

Reflection of Initiatives to cyclone (Phailine) and subsequent floods

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SACAL

Reflection of Initiatives

A synthesis of response to cyclone (Phailine) and subsequent floods

Executive Summary

Vulnerability of the marginalized population in the state of Odisha worsened in the aftermath of very severe cyclonic storm PHAILIN in the year 2013. SACAL undertook the Flood Rehabilitation Program, encompassing Distribution of Emergency Relief, Livelihood, Shelter Reconstruction/ Repairing and restoration of community infrastructure on a comprehensive development package to provide the community and impetus for a better future vis-à-vis imminent disaster situations. The intent of the intervention lies in building and strengthening the resilience of the community to cope with emergency situations especially cyclone and flash floods. In order to achieve the objectives in the desired timeframe, adequate measures have been ensured from the inception of the program.

1. Backdrop

India occupies a unique position in the south Asian region due to occurrences of natural and manmade disasters on account of its varied geo-climatic conditions. Floods, cyclones, earthquakes, land-slides have been the current phenomena. About 60% of the land mass is prone to earthquakes of various intensities, over forty million hectares of land mass is prone to floods; about 8% of the land is prone to cyclone and 68% of the land is susceptible to drought. In the decade 1990 to 2000, an average of about 4344 people lost their lives and about 30 million people were affected by disasters every year. The Odisha super cyclone in the year 1999 and the Bhuj earth quake in Gujarat in 2001, underscored the need to adopt a multi dimensional endeavour involving diverse scientific, engineering, financial and social processes; the need to adopt multi sector approaches and incorporation of risk reduction in the development plan and strategies. The present emergency restoration intervention facilitated by SACAL is an attempt in this regard to bring a holistic approach in the overall disaster management process.

2. Overview of disasters in Odisha

The vulnerable eastern state of Odisha is a flood & drought prone, cyclone hit, famine stricken land. With alarming proportion of residents below the poverty line, recurring natural disasters cause severe socio-economic and psychological setbacks to the state's inhabitants. The coastal districts especially are exposed to the vagaries of recurrent floods and cyclones. Lately with the burgeoning population, vulnerability has increased manifold. High population density, encroachment on the flood plains, poor socio-economic condition, weak infrastructure etc increase the vulnerability to floods. Floods being the most recurrent disasters in the State, out of the total geographical area of 15.751lakh hectares 1.40 lakh hectares are flood prone. In the last 25 years, floods have occurred 12 times with varying severity.

Within India, Odisha is ranked in the bottom 6 of 17 major states in the 2007 Human Development Index. Approximately 85% of the estimated 36 million people of Odisha live in rural areas and the state has the second highest concentration of tribal people in the country. 16.5% of the population of Odisha belongs to castes that are commonly known as dalits and regarded as untouchable by the higher castes. Both the tribal communities and dalits face the brunt of unaccountable governance, social and economic discrimination and exploitation. Across the state, 47.15% of people live below the poverty line compared with 28% nationally and 40% of children under the age of five are malnourished, the figure rising to 54% among the tribal population.

Climatically, Odisha falls under tropical climatic zone. The south-west monsoons and the retreating north-east monsoons preponderantly determine the climatic conditions. The monsoon rain in Odisha is much lower than that of West Bengal. Besides, the delayed monsoons, which forecasts consolatory rain to northern Odisha are primarily cyclonic in character.

In the event of a disaster, the poor are hit the most due to known reasons. Among the reasons for higher degree of suffering during disaster in the state are its poor public infrastructure, poor sanitation coverage, low per capita and asset base and proneness of some regions to disasters. In a state where resource inequities are glaring and land reform benefits are not so visible, disaster mitigation and preparedness can only be temporary solutions for long-term questions of livelihood.

The sporadic natural disasters like floods, droughts, famines and cyclones that have damaged directly and indirectly the human lives, cattle and animal population and the crops raised on the fields, habitats and rural settlements situated in the far-flung low lying areas as well as in the hinterlands of the state.

Floods

Before raining into the Bay of Bengal, all the major rivers of Odisha flow long distances. Some of them are having their sources originating beyond the state of Odisha. The intensity of floods inundating the rivers depend much on the topography of the State, the drainage system with low channel capacity, low flood slope, sand banked mouths, high concentration of rainfall in a small number of days in the catchments basin etc.

The frequency of such floods during the last one and half century (1968-2004) can be assessed from the available figures. In between 1868 to 1967 i.e. during a span of hundred years, there were 262 flood inundations in the state, of which 68 were high floods. 77 of them were medium floods and 117 low floods. Among the rivers Mahanadi experienced the highest number of floods i.e. 99 times. In other major

Rivers of Odisha, Brahmani experienced such floods 77 times whereas north flowing river Baitarani caused floods for the 86th time. However, the scale of grimness of the floods of 1881, 1894, 1896, 1907, 1920, 1926, 1927, 1934, 1940, 1941, 1943, 1955, 1960, 1961 surpassed the previous ones. To add to the plight of its people, in between 1967 to 2003, floods of periodic nature occurred almost every year in between 1967- 1975, 1977, each year between 1980-82, 1985, 1990, 1992, 1994, 1995, 2001 and 2003. The number of such destructive i.e. flood occurs equaled 20 times. Total of all such chronic, periodic and yearly occurrences of floods in Odisha during 1886-2003 i.e. during the last one hundred thirty-six years are as many as 282.

Cyclone

Odisha belongs to a cyclonic zone. The late monsoon symptoms often cumulate to cyclonic developments in the Bay of Bengal. The wind becomes violent as it moves towards the northwest and lashes the whole of north-east coastal belt of the state. Cyclones in Odisha occurred in 1823, 1831, 1932, 1842, 1848, 1874, 1885, 1887, 1890, 1936, 1942, 1967, 1968, 1971 and 1999. Among the others, the severity of the Super Cyclone of 29 October, 1999 is more devastating. It had affected about 97 blocks, 12 districts, the State capital and Cuttack city, 28 NACs, besides affecting around 125.9 lakh people and causing devastation in about 1200 KM. The super cyclone claimed as much life and property as 1846 Gram Panchayats in the state, 14000 villages/wards and 1650086 households were severely affected. As a matter of fact, the economic history of Odisha is a story of ravages of the recurrent floods and droughts that have created and still creating havoc in the economic and social life of the people of the State. These natural calamities along with cyclones and famines are the crucial factors that have pushed back the progress of the economy.

Drought

Like flood, drought is recurrent in Odisha. In most of the years, droughts and floods are experienced simultaneously because of excessive rainfall in some parts of the catchment basins and low rainfall in other regions. 4 Records reveal that there were droughts in 1841-42, 1942-43, 1849- 50, 1850-51, 1954-55, 1965, 1966, 1967, 1979, 1984, 2000, 2002 and 2003. In the annals of history, the great devastating Odisha famine, i.e. Na Anka Durbhikhya was mainly because of extensive drought in 1865. Just like floods, droughts wreak in a lot of suffering to the Odisha people - the damages being overwhelming by nature. Every alternate year, either a drought or flood has become a recurring phenomenon in the state

Heatwave

In the year 1998 the State of Odisha faced an unprecedented heat wave situation, as a result of which 2042 persons lost their lives. Though extensive awareness campaigns have largely reduced the number of casualties during post 1998 period, still a good number of casualties are being reported each year which have put the State Government in very difficult situation. It has become a menace during hard summer causing insurmountable human suffering. The poor people, farmers and workers mostly suffer from sunstroke and lose their lives. There have been more than 3000 deaths due to "Heat Wave" from 1998 to 2014.

3. Cyclone PHAILIN

Cyclone PHAILIN hit Odisha in South Western India on the 12th October 2013 resulting in massive devastation and severe floods affecting more than 11 million people from 16,487 villages in 17 districts of the state. Twenty one people lost their lives, 376,000 houses were damaged, and livestock and infrastructural damage was widespread. The damage caused by the cyclone was further exacerbated by five days of continuous rain which significantly compounded the damage to houses and crops. The following months brought increased hardship for thousands of families as access to essential services such as drinking water, sanitation and medical services were affected by storm and flooding damage. In addition to food shortages, loss of livelihood assets and school closures were reported. Although the rebuilding process started in the affected area soon after the cyclone hit, the reach of the support provided by the State Government was limited. Government welfare schemes were restarted a month after the disaster hit. However, the scale and scope of the government response and extent of the support provided was not sufficient to reach all of those affected.

As a result a number of negative coping strategies were being employed by families affected by cyclone and flooding including:

- Migration for casual labor or 'piece-work' to nearby urban places or further to cities such as Chennai, Mumbai, Delhi, increasing the vulnerability of household members left at home
- Reducing the number of meals per day (from 2 or 3 meals to 1 in most cases in the affected area)
- Increase in the numbers of people taking loans from moneylenders at high interest rates (as high as 120% per annum) in order to meet regular food and other expenses
- Mortgage of household assets to meet immediate needs

4. Profile of Gajapati district

Gajapati district is located in southern part of Odisha. The district is relatively new and is formed in the year 1992 by subdividing the erstwhile Ganjam District. The total geographical area of the district consists of 4325 sq.km. The district has a total population of 518837. Out of this, 8.77 % belong to Scheduled Caste and 47.88% belong to ST population. The decadal growth rate of the population is

found to be 14.02% with crude birth rate of 32.4 %. The population in the district exhibits imbalance with a sex ratio of 1031. The sex ratio in urban area is 988 while that of rural area is 1036. The literacy level in the district is only 42% compared to the state average of 62%. There exist widespread variation in literacy level in urban areas and rural areas. Disparities are also found in female and male literacy rate. The female literacy rate is only 28.1% while male literacy rate is 55.14%. The district has two subdivisions, three tahasils, seven development blocks, 129 Grama Panchayats, one Municipality, and one NAC.

LOCATION

This district is lying between 180.46' North and 190.39' North latitude and 830.48' East and 840.08' East longitude. The area is abutting the state boundary i.e. Andhra Pradesh towards South. Ganjam district bound this district on the East, Rayagada district on the West, Ganjam and Kandhmal district on the North. The highest mountain of this district, Mahendragiri, lies at an Altitude of 4,923 feet above the Mean Sea Level. The Paralakhemundi town lies between 180-46'-41" North latitude and 840-5'-52" East longitude and at an altitude of 479 feet (or) 145 meters above the Mean Sea Level.

TOPOGRAPHY

Major part of the district is hilly terrain. The hilly areas are mostly inhabited by Tribals. The highest mountain of the district Mahendragiri lies at an altitude of 4,923 feet above the sea level. The soil quality is of alluvial, brown, laterites, clay loam, sandy loam and red. This district comes under "NORTH EASTERN GHAT AGRO CLIMATIC ZONE" with light textured brown forest soil which is highly acidic in nature with medium percentage of Nitrogen, Phosphorous and Potash. Due to typical characteristic of the agro-climatic zone, the terrain has rolling topography, rugged hills, and perennial streams. Due to steep and rugged terrain and non availability of water, the land available for cultivation is very less. The farmers mostly practice shifting cultivation which sometimes is the main cause of land sliding and damage of life and property. Gosani, Gumma, Kasinagar, Rayagada and R.Udayagiri blocks have almost 90% laterites soil. Brown forest soil is found in Nuagada and Mohana blocks. Gosani, Kasinagar blocks comes under plain lands where as the tribal blocks consists of hill and table land in the North-East part of the district.

CLIMATE

The climate of the district is sub-tropical with extreme variation in temperature and rain fall. The temperature varies from 16 to 48 degree Celsius. The lowest temperature has been experienced in the month of November -December and the highest temperature occurs during May-June. **RAINFALL**

The district receives annual rainfall in between 1500 mm to 2080 mm. The average annual rainfall is 1403.30mm with nearly 71 rainy days in a year. The maximum precipitation is received between July - September. During February and May the rain fall is almost erratic. The data regarding the average rainfall in the district during the year 1993 to 2007 is provided in the following table.

WATER RESOURCES

There are three major rivers namely Bansadhara, Mahendratanya and Badanadi, flowing through the district. Water from these three major rivers form the sources of irrigation. The river Vansadhara originates from Lanjigarh area of Kalahandi district and passes through Kashinagar block and flows southwards along the borderline of Gajapati district. The river Mahendratanya is originating from the Mahendragiri range and flows in the westward direction through Rayagada block and then to southward direction through Gosani block. The river Badanadi flows through western part of Mohona block.

FOREST RESOURCES

The total forest area of the district is 2,301.98 sq. km. Out of which 437.52 sq. km is reserve forest. Timber, bamboo, hill broom, Patala garuda, soap nut, B. kaliakhali, marsinga leaf, dhatuki flowers, kochila seeds, genduli gum, siali leaves and kathalai etc forms the major forest products of the district.

LAND USE PATTERN

Table given below provides the details of land utilization in the district. Out of the total geographical area of 432500 ha, the land available for agriculture is nearly 77335 ha. The forest land constitutes 68785 ha and barren and uncultivable waste 119718 ha. Cultivable waste constitutes nearly 3619 ha. The land utilization data of the district reveals a net sown area of 76125 ha and 46322 ha as area sown more than once. It observed some positive trends in the land use pattern in the district during the few years. The net sown area of the district increased from 65075 in 2002 to 46322 ha in 2007. Similarly the area sown more than once also increased from 30327 ha in 2002 to 46322 ha in 2008.

Type of land	Guma	Kashinagar	Mohana	Nuagada	Paralakhemundi	R. Udayagiri	Rayagada
Forest land	9868	583	18555	22235	536	14012	2996
Mis. Trees and crops	3346	1807	256	443	1388	386	956
Permanent Pasture	1610	288	4855	2366	528	1635	708
Cultivable waste	687	17	1162	238	797	369	349
Non Agri-Land	1316	1577	3503	838	1958	1123	1199
Barren land	14457	4795	40763	12974	1544	20265	24920
Current fallows	1063	1084	3133	1526	664	1169	2221
Net sown area	8282	8422	17642	5410	12735	7202	7275

5. Response programme in brief

As an organization having a strong base at the community level, SACAL staff kept an eye on the situation during the devastating cyclonic storm. Having no prior experience of cyclone or flood, the field staff had no clue how to assess the situation let alone chalk out a response plan. They just used sheer common sense to understand the situation and tried to gather necessary information on damage and shared it with different responding agencies those came in contact. The situation became worse after a week of the severe cyclone. Extremely heavy rain continued for 5 days and the area that was affected by the cyclone got the next blow from flash flood situation. The rain was so intense that a large number of houses had streams erupted from beneath the floor and though there was roof over their heads, nothing could be saved from this flood. It was not possible to cook at home and people did not have clue how to deal with this kind of peculiar emergency.

The field staff of SACAL had a very tough time as people came to seek support in this crisis. Every now and then there were hundreds of people from different villages thronged to the field office seeking help. SACAL could arrange flattened rice and sugar as immediate relief of ready to eat to be distributed among the people. As the situation was of acute crisis, it was not possible to decide on a standard package neither target the beneficiary as per vulnerability. It was rather life saving and was distributed among the affected. In fact, SACAL was the only agency in Mohana block which could arrange immediate food support for the disaster victims.

SACAL assessed the situation methodically with the help of Emergency Response Experts and started systematic planning process for a speedy recovery with in-built preparedness component. Considering the findings of the assessment, the organization decided to address three vital components like reconstruction/ repairing of the shelters, renovation of community infrastructure like road, bridge, village pond etc. and supporting farmers to revive agriculture practice.

The organization had a marathon consultation with the community in the affected villages and zeroed down to 26 villages in Sorada block of Ganjam district and 61 villages of Mohana block of Gajapati district for the recovery programme. Community participation and contribution were key considerations in all the components.

SI No	District	Block	GP	No. of targeted villages	HH targeted for diff. interventions						
					RTE	TS	NFI	Shelter	Agri. Support	Infrastructure Rebuilding	HC
1	Ganjam	Sorada	3	8						Road-8, pond-2, bridge-3	
		Dharakote	2	5						Road-5	1
2	Gajapati	Mohana	7	58		1100	850	300	400	Road-6, pond-2, bridge-1, DBIS-2	5
Total:			12	71		1100	850	300	400		6

6. Response programme profile

SACAL has been concentrating in Gajapati district since beginning as historically it is one of the most marginalised and under developed Districts in the entire country with high proportions of poor and marginalised tribal and Dalit communities. These communities live in isolated, hilly areas which exacerbated the damage caused by the cyclone and incessant rain. The Special Relief Commissioner of the Government of Odisha has estimated that 587,505 people in Gajapati have been affected by cyclone PHAILIN. As many as 42,177 houses in the district suffered damage. With regards to loss of standing crops, 36,813 hectares were completely damaged in Gajapati district.

In Gajapati District, the local tribal and Dalits community rely heavily on subsistence farming, and daily wage laboring. A large proportion of farmers rely on shifting cultivation on the hills which is highly unpredictable in terms of productivity. With fragile livelihood options and having no strong fall back mechanism, more than 70% of them live on less than one dollar per day. It has been reported that there has been complete destruction of the standing maize crop and vegetables while more than 1000 houses suffered full damage and more than one more thousand houses were partially damaged.

7. Response programme inputs

Orientation training on response programme to staff

This was quite an important input considering the experience and exposure of field team of the organization to Emergency Response programmes. It was not only the vulnerable community of Gajapati that experienced cyclone and flash flood situation, the staff of the organization also could see the fury of

nature and its devastating power during this disaster. They were equally traumatized like the affected community; so, it was difficult for them to comprehend the ways and means to respond the situation.

In order to initiate the response programme, SACAL invited an Emergency Expert for the orientation of the team members as well as attended another orientation training programme organized by Trocaire. In both the trainings, the team members were oriented on basics of Disaster Preparedness and Management, strategies on involving community in the response programme, SPHERE standards, standard operating procedures followed in an emergency response programme and Complaint Response Mechanism. Above all, some basic but crucial principles of Emergency Response was discussed about which proved to be quite handy in effective implementation of the programme.

Decentralized local planning

Considering different factors like; little experience of the organization, community's first experience of an emergency situation like cyclone & flash flood, pressure and stress comes with an emergency response programme and tight time frame for completion compelled to ensure active and committed involvement of the community in every stage of the programme. Thus, it became very much necessary to decentralize the planning and implementation structure of the response.

Targeting of the beneficiary was conducted at the community level in the village meetings ensuring presence and participation of all the community based organizations, supervision procedures by VDC and ensuring contribution from the community in the shelter repairing/ reconstruction process were some of the components planned at the community level.

8. Process Institutionalization

Process institutionalization basically depends upon community ownership, their participation in the process and over and above sustaining the process after the life of the project. This happens only when the community is organised and takes up various responsibilities in the overall process. So, within the scope of the project, different community organisations were promoted to look after different aspects in a collaborative and integrated manner. One of the main strategies of operation at the field level was the creation and strengthening of community based organizations. At the outset, the structures already intact were strengthened further.

Village Development Committee (VDC)

The response programme was successful and was appreciated by donors and other stakeholders because of the intensive involvement of the Village Development Committee (VDC) members in the entire project cycle. The team members accept the fact that without active support from VDC members it would not have been possible for them to cope with the pressure that they had from local influential people and other political touts in beneficiary selection process. Often VDC members took lead role in clarifying the beneficiary selection criteria to the local pressure groups. As argued by team members that the VDCs which were formed in between 2004 and 2006 are capacitated enough to lead the community mobilization process in the village. The VDC members have been oriented time to time by the organization staff on different components of community mobilization. Because of this reason, they could facilitate effectively in the selection process. Even in few remote villages, the VDC is quite strong and have ensured right selection of beneficiaries. Strength of the VDC is not only because of its age or participation in community mobilization process, it is also because of continuous handholding support from field team members who stay in the cluster level in close proximity of VDC members.

It was an opportunity for the VDCs in almost all the operational villages who demonstrated their leadership, belongingness to the fellow community members, involvement in the programme and commitment towards development of their villages.

Farmer's Club

As many as 14 Farmer's Clubs were functional in the operation villages. The Farmer's Clubs were linked to NABARD assistance for vegetable cultivation using the traditional method of farming. Farmers were provided seeds of paddy, pulses, vegetable etc. towards faster recovery of the livelihood loss. As many as 280 farmers were supported and they were also linked with banks for further assistance on farming.

Capacity Building of CBOs

Capacity building of the community based organizations is one of the regular activities of SACAL with all sorts of community based institutions. In the cyclone response programme, the CBOs especially the VDCs played a very crucial role in making it a success. In fact, the organization banked upon the strength of the VDC in every stage of the programme. Thus it was quite important for the organization to take VDC members into confidence by making them aware about the entire programme and it was also equally important to ensure their participation in planning and monitoring of the programme. The VDC members were capacitated on disaster preparedness planning, complaint response mechanism and playing leadership role in the entire process at the community level.

9. Distribution of Relief

Distribution of ready to eat (flattened rice and sugar)

After a week of the devastating severe cyclonic storm PHAILIN ravaged the area, torrential rain for five consecutive days brought flash flood situation in the area. It was like a double blow for the affected people who suffered heavy loss by the cyclone. The situation was so bad that streams opened from the floors of some houses and the cooking places were totally flooded which made the cooking impossible. In such a panic situation, people were looking for food irrespective of their economic standard. SACAL arranged Ready-to-Eat (flattened rice & sugar) for 850 households (5 kg flattened rice and 2 kg sugar) but the situation was so acute that it was difficult to target any beneficiary in that chaotic situation. The Ready-to-Eat was distributed to more than 1500 households. The field team had a difficult time in managing the crowd especially the people from non-operational villages. The VDC and PDC came to the rescue of the organization in this critical period.

Distribution of food ration and NFI

As identified during the assessment, most of the households affected by the cyclone and subsequent floods had lost their household belongings. The case was worse in case of marginalized/ most vulnerable families and the families who had lost their houses because of the disaster. They were in dire need of immediate support of food ration and replenishment of non-food materials (household materials) in order to get involved in the rebuilding process. SACAL could arrange both food and non-food items for nearly **1200 families**. As targeting right beneficiary was difficult, VDC stepped in and settled with good targeting. The materials ranged from cloths to sanitary materials to sleeping materials (see list) and effort was made to ensure that proper standard and quality is ensured. Great care was ensured at the village level that materials are not sold out in the open market by the beneficiary and proper use is

made at the beneficiary level. The field team of SACAL ensured transparency and high standard of accountability in the entire distribution process.

Temporary Shelter

Cyclone Phailine and the five days of torrential rain which followed it caused severe damage to food and shelter in Gajapati district which is not used to facing such weather. Most of the houses damaged by the cyclone and floods collapsed as the walls were made of mud and roofs were made of wooden frames and straw and the families living in them lost their household belongings. These families had to take shelter elsewhere in their villages and found it difficult to arrange food for themselves.

The week long torrential rain after the cyclone enhanced the vulnerability of these households as the government stopped transferring any relief items to many remote hilltop villages. Even when the government did give relief the provisions were often poor, for example the quality of polythene sheets provided by Govt. as temporary shelter material was very poor and often one sheet was given between 2 families.

In this context SACAL responded to the humanitarian crisis by providing ready-to-eat food items and temporary shelters. After 2 weeks of torrential rain, very limited food support from the government started reaching to the affected areas, but as explained by the communities, the support provided by Govt. was highly inadequate.

SACAL distributed tarpaulin sheets to the affected households. The people had very little idea about the use of such materials as temporary shelter as they had never faced such situation before. Hence, they were taught about the use of tarpaulin sheets as temporary shelter material. Considering the plight of the affected people, during that particular period and inadequate support from Govt. it can be rightly said that the support from the organization was life-saving. It helped the severely affected people manage the transition period between the period of disaster and normalcy.

10.Reconstruction/ repairing of individual shelter

The Emergency Response project aimed to repair the shelter of 300 households using disaster resistant features such as stone foundations, using cement, parapet on the roof to protect the tin sheets from flying away, etc. The model and modality of repairing shelter was designed in consultation with emergency experts and communities. The damage to shelter was not uniform, thus assessment of damage and identifying need of individual households was very challenging. However, it was important for the team to undertake a thorough assessment, as the assessment outcome had direct budgetary implications. However, the assessment process revealed that the beneficiaries in most cases opted for shelter construction and the field staff validated the need considering the economic condition of the affected who cannot afford to build their house again in case of another such event in near future.

This immediately raised concerns from a number of fronts. Firstly, the budget in the response was for shelter repairing, so there was a high risk of budget deficit in the construction process as more resources are required for reconstruction. Secondly, the construction should ensure certain standards; otherwise it runs the risk of collapse in the immediate future. Thirdly, compared to repair the reconstruction process requires more time; would the beneficiaries and the team be able to deliver the project on time? Too much delay in the repairing process also creates risks relating to protection issues, for instance as the summer was approaching fast, children and the elderly would be more vulnerable without shelter.

Community process

Community, especially the VDCs in the villages played a very crucial role in the entire reconstruction process. They ensured their active involvement in targeting, assessment of individual household,

supervision of implementation, ensure proper contribution from the concerned beneficiary, resolving conflict at the community level and more importantly, the completion of the work in time.

The team members had their argument that while discussing the matter with them during the targeting process, the beneficiaries put a high level of pressure for the decision of construction instead of repairing. The beneficiaries argued that they usually live in a dilapidated house; and repairing dilapidated house will not bring any long term benefit in their life and livelihoods. In addition, repairing will also limit their ability to put the features of DRR in the shelter. For example, putting good foundation is only possible if they knock out their existing shelter and re-build it. And, if they do not put strong foundations, the house will be washed away in the next heavy rain which they are expecting in few months' time. Subsequently, the team members had a series of consultations with villagers as mobilizing the additional resources from communities was a huge challenge.

It was very challenging for the team to cope with the tight timeframe of the response programme, as they have little experience in emergency response and reconstruction. Moreover, it was very challenging to cope with the workload, such as the demand to fulfill the documentation requirement of the programme as soon as they returned from the field.

Community contribution

Most of the beneficiaries have successfully mobilized resources from a number of sources to go for a shelter construction process. The most notable sources of resource mobilizations were immediate family members, relatives, neighbors and Self Help Groups. In addition, Village Development Committee members, villagers and local masons provided different kind of skilled, semi-skilled and unskilled labor on a voluntary basis in various stages of the construction process. There is no doubt that some beneficiaries could not mobilize the required amount of resources for the construction process; so, it was decided to take up case specific strategies to support these beneficiaries.

11.Rebuilding of community infrastructure

This is one of the remarkable initiatives SACAL braved to take up in some of its existing operation villages even though the organization never had the experience of Emergency Response programming. The organization could arrange some material support (both food and non-food items) and decided to rebuild the community infrastructures like repairing of village connecting roads, cleaning of village water bodies, renovation of Diversion Based Irrigation Structure (DBIS) and putting wooden bridges across streams to establish connectivity. The materials consisted of wide ranged variety like clothes (for all ages and sex), tarpaulin as temporary roofing material, blankets, mineral water bottles, toys for small children, umbrellas, plastic buckets with mugs, shoes for school-going children, baby food items and also served cooked food during the working days. Village Development Committees (VDC) of the concerned villages was consulted in village meetings by the field team of the organization and works were decided by the community. It was decided to make the participation open for entire village and whoever will participate in the work (contribute labor) will get the benefit. This approach encouraged participation from all sections, sex and age group to put a hand and achievement was remarkable. With this initiative, the repairing of 19 village connecting roads, cleaning of four ponds, renovation of 2 DBIS and putting 4 wooden bridges could be possible. As many as 6 Health Check up camps were also organized where professors of Berhampur medical college rendered their service and free medicines were given to patients.

This initiative was operational in 22 villages of both Ganjam and Gajapati districts. It includes 13 villages in Ganjam district (8 in Sorada block and 5 in Dharakote) and 9 villages in Mohana block of Gajapati district.

Wooden Bridge – 4nos

The organization decided to strengthen the connectivity by putting wooden bridge In four of its existing operation villages in consultation with the community. The community of the concerned villages wanted to establish connectivity with basic facilities like nearby market, water bodies, schools, farmland etc.

It was decided that required wooden logs will be collected from nearby forest where there was great number of tree felling because of PHAILIN. Once the wood it collected at the work site, the villagers would have to complete the bridge work within three days. It was also decided that the concerned village will ensure technical, skilled and unskilled labor for the purpose. The organization also ensured cooked food for the villagers (work force) during that period. Though it seemed ambitious at the beginning, the villagers could complete the work in given time frame.

The wooden bridges over streams had length of 40 to 100 feet, width of 3 feet and height of 10 to 30 feet.

District	Block	GP	Village	Bridge size	No. of villages catered	Name of the facility centre catered
Gajapati	Mohana	Chandiput	Jakarapalli	20'X7'X15'	7	Chandipur market,School
Gaonjam	Sorada	Merikote	Gunakhal	20'X10'X12' 30'X10'X8;	12	Badgada Marketing,School,Block office
Gaonjam	Sorada	Goudagotha	Jharakona	32'X15'X6'	14	Badgada Goudagotha,Marketing,School,Block office

Road Repairing-19nos

Though the state Govt. machinery restored major roads in the affected area very fast, the roads in the affected villages lied ignored and that kept on depriving the rural people in reaching different facility centers/ market places etc. SACAL field team identified some connecting roads of this category and decided to repair with the help of the community of the concerned village in exchange of materials. These roads were the connecting threads to crucial facility centers like water bodies, burial grounds, market places, health facilities etc.

Almost all the people in the village participated in this noble work in the concerned villages irrespective of age, sex or caste. People whoever participated were served with cooked food and also were given different food & non-food items in exchange. VDC of the village supervised the work along with the field team of SACAL.

District	Block	GP	Village	Road size	No. of villages catered	Name of the facility centre catered
Ganjam	Sorada	Goudagotha	Mankadachuan	130'X12'	3	Education,Marketing,Office work Block,GP
Ganjam	Sorada	Goudagotha	Besarabata	150'X10'	8	Education,Marketing,Office work Block,GP
Ganjam	Sorada	Goudagotha	Monoharpur	140'X12'	2	Education,Marketing,Office work Block,GP

Ganjam	Sorada	Goudagotha	Kanheiput	110'X12'	2	Education,Marketing,Office work Block,GP
Ganjam	Sorada	Goudagotha	Kespanka	180'X15'	6	Education,Marketing,Office work at Block,GP
Ganjam	Sorada	Goudagotha	Rangamatia	200'X10'	3	Education,Marketing,Office work
Ganjam	Sorada	Goudagotha	Jharaknna,	250'X12'	8	Education,Marketing,Office work Block,GP
Ganjam	Sorada	Goudagotha	Talaghai	300'X12'	6	Education,Marketing,Office work Block,GP
Gajapati	Mohana	Chandipur	Kapuripataa	150'X10'	4	Education,Marketing,Office work Block,GP
Gajapati	Mohana	Chandipur	Landaguda	120'X12'	4	Education,Marketing,Office work Block,GP
Gajapati	Mohana	Chandipur	Nardiguma	100'X10'	2	Education,Marketing,Office work Block,GP
Gajapati	Mohana	Chandipur	Ranikhama	180'X15'	6	Education,Marketing,Office work Block,GP
Gajapati	Mohana	Chandipur	Jakarapalli	200'X10'	3	Education,Marketing,Office work Block,GP
Gajapati	Mohana	Chandipur	Chadiapada	250'X12'	8	Education,Marketing,Office work Block,GP
Gajapati	Mohana	Malasapader	Tangiachor	200'X8'	4	Education,Marketing,Office work Block,GP
Gajapati	Mohana	Malasapader	Chanchadaguda	110'X10'	2	Education,Marketing,Office work Block,GP
Gajapati	Mohana	Malasapader	Gambhariganda	220'X10'	3	Education,Marketing,Office work Block,GP
Gajapati	Mohana	Malasapader	Rujangi	160'X10'	2	Education,Marketing,Office work Block,GP

Diversion Based Irrigation Structure (DBIS)-2

During the assessment of damage and needs, two Diversion Based Irrigation Structure (DBIS) in Halapanka and Rechaguda village of Malasapadar GP were found to be damaged by the cyclone PHAILIN. These two DBIS were providing emergency irrigation support to 100 acre in Kharif and around 50 acre in Ravi. The cleaning chamber, pipeline, Loose Boulder Structure (LBS) were detected with problems during the assessment. Like other initiatives, the field team also decided to take up this work in exchange of materials. The work was timely completed with technical input from SACAL and skilled and unskilled labor contribution from community.

Health Camp-6

It came to the notice of the organization during assessment that health problem in the affected area had been increased and people visiting traditional healers for health care. In order to cater the health care need of the affected people, SACAL organized 6 health check-up camps in 6 different locations. People from the neighboring villages attended in large numbers and ailments like cold & cough, fever, problems of pregnant women, lactating mothers and adolescent girls as well as pediatric related problems were attended by the experts of concerned disciplines from nearby MKCG medical college in Berhampur.

District	Block	GP	Health Camp point village	No. of villages catered	No. of patients attended	Type of cases dealt
Ganjam	Sorada	Balarmapur	Jali	18	296	Malaria,Cough,Cold,TB ,Malnutrition ,Pregnancy

						women,Fever,Scabis
Gajapati	Mohana	Karachabadi	Bramhanidei	16	204	Malaria,Cough,Cold,TB ,Malnutrition ,Pregnancy women,Fever,Scabis
Gajapati	Mohana	Karachabadi	Bramhanidei	14	168	,Malnutrition ,Pregnancy women,Fever,Scabis Malaria,Cough,Cold,TB
Gajapati	Mohana	Karachabadi	Bramhanidei	16	224	Adolescents,Chindren,Malnutrition ,Pregnancy women,Fever,Scabis Malaria,Cough,Cold,TB
Gajapati	Mohana	Malasapader	Lembapanka	28	204	Adolescents,Chindren,Malnutrition ,Pregnancy women,Fever,Scabis Malaria,Cough,Cold,TB
Gajapati	Mohana	Malasapader	Lembapanka	24	248	Adolescents,Chindren,Malnutrition ,Pregnancy women,Fever,Scabis Malaria,Cough,Cold,TB

12.Challenges & Lessons

SACAL restricted the response to its operational village which made it difficult for the organization to go beyond the boundary of the operation area. The affected people from the non-targeted villages frequently visited the field offices with an expectation of immediate relief support. It created huge amount of pressure on the organization and sometimes it was very challenging to find adequate reason for not responding those villages.

It was decided to target the most vulnerable household satisfying the selection criteria for the support of immediate relief. There are households in every village who are also affected but do not meet the criteria of selection because of several reasons. Despite repeated dialogue by the staff members as well as the PDC/ VDC members, the non-recipient households keep on asking about a possible support. This creates unnecessary confusion in the community as well as for any outsider visiting the village.

Though a lot of villages were affected by the cyclone and subsequent rains, Government officials assessed only a few villages and even not responded with any support to the households assessed for providing support. This indifferent attitude of Government machinery diverted the attention of affected people to the local organizations like SACAL which increased additional pressure on the organization. With limited resources the organization found it very difficult to cope with the pressure.

The staffs of the organization are not privileged with some experience or capacity to work in emergency situation. Moreover, a good number of the operational villages of SACAL are either hilltop or remote and inaccessible villages. It was very challenging to ensure proper community mobilization and appropriate targeting in remotely located villages for the less experienced staff. Again, it was the first time that the organization responded to such a large scale emergency. Though the field team have learnt by doing, it was not easy to develop organizational level clarity in every aspects of the response ranging from targeting to documentation.

The period of assessment for food and non-food items coincided with the harvesting season of short variety paddy. After cyclone, the leftover paddy in the field (about 40%) was a desperate choice for the community and they did not want to do away with it against any cost. For this reason, it was very difficult to ensure people's presence in the village meetings for the targeting or any other purpose. With the possible threat of wild animals and antisocial people, it was also not easy for the field team to spend longer time in the villages. Community mobilization was also a challenge in few villages where VDC is not very old and not capacitated enough to handle the issues.

In the response programme the community mobilizer has a major role to play ranging from ensuring proper targeting to distribution of materials to the targeted beneficiaries. However, with their existing responsibilities in the on-going programme, it became challenging for them to cope with the work pressure.

Educating VDC members on targeting criteria and ensure targeting on time was very challenging. In addition, interference of the local political touts to support their preferred village and people often created further complications in the targeting process.

Damage to shelter was not uniform, thus assessment of damage and identifying need with individual household was very challenging. However, it was important for the team to undertake the thorough assessment as the assessment outcome had direct budgetary implications. It was also very challenging for the team to cope with the tight time frame of the response programme as they were not acquainted with this kind of programme earlier. Moreover, it was very challenging to cope with the workload, such as compulsion of fulfilling the documentation requirement of the programme as soon as they returned from the field.

13.Way Forward

The fundamental assumption in the emergency response programme is that the VDC will be in the driving seat of the response process, but the reality shows that many VDC are not capable enough to take that seat. The approach of VDC formation and leadership development process also need to be carefully reviewed. The remoteness and other local sensitive aspects need to be reflected in the capacity building action plan. The functional linkages between VDC and PRI seem to be missing, and this aspect needs to be revisited in the development approach taken by the organization. It is important to look at the institutional sustainability aspects of VDC; and the organization need to remember that any local institutions that are developed through external inputs rarely sustain in the longer run.

This is first time SACAL is responding to an emergency of large scale. The response primarily targets the beneficiaries of different existing programmes who are affected by the cyclone PHAILIN. Thus, the emergency response project sits within the management structure of on-going programmes. Also the success of the emergency response primarily depends on the capacity of VDC and the active involvement of the community mobilisers who come from the development projects run by the organization. Though the primary aim of the emergency response is to protect the benefits of development programmes at the community level, there is always a risk of treating the emergency response as a parallel project of the on-going development projects. The risks crops up from a number of aspects ranging from partnership/ grant management issues to decision making process in the time bound emergency response project. Though everything could be managed properly, but definitely the organization should capture the learning from this response and has to develop a standard operating procedure to ensure more effective management process for emergency response in future.

Phailine Destruction:



Photographs relating to relief distribution







Photographs relating to shelter support



