



Relief Accountability during Phailin: Voices from the Grassroots



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Relief Accountability during Phailin: Voices from the Grassroots

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Acronyms

APL	Above Poverty Line
BPL	Below Poverty Line
CSO	Civil Society Organization
DAP	Disaster Accountability Project
FGD	Focused Group Discussion
GDRF	Ganjam Disaster Response Forum
GP	Gram Panchayat
IACG	Inter Agency Coordination Group
IMD	Indian Meteorological Department
IRE	Indian Rare Earth
KG	Kilogram
KMPH	Kilometer per hour
KV	Kilovolts
NDRF	National Disaster Response Forum
NGOs	Non-governmental Organization

PRI Panchyat Raj Institution
PTF Partnership for Transparency Fund
RCC Reinforced Concrete
SDRF State Disaster Response Forum
TNTRC Tamil Nadu Tsunami Resource Centre
ULB Urban Local Body
UN United Nations
USA United States of America
VSCS Very Severe Cyclonic Storm
YSD Youth for Social Development

Acknowledgement

Youth for Social Development (YSD) has undertaken a survey on “relief accountability” during the post Phailin period in Ganjam district of Odisha which is a small attempt to understand and experiment community/citizen monitoring of relief and restoration activities. This attempt has been made to make the humanitarian aid transparent and accountable for relief and aid effectiveness through community participation and consultation, with the support from Partnership for Transparency Fund, USA.

We acknowledge the contribution of 1512 households that formed the part of this survey along with Gram Panchayat officials and representatives. In spite of the devastation due to Phailin the respondents actively participated in YSD's survey, particularly in focus groups discussions and taking extra efforts to explain our survey team the ground realities. YSD salutes their resilience power in times of Phailin and also for teaching us the minute details of disaster based relief.

YSD likes to acknowledge the timely contribution from Partnership Transparency Fund (PTF), Washington specifically Dr. Vinay Bhargav for funding this study. Through this study the capacity of YSD has spread to new areas like relief accountability. PTF has been a great supporter of YSD in terms of allowing YSD to enter new areas of work and finding innovative ways of curbing corruption and promote social accountability.

We state our thanks to the team of surveyor, researchers involved and the entire team to manage the study through their tireless efforts. We are greatly indebted to the governing body specifically Dr. Srikant Patibandla of YSD who has been particularly supportive during this new initiative towards relief accountability. They have been kind enough in helping our team to develop relief accountability toolkit, survey and finalizing the report.

We state our deepest sense to our advisors Dr. Gopa Kumar Thampi and Mr. Pravas Ranjam Mishra for his valuable inputs and comments and persistent guidance. Last but certainly not least we like to express our thanks to our president Mr. Lokanath Misra for his consistent mentorship.

Preface

Disasters, both natural and human made, adversely affect the human habitats and individuals at various levels. Across the world governments, civil society groups and international organizations have been doing their best to mitigate disasters on the one hand and to provide immediate relief to the affected victims during a disaster. Conventionally in India, disasters of all kind received attention only after their occurrence. However, attention was drawn towards disasters in general and disaster relief in particular after the super cyclone in Odisha followed by earth quake in Gujarat. In this backdrop disaster mitigation and prevention received wider attention only after the Tusnami in 2004.

The states on the Coromandel coast of India in general bear the burnt of natural disasters like cyclones, particularly states like Andhra Pradesh, Odisha and Tamil Nadu are severely affected on regular basis due to natural disasters in the form of cyclones. While it was Thane that severely affected Tamil Nadu, it was Phailin that affected coastal regions of Andhra Pradesh and Odisha.

In other words disasters have become a way of life for the communities living on the coastal regions of these states. While government agencies are well equipped to deal with disasters like cyclone, communities often are left out of 'disaster governance'. Various government departments and agencies come together before and after disasters not only to mitigate the adverse effects of disasters, but also to rebuild living spaces and livelihoods for the disaster affected communities.

In the hurry to save people, animals, property, etc, often issues like accountability and transparency are grossly ignored. Reports of corruption ruling the post-disaster relief have often made to the headlines in the print media. In this backdrop, Youth for Social Development (YSD), Berhampur has undertaken this small step towards building accountability before and aftermath of disasters. YSD has carried out a survey to this effect in the context of relief initiated in the post-Phailin period.

This enquiry deals with issues related to accountability before, during and aftermath of disasters in the context of Phailin Cyclone that affected Ganjam district adversely. Concomitantly the study also makes an attempt to explore best practices at the international level in the context of disasters. This would in turn help policy makers, civil society organizations, communities to replicate or adopt such practices by customizing to their needs.

A total of 1512 households were surveyed in two blocks - Ganjam and Ranageilunda in Ganjam district. Among the households surveyed around 76% of them belonged to the BPL category. An overwhelming majority (nearly 99%) of the people surveyed stated that early warning system worked well. Only 70% of the people reported evacuation before the disaster, while only 60% of them said that they were evacuated by government agencies, which show that other social groups like youth groups, CSOs, etc, were also active during evacuation process. Timely receiving compensation as per damage assessment appears to be serious issue with nearly 79% of them reporting of receiving compensation after more than 30 days.

Major issues appear to be non-participation of community in evacuation, damage assessment, relief distribution and long term reconstruction. As a result accountability seems to be at stake. The report highlights some of these issues and attempts to suggest an alternative in terms of citizen/civic engagement in 'disaster governance'.

Executive Summary

The Phailin cyclone in 2013 had devastated the coastal districts of Odisha and Andhra Pradesh. Since the disaster had landed at Gopalpur in Ganjam district of Odisha the devastation effect was more in the state of Odisha. However, the state government has managed the rescue and evacuation operations satisfactorily, while huge loss / damage of property was reported.

Roads and electricity were the worst affected in Odisha with many roads washed off, while electricity poles including high power tension lines also collapsing due to the wind speed of Phailin cyclone. In many places it nearly took one week to ten days just to restore electricity. As a consequence basic services like supply of drinking water were severely affected.

The state government's approach of 'Zero Casualty' towards loss of human life appeared to have been successful with further coordination between various rescue agencies coupled with regular monitoring of Phailin and giving the correct information to people. Many people, as a result, vacated their homes and moved towards safer places. The past experiences of the state government with regard to disasters had come in handy during Phailin.

However, the issue of accountability appears to be a distant mirage during times of a disaster. During the survey carried out by YSD-team many issues of corruption have been alleged particularly during focus group discussions. Most importantly people affected due to Phailin are not aware of their entitlements at the time of disaster rescue and also during post-disaster relief operations initiated by the government.

It appears that estimation of loss/damage of property has been done arbitrarily with local bigwigs dominating the process more often than not. As a result many victims of Phailin did not receive their due from the government as a part of the relief activities. It is argued strongly that there needs to be change right from nomenclature to accountability practices during a disaster. To start with it is important to change disaster management in to 'disaster governance' as the term management excludes people and does not include entitlements. Disaster governance, on the other hand, implies participation of people and is oriented towards entitlements.

In order to consider the accountability factor before and after disaster, YSD has developed a toolkit taking in to consideration various aspects of rescue and relief operations. The toolkit was executed through household survey. Simultaneously focus group discussions (FGDs) were conducted in all the villages to ascertain various facts that came out as a part of the household survey.

A total of 1512 households were surveyed in two blocks - Ganjam and Ranageilunda in Ganjam district. Among the households surveyed around 76% of them belonged to the BPL category. An overwhelming majority (nearly 99%) of the people surveyed stated that early warning system worked well. Only 70% of the people reported evacuation before the disaster, while only 60% of them said that they were evacuated by government agencies, which show that other social groups like youth

groups, CSOs, etc, were also active during evacuation process. Timely receiving compensation as per damage assessment appears to be serious issue with nearly 79% of them reporting of receiving compensation after more than 30 days.

Satellite television seems to have made proper in roads with many of them (around 47%) stating that they learnt about the Phailin cyclone through television. Around 28% learnt about the disaster and vacated through loud speaker. Loss of livelihood appears to be the major factor bothering the Phailin affected victims. Nearly 62% of the victims are dependent on daily labour.

Some of the major concerns in the relief operations post-Phailin are livelihood and relief for loss /damage of property. Corruption and non-accountability appeared to have strong roots in relief operations particularly while conducting the survey on loss / damage of property. The survey estimation itself is dominated by local political bosses like sarpanch or dominant communities in social hierarchy. Such estimations have strong impact on the distribution of relief material.

Corrupt practices range from taking bribe for photographs, demanding money for distributing relief material, distributing relief material to one's own, not giving relief to households with real loss / damage of property.

From the community participation point of view major issues appear to be non-participation of community during various processes like evacuation, damage assessment, relief distribution and long term reconstruction. As a result accountability seems to be at stake. The report highlights some of these issues and attempts to suggest an alternative in terms of citizen/civic engagement in 'disaster governance'

Chapter-I Introduction: Profile of Ganjam District

Ganjam district situated on 19.4 to 20.17 degree North Latitude and 84.7 to 85.12 degree East Longitude covering an area of 8070.60 sq km. The district is in the state of Odisha and borders Andhra Pradesh and was carved in 1936. The district can be broadly divided in to two divisions, the coastal plan on the east and hill region in the west. The Eastern Ghats run along the western side of the District. Ganjam district has equable temperature round the year, particularly in the coastal regions. Winter falls during December-February months followed by summer from March to June. The District receives normal annual rainfall of 1444 mms.

Ganjam district stands first in Odisha with a population of 3,520,151 as per the 2011 census. The district has a population density of around 436 per square KM. A sizeable number of people, particularly the young migrate to other states in search of employment.

The economy of the Ganjam District is predominantly agriculture followed by industry. Ganjam is well known for food grain production and is dubbed as the rice bowl of Odisha. Often food grains are exported too. About 75 per cent of the total workforce in Ganjam district is from agriculture sector. Allied activities like animal husbandry are popular with a considerable section of people living on animal rearing. Dependency on sea for fishing activities is very high among people living in coastal area.

The forest cover in the district has rich produce of raw materials like Timber, bamboo, tararind, mahua, resin, tendu leaves, neem, karanja seeds, etc. Also Ganjam has wide variety of minerals along with stone crushing and polishing units. Indian Rare Earths Limited (IRE) operates a mine in the district for minerals like monazite, zircon and rutile illuminate. Another significant contribution to the district's economy comes from migration of young people for work to places like Hyderabad, Bengaluru, Chennai, Mumbai and parts of Andhra Pradesh.

The district head quarters are located at Chhatrapur, while other important urban centres are Behrampur and Ganjam. The district is often prone to natural disasters like cyclone and floods. During such disasters, often it is the communities living on coastal areas that are the worst affected, particularly so fishing communities.

Box-1

Ganjam district is highly prone to natural disasters like cyclones. Even during the Phailin cyclone the district was the worst affected in entire Odisha and Andhra Pradesh. It is both immediate and long term necessity to build disaster resistant shelters in Ganjam district. It is very essential to put in disaster related infrastructure in place like that of relief shelters. Coastal communities in Ganjam district are particularly worst hit due to cyclones, hence it is necessary to regularly monitor their habitats from the view point of disasters.

Chapter-II Natural Disasters: Tragedy of Phailin Cyclone

Phailin hit the Indian coast at Gopalpur, near Berhampur in Ganjam district of Odisha. Phailin has been classified as Very Severe Cyclonic Storm (VSCS), which basically originated from a remnant cyclonic circulation from the South China Sea. It lay near Andamans as a well marked low pressure on 7th October 2013, by next day it concentrated in to a depression in the same region and was pointed to travel towards North-western region. On the following day moving towards west and northwestern direction, it transformed in to a deep depression.

Phailin in Thai language means 'sapphire'. As the storm moved inland wind speeds picked up from 100 km/h (62 mph) to 200 km/h (120 mph) within 30 minutes. Berhamapur, the closest city to the point of landfall suffered devastation triggered by gale winds, with fallen trees, uprooted electric poles and broken walls in various places of the city.

Some of the salient features of Phailin are as follows:

- i. After the Odisha Super Cyclone of 29th October 1999, Phailin is the most intense cyclone that crossed India coast;
- ii. From 10th October morning to 11th October morning there was rapid intensification leading to an increase in wind speed from 45 knots to 115 knots;
- iii. At the time of landfall on 12th October at Gopalpur, maximum sustained surface wind speed in association with the cyclone was about 115 knots (215 kmph);
- iv. It caused very heavy to extremely heavy rainfall over Odisha leading to floods, and strong gale wind leading to large scale structural damage and storm surge leading to coastal inundation over Odisha;
- v. Maximum rainfall occurred over northeast sector of the system centre at the time of landfall. Maximum 24 hr cumulative rainfall of 38 cm has been reported over Banki in Cuttack district of Odisha;
- vi. Based on post-cyclone survey report, maximum of storm surge of 2-2.5 meters above the astronomical tide has been estimated in the low lying areas of Ganjam district of Odisha in association with the cyclone and the in-land inundation of saline water extended upto about one kilometer from the coast;

Box-2

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Phailin Cyclone landed at Gopalpur in Ganjam District on 12th October with a wind speed of 214 Km per hour. In addition to the wind the district has witnessed torrential rain from 9th to 14th October 2014. The cumulative rainfall itself amounted to around 214 mm. The continuous rainfall has severely hampered the post-Phailin relief work.

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Roads were destroyed in many places resulting in loss of connectivity with the hinterlands. Falling of trees created hurdles for transportation of relief material and often rescue operations. Entire coastal Odisha electricity was completely out of reach due to the damage of grids. While power was

restored within two days of Phailin, in many places it took nearly one week to ten days to restore minimum power.

The result was in many areas there was shortage of drinking water, as due to power black out, the administration was unable to pump drinking water. Forty extra high power tension (220 KV) poles were damaged in Gajapati and Ganjam districts. The power department put the loss at around Rs. 900 crores of which Rs. 466 crores damage was from Behrampur alone.¹

The state government of Odisha acted swiftly and prevented heavy human and property loss. As per the IMD report², the following damage occurred due to Phailin in Odisha state:

Particulars	Nos.
Blocks Affected	151
GPs Affected	2015
Villages Affected	18117
ULB Affected	43
Population Affected (Flood & Cyclone)	12396505
Human Casualty due to Cyclone	21
Human Casualty due to Flood	17
Crop area affected (hectare)	668268
Persons evacuated due to floods	171083
Cattle evacuated	31062
House damaged	419052

Source: IMD Report

Most importantly the Phailin played havoc with the livelihoods of the people. Most of the people who lost livelihood due to Phailin are those communities living on subsistence like fishing communities, rural poor, urban daily wage labour, etc. Apart from the damage of property like house, fishing nets, boats and cattle, loss of livelihood actually had irreparable impact on these communities.

Loss or damage of a property due to a disaster can be coped up over a period of time by rebuilding the property, however, it is often the loss of livelihood during the period of disaster that renders many disaster affected victims helpless even during the post-disaster period. In that sense, Phailin was no different from other disasters in rendering people without any livelihood options.

Loss of Livelihood in Ganjam District

The National Policy on Disaster Management (2009) defines a disaster as, “a catastrophe, mishap, calamity or grave occurrence from natural or man-made causes, which is beyond the coping capacity

¹ Satya Prakash Dash (2013), "How Odisha Managed the Phailin Disaster", *Economic and Political Weekly*, Vol. XLVIII, No. 44, 2 November 2013, pp. 15-18.

² <http://www.imd.gov.in/section/nhac/dynamic/phailin.pdf>, downloaded on 2nd July 2014.

of the affected community”. To this extent, Phailin has proved to be a major disaster vis-a-vis communities coping with their livelihoods. The loss of livelihood was more for the communities living close to the sea.

Among the coastal communities worst affected, Gopalpur faced severe loss with Phailin landing at Gopalpur with a wind speed of around 200 Kms. Houses were damaged, huts were uprooted, boats and fishing nets were severely damaged resulting in no means of livelihood for the communities living in and around the coast of Gopalpur. While the state government provided shelter in the nearby cyclone relief shelters and other temporary shelters like schools, the long term affects on livelihoods was a major concern.

Due to the intrusion of sea water and stagnation of rain water, paddy fields were flooded with loss of crop for farmers. Nearly towards the end of agriculture season, just when crops are to be harvested, Phailin made the devastating entry. This had lasting impact on farmers, particularly their investment and labour, in terms of their livelihood means.

Also Ganjam district has many artisans like weavers, who often end up losing their artisan tools due to disasters like cyclones. Further loss of plants and trees led to severe impediment in construction and other allied works. Temporary stoppage of construction works had created immense loss for the labour.

Relief work generally is done and perceived by many agencies as a short term activity. Where in the immediate needs of the victims are taken in to account like food, clothing, and shelter. No doubt, while short term relief measures are necessary it is also equally important to consider long term relief in terms of livelihood and settling the community. A disaster not only damages the property, but through damaging it permanently disrupts the community by uprooting the individuals from the community. As a result community is no more the same. One of the key aspects of any community its livelihood aspect, which often is the worst hit in times of disasters.

Chapter-III Relief Accountability: Methodology & Toolkit

In spite of timely response from the Odisha state government regarding the rescue and relief operations, allegations were made regarding dilution of relief support due to corruption. Often in the aftermath of the disasters accountability appears to be missing. This happens mainly due to the following reasons:

1. Entire system (government, media, civil society, etc) is busy in providing relief;
2. Failure of communication about entitlements during relief;
3. Victims often are satisfied with the subsistence and immediate relief material, rather than long term;
4. More often decisions regarding relief are to be made at the spot based on the severity.
5. Lack of citizen/victims participation in assessment, relief and restoration work.

While day to day governance is monitored closely by various government agencies, media and civil society groups, it is a major concern that disaster relief is often left out of monitoring. As during the relief everybody concentrates on the disaster, ignoring issues like accountability. Instead, in the aftermath of the relief only post-mortems are done about the relief operations, rather than close scrutiny. Thus, good governance takes a backseat due to complacency during interim periods like disasters.

During the disaster and post disaster, there is a huge coordination efforts to be built among different agencies of government, different departments, civil society groups, media, and others in order to carryout rescue operations.

With these concerns and the urge for consistency in good governance, YSD has initiated a pilot survey to monitor disaster governance. This is an attempt to bring in good governance in to place even during disasters. This appears to be immediate and long term necessity particularly in the context of large sums of amount pumped by the governments for providing relief to the affected. Also a disaster reins in chaos by derailing regular and day to day governance. It is in this backdrop that YSD with the help of PTF, Washington attempted to look at accountability during and aftermath of the Phailin.

Key Issues in Relief Accountability

Accountability and transparency, it appears, are gravely ignored in disaster governance. Such ignorance is on part of government as well as civil society organizations too. Some of the key issues of relief accountability are as follows:

1. Lack of proper information about the disaster:

Often in the event of disaster improper information is communicated. Rumors tend to rule the roost among people. For instance, even after the 1999 Super Cyclone in Odisha many people did not go back to their habitats. The reason being a rumor doing rounds about a more devastating cyclone within a month. Also some vested interests exaggerate the scale of disaster to get some mileage.

2. Lack of proper assessment of the damage and needs of the community:

The assessment teams both from the government as well as civil society groups and donor agencies carry out their own assessments. Often these assessments are done based on their own understanding grossly ignoring the actual damages. More over assessment is also done through one centre point rather than on household basis. As a result a poor assessment report forms the basis for providing relief.

3. The above two result in poor resource distribution, often ignoring people living in the interiors:

Relief distribution is another pertinent issue. Relief is often distributed in the habitats living close to the main roads, as many agencies do not travel to hinterlands. Thus most of the relief is distributed at one source rather than equal distribution. Further within a village, often relief is granted more to the local leader than to the entire community.

4. Individual donors are often kept in the dark about their donations:

Donations are collected across the world in the name of particular disaster. However, donors often do not have any information about how their donations have been used. Most importantly once donated, donors do not have any role in decision making.

5. Lack or improper communication:

During relief distribution no two agencies actually talk to each other. As a result of communication gap is developed resulting at times in duplication of work or reinvention of the wheel every time. Many agencies willing to provide relief often do not have any communication either from the government or other related agencies, which severely hampers over all relief work.

6. Poor planning in implementation leading only to short term relief:

Poor planning and equally poor implementation without considering the local particularities continue to plague the relief work and there by accountability. Groups providing relief often end up constructing or building things that do not form part of the community needs. As a result the entire construction or relief provided is ignored by the community.

7. Poor information disclosure on relief and restoration work :

Lack of transparency on relief and restoration work due to emergencies leading to corruption, poor accountability and poor community participation. Hence victims have no knowledge on entitlements, benefits and the beneficiaries (target population). Low level of information leading to duplication of relief work as a result there are more chances of exclusion of actual and intended beneficiaries on

the other hand poor monitoring of relief and restoration work due to emergencies and lack of human resources and mechanism to do 'community audit' leading to corruption during the disaster.

Methodology

Youth for Social Development has selected two blocks from the worst affected Ganjam district i.e. 1. Ganjam; 2. Rangeilunda of Odisha.

Units	Sample
Blocks	02
Gram Panchayats	18
Villages	35
Households	1512

The above table gives a brief of number of households selected (detailed in Annexure-I) from two blocks for the survey along with focus group discussions and PRI officials. Nine (9) gram panchayats each from Ganjam and Rangeilunda blocks were selected for the survey. Sixteen (16) villages were chosen for the study from Ganjam block, while nineteen (19) villages were identified for the study from Rangeilunda block. In each village household survey was carried out along with focus group discussions (FGD). Further representatives of panchayat institutions (Sarpanch and Ward Member) were interviewed to get inputs from government side.

A toolkit was developed separately for the household survey (form-1), focus group discussions (FGD) (form-2) and PRI representatives (form-3). A total of 1512 households were surveyed, while 27 focus group discussions were held and twenty seven (27) PRI representatives were spoken to as a part of the survey. The toolkit (see Annexure-II) covered various aspects related to disaster governance, starting from early warning systems, rescue, relief shelters, facilities at the relief shelters and relief material from government, etc.

The toolkit is developed after a careful study of Odisha Relief Code, State Disaster Reponse Force (SDRF) and National Disaster Response Force (NDRF) guidelines, Red Cross standards, HAP Accountability³ and Sphere Standards⁴ along with Disaster Accountability Project (DAP). The organizations and agencies listed above have proven international track record in promoting relief accountability. Examples were drawn through careful study of their standards.

³ The 2010 HAP Standard in Accountability and Quality Management (2010), <http://www.hapinternational.org/pool/files/2010-hap-standard-in-accountability.pdf>

⁴ <http://www.sphereproject.org/silo/files/what-is-new-in-the-sphere-handbook-2011-edition-v2.pdf>

Chapter-IV Phailin and Relief Accountability

It is essential, for accountability to be in place, for community to be aware and empowered vis-a-vis their entitlements. Though there is increasing awareness among general public on day to day governance, disaster governance appears to be wrapped in mysticism for the people. This is also due to the fact that only a section of population is affected by the disaster. In addition, disaster governance also does not receive apt attention from the government on day to day basis. Disaster governance even today is majorly seen as responsive measure rather than consistent engagement with the community. Finally, community is grossly ignored in terms of building up disaster related infrastructure facilities like cyclone shelters. All the above factors contributed greatly to the negligence of disaster governance.

Rescue and relief during and after a disaster is often named as 'disaster management' rather than 'disaster governance'. The term 'management' is often understood as one sided and thus excludes communities from the process. On the other the term 'governance' is inclusive of communities and has more entitlement driven approach, where in communities benefit.

In other words community appears to be the key component in disaster accountability. It is all the more essential since lot of agencies apart from government are involved in providing disaster relief. In order to bring accountability among various participants, private, public & civil society organizations, it is essential to place community at the centre.

Hence, as a part of the survey YSD had placed Phailin affected communities at the centre in promoting awareness about disaster governance. As mentioned earlier a total 1512 households were served in two blocks - Ganjam and Rangeilunda.

Box-3

Often a disaster related programme ends up in failure as it does not meet the needs and expectations of community. As a result from day one community participation is absent, which results in the non-ownership by the community and ultimately the programme failing to take off. Community should be involved from planning stage onwards and through the entire process of any disaster related programme. Assessing the needs of the community and mapping helps in avoiding failures of the programme. Further, with community involvement the programme costs can be reduced, efficient implementation due to community monitoring and most importantly sustainability of the programme is by and large assured.

Box-4

Best Practice-I : *The super cyclone of 1999 left a bad memory for Odisha. During the Phailin Cyclone both the Odisha State Disaster Management Authority (ODMA) and Odisha Disaster Rapid Action Force (ODRAF) moved swiftly and aimed at making 'Zero Casualty'. Accurate forecasting, proper planning, effective implementation, keen monitoring helped in almost achieving the target of 'Zero Casualty'. It was estimated that around 9,83,553 people were evacuated to safer places by the morning of 12 October. Of this, 1,80,000 people were evacuated in Ganjam district alone.*

Major findings

Profile of the households

Among the household respondents a majority of them are male with 67%, while female respondents are only about one third of the total respondents with around 32%. A significant section of the respondents belong to BPL category (76%) as the table below shows. This also means that it is often the poor that are adversely affected due to disasters like Phailin. Also, another worrying point that came out in the survey was that a sizeable section of the victims do not possess any kind of ration card or they are destroyed in the cyclone.

Table 3: Economic Status (553 households have no cards)

Category	Respondent	Percentage
APL	120	12.4
BPL	738	76.2
Antodaya	93	9.6
Annapurna	17	1.8
Total	968	100

What is alarming about disasters is that, it is generally the poor and vulnerable that are worst hit by disasters. In the case of Phailin as the table below depicts nearly 62% of the respondents are dependent on daily labour, followed by agriculture (21%). This shows that the entire period of Phailin, a majority of the households surveyed had to forego their livelihood. Even among agriculture households nearly 80% of them own land, while 20% are involved in land tenancy.

Table 4: Occupational Structure

Occupation	Respondent	Percentage
Agriculture	347	21.3
Animal husbandry	34	2.1
Pisciculture	86	5.3
Handicraft/handloom	1	.1
Daily labor	1006	61.9
Service	57	3.5
Petty shop	94	5.8
Total	1624	100

Early Warning & Rescue Operations

Almost everyone stated that they are aware of the early warning system and they are aware of the early warning aired in the event of Phailin Cyclone. Only 1% of the respondents said that they did not know about any early warning about before Phailin Cyclone. This actually shows that the early warning issued by various government departments about the pending disaster in the form of Phailin has been very effective.

However, a majority of the respondents stated that they are aware about the warning about Phailin was due to television (47%) followed by loudspeaker (30%). Only 1% of the respondents vouched for radio vis-a-vis early warning, while another 1% depended on the newspaper. Gram panchayat office seems to be a key link in issuing early warning with 12% of the respondents came to know about the disaster through the panchayat office.

Box-5

Best Practice-II: Bangladesh is one of the countries with regular floods creating havoc to the country's economic system and day to day life. Floods in 1988 resulted in loss of human lives and huge property loss. Within a span of ten years Bangladesh was able to overturn all that. Though 1998 floods posed much danger, still Bangladesh was able to reduce the loss of human lives and also property loss compared to that of 1988 floods. This Bangladesh was able to achieve by investing in disaster preparedness. Simultaneously the growth of democratization by civil society groups in the 1990s also led to minimum loss due to 1998 floods.

Table-3: Means of early warning

Means	Respondent	Percentage
Radio	23	1.3
Television	810	47.3
Newspaper	19	1.1
Loudspeaker	495	28.9
GP office	210	12.3
Any other	155	9.1
Total	1712	100

Again the government agencies seem to be swift not only in issuing early warning about the Phailin Cyclone but also quickly moving people to safer areas or relief shelters. A significant majority of the respondents (84%) said that they were moved out to safer places immediately after warning. Around 16% of the respondents, it appears, had failed to move immediately after early warning. However, not many of them seem to have accessed relief shelters (only 7%).

Table 4: Place of Temporary Shelter

Place	Respondent	Percentage
Relief shelter	94	7.4
Friends or relatives	483	37.9
Any other	697	54.7
Total	1274	100

A significant section of them, around 40%, opted for their friends or relatives, around 55% of the respondents got shelter in other places.

71% of the respondents stated that they were evacuated, while 29% complained that they were not evacuated. Among those who were evacuated, majority of them (60%) stated that they were evacuated from their habitats by the government officials. Interestingly 22% of the respondents stated that NGOs evacuated them, while 10% said that youth clubs helped them to evacuate their residences.

Table 5: Who evacuated victims?

Institution	Respondent	Percentage
Govt. officials	453	59.9
NGO	164	21.7
Youth club	75	9.9
Village task force	64	8.5
Total	756	100

Evacuation forms the key followed by early warning during any disaster. This prevents human loss and to certain extent property damage is also minimized. The Odisha state government's mantra on the eve of Phailin was "Zero Loss to Life". This was almost successful and stands as a best practice that emerged from the experience of handling Phailin Cyclone by the government of Odisha.

The fact that 60% of the people were evacuated by the government officials proves the point beyond doubt, where in swift and timely response from the government would help mitigating the adverse effects of a disaster.

64% of the respondents shared that they have been evacuated on foot, while 32% stated that they were evacuated by some or the other vehicle. Less than 1% shared that they have been evacuated by boat. The fact that only 6 respondents stated they were evacuated by boat also means that evacuation was done in much advance in anticipation of Phailin.

Box-6

Best Practice-III: Cuba is located in hurricane-prone Atlantic Basin Hurricanes are so common in Cuba that the economy of the country is often determined by hurricanes. From 1996 to 2005 10 hurricanes struck Cuba and still the average loss of human lives is only 4. Due to constant hurricanes Cuba has developed a culture of preparedness. 72 hours before the disaster people are informed through various sources of media. 48 hours before alert warning is issued. 24 hours before alarm is issued. These three stages are planned and implemented effectively while giving early warning to the people at regular intervals. Cuba is one example how early warning system can save lives and property.

Relief Distribution and Shelters

After early warning and evacuation, the third step during a disaster like that of Phailin Cyclone is to provide relief in terms of not only food, but also shelter and other related aspects like health, clothing, etc. None of the respondents received any relief through air drop.

Regarding space availability within relief shelter only 56% opined that there is sufficient space, while 44% said that there is no enough space in the relief shelters.

Table-6: Availability of basic needs at cyclone shelter

Basic Needs	Respondent	Percentage
Drinking water	114	41.3
Food	143	51.8
Blankets	4	1.4
Clothes	3	1.2
Health care facilities	1	0.3
Any other	11	4
Total	276	100

When asked about the availability of basic needs like drinking water, food, blankets, clothes, health care, etc, many respondents shared that drinking water and food were given priority. While 52% shared that food was available at the relief shelters, only 41% shared that drinking water was available. Only 1% of the respondents stated the availability of blankets and clothes, while health care appeared to be basic service that was neglected at the relief shelters.

Regarding child care at the relief shelters health was given priority with 37% vouching for it, followed by nutritious food (34%), while education received least attention with 29%. It is interesting to note that the relief shelters provided special care to the people with differently abled people. 80 respondents shared that special care was given to people with different abilities, only 10 responded in favour of wheel chair, while only 4 respondents felt that relief shelters are not disabled friendly.

Similarly special attention was given to senior citizens. 45% of them opined that senior citizens received assistance, while 47% stated that they received food, while only 8% of them said that the senior citizens received health care in the relief shelters.

Table-7: Sanitary facilities at relief shelters

Sanitary facilities	Respondent	Percentage
Yes	22	23.4
No	72	76.6
Total	94	100

It is alarming to note that there are no proper sanitary facilities at the relief shelters. As the table shows only 23% said that sanitary facilities are available at the relief shelters. A significant majority of 77% of the respondents said that there are no sanitary facilities at the relief shelters.

Post-Phailin: Property Damage

Also many of the respondents (72%) said that mud / debris was not cleaned from the public area. Only 46% of the people interviewed said that dead bodies were disposed off, while, 54% said that dead bodies were not disposed properly.

Table- 8: Disposal of dead bodies

Disposal	Respondent	Percentage
Yes	702	46.4
No	810	53.6
Total	1512	100

Majority of the households (44%) own only thatched houses followed by asbestos (40%), while only a small minority (9%) own RCC roof houses. However, 94% of the respondents lamented that their houses were damaged due to Phailin Cyclone, while 6% of the households shared that their houses were not damaged. Only 41% of the respondents said that their houses were damaged partially, while around 22% reported that their houses were fully destroyed. 37% shared that their houses were damaged severely.

Table-9: Damaged house in recent cyclone

Damaged	Respondent	Percentage
Yes	1423	94.1
No	89	5.9
Total	1512	100

For 95% of the respondents it was government officials that assessed the damaged houses, while 5% said that no one has carried out the assessment of property loss. Among the respondents whose damage was assessed only 3% of them said that gram panchayat assessed the damage, while 97% said that government officers had carried out the damage assessment. However, many of them lamented that damage assessment was delayed. Only 15% of the respondents said that damage assessment was done within a week. For majority of the respondents (58%) said that assessment was done within 15 days, while 23% said that it nearly took one month to assess the damage.

Table-10: Volume of damage

Volume of damage	Respondent	Percentage
Fully destroyed	309	21.7
Severely	532	37.4
Partially	582	40.9
Total	1423	100

Among the respondents whose damage assessment was completed, only 77% of them received compensation, while a sizeable section of them (23%) did not receive any compensation. There was delay in giving compensation with nearly 79% of the respondents complaining about delay over more than one month in receiving compensation. Only 5 respondents said that they received

compensation within a week, while 19% shared that it took nearly one month to receive compensation.

Table-11: Compensation received

Compensation Received	Respondent	Percentage
Yes	1047	77.1
No	310	22.9
Total	1357	100

A significant majority of 83% of the respondents do not own cattle shed. Among the 16% respondents that own cattle shed, a majority (84%) of them shared that their cattle shed has been damaged. Almost all of them (95%) received no compensation for damaged cattle shed.

Human Loss

It is heartwarming to know that the state government adopted 'Zero Casualty' approach as a part of mitigating the damage of Phailin. Accordingly, the government monitored evacuation very closely based on accurate weather forecasting. Coupled with 'Zero Casualty' approach the government also closely worked with weather department and the timely issuing of timely warnings to the people helped. As a result almost all the respondents reported no death in their family due to cyclone. Only 3 households reported death during cyclone. None of the deaths were identified by the officials and hence none of the respondents received any compensation related to loss of human life due to Phailin. Also no one was disabled or severely injured or hospitalized among the respondents due to Phailin.

Table-12: Death in the family due to Phailin

Died	Respondent	Percentage
Yes	3	.2
No	1509	99.8
Total	1512	100

Around 34% of the respondents lost their clothes due to Phailin, while only 8% among them received compensation. Among the 8% that received compensation all of them (100%) received it in the form of cash and not in the form of clothes. Similarly only 25% of the households reported loss of utensils, while a significant majority (75%) of them reported no loss of utensils.

Box-7

Best Practice-IV: In disaster preparedness is incomplete without community awareness and preparedness. It is ultimately the person that needs to take care of themselves during a disaster with government agencies monitoring. Communities in Cuba are well known for disaster preparedness and everybody in the community, a child to adult know what to do in case of a early warning system or during a disaster. It is the community awareness that has generated community preparedness during a disaster.

Table-13: Reserved food for consumption

Reserved	Respondent	Percentage
Yes	897	59.3
No	615	40.7
Total	1512	100

It is interesting to note that there is general awareness among the public about disasters. Nearly 60% of the households reported that they reserved food for consumption, while only 40% of them did not reserve food for consumption. Only 46% of the respondents said that they lost the food items. For a majority of them, government officials did not assess the loss of food items, while only 14% reported that government officials assessed loss of food items. In this backdrop 78% of the households said that they received assistance with regard to food and food items. Only 22% of the households lamented that they did not get any assistance with regard to food and food items.

Box-8

Best Practice-V: In Cuba many people take shelter in their neighbor's house rather than government shelters. Such shelter seeking is part of national disaster plan. Every locality houses that are certified as hurricane safe are designated and used during evacuation for sheltering other community members. Thus, identifying safe shelters in advance within the community will be of great help during evacuation.

Table-14: Period of food assistance received

Period	Respondent	Percentage
15 days	6	8
30 days	55	73.3
45 days	14	18.7
60 days	-	-
Total	75	100

Among the households that received assistance, 73% of them said that they received food assistance for a period of 30 days, while only 19% shared that they received for 45 days.

Livelihood Issues

As mentioned earlier, it is the livelihood of the community that is adversely affected due to disasters like Phailin. With relief works carried out on temporary and short term basis rather than long term basis, livelihoods of the victims are completely derailed due to disasters. In the case of Phailin Cyclone also it was the livelihoods of the people that were a major concern. It is to be noted that 70% of the households reported loss of livelihood due to Phailin in one way or the other.

Table-15: Loss of Livelihood

Lost	Respondent	Percentage
Yes	243	70
No	104	30
Total	347	100

Apart from human safety it is also important to take note of livelihood aspects like agriculture and cattle. Rejuvenation of agriculture in the post-disaster period allows the disaster affected victims to bounce back to their regular life at the earliest often forgetting the bad memories of disaster. A significant majority of the respondents (93%) have cultivated paddy followed by mushrooms, ground nuts, green gram and vegetables. These were the crops sown before the start of season. A significant majority of 78% of the respondents lamented that they lost the crop due to Phailin.

Table-15: Crop lost in recent cyclone

Lost	Respondent	Percentage
Yes	270	77.8
No	77	22.2
Total	347	100

It is equally important to save/rescue the cattle during rescue operations. However, the administrative ill-preparedness to rescue cattle and transport them often leaves the cattle in a situation of jeopardy. Again cattle allows the community to settle fast in the post-disaster period. Among the households that owned cattle, 57% of them owned cows followed by poultry by 28% and 10% of them owning goats, while a minority of them owning buffaloes and sheep.

Table-16: Type of cattle owned by the

Type	Respondent	Percentage
Cow	103	56.9
Buffalo	7	3.9
Sheep	2	1.1
Goat	19	10.5
Poultry	50	27.6
Total	181	100

70% of the respondents did not face any cattle loss due to Phailin. Among the 30% that lost cattle due to Phailin only 15% of them responded positively regarding government certification. A significant majority (85%) of them lamented that the cattle loss was not certified by the government. However, among the respondents whose cattle loss was certified only 37% of them shared that they received assistance, with 62% of them lamenting about non-receiving of assistance.

Again among the people who received assistance for cattle loss, only two people received within a week, while one person received it within 15 days. With regard to keeping cattle in the relief camps, majority (96%) of them responded negatively, only 6 people kept the cattle in the relief camps. None of them received assistance in transporting the cattle to relief camps.

Among the respondents a total of 26 households cultivate fish, while nine households reported having fish seed farms. All the 26 households cultivated fish. All the households (26) said that they lost fish farms due to Phailin. Interestingly none of them received assistance with regard to loss of fish farms. Among the fishing folk, 18 people had lost their boats and fishing nets.

Results of Focus Group Discussion (FGDs)

Focus group discussions (FGDs) were conducted concomitantly along with the household survey in the selected gram panchayats. Major findings from the FGDs can be summed up as follow:

- All of them received early warning system;
- 2 FGDs suggested that they were not moved out of their habitats;
- Among the GPs evacuated they were evacuated on foot without any transport;
- Usage of loud speaker is vital for issuing early warning system;
- 18 FGDs took shelter in government buildings, while the remaining moved to friends/relatives houses;
- Some of them complained about lack of space in relief shelters;
- There was no proper supply of essential items food, clothing, blankets, drinking water, etc, in relief shelters;
- Many of them suggested that there shall be separate relief shelters, increase in number of shelters along with facilities like drinking water and toilets;
- 21 GPs stated that immediate and rapid assessment was conducted by the government officials;
- However, all of them reported that assessment was done after 15 days;
- None of the villagers participated in the assessment;
- No report regarding assessment was shared with the villagers;
- All of them got relief in the form of 50KGs rice and rs. 500;
- Only 6 GPs reported that they received relief as per the assessment done before;
- Only 3 GPs lamented that there is discrimination in relief distribution;
- The relief volunteers and government officials behaved well;
- None of the government officials were non-partisan;
- None of the villagers are aware about the amount of relief sanctioned;
- Very weak participation by people in meetings related to relief related works;

Box-9

Best Practice-VI: *In the aftermath of the disaster it is essential for the community and government agencies to work jointly to reconstruct everything that was destroyed. Drawing example from Cuba, the community works along with the government agencies in clearing debris, restoring power, water supply, roads, etc and thus recovers better and faster. This would also provide a sense of ownership for the community leading to long term sustainability of the programme.*

Box-10

Best Practice-VII: *In the post-tsunami recovery phase, the establishment of Tamil Nadu Tsunami Resource Centre (TNTRC) to facilitate a rehabilitation process supported by the Government of Tamil Nadu the UN System and several Non-governmental Organizations (NGOs) has gone long way in undertaking reconstruction of Tsunami affected regions. The Centre helped in avoiding duplication of work by different donor agencies. It helped in bridging the communication between the government, donor agencies and NGOs, there by leading to a smooth reconstruction process. TNTRC also acted as the one point information centre on tsunami rehabilitation work in Tamil Nadu.*

- Only in two GPs agencies /government informed about their plan of action;
- 23 GPs reported conflict during relief distribution;
- 8 GPs lamented about bribe to avail relief;
- 5 GPs felt that there was misappropriation of fund in relief distribution. 6 GPs reported that they were charged with Rs. 50/- per photograph and in one case Rs. 100/- was charged.
- There was no entitlement board / information near the relief distribution point;
- Many were dissatisfied with the relief distribution due to insufficient items, untimely distribution and no response for complaints;
- 3 GPs complained and all were oral complaints, while no action was taken.

Corruption during Relief and Restoration

One of the key aspects in the rescue and relief operations of a particular disaster is the non-accountability and absence of monitoring often becomes a fertile ground for corruption. The urgency of rescue and relief often tends to ignore corrupt practices/activities in favour of emergency. However, it is also proven all over the world (see boxes on best practises) that awareness among community members about 'disaster governance' works well to check corruption during disaster rescue and relief operations.

Corruption has been reported during the field interaction with the households and focused group discussion. The types of corruption were

- Local Sarpanch favored his relatives, friends and the people who voted him during the relief distribution and also influenced revenue inspector during the damage assessment. Assessment has been done for houses with no damage, while over assessment was done for less damaged houses. As a result many actual victims and the actual beneficiaries have been left out in Bapalli, Subalaya, Pitulupatnam, Gahanju and Bada Nolianuagaon villages.
- Sarpanch and panchayat officials collected Rs.25 from each household towards transport cost of the relief materials before distribution of rice and Rs. 500 in Sanabiswanathpur, Panibandha and Pitulupatnam villages.
- Revenue inspector and officials collected money (Rs.100 and Rs.200) as bribe from the beneficiaries to assess the crop loss during the post phailin period in villages like Sanabiswanathpur, Panibandha and Pitulupatnam.
- Revenue inspector and his officials also collected Rs. 200 from every household to assess their damaged houses in Sanabiswanathpur, Parbatipur, Palanga, Panibandha and Pitulupatnam villages.
- Revenue inspector and panchayat officials collected Rs.50 each from every household towards photographing of damage house in Panibandha, Nandanpalli, Bahalpur and Malada villages.

- There is no mechanism and opportunity to complain against the corrupt officials and Sarpanch in the affected villages. While it also implies that the people of these villages are not aware of the grievance redress mechanism during such times.
- There was no information on relief materials, stock position, beneficiary list and date and time of relief distribution (transparency board) in all most all the villages. Many ineligible beneficiaries received relief materials hence the actual intended beneficiaries were left out during Phalin relief in all most all the villages.

Results of Interview with Gram Panchayat Memembers

Among 28 GPs, panchayat official or representative was available at the spot during Phailin in 26 GPs, while 2 GPs no one was available. However all the 28 GPs reported that they were involved in evacuation as well as food distribution.

Table-17: Role of PRI members during disaster

Type of role	Number
Involved in evacuation	28
Involved in food distribution	28

All the GPs informed people to move towards relief shelters or a safe place. A majority of the GPs (22) moved people to relief shelters, while 6 GPs were dependent on schools. The GP members reported no problems during estimate of damage. Only 2 GPs reported non-sharing of damage report, while 26 GPs said that report was shared. 23 GPs reported relief distribution carried out as per the requirement of people.

Only 22 GPs reported meetings conducted for relief by NGOs. In the meetings 19 GPs said that people got a chance to share their problems. Also it was stated that government officials/NGOs shared the related information and discussed about relief distribution in 23 GPs.

Only 3 GPs complained that relief material was not distributed timely, though all the 28 GPs informed the villagers about relief distribution place, date and time. Information was shared mostly through public meetings in 24 GPs, through notice board in remaining 4 GPs.

50 KGs of rice was distributed along Rs. 500 in all the GPs, while tarpaulins were distributed based on needs assessment. Only two GPs reported corruption by Government / NGOs. Only one GP received complaint regarding relief distribution during disaster. The complaint was that items should be distributed equally; whereas NGOs due to their limited resources were unable to satisfy everyone.

All 28 GPs reported proper coordination between GPs and block, while 15 GPs reported coordination between GPs and police. Only 4 GPs remain unsatisfied with the relief distribution of government / NGOs.

Chapter-V Policy Suggestions and Conclusions

- **Citizen engagement**

From the present survey, it came out starkly that citizen engagement forms the key to relief accountability. Among the major issues are complaints about damage assessment, little or no facilities at the relief shelters, poor relief compensation, no statement of relief expenditure and other related aspects. Therefore it is essential that citizen engagement with regard to disaster governance should be continuous. The following model is proposed to improve civic engagement and there by promote relief accountability.

- **Promote awareness**

Civic engagement forms the basis for accountability in general and during a disaster in particular. Local governance structures like gram panchayat should promote awareness among the communities about disasters and measures to be taken during a disaster in order to mitigate the adverse affects. Only a strong and pro-active participation from the community can ensure accountability along with effectively fighting the disasters.

- **Recognition of intended beneficiaries**

Often during a disaster many households lose their ration cards, adhar cards and other identity or entitlement cards leaving them unqualified for relief provided in cases of damage. The involvement of local civic volunteers can be of great help in recognising households belonging to that particular area.

- **Training of training knowledge**

Further the traditional knowledge of communities in handling disasters can go a long way in mitigating disasters. A pool of trained citizen volunteers can be drawn from each

Civic Engagement



- **Generating Awareness**
- **Citizen Relief Volunteers**
- **Citizen Coordination Committee**
- **Participation in Evacuation**
- **Citizen involvement in Damage Assessment**
- **Involvement in Relief Distribution & Reconstruction**
- **Public Statement of Accounts**
- **List of Relief Beneficiaries**
- **Public Hearing at GP level on evacuation & relief**

Box-11

IACG: Inter Agency Coordination Group

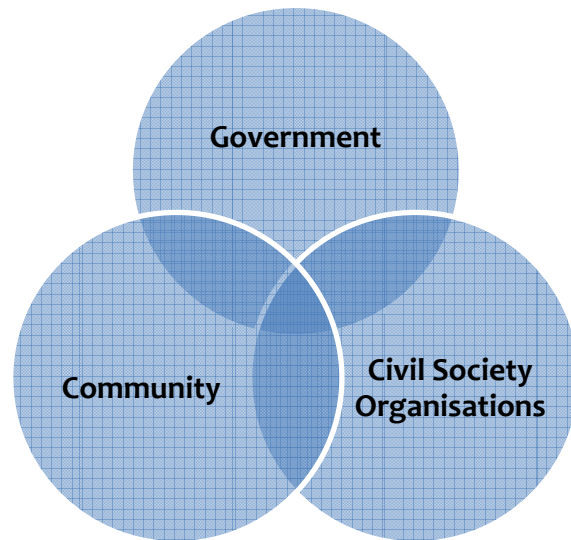
Inter Agency Coordination Group has been convened immediately after the Phailin by the district collector Ganjam to ensure coordination between various agencies including government, non-government and corporate during the relief, restoration and rehabilitation work. The basic purpose of the IACG is to avoid overlapping and duplication of relief and rehabilitation efforts and to coordinate among various development agencies involved relief work.

There were weekly meeting fixed to ensure coordination among development agencies and government. A nodal officer had been appointed for efficient coordination and support from government to the development agencies during the emergency situation.

panchayat and such reserve pools can be utilized during a disaster from evacuation to providing relief.

- ***Mandatory disclosure of relief***

One of the key aspects often ignored in disaster relief is the budget part. Donations are sought and often there is no account of how much was received and how much was spent. Hence, each CSO or government department should mandatorily disclose their accounts for the benefit of the public. There shall be two public hearings at the gram panchayat level, one to discuss the damage assessment report and two to discuss the relief distribution and reconstruction process.



- ***Promote 'Disaster Governance'***

It is essential to change the nomenclature from 'disaster management' to 'disaster governance' in order to make it more inclusive and rights based. The term management denotes one sided approach, where community stands excluded. Whereas the term governance denotes a holistic and long term approach that is inclusive of all the stakeholders involved. Moreover, the term management does not include accountability and transparency, where as governance includes both accountability and transparency.

- ***Coordination among different agencies***

A proper coordination team must be established permanently that comes together during disasters, while functions normally on other days, consisting of doctors, engineers, revenue department, intelligence, police, state reserved police, civil supplies department, health, education, communications, along civil society groups.

- ***Special care for most vulnerable people***

Evacuation should be carried out for all the people with special care with regard to senior citizens, children, disabled, cattle, etc. The local administration should be authorized to maintain the details of special cases like senior citizens, disabled, children, people with diseases, in the event of evacuation. Each village shall have its own relief shelter with all facilities like drinking water, toilets and cooking space that shall function during normal times as a community hall. Often relief shelters do not have any reserves in terms of food, blankets, drinking water, etc. Each relief, it is essential, should consist of basic reserves of food (with facilities to cook), blankets, drinking water, sanitation, etc, for the evacuated people.

- **Coordination among inter agency to curb corruption**

As the figure shows there needs to be a three way interaction between the government, community and civil society organizations. In the event of a disaster, the three-some interaction produces desired results in terms of not only mitigating the adverse affects of a disaster but also in promoting transparency and accountability in post-disaster relief work. While there are other players like media, international agencies, foreign governments, individuals, that participate in the relief work, it is however, essential for these three main pillars of 'disaster governance' to interact on regular basis.

- **People's participation in damage assessment**

Damage assessment in the each GP shall be carried out with the help of local people, youth groups, women groups. The report on damage assessment shall be discussed in a 'public hearing' of the GP. Similarly total amount spent for each GP shall be discussed in a public hearing held specifically for this purpose. Community awareness must be generated about 'do's and dont's during a disaster and after disaster. Entitlements of people during and after disaster shall be placed on GP notice board. Traditional community knowledge about disaster coping mechanisms should be documented.

- **People's engagement to curb corruption**

In order to curb corruption and promote good governance even at the time of emergencies like disasters, public hearing at the GP level becomes crucial. The public hearing/ gram sabha (people's assembly) would discuss the damage assessment report and at a later stage short term relief distribution and long term reconstruction plans. Here in the gram sabha it is essential to list out the beneficiaries of short term relief distribution to make the entire relief distribution process transparent.

Box-12

GDRF: Ganjam Disaster Response Forum

To address relief, restoration and co-ordination among non-governmental organizations (NGOs) during Phailin in Ganjam district has made preparedness since 10th October, 2013 and engaged themselves in evacuation, relief and restoration activities by mobilizing volunteers and resources at their own capacity. To respond the upcoming issues after the post cyclone and flood, NGOs in Ganjam unanimously formed a group called '**Ganjam Disaster Response Forum**' (GDRF) to efficiently work on relief and restoration. This informal forum has been formed to assess the life and property in Ganjam, to coordinate relief and restoration work with the government, INGOs, local NGOs and other stakeholders, it also ensure meaningful utilization of limited resources and monitor relief and restoration work to make transparent and accountable humanitarian response and aid to avoid duplication and the benefits reach the most affected people. Initially 35 NGOs joined the forum and it had increased to 45 NGOS during the post phailin period

Annexure-I: Sampling Details

Sample size for various tools

Block	Gram Panchayat	Village	Households	FGD	GP Officials
GANJAM	Umuri	Benigouri	22	1	1
		Nandanpalli	14	1	1
	Malada	Panibandha	46	1	2
		Bahalpur	32	1	2
	Palibandha	New padmapenta	19	1	-
	Santoshpur	Satuli	30	-	1
		Sana Gopalpur	28	1	1
	Malaoa	Raulibandha	26	-	-
	Poiras	Nuapalli	29	-	1
		Kanthiapalli	23	-	-
		Tarinipalli	30	-	1
	Subalaya	Mkundapur	14	1	1
		Badapalli	22	1	1
	Agastinuagaon	Bada Nolianuagaon	63	1	2
		Sana Nolianuagaon	136	1	-
Palibandha	Podampeta	60	1	-	
RANGEILUNDA	Biswanathpur	Biswanathpur	111	1	1
		Sana Biswanathapur	60	1	-
		Nuapali Nolia Sahi	10	1	-
	Boxipalli	Venkatraipur	28	-	-
		Dharampur	39	1	-
		Boxipalli	123	1	2
	Palang	Kahakpur	32	1	2
		Kankhai	17	1	1
		Ranibar	10	1	-
		Jatiakhala	14	1	-
		Sunakera	8	1	-
	Narayanpur	Parbatipur	16	1	1
	Gahanju	Gahanju	131	1	-
		Tarei gahanju	34	1	-
		Aruapalli	36	-	1
	Gopalpur NAC	Pitulupatanam	151	1	2
		Gopalpur Beach	34	1	-
	Mantridi	Boyal	9	1	1
Phulta	Phulta	55	-	2	
Total-2 Blocks	18 Panchayats	35 Villages	1512	27	27

Annexure-II: Relief Accountability Tools

Form-1: Beneficiary Interview

- a. Beneficiary Profile
- b. Early warning
- c. Search & Rescue Operation
- d. Relief Shelter
- e. Clearance of Affected Areas
- f. Housing
- g. Gratuitous Relief
- h. Occupational Assistance

Form-2: Focused Group Discussion

- a. Early warning on disaster
- b. Search and rescue operations
- c. Relief Shelter
- d. Assessment
- e. Response
- f. Participation
- g. Coordination
- h. Performance and Transparency

Form-3: Interview with Gram Panchayat Officials/ Elected Representatives

- a. Profile
- b. Relief service delivery



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