would be excluded from accessing them. This has serious implication on the access of Dalit communities to food relief as their tolas are mostly located outside main villages where distribution may take place, they would not be able to rush in and procure relief packets owing to traditional untouchability barriers and need expression/demand by them would be seen as arrogance and unwarranted by the dominant caste members. Significant anecdotal evidences of the above are found in the survey.
3. **Vulnerable do not get counted to receive relief:** Considerable discrimination in distribution of relief materials is also found. The fact that the damage and deprivation is calculated on the village and Panchayat level, it is assumed that all in the village/Panchayat have equal access to the relief materials. It is noticed that officials or civil society organisations do not specifically visit or collect disaggregated information in their rapid survey resulting in the invisibilizing of the impact on vulnerable communities. The data is most often collated from the Panchayat leaders or other influential people that have no special interest to see that relief materials reach the most needy and vulnerable. Relief materials are once again allocated based not on need rather on one's power and standing in the village. Such data collection and collation masks and subsumes the power dynamics, domination, discrimination and exclusion and does not result in getting information on the most needy and vulnerable communities. Traditional caste bias also limits how much officials and other concerned members are able to reach out to the most vulnerable.

*In Village- Madhaul, with in Panchayat- madhaul sani, block –Runi Saidpur, District- sitamarhi there is no distribution of polythene sheets among Dalits whereas Upper castes people are provided with polythene sheets. Having no other alternative Dalits went to take shelter on the dam but the officials forced them to go away.*

4. **Caste based untouchability prevents access to basic facilities:** The caste mindset is also seen operating when dominant caste refuse Dalits access to state provisions of drinking water or other facilities based on notions of untouchability. About 70% of Dalit habitations that were surveyed reported mixing alcohol in the drinking water for purifying it before drinking.

*In Village- Bhusaha, with in Panchayat- Uttari Bariyarpur, District-East Cahmparan Dalits went to take water from upper caste locality as their hand pumps have drowned in the flood but in return they were beaten up .They are forced to drink unhygienic flood water.*

*In Village –Simraghat, Panchayat-Bhilanpur, Block- Mahesi, District- East Champaran, A dalit was beaten up by Mukhia and his goons just because he went to ask for the relief being provided by the Government for the Villagers.*

*In Village- Kusaiya, with in block – Warisnagar, district- Samastipur, A dalit ward member named, Rekha Devi went to ask for relief measures from Mukhia but in return she was beaten up with chappals and her son was charged by police in false case of theft of 200 kgs of wheat.*

#### 5.5. Dalit Watch for equity, inclusion and long term measures

The above issues have been reported from a large scale survey of about 2000 villages and visits to more than 2500 villages since the onset of floods. A state level platform 'Dalit Watch' has been initiated to promote and ensure that marginalized sections are able to access relief measures and can cope with the devastation. The platform has requested collaboration and coordination with the state and other international/national NGOs to ensure equity and inclusion issues with community participation in flood relief interventions. The process is also set forth to address the recurrent nature of floods and build prevention/mitigation measures as well as community based disaster preparedness.

## **Chapter 6**

### **Building Better: Equity, Inclusion and Human Rights in Disaster Management**

In the context of our society that is primarily organised around hierarchical and exclusionary positioning of different social groups with rights ascending as one goes up the hierarchy and duties ascending as one goes down, the historical reality is one of creating a highly skewed society with various gradations across the spectrum. Thus through generations social mechanisms have excluded and prohibited a large number of social groups in an incremental manner from participation in the social, economic and political spheres of their society with the outcaste communities (Dalits) being totally denied rights and participation. Curious sanctions, norms and punitive mechanisms have been developed to maintain the system and is seen to be internalised by both dominant sections as well as Dalit communities. Inequality having been ingrained on every leaf and stone and heart as can be seen, a mere legislation or proclamation creating or even sanctioning equality is 'non operative' and needs to be recognised as such.

Social equity is applied in the context of specific groups that have suffered or continue to suffer historical exclusions or disabilities resulting in deprivations placing them in lower/disadvantaged position in relation to other social groups. The situation is clearly one of particular social groups that do not have level playing fields to participate or compete with other social groups and would continue to fall behind.

The Encyclopaedia Britannica defines 'equity as justice according to fairness and not merely the mechanical application of rules under common law'<sup>4</sup>. Social Equity is the means to rectify these injustices through protection of the rights they are entitled to as citizens and through conscious distributive justice, which lead to inclusiveness with equitable opportunities and choices. Equity is by no means equality or uniformity but at best an essential means to equality.

#### **5.1. Major Observations and Inference**

1. The study covers 1974 villages, a considerable extent of the flood affected areas, collecting disaggregated data on the impact of the flood and their present situations, allowing us to make valid observations and inference on the populations that are affected and the extent of their loss and damage.
2. The investigators engaged have considerable rapport with the community and experience in working on issues of exclusion and discrimination and were guided by senior NGO leaders and researchers. The orientation and debriefing sessions before and after the survey helped capture the nuances and experiences of the investigators adding qualitative richness to the report.

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<sup>4</sup> - Encyclopaedia Britannica  
Status Report on Bihar Floods 2007

3. The study clearly brings out the relationship between existing vulnerabilities of Dalits and other marginalised sections to the impact of the current flood situation on them.
4. The quality of infrastructure at the community and household level determines the impact of the floods on the said communities. The location of the habitation, its location in terms of water drainage, the quality of housing, other infrastructure determines the extent of inundation, damage of houses and loss of material possessions. These are seen to be highest among Dalit communities both in terms of the proportion of families affected as well as in absolute proportion of loss and damage in the particular sector. This demands new ways of assessment and quantification and compensation so that the loss in terms of rebuilding lives and livelihood can be attended to.
5. The differential and discriminated access to relief and recovery measures from both state and other agencies is a stark reality. There is minimum engagement with the vulnerable communities and their access to relief is also minimal. It is quite revealing that Dalits have not accessed temporary shelters despite recording the highest proportion of damage of houses. A large number of villages are yet to receive relief measures (on the date of survey – 17<sup>th</sup> August 07).
6. The vulnerability of Dalits to resultant hunger, ill-health and lack of basic services of protective shelters, clean drinking water, access to health care in the vulnerable situation accentuates their vulnerability and has long term impact on their health and recuperation needs.
7. There is minimal stakeholding and opportunities for engagement in decision making spaces to agencies, representatives of the vulnerable communities in the official assessment, relief distribution or coordination in disaster management process.
8. The strategy of embanking the rivers to control floods over the past fifty years have negative impact of increasing the flood affected area, population affected and duration of floods.
9. The continuous and recurring nature of these floods place a heavy toll on affected households and their development path that needs to be a priority for the state in its long term development planning.

## **5.2. Building Better: Recommendations for equity and inclusion in disaster management**

### **Putting in place pre-disaster mechanisms**

1. Mapping of vulnerabilities – Include the mapping of Dalits and other socially vulnerable communities even when they live in the proximity of services and powerful communities. Mapping and recognising the habitations of Dalits and the particular vulnerabilities they may be exposed to. In Bihar, the dominant castes objected to the draining of flood water from the low lying Dalit habitations even for months after the rains and floods as this would then run through their habitations.
2. Infrastructure and Resource mapping in the Dalit habitations need to be done separately as they do not follow those found in the main village. The infrastructure and resources available are much lower and poorer and not being able to access the resources in the dominant communities make them particularly and specifically vulnerable.
3. Access to food security has to be ensured as the stock in their homes is low and most often adequate relief does not reach them for days after disasters. In the tsunami too while food and clothing accumulated and were discarded they could not access it.

4. Information has to be specifically disseminated in the dalit habitation as they may not access information in the dominant areas, people mandated to share the information to them may not do so, being engaged in wage labour through the day they may not come to know about information on the disaster, critical information on where to go in times of disaster, what precautions, where to access, whom to contact etc. These then need to be given in their location in the present situation.
5. Community based disaster preparation has to put in mechanisms so that volunteers and leaders from the community are imparted the necessary training. In the current segregated living mode there is every danger that the equipments or the skill may not be accessible to them in times of disaster unless they are placed within these communities.
6. It is essential that we can also over turn the mindset of exclusion and discrimination at every opportunity. Ensuring that authorities are sensitised to the issues of discrimination, have to report information in disaggregated basis and have to respond to complaints from excluded communities on priority can be a step to overcome 'discrimination by default'.
7. Ensuring that all voluntary agencies engaged with disaster management follow diversity code with proportionate gender and social group diversity will also facilitate the extension of interventions as well as access to the excluded communities and women.

### **Mechanisms during disaster**

1. Evacuation to safety – Often it is seen that excluded communities are not allowed to enter the vehicles that come to evacuate, they are made to wait till all others are evacuated by which time it may be too late, no protection for children, pregnant women or old people during such operations. Most often the numbers of vehicles that actually come to evacuate do not meet the need of the community, they would be left out and not having other transportation, we hear of people walking long distances, even a whole day with their dependant ones and meagre belongings.
2. Temporary accommodation to camps is one of the immediate responses that need to be watched carefully. The norm of segregation and pollution makes it unthinkable for any rational nonDalit to conceive living, eating and sleeping along with Dalit communities and all forms of prejudices are evident after day one. When Dalits question their right to equal treatment or entitlements to relief violence erupts.
3. There is the common understanding that goes along with the norms of material compensation that Dalits and other marginalised already subsisting on the bare minimum in their everyday lives do not deserve equal treatment, facilities or relief at the time of disaster. Dominant communities consider their right to relief being over and above that of marginalised communities. At times of disaster where there is high anxiety about access to relief and insecurity about sustained relief, the tendency seen is to deny relief to marginalised sections, accumulate relief among dominant sections and even prevent relief to marginalised based on existing social norms of inequality and discrimination. Hence a count on how much relief actually reaches marginalised communities is essential.
4. Registration of death and loss is usually done by local volunteers, influential persons or local authorities. The count is usually of the dominant communities done by their representatives or those who represent their interests. The voices of marginalised communities are not given the space and often their representatives are not present in the counting mechanism to register the loss and deaths. It has been found that these are not properly registered for compensation and rehabilitation. The current norms of compensation and rehabilitation based on deaths and material possessions do not allow alternate ways of calculating loss of livelihood, need based rehabilitation or human rights principles that could help the process of building better.

5. In the midst of all these, Dalits and other marginalised do have their grievances and complaints. While these may look like individual complaints, they point to larger patterns. That these either do not reach the necessary authorities or when they reach are set aside for other priorities or are treated as raking up irrelevant issues that need to be dealt with at more calmer times, result in loss of opportunities for better and more effective implementation of the relief process. The need for concurrent monitoring of the relief and setting in place redressal and grievance mechanisms as well as having a live connectivity to
6. Official apathy – Officials are called upon to various tasks at such times. Not having sufficient engagement with Dalit communities in normal times, they do not see the need to visit them and engage with them in disaster times. The large majority of Dalit habitations are not visited, there is no damage assessment, no need assessment and no plans for proper response of rehabilitation.
7. Engaged in caste related polluting activities during disaster – Dalits engaged traditionally in cleaning and other polluting engagements, the society turns to them in times of disasters to engage in cleaning and clearing operations including dead bodies. These tasks are quite outside their duties as sweepers and municipal workers with the state. These need to be thus community activities with the support of specialized teams of military and paramilitary from the state and not the task of Dalit communities.
8. Violence – Sporadic incidents of violence get highlighted by media or complaints of people. These are however only the tip of the iceberg. It is essential to treat all these instances as signs and warnings to larger concerns and potential violence and need to be addressed immediately.
9. Building Inclusive Interventions – Inclusive programmes wherever possible with children, women and other sections can be initiated in a sensitive and equitable manner. Ensure that Dalit children and Dalit women are not left out as these happen at the intra-community levels too.
10. Budget utilisation in keeping with the vulnerability and need – budget allocation and utilisation is a measure of the commitment of the agency and helps us to measure the benefit of the interventions to the vulnerable groups.

### **Recovery and Rehabilitation**

1. Working out compensation in the case of vulnerable communities poses a challenge as it is not a question of replacing lost assets or products. It will need new paradigms based on fulfilling basic needs and towards rebuilding a dignified life and livelihood. New ventures of entrepreneurship, skill development, asset building and group enterprises will have to be initiated in consultation with the community.
2. Ensuring that employment schemes as under NREGS is available for wage workers so that they do not migrate, but can stay and build their livelihood back.
3. Providing community infrastructure at the habitation level to improve community life like all weather roads, community halls, community radio programmes, electricity, water and sanitation, school building, ICDS centres, health centres etc. would go a long way in changing the environment of the marginalised habitations. As there is a tendency to construct these in the main villages, there needs to be a special focus and dialogue to set them up in the marginalised habitations.

4. Household level infrastructure as housing, water, toilets provided need to ensure that they are of disaster resistant, good and equal quality as those constructed in other habitations.
5. Ensure proportionate representation from the marginalised sections in all committees and task forces from the village and Panchayat to the district and state levels to help bring their concerns and resources into the planning and decision making process
6. Ensure that there is proportionate representation and leadership from marginalised sections in volunteers, NGOs, CBOs and other stakeholders engaged in the process

## **Annexure: 1**

### **Experience in Tsunami**

**The Chief findings from ‘Making things Worse’ on the situation of Dalits in the different phases of the Tsunami throws considerable light on various issues that rationalize the demand for special focus on Dalit communities.**

#### **Relevant pre-existing conditions**

1. Dalit communities were more vulnerable than other groups to the disaster before it happened due to pre-existing debts, low savings, poor quality settlements, lack of assets, low social status, dirth of social capital in the form of effective organisations and ability to ‘plug into’ media and social networks, lack of effective political representation, and their reliance on daily wage labour.
2. Despite the lesser loss of life and property, in many ways Dalits have suffered more greatly than other groups as a result of their comparative vulnerability, poverty and invisibility.
3. Dalits were segregated from and exploited by the caste fishermen and landlords surrounding them prior to the tsunami, a situation which has been enhanced as a result of unequal distribution of assistance.
4. The caste definition of occupations has been a significant factor in preventing help from getting to Dalits. Dalits are not considered farmers (bihar situation ) even when they are in fact farmers, and caste farmers are considered farmers even if they do not actually do farming. This fundamental, caste-based problem has led to generations of inequality and exploitation, which the government agencies have in fact condoned and strengthened through caste-based distribution of various relief and rehabilitation programmes. This same, fallacious link between descent and occupation – a social construct of the caste system – was used by the government, NGOs, INGOs, corporate bodies and others implementing relief programs.

#### **Emergency Phase**

1. Numerous cases were reported of Dalits being refused entry, excluded, segregated and/or discriminated against in emergency shelters. Many were completely denied access to food, water, shelter and toilets because they are considered ‘untouchable’.
2. Active diversion of aid by dominant castemen away from Dalits was disturbingly common.
3. The normal treatment of Dalit manual scavengers by their government employers was exaggerated in the milieu of the tsunami clean-up operations. They utterly failed to cater for even the most basic needs of their workers. The workers themselves were expected to perform the work because they are Dalits. Caste fishermen often refused to engage in this work, and demanded that the Dalits collect bodies for them.

## **Relief Phase**

1. Beneficiary lists used as the bases of initial relief were compiled by caste panchayats (or parish councils), based on their own, caste (or religion-based) membership. Dalits were denied help because they were not on the list because they are not allowed to be part of the caste fishermen's organisations. They were simply born into the wrong caste. In many cases, it was only after Dalits conducted road protests that the lists were revised. However, the lists provided by the caste fishermen's organisations continue to provide the basis for the most significant assistance provided by many INGOs, NGOs and corporations. There is a general non-recognition of Dalits as tsunami victims, or they are seen as 'lesser victims' because they are not caste fishermen. A caste fishermen who did not lose his house or his wife or his boat is not considered a lesser victim than another caste fishermen who did lose these things; however, Dalits are considered lesser victims because they are from a different caste group.
2. Dalits were frequently given leftover or rejected relief provisions. This is evidenced by the different qualities of rice given to different castes at some of the food distribution points. Dalits were given leftover biscuits or rotten rice. Worse still, in numerous cases, Dalits were not even given the leftovers. Dalits reported being near starvation while caste fishermen threw surplus sacks of rice in the sea or put provisions they could not eat into storage.
3. Even one year after the scandal erupted over negligence of Dalits, most were still not receiving sufficient support, while many caste fishermen were receiving more than they could use.
4. Caste tensions have increased as a result of either the unequal distribution of assistance, disputes over status as victims, or exploitation of victimhood at the expense of those considered 'lesser victims'.
5. Higher caste landlords, creditors and employers have used the tsunami to increase their stranglehold over Dalits dependent on them for survival; other higher caste groups have taken the opportunity to push Dalits out of their homes in order to gain more land and to not have to live adjacent to the 'untouchables'.
6. Affected Dalit children were also often discriminated against, being asked to pay school fees despite a Government Order to the contrary, and not being given materials provided to the children of affected caste fishermen.
7. The government is to be commended for having applied one measure which helped many Dalits survive in the first half of the year (broad distribution of smaller cash payments). This is commendable, but seems to only have come after a large number of protests, and has not thus far been accompanied by other measures to provide for their most basic needs. Further, the difference in the amount of relief funds given to the 'affected' Dalits compared to the 'hit' (mostly caste fishermen) seems to be arbitrary and unjustified, being based on proximity to the coast and not on the needs of the victim.
8. Reports of delayed registration and compensation for the families of Dalits who died in the tsunami were common in the initial period; however this study has not verified nor contradicted these reports.

## **Rehabilitation Phase**

1. The economic disempowerment of Dalits continued for over a year despite a massive injection of funds into the tsunami recovery process.
2. Boats have been provided along caste lines. Caste fishermen have been provided with boats even when they did not have boats before the tsunami. Dalit fishermen have not been provided with boats (with a few rare exceptions), and even the small kattamurams they lost have not been replaced. Thus the caste fishermen generally have many more boats than before the tsunami, while Dalits generally have less.
3. Housing provision is still generally being provided along caste lines, with exceptions permitted where glaringly necessary. Caste fishermen are generally being provided housing regardless of the damage to their own home; Dalits are only being provided houses if their dwelling was destroyed by the tsunami. Dalits along the coast mostly live in thatch huts; caste fishermen often had sturdier dwellings. Hence, again, the pre-existing difference in quality of life between the communities has been enhanced through caste-based aid distribution.



4. The construction of housing for the recovery efforts implies an army of construction workers. At a time when many of the victims are desperate to return to work and income, even those Dalits who were already working in construction before the tsunami have found themselves locked out of these new jobs. Construction labour has generally been imported from other states.
5. The government has failed to replace or compensate the lost possessions of Dalits, even those essential for their livelihoods. In many cases the government officials had not even visited affected communities nor responded to written requests for the replacement of essential livelihood materials, indicating that the government is not serious in its claim to be restoring livelihoods of affected Dalits.
6. Entire Dalit and other non-ocean fishing communities were excluded from consideration as affected. The People's Watch Tamilnadu report of 30 October 2005 *The Hit and the Affected*, enumerated 346 such villages found to be "affected by the tsunami but excluded from rehabilitation". Around two-thirds of these villages are Dalit villages.
7. The overall emphasis on replacement of goods in general, and registered goods in particular, has left Dalits with less than the very little they had before the tsunami. Even where caste fishermen have not had their boats registered, they have been provided based on the word of the caste panchayat or Parish Council. If Dalits say they lost a small boat or a bicycle, they are simply thought to be lying.
8. The Catholic Church, and in particular the Parish Councils in affected areas, has largely failed to significantly help Dalits or other non-Catholic victims of the tsunami, and in many cases these victims have been abused for requesting assistance, even though most assistance was funnelled through these bodies. In a number of cases, even Dalits who are Catholic have been excluded from receiving assistance provided by Catholic parishes, solely because of their caste status.
9. Few NGOs have stepped in to actively support Dalits, and few are even willing to openly speak about the existence of caste discrimination in the relief and rehabilitation process
10. The small number of NGOs and church agencies that have decided to tackle the problem have applied a variety of successful techniques and have made life better for Dalits as a result.

**Annexure 2**  
**DALIT WATCH**  
**Promoting equitable and inclusive relief and rehabilitation**

Dt:

**Panchayat:**

**Post:**  **Pin code**

**Block**

Village/thola

**Contact Name:**

**Contact Phone:**

S.No.	Names of the Caste	Total No Household	No Household affected	Total population	Population affected
1	SC – Chamar				
2	SC – Dusad				
3	SC – Dhobi				
4	SC – Dom				
5	SC – Mushar				
6	SC – Rajwar				
7	SC – Pasi				
8	SC – Bhuiya				
9	SC – others (specify)				
10	ST				
11	Muslim – General				
12	Muslim – Dalit				
12	OBC				
13	General - specify				

### Details of Damage/loss

S.No	Names of the Caste	No. of Houses		Lives		Food Grains (in Kg)	documents				Animals	Other
		Partially	Full y	Mal e	Femal e		Ration Cards	Land Doc	Certificates	any other		
1	SC – Chamar											
2	SC – Dusad											
3	SC – Dhobi											
4	SC – Dom											
5	SC – Mushar											
6	SC – Rajwar											
7	SC – Pasi											
8	SC – Bhuiya											
9	SC – others (specify)											
10	ST											
11	Muslim – General											
12	Muslim – Dalit											
12	OBC											
13	General – specify											

### Impact on Health

S.No	Names of the Caste	No. of persons affected				No. of persons accessed Medical Relief				
		Respiratory Illnesses	Malari a/Den gue fever	Diarrho a	Othe r	PH C	Private Hospit al	Local Medicin e	Temp Health camp (Govt)	Temp Health camp (NGO & other)
1	SC									
2	ST									
3	Muslim									
4	OBC									
5	General									

### Relief Measures in the Village

S.No.	Agency	Relief Provided	Number of families covered					Remarks
			SC	ST	Muslims	OBC	General	
1	Government	Food packets						
		Food grains						
		Cash						
		Polythene sheets						
		Tube wells						
		Clothes						
		others						
2	NGO	Food packets						
		Food grains						
		Cash						
		Polythene sheets						
		Tube wells						
		Clothes						
		others						
3	Other							

### Shelter

Caste	Shelter during flood period			Days of in shelter camps	Present stay		
	Own house	Temporary shelter - Private	Temporary shelter - Govt		Own house	Temporary shelter - Private	Temporary shelter - Govt
SC							
ST							
Muslim							
OBC							
General							

**Community Resource Damaged**

Community Resource	Damaged		Government response		Remarks
	Dalit locality	Non-Dalit locality	Dalit locality	Non-Dalit locality	
Roads					
PHC					
Schools					
Post office					
Others					

**Migration**

Caste	No.of HH migrated	Place of Migration	Work
SC			
ST			
Muslim			
OBC			
General			

**Details of persons died**

S.No	Name	Son/Daughter/Wife/husband of	Sex	Age	Caste	Occupation	Compensation/relief received by dependants	Remarks

**Details of Missing Persons**

S.No	Name	Son/Daughter /Wife of	Sex	Age	Caste	Occupation	Compensation/relief received by dependants	Remarks

**Visit of Government Officials**

S.No.	Caste Locality	Government Officials		NGOs & others		Remarks
		Officers Visited	Date & time	NGO	Date & time	
1						
2						
3						
4						
5						
6						
7						

<b>S.No.</b>	<b>Caste</b>	<b>Problems faced</b>	<b>No. of Families affected</b>	<b>Remedy suggested</b>
<b>1</b>	<b>SC</b>			
<b>2</b>	<b>ST</b>			
<b>3</b>	<b>Muslim</b>			
<b>4</b>	<b>OBC</b>			
<b>5</b>	<b>General</b>			

**Observations/individual cases**

**Details of informants**

S.No.	Names	Caste	Age	Sex	Occupation	Date of Information	Remarks
1							
2							
3							
4							
5							
6							

**Name of the enumerator**

**Date**

**Time**

**Signature**

**Annexure 3  
Observations of Immediate Rapid Survey**

11 members of various Dalit organisations visited 51 villages in 4 districts on 8-9 August. The observations are listed below:

1. Water logging is severe in Dalit habitations and water has not fully drained and people were crossing the roads in 6fts water even after 15 days.



2. 369 people deaths are reported in these villages and 223 of them (60%) are Dalits.
3. 308 people were reported missing and among them 166 belongs Dalit community.
4. Village Basahi in Chariya Bariyarpur block in sub-division of Bakhari, of Begusarai, is reported to be totally washed away. People fear that about 1000 inhabitants were washed away and among them many are Dalits. Among this is an incident where a 3-storey building collapsed and all the people who were taking shelter were killed.
5. Many people died because of snake bites and as no immediate medical relief measures were available for them. Team did not find any medical camps in all the villages visited.
6. No government official visited Dalit tolas and so far there is no relief provided to them.
7. Rescues operations were limited to road side villages.
8. The assessment done by the government was not reflecting the ground situation and a loss of life and missing people are not fully registered.
9. Dalits have in comparison lost precious stock of grains, utensils and other consumables that are their mainstay for the season and hence are more vulnerable to hunger and starvation in the coming months.
10. Extent of Dalit houses damaged was much higher when compared to other communities because most of Dalit colonies were situated in low lying areas and poor quality of housing.
11. Currently in many villages they are staying in self made shelters on the highway. They have not received the polythene sheets are available to them and have not been provided to them by the government. In one village local industries built temporary shelters where 200 families are sheltered.
12. Dalits had taken shelter in dominant castes' houses and in temporary shelters. Some women were reported that they were sexual harassment and assault in places of shelter.
13. People are suffering even for drinking water. Government has not made efforts to provide drinking water.
14. In some villages people reported repeated damage and flooding every year and their repeated requests for Pucca houses to authorities was in vain.
15. Relief was not reaching Dalits and items were diverted to dominant caste localities irrespective of extent of damage. In some villages these were sold to Dalits.
16. In some villages Dalits are selling their belongings to get the food.

#### **Details of 51 villages**

S.No.	Villages	No. of HH		Deaths		Missing		Ext. of Consumables, utensils etc lost (in %)		Ext. of damage of houses (in %)	
		Dalit	Non-Dalit	Dalit	Non-Dalit	Dalit	Non-Dalit	Dalit	Non-Dalit	Dalit	Non-Dalit
<b>Saharsa District, block Saluacuva</b>											
1.	Kuvaiya	70	95	0	0	0	0	50	40	95	10
2.	Gaurdahpuranawas	120	100	0	0	0	0	60	20	95	5
3.	Musarnia	150	20	3	0	2	0	70	25	100	2
4.	Bhelwani	130	100	0	2	0	1	90	10	100	5

5.	Gurdah	145	190	0	0	0	0	75	20	100	3
6.	Mangalsadathola	160	75	1	0	1	0	50	25	100	5
7.	Kojrah	45	180	0	1	0	1	25	20	100	10
8.	Cheka Musahari	220	10	3	0	1	0	40	35	100	20
9.	Hareval	100	35	0	0	0	0	50	40	80	10
10.	Thirasi	157	168	0	0	2	0	70	30	90	5
11.	Checkla	171	132	0	0	0	0	75	25	85	8
12.	Chalkuwa Ravidasthola	180	0	2	0	0	0	30	70	100	3
13.	Katmara	150	200	0	0	0	0	20	10	100	5
14.	Karhoriah	170	160	0	0	1	0	80	20	90	2
15.	Bhirkhee	85	90	1	0	0	2	60	40	70	10
16.	Railway Katchowth	200	150	0	0	0	0	30	20	100	20
17.	Katchowthbandh	170	110	0	0	1	0	45	20	100	10
18.	Utesrah	133	168	0	0	0	0	20	30	100	2
19.	Bahuarva	159	120	2	0	0	0	40	20	95	20
20.	Paramanand	220	100	0	0	2	0	90	40	95	5
21.	Gowridhi	100	160	1	0	0	0	10	20	100	3
22.	Kopparial	160	170	0	0	0	0	20	10	100	10
23.	Matta	120	130	0	0	0	0	70	20	100	10
24.	Hathraw	130	160	0	0	0	0	60	10	100	5
<b>Begusarai district, Block Chariya Bariyapur</b>											
25.	Basahi	300	1720	82	205	70	225	95	90	100	90
26.	Vikrampur	250	1500	25	2	25	5	95	50	60	2
27.	Barbari	225	475	20	4	5	1	100	60	100	30
28.	Rampur	150	350	50	20	20	5	100	70	100	40
29.	Pahsara	150	300	15	10	16	0	100	50	100	50
30.	Manjhaul	200	215	8	2	0	0	100	40	100	50
<b>Khagaria district, Panchayat uttar marad</b>											
31.	Machura musahari	400	0	3	0	0	0	100	30	100	40
32.	Badi madhura	400	400	0	0	0	0	100	30	100	30
33.	Morkahi	400	100	0	0	2	0	95	30	92	30
34.	Simraha	400	150	2	0	0	0	95	30	100	40
35.	Tingachiya	300	200	0	0	0	0	100	40	100	40
36.	Sahudi	300	0	0	0	3	0	100	0	100	0
37.	Chamastah	350	0	1	0	0	0	100	0	100	0
38.	Sado	250	0	0	0	1	0	100	0	100	0
39.	Betahah	200	0	0	0	2	0	100	0	100	0
40.	Bachghska	350	0	0	0	2	0	100	0	100	0
41.	Bailaur	200	150	0	0	0	0	100	30	100	40

42.	Kamamdhan	500	0	0	0	5	0	100	0	100	0
<b>Samastipur</b>											
43.	Jaitpur	120	185	0	0	2	0	90	10	100	20
44.	Ganjghat	102	230	1	0	0	1	70	15	100	30
<b>Motihari</b>											
45.	Chakniya	90	100	0	0	1	0	75	20	100	5
46.	Abhma	200	250	0	0	0	1	60	35	100	10
47.	Itwaghat	150	180	2	0	2	0	25	40	100	5
<b>Muzaffarpur</b>											
48.	Ramdas Majhauri, Bonchahan	400	300	0	0	0	0	100	30	100	10
49.	Maithi Tola, Gayaghat	350	250	0	0	0	0	100	30	100	10
50.	Berua, gayaghat	200	300	0	0	0	0	100	40	100	10
51.	Gaganti bisanpur, Jhapanhan	500	300	1	0	0	0	100	30	100	20

## **Annexure 4**

### **Equity and Inclusion - Check list (draft)**

#### **Pre-disaster Phase**

1. Has the mapping identified the habitations of excluded communities?
2. Has disaggregated data been collected on the different population groups?
3. Has vulnerability and capability assessment been done with the marginalised groups in their habitation?
4. Have the members of the marginalised sections been given adequate preparation under the CBDP programmes?
5. Is list of volunteers and CBO/NGO that work with the specific communities available?

#### **Emergency Situation**

1. Was the information about the emergency situation communicated to them in their habitation?
2. Was information given on the resource persons/nodal persons to be contacted given in the habitation?
3. Was instructions for emergency measures given in their habitation?
4. Did vehicles for evacuation (if needed) reach the habitations of the marginalised?

#### **During Disaster**

1. Was visits made to the habitations of the marginalised communities after the disaster by concerned authorities within – hours of the disaster?
2. Was the registration of all persons who are dead, missing and injured persons from the habitations done?
3. Was the registration of loss and damage of assets registered adequately?
4. Were representatives from the habitation given responsibility for relief distribution?
5. Is there a tracking of relief materials accessed by different sections of the population in terms of access, quality, quantity and time?
6. Is there exclusion or discrimination in the temporary shelters/camps – segregation of marginalised groups into the corner, discrimination in accessing water, discrimination in sharing and accessing food, representation of issues to authorities, participation in decisions about the management of the camps?

#### **Post Disaster**

1. Do the rehabilitation plans include building of adequate, quality and equitable infrastructure in the marginalised habitations – all weather roads, water sources, sanitation facilities, electricity, community halls, community radio, ICDS centres, health centres, school buildings?
2. Do the household rehabilitation include compensation for loss of wages and livelihoods, NREGS programmes to prevent migration, initiating/improving enterprises, support to children and youth for continuing and sustained education and skill development, new opportunities for women etc?

#### **Inclusive Programming**

1. Is there a mechanism to respond to grievances from marginalised sections on priority basis?
2. Are the authorities and other stakeholders sensitised on recognising and acknowledging both the vulnerabilities and capacities of the marginalised sections?
3. Are authorities and other agencies engaged with the process oriented to issues of untouchability and discrimination and the concerned communities in the area?
4. Do authorities visit and hold discussions about the whole village in the marginalised habitations?
5. Are joint programmes for children (dominant and marginalised) organised?
6. Are there joint planning – review for volunteers from the different sections of the society/?
7. Are effectiveness and efficiency of the programmes a measure of the satisfaction and inclusion of the marginalised sections in the process?





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