



Report on
**Emergency Flood Response after Cyclone Phailin in
Bhogarai Block, Balasore District, Odisha**



Submitted to

**Concern Worldwide India
Bhubaneswar**

Submitted by

Darabar Sahitya Sansad

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Project Title: **Emergency Flood Response after Cyclone Phailin in Bhogarai, Balasore, Odisha**

Project Implementer: Darabar Sahitya Sansad
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Time Frame: 2 months (25th Oct to 20th December 2013)
Contact Person: Kedareswar Chaudhury (Cell: 9861022440)

Status of the Organisation: Non-profit voluntary organisation registered under Societies Registration Act (Orissa) Registration No. 719/279 of 84-85 Dated – 1.2.1985
Registered under FCRA 1971, Ministry of Home Affairs, Govt. of India.
Registration No. 105020062

Bank Account Details: Bank Name: State Bank of India
Account Name - Darabar Sahitya Sansad
A/c No. 10378198542
Bank Address: Old town branch, Garage Chhak, Bhubaneswar-2
SWIFT CODE: SBININBB270
IFSC Code: SBIN0003108
IT PAN No: AAATD1860H

Response area by DSS (Bhogarai block of Balasore Dist.) ●



1. Problem Statement

1.1. Cyclone Phailin hit South and coastal Odisha:

The devastating cyclone Phailin hit Odisha coast on 12th of October at about 9.15 pm at night. The wind speed was around 210-220 kmph. There had been continuous rains since 11th of October in Odisha. 6 districts of Odisha were affected viz Ganjam, Gajapati, Puri, Khurda, Jagatsingpur and Kendrapada. Out of these Ganjam and parts of Puri dist. were worst affected. Thousands of trees fell down and thousands of houses were collapsed due to gusty wind and rains. Road communications were blocked and electricity cut off. The state and district administration were alert and evacuated lakhs of people to safer places before the cyclone hit, because of which the loss of life was limited to 44 at this stage.

1.2 Floods in North Odisha:

Due to heavy rains in Odisha the rivers in Northern Odisha were in spate. Rivers like Subarnarekha, Budha balanga and Jalaka were flowing above danger level. The worst affected districts in north Odisha were Balasore, Mayurbhanj and Jajpur. The Balsore district was worst affected and the blocks affected are Baliapal, Bhogarai, Jaleswar, Remuna, Balsore- sadar.

The situation in Baliapal and Bhogarai blocks (where DSS responded to floods earlier) was grim. The River Subarnarekha was rising since last three days. When other rivers had started receding, Subarnarekha was rising. The following GPs were under water since last 25 days and water level was increasing.

1. Bhogarai block- Mahagav, Gunasарtha, Kusuda, Nachinda, Kharid pipal GPs-(Around 12000 HHs) (**DSS has worked earlier**)
2. Baliapal Block- Baliapal, Asti, Bishnupur, Jamkunda GPs(around 10000 HHs)

The road communications to both the blocks had been cut off from Balasore. The Administration had shifted the people to temporary shelters. As the water level was increasing the shelters were getting crowded with the evacuated people. The standing crops were completely submerged. Interior road communications were cut off.

1.3 Bhogarai Block

2 gram panchayats of Bhogarai block (Mahagav and Gunasарtha) were worst affected with no planned assistance from INGOs and the villages are under water since a week.

Since people in the area were used to floods, they shifted to safer places as the water level increased. People from low lying parts of villages had shifted to nearby higher places which were situated in higher lands. Many of them had taken shelter in school buildings on higher areas and some were on the canal embankments. Some were still in the villages on roof tops of pucca buildings for a long time, but totally cut off. Boats were the main means of communication, but were very short in supply.

The govt relief did not reach to all villages. Although some dry foods and cooked foods were supplied to the people who were in the shelters. Since there is difficulty in cooking (no fire wood available), people cannot cook also. They managed with the dry food stock they had and try to manage from neighbours. Immediate dry food supply is a basic food need.

Drinking water was a big problem as all the wells and tube wells have been submerged. There was every likelihood of the people being affected by contaminated water. Since they defecate in the same water, it was obvious that health hazard was going to happen. There was the pressing need of ensuring a supply of clean drinking water in the area.

Ensuring fodder for animals was a big need. As all lands are submerged, there was an acute shortage of fodder for animals now and the same situation will prevail for a long period, until unless

out side supply is ensured. Animals sharing the same living place with people, was also another probability for health hazards.

The entire paddy and vegetable fields were submerged and have gone forever. There was no chance of reviving it as it was too late for planting paddy again. So the farmers have lost one year's income from paddy and vegetables. Reviving the agriculture and livelihood is also another need area to be addressed.

The worst hit is the daily agricultural labour. As the agriculture was gone, the daily labour found it too difficult to get daily labour. So food security for this category was another area of concern. Cash for work or food for work can be thought of as a daily income measure. By that the community infrastructure could be repaired.

Affected communities' health and nutrition was highly affected due to shortage of staple food as well as no vegetables available in the area. There was a need to revive the kitchen garden activity at least in a small manner in each household.

Since many houses were submerged, damaged (partially or fully), the people find it difficult to restore and start dwelling in it. It will take days together to be dried up and suitable for staying. Thus temporary shelter materials like Polythene sheets are required to provide them temporary shelter or improved shelter condition.

1.4 The target group:

<i>Dist</i>	<i>Block</i>	<i>G.P</i>	<i>No. of Village</i>	<i>Targetted Households</i>	<i>Total households</i>
Balasore	Bhogarai	Mahagav	12	1280	3253
		Gunasartha	7	720	1800
Total		2	19	2000	5053

2. Damage Assessment:

The Villages were marooned and cut off since last 25 days. Some of the people have taken shelter in schools, embankments and with neighbours. The mud houses have started to collapse. Approximately 30% of the houses have collapsed fully and a good number with partial damage.

The entire Paddy and vegetable fields were under water for around 25 days. Since the flood water came in 3 phases and stayed for a week at a stretch, then the standing paddy in around 40% of villages have been lost fully. There was no chance of reviving, since it was too late for planting again.

The roads have been washed away there by creating severe accessibility problem.



3. Problem they faced

Shelter - A large number of people were displaced and were on embankments, schools, and other highlands as their homes were still under water. In many cases the mud walls had collapsed and the floor had become damp. It will take a long time and much labour to repair the houses after the water recedes. Many of them were without protection from rain and sun. Therefore it was proposed to distribute Polythene sheets to about 1,000 families in two severely affected panchayats of Bhogarai block of Balasore district whose houses had fully or partially collapsed. In addition a mosquito net will be provided to 2,000 households to assist in prevention against malaria and other vector borne diseases which will be very prevalent in such flooded and waterlogged areas.

Food - Since the food was the dire need of the people , it was proposed to distribute dry food (Flattened rice, Sugar, Mung Dal, Cooking oil, Salt) to the affected households. Since their houses were under water they would not be able to cook for another 4 to 5 days. Once the water recedes and they restore their cooking place, they would be able to cook.

Water / Sanitation - Drinking water situation was bad and the affected people immediately need clean water to drink. Therefore Halogen tablets are planned to be distributed to each affected family. In addition bleaching powder would be provided for 30 villages to sanitise communal water sources.

After floods receded, the village surroundings, tube well points, ponds, roads etc were filled with dirt and siltation. Thus bleaching powder needed to be provided to sanitise the surroundings. Soap will be provided for both bathing and washing purposes and a bucket and jerry can will be provided to assist households with both storing and transporting water.

4. The Organisation (DSS):

Darabar Sahitya Sansad (DSS) has been working in the field of social and rural development since last 2 decades in Puri and Khurda districts. Since its inception in 1982 and registration in 1985 it has focussed on livelihood promotion of poor women in rural areas. It also has a long experience of working in disasters starting from 1999 super cyclone, and floods in 2001, 2003, 2006, 2008. Besides that DSS has participated in national level emergency responses in Gujarat Earthquake, Assam Bihar floods and Tamilnadu Tsunami. Almost all the disaster programmes were implemented by DSS in partnership with Concern Worldwide India.

It has also worked in Bhogarai, Jaleswar, Baliapal blocks since 2006. DSS responded in two consecutive floods in Bhogarai block in 2007 and 2009 with Concern Worldwide / Echo support. The programme was well managed and ECHO lauded the project upon evaluating the result.

At present DSS works in around 1690 villages in 3 blocks in 3 districts viz Puri, Khurda and Balasore. It has a young team of 18 young people and 6 volunteers. The present activities are livelihood promotion for women, group enterprise promotion, disaster management and Labour migration issues.

The proposed project area (Bhogarai block) is quite familiar to DSS as it has worked here previously. It has a close rapport with the Panchayat leaders, local volunteers and block official. With this contact and past experience DSS is confident enough to implement the activities timely effectively and efficiently.

5. Programme Objectives

The overall Objective is:

- To bring relief to some of the worst affected (2000 Households) in 2 GPs of Bhogarai block of Balasore district within a 2 month period.

The immediate Objectives are:

- To meet the short term food need of people severely affected by floods.
- To meet the immediate shelter needs of the people with damaged houses (fully/partially).
- To help ensure a supply of safe drinking water and sanitation for people in hazardous water situations and help the control of any epidemic due to contaminated water.

6. Planned Project Activities

- Targeting the vulnerable households in the affected area (2000 hygiene and sanitation kits)
- Targeting the vulnerable households in affected area (1000 shelter kits), targeting the most vulnerable households in line with directions from local administrations.
- Procurement of materials as per organisations procurement procedure.
- Distribution of hygiene kits, sanitation kits and shelter kits as immediate relief to the targeted vulnerable families in the affected area.
- Monitoring and coordination at block as well as state level.
- Reporting and Documentation.

7. The Relief Package:

A	Shelter Kit			
1	Roof tarpaulin (18' x 12') gsm 170	Pc	1	For 1000 households
2	Nylon rope for securing roof tarpaulin	metres	5	
3	Floor tarpaulin (12' x10') gsm 145/130	pc	1	
4	Mosquito net (4' x6') nylon and impregnated	pc	1	For 2000 households
B	Hygiene Kit			
1	Flattened rice	kg	3	
2	Sugar	kg	1	
3	Mung Dal (pulse)	kg	2	
4	Cooking Oil	kg	1	
5	Salt	kg	1	
C	Sanitation Kit			
1	Plastic bucket + lid (15 litre)	pc	1	
2	Plastic jerry can (15 litre) + screw top	pc	1	
3	Bathing soap	pc	2	
4	Washing soap	pc	2	
5	Halogen tablets (10 tablets / packet - each tablet purifies 15 - 20 litres)	packet	1	
6	Bleaching powder (Rs 25 kg per village)	25 kg	30	For 19 villages and 11 hamlets

8. Project Management

8.1. Manpower

The whole programme was managed by the head of the organization with the help of the emergency team (staff) and volunteers drawn from the locality. A field manager with four supervisors and 10 local volunteers managed the entire relief operation. However DSS head office provided the accounts, logistics and reporting support to the team. The Chief Executive acted as the key connection between the field and Concern worldwide.

8.2. Logistic

The entire project team were posted at Jaleswar (field office for response)and were travelling to the field by motor cycles and local transports.

8.3. Role of PRIs

In the process the team took help of the local PRIs(The sarpanches of both the panchayats, The ward members of each ward, the Vice Chairman of the block etc). They played a major role in targeting the beneficiaries, approving the final list of beneficiaries, being present at distribution point in identifying the proper beneficiary etc..

8.4. Procurement

DSS followed it's procurement procedure in line with Concern procurement procedure. It constituted a procurement committee taking CEO, President (from management)and project in charge(from project). The committee invited quotations from different suppliers, some of them were already in the list of DSS. There were some new suppliers also invited taking info from Concern WW. The committee sat frequently to decide on the suppliers. It was so because DSS was intervening in 3 different aspects viz Food, Sanitation and Shelter. There were different terms of the suppliers which needed to be clarified. So the committee sat 3 times in the process. Considering other terms along with the lowest quoted prices, the suppliers were finalised by the committee. The decisions of the committee was carried out by placing purchase orders by the Chief executives of DSS.

The items were supplied to the warehouse of DSS taken on rent at Bhogarai panchayat. The warehouse was guarded 24 hours by two local persons. Although we tried to insure the warehouse, non of the insurance companies were interested to cover for a short period.

8.5 Distribution

The distribution was done centrally from the distribution point(ware house). Although DSS planned earlier to distribute in each village, but due to the risk of disturbances at village level it decided to stick to the central distribution. The risk of disturbance was due to the targeting. Since nearly 50% of the households did not get the relief they were likely to create the disturbance, as they were doing the same in Govt distribution, despite being 100% covered.

The date and time of distribution for each village was informed a day earlier in each village through volunteers and Ward members. The targeted beneficiaries were issued with tokens. They came in queue to distribution site as per date and time. DSS staff checked the tokens with the name in the muster roll (prepared by staff), gets the signature of the beneficiary on the muster roll(in presence of Ward member). Then the beneficiary goes inside the distribution hall, hand over the token to the staff and gets the materials from staff/volunteers.

Distribution was conducted smoothly with the help of staff and volunteers in presence of the local PRIs. Ms. Denise Holland, Country Representative of Concern ww and Finance officer Mr. Bhabesh Mishra also monitored the distribution on 19th November and distributed sanitation kits to some beneficiaries.

8.6. Targetting procedure followed

- a) The ward members and sarpanches were described about the targeting criteria by DSS.
- b) They prepare the list of probable beneficiaries at their village meetings.
- c) DSS team(supervisor and volunteers) practically verify the list with person and change some families if required.
- d) The final list is ratified by the sarpanch.
- e) The tokens are prepared accordingly and distributed to beneficiaries.

The distribution procedure follows afterwards.

8.7. Targetting Criteria followed

The DSS team followed the following criteria for targeting 2000 households out of 5053 households.

- a) The poor and vulnerable households.
- b) The households which were under water.
- c) The houses which were damaged during cyclone and floods.
- d) The households' whose crop was lost.
- e) Women headed households.
- f) Landless households

8.8. Records of targeting & distribution

The following records were maintained and kept for reference/ accounts during distribution of the materials.

- a) The list of beneficiaries from each ward/village duly certified by ward member, Sarpanch and DSS volunteers.
- b) The distribution Muster roll for each day of distribution.
- c) Tokens issued.
- d) Photographs taken



8.9. The response time

The various activities of beneficiary survey, targeting, procurement, storage, distribution and coordination etc took 2 full months. The MOU was signed on 25th October-13. The funds was released on 6th November. It was initially planned to complete the distribution within 5 weeks of receiving the first transfer. We could complete it well within that period. The distribution started on 7th

November with food materials and continued till 10th December. The distribution could have completed earlier. It was delayed because some of the suppliers supplied materials late. Secondly the response team had to distribute the variety of materials in phases.

8.10. Monitoring

The project was monitored by the senior management of DSS from time to time. Especially the Chief executive and one board member visited the area and monitored the distribution twice during the period. The Concern ww, Country Representative Ms. Denise Holland and Accounts officer Mr. Bhabesh visited the affected villages, interacted with villagers and monitored the distribution process on 18th and 19th November-13.



8.11. Reporting

The project staff reported daily to the CEO of DSS and he in turn reported to Concern ww on a daily basis. The daily distribution update was shared with Concern ww on a daily basis. A draft report has been submitted by end of December and Final report is scheduled to be submitted along with accounts by 31st January-14.

9. Learning and way forward.

- a) The relief response was an appropriate one catering to the immediate need of the affected communities soon after the cyclone and floods.
- b) The targeting of beneficiaries could be successful due to the involvement of the local PRI (Panchayat raj institutions) representatives.
- c) There were particular vulnerable sections like women, children and elderly with special need, which could not be met during a general relief distribution.
- d) The relief distribution could bring some short of relief to the lives of the affected, but could not factor much to their loss of livelihood due to the absence of any rehabilitation programme component. There could be follow up programmes like revival of agriculture, cash for work for daily wage earners, housing and sanitation programmes and even the longer term DRR and community preparedness programmes.
- e) Longer term development programmes to sustain the local livelihoods with DRR and community disaster preparedness approach would be better programmes to build community resilience to future disasters.
- f) DSS is interested to be present in the area with some development project activities and try to develop the community resilience to disasters and climate change on a longer term basis.

10. BUDGET allocated for the response project:

Budget for 2000 Households /1000 HH only (for Items 1-3)

SI No	Item	Unit	Quantity	Unit cost (INR)	Amount (INR)	No. of HH Covers	Total Budget Amount (INR)	Total Budget Amount (EUR)
								84 INR:€
	Programme Cost							
A	Shelter Kit							
1	Roof tarpaulin (18' x 12') gsm 170	Pc	1	650	650	1000	650,000	7,738
2	Nylon rope for securing roof tarpaulin	metres	5	10	50	1000	50,000	595
3	Floor tarpaulin (12' x10') gsm 145/130	pc	1	350	350	1000	350,000	4,167
4	Mosquito net (4' x6') nylon and impregnated	pc	1	500	500	2000	1,000,000	11,905
	Sub Total			1,510	1,550		2,050,000	24,405
B	Hygiene Kit							
1	Flattened rice	kg	3	32	96	2000	192,000	2,286
2	Sugar	kg	1	40	40	2000	80,000	952
3	Mung Dal (pulse)	kg	2	90	180	2000	360,000	4,286
4	Cooking Oil	kg	1	100	100	2000	200,000	2,381
5	Salt	kg	1	15	15	2000	30,000	357
	Sub Total			277	431		862,000	10,262
C	Sanitation Kit							
1	Plastic bucket + lid (15 litre)	pc	1	140	140	2000	280,000	3,333
2	Plastic jerry can (15 litre) + screw top	pc	1	140	140	2000	280,000	3,333
3	Bathing soap	pc	2	15	30	2000	60,000	714
4	Washing soap	pc	2	16	32	2000	64,000	762
5	Halogen tablets (10 tablets / packet - each tablet purifies 15 - 20 litres)	packet	1	20	20	2000	40,000	476
6	Bleaching powder (Rs 25 kg per village)	25 kg	30	1,500	45,000	30 villages	45,000	536
	Sub Total			1,831	45,362		769,000	9,155
D	Staff Cost & Expenses							

1	Programme Officer (2 months @ Rs 20000 pm)		1	40,000	40,000	1	40,000	476
2	Supervisors (2 months @ Rs 7000 pm)		4	14,000	56,000	4	56,000	667
3	Accountant (2 months @ Rs 15000 pm)		1	30,000	30,000	1	30,000	357
4	Volunteers (1.5 months @ Rs 200 per day)		10	9,000	90,000	10	90,000	1,071
5	Field staff travel & per diem (2 months @ Rs 5000 pm)		5	10,000	50,000	5	50,000	595
6	Travel and accommodation - central monitoring (2 months @ Rs 15000 pm)		1	30,000	30,000	1	30,000	357
	Sub Total:			133,000	296,000		296,000	3,524
E	Overhead Costs							
1	Field office rent (2 months @ Rs. 5000 pm)		1	10,000	10,000	1	10,000	119
2	Warehouse charges & security (Rent @ Rs 7000 per GP x 3 GP)		3	7,000	21,000	3	21,000	250
3	Stationery, printing, photocopying, telephone, fax, internet (2 months @ Rs 10000 pm)		1	20,000	20,000	1	20,000	238
4	Visibility (banners, stickers, photographs, case studies)		1	40,000	40,000	1	40,000	476
5	Audit fees		1	25,000	25,000	1	25,000	298
6	Personnel insurance (accident)		16	500	8,000	16	8,000	95
7	Warehouse insurance		3	3,000	9,000	3	9,000	107
8	Documentation, report preparation, learning & sharing documentation		1	20,000	20,000	1	20,000	238
9	Central office support cost (2 months @ Rs 10000 pm)		1	20,000	20,000	1	20,000	238
	Sub Total			145,500	173,000		173,000	2,060
	Total Budget Amount				516,343		4,150,000	49,405

11. Glossary

Anganwadi- *An integrated child development scheme (ICDS) promoted by Govt of India*

ASHA- *Village level women trained health worker, promoted by health department in Orissa.*

Dalit- *The lowest caste in social caste system(Scheduled caste).*

Govt- *Government*

Indira Awas Yojana- *A housing scheme for poor sponsored by Govt. of India*

Khariff- *The main crop(monsoon- rainfed)*

Subarnarekha- *The largest river system in north Orissa*

Gram Panchayat- *The first tier rural local self Govt.(formed by a group of villages)*

Ravi- *The second crop in the year during summer (Irrigated)*

Voter ID- *The individual identification card issued to citizens(above 18 yr age) by Govt. of India.*

Acronyms

DSS- *Darabar Sahitya Sansad(name of Promoting NGO)*

GP- *Gram Panchayat*

HIV-AIDS- *Human Immunodeficiency Virus/ Acquired Immunodeficiency Syndrome.*

NREGS- *National Rural Employment Guarantee Scheme(a central govt. sponsored anti poverty scheme)*

PDS- *Public Distribution system*

PRI- *PanchayatiRaj Institution*

SHG- *Self Help Group*

TB- *Tuberculosis*