

Report End of Project Evaluation

Country: India. State: Orissa

Title: Orissa Disaster Mitigation Programme Phase II
Project number: GRC 213.043 + 216.030
(BMZ/KfW 2001 65 399, Multi-Purpose Shelters)
Duration of current phase: ODMP Phase II 1.3.2003 - 30.4.2009
(GRC office closed in April 2009)
Overall term: ODMP Phase I 1995-2002, Phase II 2003-2009

Lead implementing agency:
Indian Red Cross-Orissa State Branch

Time frame of the EoPE: 16. March – 1. April 2009

List of Abbreviations

ADB	Asian Development Bank
BDO	Block Development Officer
BMZ	Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung (Federal Ministry of Economic Cooperation and Development)
CBDRM	Community Based Disaster Risk Management
CCP	Community Contingency Plan
DFID	United Kingdom Department for international Development
DM	Disaster Management
DP	Disaster Preparedness
DRR	Disaster Risk Reduction
EoPE	End of Project Evaluation
GoI	Government of India
GoO	Government of Orissa
GP	Gram Panchayat (see also PRI below)
GRC	German Red Cross
HMG	Household Micro Group
IAG	Inter Agency Group
IFRC	International Federation of Red Cross and Red Crescent Societies
INR	Indian Rupee
IRCS	Indian Red Cross Society
KfW	Kreditanstalt für Wiederaufbau (German Development Bank)
MoU	Memorandum of Understanding
NDMA	National Disaster Management Authority
NHQ	National Head Quarter
ODMP	Orissa Disaster Mitigation Programme
OECD-DAC	Organisation for Economic Cooperation and Development-Development Assistance Committee
OSB	Orissa State Branch (Indian Red Cross)
OSDMA	Orissa State Disaster Management Authority
PFA	Psychological First Aid
PRI	Panchayati Raj Institution ¹
PwC	Pricewaterhouse Coopers
SCC	Shelter Community Chest (voluntary monthly household collection)
SDMC	Shelter and Disaster Management Committee
TBA	Traditional Birth Attendance
TF	Task Force
ToR	Term of Reference
ToT	Training of Trainers
UN	United Nations
VCA	Vulnerability and Capacity Analysis

¹ Panchayati Raj is a system of governance in which gram panchayats are the basic units of administration. It has

Tabular overview

End of Project Evaluation (EoPE)

Time frame of the EoPE	16. March – 1. April 2009
EoPE team	Ria Hidajat, Team Leader EoPE and report writing, Germany. Pradeep Mahaptra, Local Consultant, Bhubaneswar. Gurpreet Kaur, Organisational Development Manager, IFRC, New Delhi. Thorsten Klose, Disaster Risk Reduction Advisor, GRC, Germany.

Development Measure

Title according to proposal	Orissa Disaster Mitigation Programme Phase II
Project number	GRC 213.043 + 216.030 (BMZ/KfW 2001 65 399)
Overall term divided into phases	Phase I 1995-2002, Phase II 2003-2009
Duration of current phase II:	1.3.2003 - 30.4.2009 (GRC office closed in April 2009)
Overall costs of ODMP phase II	TOTAL 5,294,000 EUR KfW: 4,359,000 EUR GRC: 800,000 EUR GoO: 110,000 EUR OSB: 25,000 EUR (in kind contribution)
Overall objective	The vulnerability of the population of Orissa is reduced in disasters
Implementing organisations	Indian Red Cross-Orissa State Branch
Other development organisations involved	German Development Bank (KfW) German Red Cross (GRC)
Target groups	Vulnerable communities in the three districts Kendrapara, Balasore, Bhadrak of coastal Orissa

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1 Summary

The Orissa Disaster Mitigation Programme (ODMP) was initiated in 1995 with the support of the Federal Republic of Germany through the German Development Bank (Kreditanstalt für Wiederaufbau - KfW) and the German Red Cross (GRC). During the ODMP Phase I (1995-2002) 23 Multipurpose Cyclone Shelters were constructed in the most vulnerable villages in six cyclone prone coastal districts of Orissa. Under ODMP II 36 Multipurpose Cyclone Shelters have been constructed in the three most cyclone prone districts of Orissa i.e., Bhadrak, Kendrapara and Balasore. The Programme consists of two parts: one of which is the actual physical construction of cyclone shelters (hardware component); the second component concerns social mobilisation, use of the buildings in times of disasters and non-disasters as well as training and strengthening of the self-help capacity of the local population and the implementing partner (software component). GRC has been specifically concerned with this second component - social mobilisation and organisational development of the Indian Red Cross Branches.

The End of Programme Evaluation (EoPE) seeks to assess the results achieved in the fields of social mobilisation and organisational development during the ODMP Phase II with a special focus on sustainability.

Goal and objectives of ODMP II

Overall goal: The vulnerability of the population in Orissa in three districts (Bhadrak, Balasore, Kendrapara) is reduced in disasters

Goal: Establishing a culture of Disaster Preparedness in cyclone prone areas of coastal Orissa to protect lives and livelihoods.

Objectives:

- To provide safe multipurpose cyclone shelters with equipment for the most vulnerable endangered population of coastal Orissa. (logframe result 1)
- To institutionalize a Community Based Disaster Risk Management (CBDRM) plan by enhancing the capacity of the local population to address natural disasters better through training and action programmes. (logframe result 2 – 4)
- To strengthen state, district and block branches including Youth and Junior Red Cross for scaling up and promoting programme approach from preparedness to development and its sustainability. (logframe result 5 – 6)

The evaluation criteria (Relevance, Effectiveness, Efficiency, Impact and Sustainability) of the Organisation for Economic Cooperation and Development-Development Assistance Committee (OECD-DAC) provide comprehensive guidelines and solid framework for the EoPE.

The programme had high *relevance*. The target group of the programme is the most vulnerable population along the coastal line in Orissa, one of the poorest states in India. Their capacities to cope with disasters have been insufficient.

The objectives of ODMP II are in line with the policies of the partner country, partner institutions and international agendas such as the:

- ✓ National Disaster Management Framework and the Disaster Management Act. Government of India, 2005;
- ✓ IRCS Strategic Development Plan (2004-2008 and the 2009-2012 draft);

- ✓ Strategy 2010 of IFRC and the global agenda. Disaster Preparedness is defined as one of the four 'core areas' of work for the member National Red Cross and Red Crescent Societies;
- ✓ United Nations Hyogo Framework of Action 2005 (Building the resilience of nations and communities to disasters).

Regarding *effectiveness*, an important criterion for reaching the overall programme goal is the handing over of the shelter to the community. The social mobilisation part of the programme (formation of shelter based organisations like Household Micro Groups, Shelter and Disaster Management Committee, Task Force, training, awareness programmes and establishing the Shelter Community Chest) was completed in all the 36 shelter sites by end of March 2009. But the official hand over of the so called 'social building' could not be performed in 9 out of 36 shelters due to incomplete equipment.

A good indicator of ownership of the community and increased disaster awareness is the contribution to the Shelter Community Chest (SCC). Every month each household voluntarily contributed 2-5 INR. The purpose of the SCC is to make the shelter community self-reliant and resilient. Another important indicator of increased disaster awareness and culture of prevention is the willingness of the community to invest in insurance coverage.

One of the implementation milestones of the social mobilisation is the Community Contingency Plan (CCP). This is a planning document prepared by the community themselves for their disaster management based on their own Hazard, Vulnerability, Risk, Resource and Capacity analysis. The relationship and integration of disaster risk reduction aspects with the long term sustainable village developmental plan is of particular note.

Referring to *effectiveness* the evaluation report gives an overview of how the programme delivers inputs to the partner country (modes of delivery). The German Red Cross supported ODMP mainly through technical advice in the form of direct cooperation, financial contributions to the IRCS and placement of a long-term expert. The report also provides an overview of the expenditures of the institutions involved in the first Government - Red Cross Partnership Programme in India and some facts and figures about its cost effectiveness. Long-term development cooperation with the IRCS was overall a positive experience which increased the *efficiency* of the use of the funds.

The report highlights the importance of *sustainability*, and includes an analysis of the extent of sustainable, durable achievements likely to endure beyond the end of the programme. It was found that during the planning phase for ODMP II the sustainability aspect was already considered comprehensively. The experience of ODMP I influenced the decision to further strengthen institutional capacities and sustainability measures at community level in ODMP II. Therefore one of the strategic goals in ODMP II was to strengthen state, district and block Red Cross branches including Youth and Junior Red Cross. The report compares this aspect of organisational development in ODMP I against ODMP II. The formation of block branches at village level was new for the Red Cross structure in Orissa. It is also noted that the Red Cross Structure in India is very closely connected to the governmental administrative structure, especially when it comes to the district and block level. The interconnections and the challenges to be overcome are laid out in chapter 5.4.

A significant *impact* of the programme at community level is the development of a spirit of unity that helps to empower local communities. In remote rural areas the heterogeneous nature of society provides a high potential for political or social unrest. The Disaster Preparedness Programme involved teaching of life-saving skills but also influenced attitudes and behaviour positively – the programme helped to develop 'life skills'. The community understands that natural hazards can hit anybody regardless of race, cast, religion, wealth or poverty, and that life and property can only be saved if people work together in unity. The programme conveys the fundamental principles and humanitarian values of the Red Cross movement. These values and the spirit of unity can be considered as a part of conflict prevention. Furthermore through preparedness and development activities the community

was given new hope for the future. Communities are now more self-reliant, in that they are better able to cope with disasters and do not depend only on external help. Communities have initiated income generation activities that have had a positive impact on regional economic and social development. The empowerment of women is another outstanding impact of ODMP. In rural areas of Orissa, where there are strict gender divisions and inequalities, the involvement of women in trainings, meetings and community decision-making through the shelter steering committee is a major achievement.

The ODMP model is of a standard that can be replicated by other organisations and in other states of India, Asia and worldwide. The concept and associated training materials is considered to a 'best practice' for Community Based Disaster Risk Management in India.

It is clear that the Red Cross, with structures from national to community level, is a reliable and very committed partner and implementing organisation for development cooperation. Despite the enormous successes there still are future challenges to overcome, mainly in the field of organisational and capacity development. A post-programme structure is needed to maintain the momentum of the programme and to consolidate the achievements. Financial support for a post-programme structure is recommended for at least two years and the Maintenance Corpus Fund should be used to maintain both physical and the social building. An impact evaluation after five years is recommended.

Ria Hidajat, May 2009

2 Preliminary remarks

2.1 The programme

The Orissa Disaster Mitigation Programme (ODMP) was initiated in 1995 with the support of the Federal Republic of Germany through the German Development Bank (Kreditanstalt für Wiederaufbau - KfW) and the German Red Cross (GRC). During ODMP Phase I (1995-2002) 23 Multipurpose Cyclone Shelters were constructed at the most vulnerable villages in six cyclone prone coastal districts of Orissa: Balasore, Bhadrak, Ganjam, Jagatsinghpur, Kendrapara, Puri. Following the successful implementation of ODMP I and understanding the extent and severity of damages caused by the super cyclone in 1999, KfW and GRC extended their support for ODMP II in 2003.

Under ODMP II 36 Multipurpose Cyclone Shelters have been constructed for a population of 61,885 covering 10,435 families in 72 villages located in three of the most cyclone prone districts of Orissa i.e., Bhadrak, Kendrapara and Balasore. The project sites have been divided into 4 shelter groups: A, B, C and D which started at different time intervals. A map with all shelters from phase I and II is attached as annex I.

The Programme consists of two parts: the first part is the physical construction of cyclone shelters (hardware component) and the second component concerns social mobilisation (meaning the use of the buildings in times of disasters and non-disasters) as well as training and strengthening of the self-help capacity of the local population and the implementing partner (software component). GRC has been specifically concerned with this second component - social mobilisation and organisational development of the Red Cross Branches.



Picture 1: Multipurpose Cyclone Shelter in Balibil, Balasore.

2.2 Purpose of the evaluation

The evaluation examines the results achieved in the fields of social mobilisation and organisational development during the ODMP Phase II. The construction part of the programme will be evaluated separately.

The purpose of the mission for the End of Project Evaluation was to:

- ✓ Assess the impact of the cyclone shelters and its community's resilience in the three districts of ODMP II;
- ✓ Review project progress and impact against the indicators set in the log frame of the project;
- ✓ Specifically assess the sustainability of the programme

2.3 Dates and timing of the evaluation

The preparation for the EoPE started on 16.03.2009 with a briefing via telephone conference with GRC Headquarter, Berlin and activities in India concluded on 01.04.2009 with a debriefing with the Secretary General of the IRCS at their Headquarter in Delhi. The evaluation in India started on 18.3.2009 with a briefing on the structure of the Indian Red Cross Society and discussion about the sustainability of the programme by Dr. Tim Bray, GRC Head of Liaison Office in New Delhi, followed by an afternoon flight to Bhubaneswar, Orissa. Dr. Antony Gnanamuthu, Disaster Management Delegate, GRC and Pranab Dash,

State Field Coordinator, ODMP II (Annex II: list of participants) briefed the team on 19.3.2009 about the OPMP II programme and provided an introduction to the ODMP team. There followed a discussion on the planning for the next five days field visit. The EoPE team wanted to cover all three districts and several shelters from groups A-D, and to visit shelters from other organisations and the Government, and a shelter from ODMP Phase I.



During the fieldtrip (20.3.-24.3.2009) the EoPE and the ODMP team visited eight shelters and had discussions with several Governmental and Red Cross officials at state, district and block levels. After the field visit a four day stakeholder meeting was held at the ODMP Training Center in Bhubaneswar (25.-28.3.2009). The first three days of the workshop involved stakeholders from the community and the fourth day involved an Interagency meeting with international stakeholders in Orissa such as Oxfam, UNDP, UNICEF, Action Aid and others. The detailed time schedules of the field visits and workshops with a list of participants are in annex III.

On 26.3.2009 Marina Hovannesjan, GRC Desk Officer India and Dr. Tim Bray joined the team. In addition, KfW representative Dr. Jens Mackensen (KfW, Frankfurt) and Renu Chopra (KfW, Delhi) visited Orissa two days (30.-31.3.2009) for a shelter visit, discussions about the sustainability of the programme and to clarify financial questions arising from an external PwC audit conducted from 15.11.2008 to 14.01.2009.

The EoPE team is especially grateful to Dr. S.P. Agarwal, Secretary General of the IRCS, and other IRCS NHQ senior management, the Honorary Secretary of the IRCS/OSB, the former Honorary Secretary of the OSB, the ODMP staff, the German Red Cross delegate and the German Red Cross head of office in Delhi for the fruitful cooperation and excellent preparation of the EoPE. The EoPE team was given full logistical support to allow visits to chosen field areas many of them in very remote locations. Those interviewed and visited made themselves available in the evenings and on off-days.

2.4 Methodological approach

The evaluation was carried out at a number of levels using various methods. Telephone interviews were conducted with key GRC Headquarters staff before visiting the field. At community level semi-structured group discussions, key individual and institutional stakeholder interviews and observation were the most appropriate methods in the given timeframe. At community level the team had access to and interactions with local political and community representatives (Gram Panchayat²), Shelter and Disaster Management Committee members (SDMC), Task Force- and Household Micro Group members and Block Development Officers. Therefore the support of the local consultant who speaks the local language (Oriya) was very helpful. Especially during the field trip the EoPE team and the resource persons came together once a day (morning or afternoon) for a briefing of the next day and an exchange of impressions.

At National, State and District level interviews and group discussions were carried out and information was recorded at the time. Here the team had interactions with the Governor of Orissa, the Secretary General of the IRCS, the Honorary Secretary of IRCS/OSB and ODMP staff, the State Disaster Management Authority, District Magistrate and Collector/Red Cross Chairman, Red Cross District Branch Joint Secretaries, federation of shelter committee (SDMC Federation) and representatives of international donor organisations. A list with the key persons interviewed is shown in annex IV.

The evaluation team used key questions for all interviews to assess the programme in terms of the OECD-DAC criteria of relevance, effectiveness, efficiency, impact and sustainability (Key questions annex V). More than 30 separate interviews were undertaken and the team met more than 1,000 people at the shelter sides.

Study of ODMP quarterly reports and annual IRCS/OSB reports, baseline studies, newsletters, brochures, field reports, minutes of meetings, assessment reports, district and block branch formation concepts, guidelines and other written programme documents supported the analysis.

2.5 Composition of the EoPE team

The End of Project Evaluation Team consisted of four persons: Ria Hidajat (Team Leader and report writing), Pradeep Mahaptra (Local Consultant), Thorsten Klose (DRR Advisor GRC, Berlin) and Gurpreet Kaur (Organisational Development Manager, IFRC, New Delhi) joining the team from 25.3.-31.3.2009.

Furthermore resource persons accompanied the team during the field trip and the workshops:

- Dr. Antony Gnanamuthu, Disaster Management Delegate, GRC
- Biswanath Dash, Planning and Coordination Dept, Government of Orissa
- Sailendra Narayan Patnaik, Disaster Management Coordinator, IRCS/OSB
- Pranab Dash, State Field Coordinator, ODMP II
- Chankradhar Rout, Sr. Program Officer, IRCS/OSB
- Kabyalata Rout, Joint Secretary, Red Cross District Branch, Bhadrak

² Local government at village or small town level in India.

3 Background conditions

Orissa is one of the least developed states of India. Fifty percent of the population lives below the poverty line. Eighty percent of the 36,800,000 habitants live in rural areas. The literacy rate for the total population is 63%, (of which 50% women are literate) and only one child in five attends school. Primary and preventive maternal and child health care services and access are limited in rural areas. Only 30% of all expectant women are assisted by trained health staff at delivery. The maternal mortality ratio is estimated as 475 per 10,000. The mortality of children under five years is 103 per 1,000 and 90 per 1,000 under 1 year. The principal causes of this high neonatal, infant and childhood mortality are major infections/diseases linked to inadequate nutrition, poor environmental conditions and lack of hygiene measures³.

Risks due to natural hazards: Orissa has a 480 kilometres long coastline stretching over six districts i.e., Balasore, Bhadrak, Kendrapara, Jagatsinghpur, Puri and Ganjam. The 'Vulnerability Atlas of India'⁴ places the entire coastline in the 'Very High Damage Risk Zone B' in terms of cyclone occurrence. In average, every four years a cyclone hits the coast accompanied by high winds, tidal waves and floods. The most devastating cyclones in recent history occurred in 1971, 1982 and the latest on the 29 October 1999, killing 10,000 people and making hundreds of thousands homeless and vulnerable. An unofficial estimate for the loss of human lives is up to around 30,000. It is said that this is because many migrant populations have not been included in official figures. The cyclone also had a disastrous impact on infrastructure, communication, livelihood and thus on the overall economy of Orissa.

The main problems for the cyclone risk zones in Orissa are the insufficient availability of safe shelter (or safe houses), the need for an effective and coordinated early warning system, the unconcern in some communities in treating disaster warnings seriously, inadequate capacity of villagers to prepare themselves and cope with cyclones. Furthermore underdeveloped transport and infrastructure do not favour a fast evacuation.

In addition, the increasing impact of global warming and sea level rise is already perceptible. The occurrence and severity of floods and cyclones are on the rise. Heat waves and coastal erosion are future challenges. The worst ever flood was recorded in Orissa in 2001, affecting 25 of the 30 districts and areas with no flood history were submerged. In the same year Orissa suffered one of its worst droughts, affecting the lives of 11 million people and a heat wave killed around 1,500 people mostly in coastal Orissa. These climatic events have hit agriculture production and are a potential threat to food security of the state⁵.

Key institutions for the implementation of ODMP on state level are the Orissa State Disaster Management Authority (OSDMA) and the Indian Red Cross Society/Orissa State Branch (IRCS/OSB). The funds from the German Government are allocated through the OSDMA to the IRCS/OSB as implementing agency.

The OSDMA, the first of its kind in the country, was set up by the Government of Orissa in 1999 in the aftermath of the super cyclone. The main objectives of OSDMA are to⁶:

- Act as the nodal agency for disaster reconstruction works,
- Coordinate with the line departments involved in reconstruction
- Coordinate with bilateral and multi-lateral aid agencies,

³ Source: Unicef Orissa statistics 2003, updated 2009.

⁴ Vulnerability Atlas of India. Ministry of Housing and Urban Poverty Alleviation, Government of India. 1997, 2006.

⁵ Fact sheet Orissa. Centre for Science and Environment India.

⁶ Source: OSDMA Website: www.osdma.org

- Coordinate with UN Agencies, International, National and State-level NGOs,
- Promote disaster preparedness at all levels in the State, and
- Network with similar and relevant organisations for disaster management

The Indian Red Cross Society (IRCS) in general and specifically its Orissa State Branch (OSB) as an auxiliary to their respective Central and State governments have a specific mandate to carry out humanitarian services. As the implementing agency of the programme, the four core areas of IRCS/OSB are⁷:

- Disaster Response
- Disaster Preparedness
- Health and Care in the community
- Promotion of Fundamental Principles and Humanitarian values.

At the start of the project the capacities of the IRCS/Orissa State Branch and Red Cross District Branches were inadequate to prepare for and respond effectively to disasters. The network and involvement among the Red Cross District Branches, the shelter villages and the IRCS/OSB was not considered fully effective in ODMP I, and needed to be revived and upgraded.

⁷ Source website: <http://www.indianredcrosssocietyorissastatebranch.org>

4 Presentation and assessment of the programme

4.1 The logframe

The following table shows the logframe of ODMP II and is the point of reference for the evaluation. This logframe and its indicators are used for assessments and the quarterly progress reports. However, for implementation of activities a more practical and flexible format of 'milestones' was used by the programme.

ODMP II summary logframe (last update 05/2004).

Intervention Logic	Indicators of Achievement
<p><u>Indirect result:</u></p> <p>The vulnerability of the population of Orissa is reduced in disaster.</p>	<p>Loss of life and property as well as physical and psychological suffering of the population reduced in comparison with similar cyclone related disasters in the state of Orissa.</p>
<p><u>Direct result:</u></p> <p>The safety of the target communities in 3 districts (Bhadrak, Balasore, Kendrapara) is enhanced by the maintenance of shelters, preparedness to respond to disasters through regular DM activities and networking of IRCS/OSB at different levels.</p>	<p>All SDMCs independently organise at least 1 mock drill and 1 dry exercise annually at community level, where 60-70% of the target population participates whereof 80% of all participants perform according to training and shelter use guidelines.</p> <p>70% of the population of the target communities are practising DM measures independently on their own, after the end of programme.</p> <p>90% of the shelter community organisations are functional and operating according to the existing guidelines, after the end of the programme.</p> <p>At least 2 DM activities are organised by IRCS/OSB (on different levels) in cooperation with each target community annually, before and after the cyclone season.</p>
<p><u>Result 1:</u></p> <p>36 multipurpose cyclone shelters are constructed and equipped and handed over to the target communities.</p>	<p>All shelters are constructed.</p> <p>All the shelters are equipped with appropriate and needed technology and handed over with a MoU to the respective communities.</p>
<p><u>Result 2:</u></p> <p>The target communities manage their shelter during disaster and normal times and the maintenance of shelters is ensured according to the maintenance guidelines.</p>	<p>After handing over, 90 % of shelters are in functional condition and the communities and OSB are applying maintenance procedures, as per maintenance guidelines.</p> <p>90% of the SDMCs do organise at least 2 community programmes per year, during the programme period.</p> <p>90 % of SDMCs have at least one fundraising activity and one income generating activity per year to increase their SCC.</p> <p>90% of the households are annually/monthly contributing to their SCC, as per SDMC guidelines.</p>

<p><u>Result 3:</u></p> <p>The target communities are organised and trained to prepare for and respond to a disaster situation.</p>	<p>By the end of the project, each target community organisation (SDMCs, TF) implements activities according to SDMC approved guidelines and the annual community plan of action.</p> <p>All SDMCs members (50% are women) are trained in specific aspects of DM and 80% succeed in the post training tests.</p> <p>All TF members (40% are women) are trained in specific aspects of DM and 80% succeed in the tests.</p> <p>A mock drill and a dry exercise in each target community, 70-80% of the population participates, whereof 80% perform according to training and shelter use guidelines.</p> <p>At least 80% of the shelters are used daily for community purposes (school, child and mother care centre, community centre etc.).</p>
<p><u>Result 4:</u></p> <p>The target communities are aware of local capacities, cyclone related risks and risk reduction measures.</p>	<p>Each target community has a contingency plan, which is updated annually and whose content is known by at least 80% of the population.</p> <p>75% of all target community households know risk reduction measures at the end of the project and 90% of them undertake risk reduction measures in their homes.</p> <p>Each HMG leader/deputy leader has independently organised an awareness session in 90% of the households in their HMG.</p> <p>In each target community, one high school teacher (SDMC member) has organised one orientation per year at high school level.</p> <p>90% of the population of the target communities see their shelter as a means of safety</p>
<p><u>Result 5:</u></p> <p>The capacity of the Orissa State Branch to manage and effectively implement ODPM programmes is strengthened.</p>	<p>IRCS/OSB has an exit and a sustainability strategy</p> <p>OSB has ToT in DM and PFA</p> <p>ODMP II management and finance procedures exist and are continuously applied.</p> <p>During the project period, all staff members have received training according to the regular needs assessments.</p> <p>Each year 80% of the ODMP II project activities are executed according to the plan of operation.</p>
<p><u>Result 6:</u></p> <p>3 districts branches have the capacity and functional structure in place, to efficiently operate and implement ODMP activities.</p>	<p>3 district branches in Bhadrak, Balasore, Kendrapara have an equipped office and a functional Red Cross structure including executive committee, DM committee, secretary, joint secretary, active life members and volunteers.</p> <p>The executive committees in 3 district branches are aware of and are functioning according to IFRC guidelines for a 'Well functioning society'.</p> <p>3 district branches have TOT in DM</p> <p>3 district branches participate in VCA, contingency plan development and mock-drill exercises.</p>

5 Assessment according to the Organisation for Economic Cooperation and Development-Development Assistance Committee (OECD-DAC) criteria

The German Red Cross International Development Cooperation's evaluation activities follow the OECD/DAC Principles for Development Evaluation (1991), which have been agreed upon by all OECD donor countries, including Germany, and the DAC Quality Standards for Evaluation (for test phase application, 2006). They provide comprehensive guidelines for all bilateral donors on evaluating their aid activities.

The evaluation aims to assess development interventions according to five basic criteria:

- Relevance (are project goals and targets in line with the partner country's needs?)
- Effectiveness (how have targets been reached or why have they not been reached?)
- Efficiency (cost-effectiveness of an intervention)
- Impact (what benefits have people derived from the intervention?)
- Sustainability (will positive results continue after the development intervention has ceased?)

As ODMP is a bilateral government to government programme the OECD-DAC criteria provide an appropriate framework for the EoPE concerning social mobilisation and related components supported by the GRC. The use of these criteria further facilitates comparability with assessments of other programmes supported by GRCs International Development Cooperation and other assessments undertaken within ODMP.

5.1 Assessing relevance

5.1.1 Global, national and institutional priorities

Natural disasters are becoming more prevalent. In 2008, 321 disasters killed 235,816 people, affected 211 million others and cost a total of US\$ 181 billion. Asia was the most affected continent. The death toll from natural disasters in 2008 was three times more than the annual average of 66,812 for 2000-2007⁸. Disasters are among the biggest obstacles to achieving the UN's Millennium Development Goals for poverty reduction.

The Government of India recognised the need for a shift from a post-disaster reactive approach to a pre-disaster pro-active approach. Without considering Disaster Risk Reduction measures, years of development gains can be wiped out by a single disaster. Financial as well as human resources will be tied to relief and reconstruction instead of development.

The programme's activities and the goal of reducing the vulnerability of poor people are contributing to sustainable development and the Millennium Development Goals.

The objectives of ODMP II are in line with the policies of the partner country, partner institutions and international agendas such as:

- ✓ National Disaster Management Framework. Government of India, 2005;
- ✓ Disaster Management Act 2005 – lays down institutional and coordination mechanism at all level;
- ✓ IRCS Strategic Development Plan (2004-2008 and 2009-2012);

⁸ UNISDR Press Release 2009/01, 22 January 2009.

- ✓ Strategy 2010 of IFRC and the global agenda. Disaster Preparedness is defined as one of the four 'core areas' of work for the member National Red Cross and Red Crescent Societies;
- ✓ United Nations Hyogo Framework of Action 2005 (Building the resilience of nations and communities to disasters).

The large and populous country of India faces multi-hazards such as earthquakes, floods, landslides, tsunami and cyclones and the Orissa programme only covers a relatively small area. Financial support is more limited than many other national programmes supported by such organisations as the World Bank, DFID and ADB, all of which invest in technology and economy.

Nevertheless ODMP is one of the most successful long-term development programmes in community based disaster risk management and its achievements are thought to be replicable in other states in India or regions in Asia.

5.1.2 Targeting the most vulnerable

The target group of the programme is the most vulnerable population along the coastal line in Orissa, one of the poorest states in India. The economic capacities to cope with disasters are not considered sufficient. The coastal zone of Orissa is physically vulnerable because the low quality of construction of settlements and building, mostly mud-houses with poor basic infrastructure. ODMP provides shelters and supports improvements to living conditions, for example with access roads and tube wells, by linking the Community Contingency Plan with the local



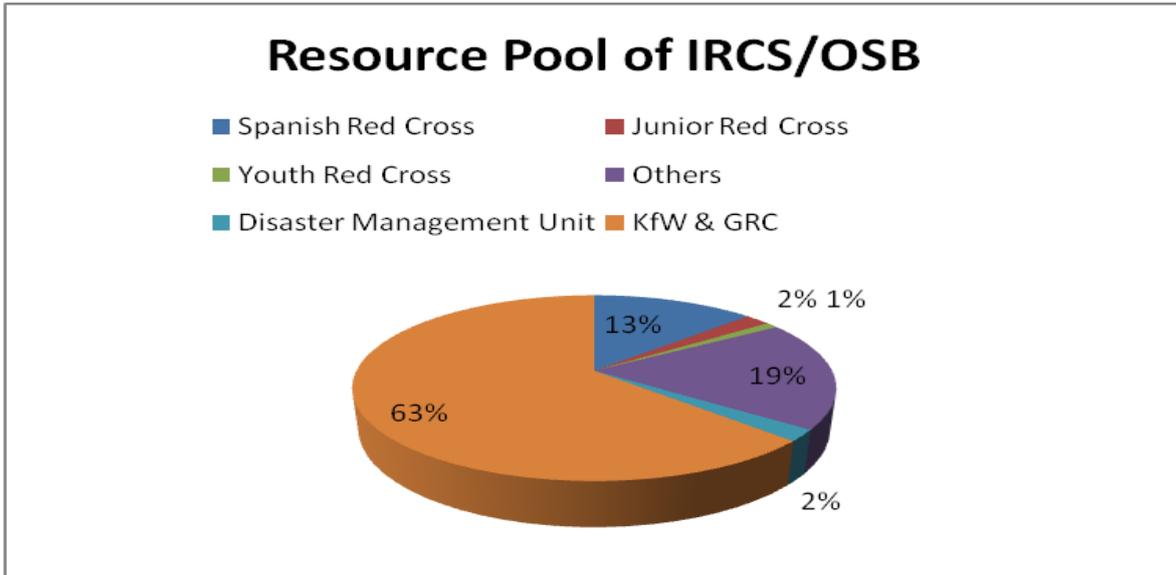
Picture 2: Living condition of the shelter community in the coastal districts of Orissa.

development plan. Environmental degradation and inappropriate land-use is increasing ecological vulnerability and the ODMP considers environmental correlations and disasters within the risk awareness activities. Once sensitised some of the SDMCs support plantation and (small-scale) local reforestation. To help overcome the social vulnerability the conceptual framework of the programme considers especially the elderly, women and children. Participation of women in social mobilisation activities such as dry exercises, first aid drills, collection of SCC funds and Community Based Disaster Risk Management was clearly promoted.

The shelter sites were selected according to several criteria, such as high vulnerability caused by regular hazardous events, insufficient coping capacity and poor living conditions. A baseline study was carried out at the beginning for the site selection to define the most vulnerable target areas.

5.1.3 Branch development

This was a very significant programme for the Red Cross State level branch and the programme has had a huge impact in strengthening and development of the Orissa State Branch (OSB). Over the last five years more than 60 % of the total OSB budget was related to ODMP activities. The Orissa State Branch became one of the strongest State branches with increasing membership and fundraising activities. Since 1995, the beginning of ODMP, the Red Cross membership in Orissa has increased nine-fold.



Source: IRCS/OSB Annual Report 2007

The IRCS/OSB was also awarded prizes as one of the best branches and best shelter maintenance, best Task Force members and best volunteers out of nearly 200 other shelters build by other organisations. The first Disaster Management Authority in the country was established in Orissa in December 1999 after the super cyclone and was significantly influenced by ODMP.

5.2 Assessing effectiveness

The goal and objectives based on the logframe can be summarised as follows:

Overall goal: The vulnerability of the population in Orissa in three districts (Bhadrak, Balasore, Kendrapara) is reduced in disasters

Goal: Establishing a culture of Disaster Preparedness in cyclone prone areas of coastal Orissa to protect lives and livelihoods.

Objectives:

- To provide safe multipurpose cyclone shelters with equipment for the most vulnerable endangered population of coastal Orissa. (logframe result 1)
- To institutionalize a Community Based Disaster Risk Management (CBDRM) plan by enhancing the capacity of the local population to address natural disasters better through training and action programmes. (logframe result 2 – 4)
- To strengthen state, district and block branches including Youth and Junior Red Cross for scaling up and promoting programme approach from preparedness to development and its sustainability. (logframe result 5 – 6)

5.2.1 Construction and maintenance

One component (result 1) of the programme is the construction and maintenance of the shelter. The shelter sites were selected using properly defined criteria and a baseline survey was carried out at the beginning of the project. Social, economic, environmental and physical vulnerability were considered. For example the population densities, economic situation, exposure of location near the sea or river are some of the criteria. But the most important criteria were the willingness of the community to cooperate and to contribute time and a small amount of money for the SCC (a voluntary monthly collection per household).

A key landmark is the handing over of the shelter to the community. A shelter is only handed over once is completely constructed, fully equipped and the social mobilisation of the shelter community was been completed, including a Community Contingency Plan.

The construction and social mobilisation work was divided into different groups (A-D) with a time difference between groups in the start of construction and social mobilisation work. Initially only 30 shelters (Group A-C) were planned and budgeted. In 2005

KfW and OSB agreed upon the construction of 6 more shelters (Group D) using unspent funds. By end of March 2009 in total 9 out of 36 shelters had not been handed over to the communities due to incomplete structure (Group D) or incomplete equipment.

Despite this fact the social mobilisation part of the programme (formation of shelter-based organisations like HMG, SDMC, TF, training and awareness programmes and establishing the shelter community chest) could be completed in all the 36 shelter sites by end of March 2009. But the official hand over of the so called 'social building' could not be performed in 9 out of 36 shelters due to incomplete equipment.

The IRCS/OSB stated that financial transfers from the KfW budget meant for the purchase of the incomplete shelter equipment have been stopped in summer 2008. At the time of the evaluation KfW and IRCS/OSB had not finalised a common agreement with regard to the unsolved financial issues related to a PwC audit.

Status of construction and shelter inauguration (End of February 2009)

Group A-Bhadrak District (9 shelters):

The construction work of all the 9 shelters has been completed and all are handed over to the community.

Group B- Kendrapara District (10 shelters):

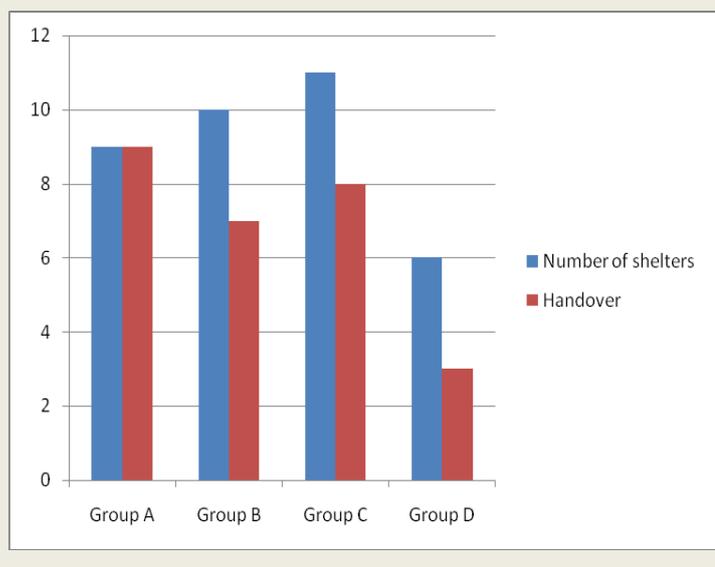
The construction work of 10 shelters has been completed. 7 shelters have been handed over to the respective communities.

Group C- Balasore District (11 shelters):

The construction work of all the 11 shelters has been completed. 8 shelters have been handed over to the community.

Group D- Bhadrak District (6 shelters):

The construction work of 4 shelters has been completed and other 2 shelters are under progress and will be finished within the next two months. 3 shelters have been handed over to the community.



5.2.2 Community Based Disaster Risk Management Organisations

A main component of the evaluation involved the Community Based Disaster Risk Management activities (result 2-4). Household Micro Groups (HMGs), Task Forces (TFs), Shelter and Disaster Management Committees (SDMCs) and the SDMC Federation was established which enhanced the scope and reach of the programme into shelter communities (Diagram Community Based Organisations see annex VI).

Household Micro Groups

The Household Micro Group provides representation for each household (both male and female head of the family) in the shelter community. Each micro group consists of 25 to 30 households (50 to 60 members) located within the community. The total number of micro groups depends on the number of households in the shelter community. The group members elect one leader and one deputy leader (one man and one woman). The HMGs conduct monthly meetings and discuss Disaster Risk Reduction activities along with the monthly collection for the Shelter Community Chest. The trainers find it effective to provide training and information to HMGs, typically consisting out of around 50 persons, because the HMG leaders will pass on information back to the household members. This system helps to ensure that information reaches all community members.

Formation of Shelter Based Organisations

Household Micro Group (HMG), Shelter and Disaster Management Committee (SDMC) and Task Force (TF) have been formed in 36 shelter sites:

Group A:
111 HMGs, 9 SDMCs, 9 Task Forces.

Group B:
84 HMGs, 10 SDMCs, 10 Task Forces.

Group C:
113 HMG, 11 SDMC, 11 Task Forces.

Group D:
49 HMGs, 6 SDMC, 6 Task Forces.

Shelter and Disaster Management Committees

The heart of the shelter based social organisation is the Shelter and Disaster Management Committee (SDMC) - a shelter steering committee. The SDMC consists out of all HMG leaders, the village head (Sarpanch), representatives from the Task Force, Youth Club, Self Help Group, School Teacher and a representative from the child and mother care centre (Angawadi). The SDMC holds monthly meetings on a previously agreed and fixed date, takes the lead role in all DP/DRR activities, conducts emergency meetings after receiving a cyclone signal, liaises with Red Cross and other service providers, co-operates with IRCS/OSB during disasters, updates contingency plans, ensures multipurpose use of the cyclone shelter and provides proper maintenance of the shelter based on the maintenance guidelines. Financial matters such as the SCC are also administered by the SDMC.

Additionally several SDMCs within one block are linked together as a SDMC Federation. This alliance is functions in some ways as a pressure group to formulate jointly the community's needs and to negotiate with local government representatives (mainly the block development officer who is responsible on the one hand for the village development and on the other hand acts in emergency times as an emergency officer). Block level SDMC Federations have been formed in Chandbali and Basudevpur blocks of Bhadrak district, in Rajnagar and Mahakalpada blocks of Kendrapara district and in Baliapal, Bhograi and Bahanaga blocks of Balasore district.

Task Forces

The third social structure and a pillar of the CBDRM activities is the Task Force (TF). Task forces are teams of skilled and equipped persons available at the shelter community to deal with disaster preparedness and response in a more organised and systematic manner so as to minimise loss of lives and property during disasters. They also support the community in normal times. The TF consists of 32 persons, out of which 30 members are able and agile young men and women having representation from all household micro groups, and the remaining two are Traditional Birth Attendants. The Task Force and associated volunteers

are trained in Community Based Disaster Risk Management and have been divided into sub groups: First Aid, Warning Information and Dissemination, Search and Rescue, Emergency Relief, Water and Sanitation and Traditional Birth Attendant. Leadership training and accountant/record keeping training were given for SDMC and Task Force members (detailed list of trainings see annex VII).

5.2.3 Evidence of community engagement

During the shelter visits the evaluation team could gain an impression of whether the shelter based organisations are in place and are functioning. At every shelter the community appeared very well prepared and the Task Force members could explain their duties and responsibilities. The level of involvement shows clearly full ownership and engagement of community members. The



Picture 3: A hearty welcome at all the visited shelter.

shelters visited were clean and in a well maintained condition.

Most of the ODMP II shelters (22 out of 36 shelters) are used daily as schools. A memorandum of understanding with the village school committee fosters a relationship to the governmental school programmes. Besides providing a space for regular meetings for the TF, SDMC and HMG, the SDMC promotes the use of shelters for family functions or as a meeting hall for self-help groups or local business (for example one shelter visited by the team hosted a homeopathic clinic). The SDMC members are well informed and tend to have good links with the governmental representative and associated administrative structures which helped to establish ownership and sustainability of activities. The high participation of women in the Task Force and in the SDMCs was noteworthy.

Shelter Community Chest

A good indicator for the ownership of the community and the increased disaster awareness is the extent of contribution to the Shelter Community Chest (SCC). The SCC has been established under the aegis of the SDMC. Each of the 36 shelter communities started with an initial deposit of 10,000 INR collected from the households at the beginning of the programme. Subsequently each household voluntarily contributed 2-5 INR every month. The purpose is to make the shelter community self-reliant and resilient. The fund is intended to be utilised for minor repair and maintenance of the shelter and equipment, emergency use during and after a disaster, insurance of community, community developmental work and DRR activities.

The district wise collection of shelter maintenance fund (SCC) is as follows (until February 2009 in INR):

Group A (Bhadrak District)	463,123.00
Group B (Kendrapara District)	451,679.00
Group C (Balasore District)	368,357.00
Group D (Bhadrak District)	220,487.00
Total Fund	1,503,646.00⁹

⁹ 22,800.00 Euro

Disaster Risk Awareness activities

Community social mobilisation was linked to disaster risk awareness activities (see annex VIII for a detailed list of awareness activities). They can vary and are adapted to the local tradition and culture. The following examples take into account different perceptions and needs:

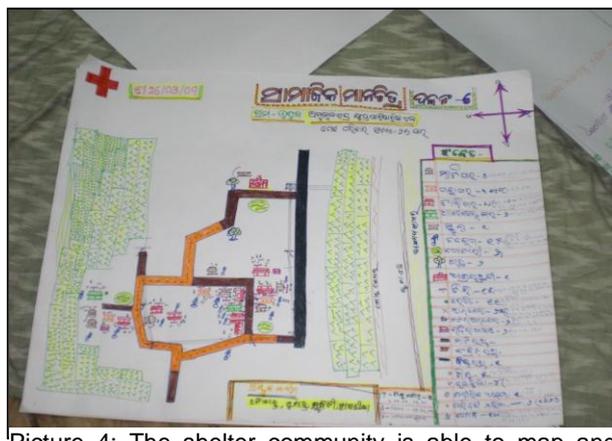
- Children: class room session, storytelling, quiz/drawing competition, mock drill, rally and demonstration.
- Youth: training, workshop, street play, dry exercise, swimming competition, songs, local folk dance, posters, flip charts and manuals.
- Middle aged persons: training, workshop, mock drills, audio-video show, local folk dance, community meetings, personal interaction, household visit, posters, flip charts and manuals.
- Old/Sick/disabled persons: mock drills, audio-video show, community meetings, personal interaction and household visit.

Insurance coverage

Another relevant indicator of increased disaster awareness and a culture of prevention is the willingness of the community to invest in insurance coverage¹⁰. The target community is prone to frequent cyclones and floods, and such measures are needed to spread a compensatory safety net for the households. Besides compensating losses caused through disasters the insurance has other advantages in day-to-day life such as providing student scholarships and natural as well as accidental death coverage. To convince local people to invest in mitigating something that might happen in their future life is considered to be very difficult. In such situations, people can have limited capacity to cope or to plan, because they are living with uncertainty all the time, livelihoods are destroyed regularly, and they are not in a position to plan or prepare for the future; it is often said that people are resigned to their fate. Therefore the programme has demonstrated great success in promoting a certain level of awareness leading to a positive mind-set and course of action so that the community starts to build up capacities and prepare for future disasters.

Community Contingency Plans

One of the implementation milestones for social mobilisation is the Community Contingency Plan (CCP); a planning document prepared by the community themselves to help better self-management of disasters based on their Hazard, Vulnerability, Risk, Resource and Capacity analysis. It contains a village profile supported by maps, emergency response and disaster risk reduction plans. The CCP also lists out activities and defines the responsibilities of the SDMC, HMG, Task Force Members and the community at normal times, and before, during and after a disaster in order to save lives, livelihood and property. Disaster risk reduction plans are integrated into the long term sustainable village developmental plan.



Picture 4: The shelter community is able to map and analyse their vulnerability and capacity.

During the field trip it was possible to observe some of the improvements in village development, such as asphalt roads, additional tube wells and plantations. During the

¹⁰ Over the last 18 month 5.209 household members have been insured under a governmental insurance programme - Janashree Bima Yojana of Life Insurance Company, Bhubaneswar.

stakeholder workshop in Bhubaneswar with the community the evaluation team gained an impression on the community's ability to conduct a VCA and CCP. In consequence ODMP is contributing by means of community based disaster preparedness activities to sustainable development and poverty reduction of the vulnerable communities at three coastal districts in Orissa.

5.3 Assessing efficiency¹¹

The evaluation report provides an overview how the programme delivers inputs to the partner country (modes of delivery)¹². The GRC has supported ODMP mainly through technical advice in the form of direct cooperation and financial contributions to the IRCS and provision of a long-term delegate.

5.3.1 Funding mechanism and allocation of funds

ODMP regarding Disaster Risk Reduction is the first Government to Government programme in partnership with the Red Cross partnership of its kind in India. External funds are allocated from two institutions, the German Federal Ministry for Economic Cooperation and Development (BMZ) through the German Development Bank (KfW) and the German Red Cross (GRC). The funds from the German government are routed via the Government of India (national level) to the National Disaster Management Authority (NDMA) and from there to the Orissa State Disaster Management Authority (OSDMA).

The German Red Cross financial support is routed to the Indian Red Cross Society National Headquarter (IRCS) and from there to the Orissa State Branch. The implementing organisation is the Orissa State Branch (IRCS/OSB). Thus many institutions on various levels are involved and several MoUs / agreements are in place to regulate responsibilities and tasks. Nevertheless there were complaints about the lengthy budget allocation/cash flow, which has created difficulties for the OSB. In addition there is still a lack of clarity regarding mandates between the donors and stakeholders.

Regarding clear and efficient regulations and mandates the evaluation team sees a need for improvement especially now that the status and regulations for the Maintenance Corpus Funds must be defined, in compliance with the recent KfW audit instructions.

As per the agreement, the allocation for ODMP II (2003 to March 2009) was planned as follows: 5,112,918.00 Euro from KfW and approx. 800,000.00 Euro from German Red Cross including support of a long term GRC delegate.

The approximate expenditure as of March 2009 was as follows:

KfW	4,359,000 EUR
GRC	800,000 EUR
GoO	110,000 EUR
OSB	25,000 EUR (in kind contribution)
TOTAL	5,294,000 EUR

¹¹ An external PwC audit of the KfW funds was conducted from 15 November 2008 to 14 January 2009 but is not subject of the GRC EoPE.

¹² The debate on modes of delivery is closely linked to the agenda of the Paris Declaration on Aid Effectiveness, and the corresponding debate on aid effectiveness. The aim is to maximise the results generated from the resources deployed through the respective mode of delivery. It remains a prime concern here to uphold the principle of partner-country ownership.

The main proportion (88%) of the KfW funds were used for construction of the multipurpose cyclone shelters, and 12% of the KfW budget was used for social mobilisation activities. German Red Cross supported salaries of programme staff and capacity building of the Red Cross Branches at district and block level and provided technical advice (GRC delegate). ODMP had around 30 persons in the social mobilisation team during the peak time of the programme. In addition, administration/office costs and running costs such as water, electricity and office rent were financed out of the German Red Cross budget.

Training activities and awareness programmes were also financed out of the KfW budget. The budget for social mobilisation activities out of the KfW funds was doubled in the last three years; this was a consequent of a perceived quality gap in the social mobilisation activities between the Phase I and the Phase II shelters, so the increased financial support for social mobilisation was used to equalise the standards helping to ensure that all 59 ODMP shelters were at the same level.

5.3.2 Cost effectiveness

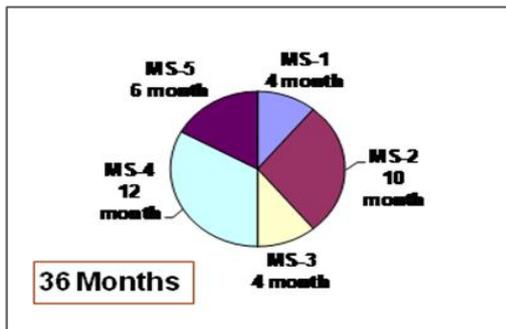
All training courses and awareness programmes were carried out cost effectively. For example the total production cost was 1,500 Euro for videos of eight songs about disaster preparedness activities to sensitise the community for the goal of the programme. This was an effective tool to convey a message to all 59 shelter communities (about 125,000 people). Cost for the equipment of one shelter is about 6,000 – 8,000 Euro. Development of the Community Contingency Plan was one of the more costly aspects of social mobilisation, involving four months support by a master trainer and facilitating volunteers with a cost of around 4,000 to 5,000 Euros for each plan. The programme reached approximately 2,000 people in one shelter community with this investment (depending on the shelter community size). Cost for one round of refresher training of one shelter community is about 200 - 300 Euro.

The GRC financial support for the district and block branches could also be described as cost effective. The salary support provided by ODMP for the position of a Joint Secretary was graded and limited for three years (2005-2007) and an agreement was signed that the district government (the host institution of the Red Cross Branch at district level) will take over after the first three years. During the field visit, all positions for a Joint Secretaries were still in place although the district branches were identified as a weak point regarding sustainability (see chapter 5.4.2).

5.3.3 Milestones and the project cycle

The continuity and long term approach provided by ODMP II (six years based on eight years experience of ODMP I) is considered to be one of the important reasons for the successful implementation and far reaching impact of ODMP II.

According to the ODMP II milestones, the entire social mobilisation for one shelter community (1,500 - 3,000 persons depending on shelter size) takes 36 months. Five milestones (MS 1-5) were defined to monitor the activities, implementation, process and the impact of the project.



MS-5: Handing over Shelter

MS-4: Handing of Social Building

MS-3: Strengthening of CBDRMOs

MS-2: Formation of CBDRMOs

MS-1: Finalization of the Community

Milestone one (MS-1), finalisation of the community, takes four months and primarily covers preparation work such as baseline study, selection of shelter site, approvals and staff selection. The formation of the Community Based Disaster Risk Management Organisations (MS-2) covers the establishment of the HMG, SDMCs, SDMC, TF and the signing of MoU with key stakeholders at state, district and block level to ensure institutional back up. This involves a long advocacy process of 10 months. Once the CBDROs are set up there are trainings for example shelter use and maintenance, first aid, search and rescue, health and hygiene, financial management, leadership, logistic and management (MS-3). Milestone four involves further lengthy advocacy work to sustain the social building through awareness raising and capacity building at the different levels and interlinkages with the shelter activities and the governmental structures at block, district and state levels. An Interagency Group was established at state level for networking and stakeholder workshops were held at various levels. At community level the Community Contingency Plan was set up with involvement of the local government and connection to the village development plan with aim of promoting self-reliance and resilience. A Contingency Plan requires four months, guided full time by a master trainer and facilitating volunteers.

Changes in the mindset of a community involve a challenging and lengthy process and cannot be completed in a sustainable way over a few months. Long-term development cooperation with the IRCS was overall a positive experience which increased the efficiency of the use of the funds.

5.4 Assessing sustainability

Proper political framework conditions are in place to help ensure sustainability of the programme's current achievements. National and State Disaster Management Authorities are in place with a legal framework. The current draft Strategic Development Plan of the Indian Red Cross Society (IRCS) underlines the importance to the organisation of Disaster Preparedness, Disaster Risk Reduction and institutional strengthening.

5.4.1 The role of the IRCS/Orissa State Branch

The mission of the Red Cross Movement is to improve the situation of the world's most vulnerable people. It provides humanitarian relief to people affected by natural or manmade disasters such as cyclones, floods, earthquakes, conflict or other emergencies and development assistance to empower vulnerable people to become more self-sufficient.

The Orissa State Branch (OSB) is the implementing agency of ODMP and was established in 1936. The IRCS/OSB has 30 Red Cross Branches - one in each District. The main activities of IRCS/OSB are:

- Disaster preparedness and response (preparing communities for cyclone, relief operations, capacity building and training for branches and communities at the Disaster Preparedness Centre in Bhubaneswar and at community level)
- Medical Services (Red Cross dispensary and hospitals, blood bank and blood donation, accident fund, financial assistance to poor and needy patients for treatment, hospitals for leprosy, ambulance service)
- Social welfare Services (family counselling, rehabilitation for leprosy patients, assistance to different disabled persons)
- Youth and Junior Red Cross activities

All these activities are organised and implemented by Red Cross members and volunteers supported by IRCS/OSB staff and donors including the German Red Cross, the Spanish Red Cross, American Red Cross, the International Federation of Red Cross and Red Crescent Societies, the German Government, the Government of India and many other organisations.

5.4.2 Institutional capacity

The sustainability aspect was considered carefully during the planning phase for ODMP. The experience of ODMP I demonstrated that institutional capacities should be further strengthened especially at community level. Therefore one of the strategic interests was to strengthen state, district and block Red Cross branches including Youth and Junior Red Cross. This aspect of organisational development was new in ODMP II (Result 5 and 6). A Red Cross structure exists from national to state and district level. The formation of block branches at village level was new for the Red Cross structure in Orissa. The Red Cross Structure in India is very closely connected to the governmental administrative structure, especially when it comes to the district and block level (see annex IX for information on the links between Government, IRCS and ODMP); this is important in the assessment of institutional capacity.

Capacity building of the District Branch

With support of ODMP II the District and Block branches were strengthened according to IFRC 'Characteristics of a Well Functioning National Society'¹³. The Branches have a clear mission, a legal base was developed and a constitution was formulated as the foundation of a well functioning branch. The branches now conduct regular and documented meetings. Very diligent staff was selected, the human resource skill base has been built up through technical training and offices have been equipped.

¹³ IFRC Secretariat, Geneva.

Commitment at the level of the shelter community and at the state level is very high because they are the key stakeholders and the direct beneficiaries of the programme. The district level was not a main focus during the implementation. ODMP II supports the establishment of a Joint Secretary as a person working full time for Red Cross activities. This was necessary because the function of the Red Cross District Branch chairman, vice chairman and secretary is directly connected with the district administration. The



Picture 5: The EoPE team discussing with the additional district magistrate and collector in Balasore.

branch chairman is the district magistrate and collector (a constitutional feature of the IRCS), and the vice chairman is the additional magistrate and collector, both very high ranking and powerful positions in the local governmental administration. Regarding the day-to-day work for the Red Cross it was said that it was sometimes difficult to find the time in their very busy schedule. An additional obstacle is the frequency of personnel change in the governmental administration system. For example, in Bhadrak district the Joint Secretary had to coach six different district magistrates over the course of four years.

The only full time independent Red Cross position at the branch level is that of Joint Secretary. They are responsible for monitoring the activities of the SDMCs and establishing linkages to the district administration. The Joint Secretary also undertakes further disaster risk reduction awareness programmes in the district and supports membership drives and fund raising activities. In all three districts covered by ODMP II the success of the Joint Secretaries was considered outstanding in fundraising and increasing membership. For example in Balasore and Bhadrak the life membership was doubled and the funds were raised ten-fold times. The full salary of the Joint Secretary is now paid out of the District Branch funds.

However, structural weaknesses were also visible and there is a justified doubt about sustainability at District Branch level. The guidelines for well functioning branches recommend avoiding dominance by one person, one group or the government in the governing body. Because of the overload of responsibilities or limited commitment of the Red Cross District Branch chairman, the District Joint Secretaries reported a lack of respect on occasion, and somewhat low job satisfaction. In additionally the salary was said to be insufficient. Red Cross employees are not subsidised with an incentive system in the same way as government officials. It is assumed that the new full time District Branch Joint Secretary position will be difficult to sustain in the existing structure.

Capacity building of the Block Branch

At the beginning of ODMP II there was no Red Cross Branch at Block level. To reach the direct beneficiaries of the programme more effectively, seven Red Cross Block Branches have been set up in the ODMP II areas. Two Block Red Cross Branches have been formed in Bhadrak District i.e., Chandbali and Basudevapur Blocks. Two Block Red Cross Branches have been formed in Kendrapara District i.e., Mahakalpada and Rajnagar Blocks. Three Block Red Cross Branches have been formed in Balasore District i. e., in Bahanaga, Baliapal and Bhograiblocks. A concept and guidelines for a Block Red Cross Branch was formulated carefully to regulate membership, funds, objectives, personnel and lines of communication. The Block Branches are better placed to coordinate and cooperate better with the shelter community and will help to sustain the programme even after ODMP comes to an end. In

contrast to the District Branches, the Block Branches can cooperate very closely with the shelter communities. The Red Cross chairman at block level is also the District Magistrate and Collector but delegates duties to the Block Development Officer (BDO) as the vice-chairman of the Red Cross Block Branch. The BDO acts during times of disaster as an Emergency Officer and tends to recognise the value of the well equipped and maintained ODMP shelters and the well trained Task Force members in relation to his own work. The BDO typically appears to be cooperative, well informed about ODMP and the Red Cross and it seems that the structure at block level will be sustained in the future. Since it is a new structure, existing for just a few years, further attention is required to ensure sustainability according the guidelines for a well functioning Red Cross Branch.

Youth and Junior Red Cross

Linkages were also established with Youth and Junior Red Cross to create a group of skilled volunteers. The schools and colleges are important mediators. Emergency skills like first aid can be passed on to the next generation and disaster risk reduction messages can be transmitted through the children into their families. In the three operational districts of Bhadrak, Balasore and Kendrapara, 193 Junior Red Cross Counsellors and 94 Youth Red Cross Counsellors were trained in First Aid and Home Nursing.

Capacity Building at the Orissa State Branch

At the state level, ODMP has build up human resources and networks to Disaster Management stakeholders. A Disaster Management training centre at state and national level ensures human resources for the future. A Post Graduate Diploma course in Disaster Management is offered by the Disaster Management Centre of IRCS National Headquarters. The curriculum spans disaster reduction and mitigation actions as well as the means of improving the delivery of post disaster assistance for effective recovery and rehabilitation. The Disaster Preparedness Training Centre of the OSB educates Red Cross staff and volunteers and produces about 100 disaster preparedness and response professionals every year now working not just in Orissa, but also in other states.

The EoPE team observed an Inter-Agency Group (IAG) meeting with participants from UNDP, Oxfam, UNICEF, Sphere India and World Vision India (a list of participants attending the IAG meeting is shown in annex III). The Inter-Agency Group was established with the support of ODMP to respond to disasters, and to prepare for potential disasters. It also facilitates networking, knowledge sharing and fundraising, which should help to consolidate sustainability after closure of the programme. There is now some momentum to create a think tank for Disaster Risk Reduction at state level but the concept will require further development and its relevance should be monitored.



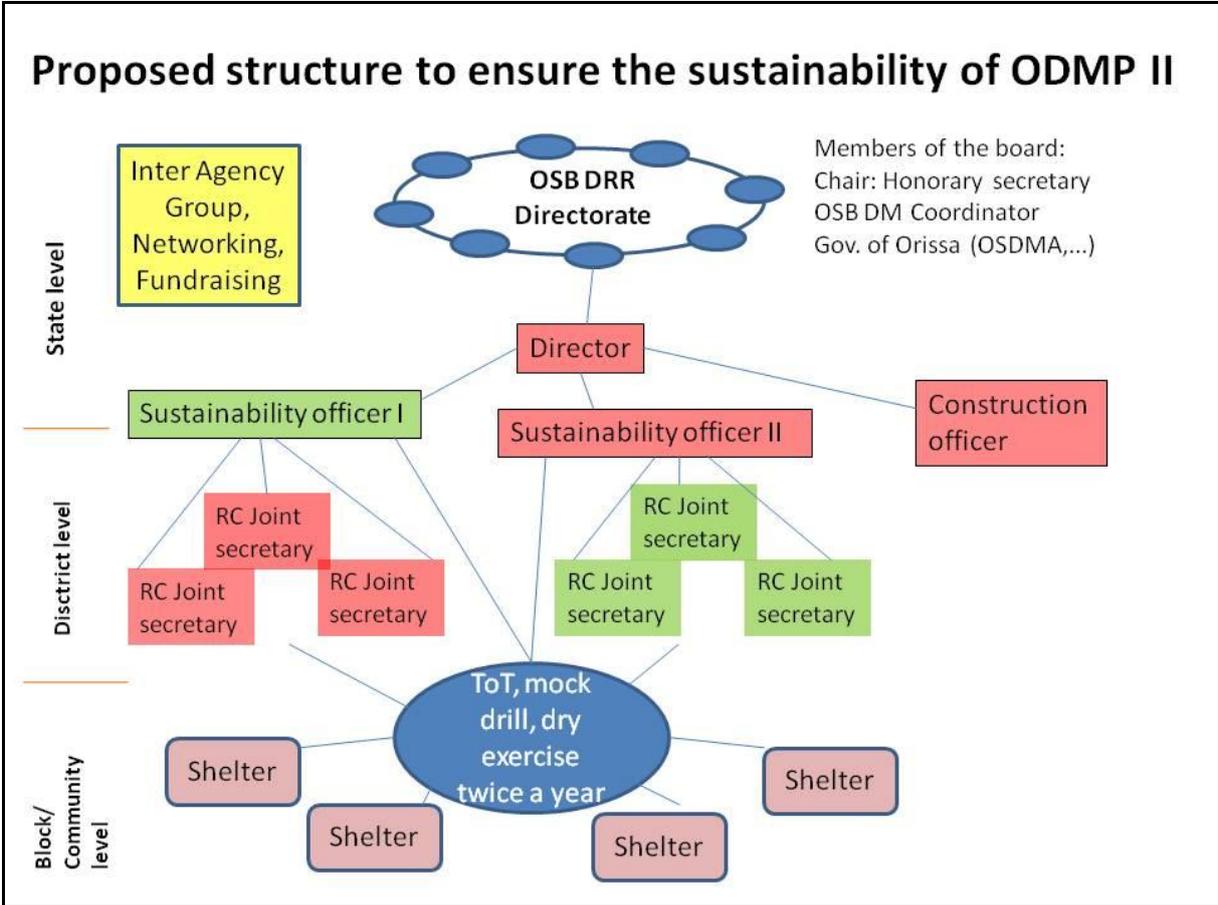
Picture 6: Disaster Preparedness Centre of the IRCS/OSB in Bhubaneswar.

At the beginning of the programme a project agreement was signed by Red Cross and KfW. The agreement stipulates that IRCS/OSB will remain responsible for the shelter maintenance a period of 15 years. In order to maintain the cyclone shelters a Maintenance Corpus Fund has been created with contributions from State Government, KfW and OSB. Funds have been invested in long term fixed deposit accounts. It is envisaged these shelters will be maintained out of the interest earned. At present the Corpus Fund for the 59 ODMP I and II shelter is 54,000,000 INR and the expected annual return of interest is 4,000,000 INR. During the EoPE all involved stakeholders underlined the need to support social mobilisation

activities in the future to keep the momentum and positive spirit fermented by ODMF. Therefore it is recommended that the interest arising from the corpus fund should also be used for regular training - at least twice a year, before and after cyclone season.

A post-programme structure is already approved by the IRCS/OSB working committee. This was also discussed at the time of the team visit to Orissa. A so called 'Project Directorate' or 'DRR Directorate' is planned as a separate entity under the Orissa State Branch. The directorate would have an advisory board with the OSB Honorary Secretary as chairman and representation from other stakeholders such as the Government of Orissa (OSDMA) and community representatives. A director, at least two sustainability officers for updating the Community Contingency Plan and trainings at the 59 shelters sites and a construction officer for physical maintenance of the shelters are needed. The Joint Secretaries are key positions for sustainability at district level. In the three districts of ODMF II a long advocacy process could establish this independent full time Red Cross employee but in the three districts of ODMF I there is still the need to establish this position.

The following diagram visualises the structure of the Directorate. Green coloured positions are already in place and red coloured positions are needed to ensure a sustainable ODMF post-programme structure.



Many organisational structures at community level are in place to ensure sustainability of the programme, including the Household Micro Groups, Task Forces, Shelter and Disaster Management Committees and SDMC Federations. Regular meetings and collection of funds for the Shelter Community Chest are taking place and there is a strong, visible community ownership. However, these structures were set up over the last two years and the SDMC Federations have been functioning for less than one year. Some of the Group D shelter federations have been functioning for only two months. These new structures should be supervised and monitored over a certain period of time in the interests of programme sustainability.

5.4.3 Institutional ownership

The ownership of the programme correlates with the involvement of the implementing partners in implementing activities. Within the Red Cross structure high ownership was seen at state and community levels as these two levels are also the main beneficiaries of the programme. At national and district level ownership was lesser and there was limited participation from within the governmental structure during implementation and therefore ownership is also less.

A challenge for the future involves the ownership of the Government of Orissa and the national Government. The shelters are mostly perceived as Red Cross shelters. However, Government ownership is needed urgently as the programme was a Government to Government initiative with a 20% contribution from the Orissa Government in the Maintenance Corpus Fund.

The community level has been strengthened and strong community based structures (SDMC, SDMC Federation, HMG, TF) have been set up. During the workshop, community representatives discussed the sustainability of the programme from the local perspective and came up with valuable recommendations. To avoid a decrease of disaster awareness and loss of skills, regular awareness programmes, trainings and Community Contingency Plan updates are needed and should be monitored. The Task Forces in particular consist of young men and woman who tend to leave the village for education, job opportunities or marriage. Therefore guided training updates by master trainers twice a year before and after cyclone season are necessary. The community also sees the necessity of stronger involvement from community representatives in decision-making processes at district and state levels and a need for networking and exchange of experience between the shelters.

5.5 Assessing the overarching development results (impact)

The overall goal of the programme was to reduce the vulnerability of the population in Orissa in three districts (Bhadrak, Balasore, Kendrapara) in relation to disasters.

The year 1999 marked the first real test of the ODMP shelters when 42,000 people were saved during the super cyclone. The ODMP heavily influenced the formation of the Orissa State Disaster Mitigation Authority (OSDMA) after the 1999 super cyclone. The Orissa Disaster Management Act, approved in 2007, gives further space for preparedness and mitigation activities.

A remarkable impact of the programme at community level is the establishment of a spirit of unity, which has helped to empower to local communities. Heterogeneous societies in remote rural areas provide a high potential for political or social unrest. The Disaster Preparedness Programme taught life saving skills but also influenced wider attitudes. The community now understands better that natural hazards can hit anybody regardless of race, cast, religion, wealth or poverty - life and property can only be saved if people work together in unity. The programme conveys the fundamental principles and humanitarian values of the Red Cross. These values and the spirit of unity can be considered to feed into conflict prevention.

Furthermore communities have been given new hope for the future through preparedness and development activities. Communities are now more self-reliant in that they are better able to cope with disasters and do not depend only on external help. Income generation activities have been developed with a positive impact on regional economic and social development. Empowerment of women is another important impact of ODMP. In rural areas of Orissa the involvement of women in trainings, meetings and decision-making processes in the shelter steering committee is seen as a very positive step forward.

Linkages have been established at the village, block and district level with elected representatives, the local administration and the media working together to advocate for and

promote disaster risk reduction measures which also contribute to overall development and poverty reduction in villages. Communities are better prepared, their capacity is strengthened and as a consequence are less vulnerable to natural disasters. During Cyclone Sidr in November 2007, local communities were alerted and early warning and information dissemination systems were functioning. Networking and strategic cooperation with international organisations with access to funds has been facilitated through the Inter-Agency Group initiated and lead by the IRCS/OSB.

The ODMP model is suitable for replication by other organisations and in other states of India, Asia or worldwide. The concept and training materials can be described as a ‘best practice model’ for Community Based Disaster Risk Management in India.

5.6 Overall assessment

Using the criteria described above, it can be stated that the relevance of the programme is very high, the technical design and support was suitable and the programme objectives were reached effectively and efficiently. The concept of sustainable development was carefully considered during the planning of ODMP II and appropriate activities were implemented using a multi-level approach. Further capacity development was designed as part of an integrated process to develop capacities on individual, institutional and societal levels.

The developmental effectiveness of the programme is very high with some need to improve efficiency and sustainability, as summarised using a simple rating based on the evaluation team’s assessment. Therefore a post-programme structure for two years and an impact evaluation after five years is recommended. There are some obstacles that are yet to be overcome, as highlighted in the report’s recommendations (chapter 7).

Performance Rating ¹⁴	
Relevance	2
Effectiveness	1
Efficiency	2
Sustainability	2
Impact	1

14 Developmentally successful: Ratings 1 to 3
Rating 1 very good rating, significantly better than expected
Rating 2 good rating, fully in line with expectations, no significant defects
Rating 3 satisfactory rating, falling short of expectations but with positive results dominant
Developmental failures: Ratings 4 to 6
Rating 4 unsatisfactory rating, significantly below expectations, and negative results dominate despite identifiable positive results
Rating 5 clearly inadequate rating: despite several positive partial results, the negative results clearly dominate
Rating 6 The project is a total failure

5.7 Cross-cutting themes¹⁵

The programme also addressed various cross-cutting themes, such as poverty reduction and rural development - the programme goes beyond disaster preparedness. It is orientated towards village development and the building of self help capacities to reduce poverty.

The cross-cutting issue of gender equality was of the highest priority. The logframe indicators explicitly state that 40% of participants in all trainings and disaster awareness programmes should be women; according to ODMP statistics, this has been achieved. 40% of the SDMC

members are women with equality in decision-making. In general the programme had a real impact on empowerment of women. The programmes contribution to conflict prevention is described in chapter 5.5.



Picture 7: Empowerment of women.

6 Other important issues related to the development measure

6.1 Monitoring system

The programme has appointed a Project Monitoring Committee, a Project Management Cell and a Tender and Purchase Committee to monitor the activities and to run the Programme smoothly. Regular meetings were held and minutes of meetings were followed up. Quarterly reports were written to inform stakeholders (GRC, KfW, State and National Government) about progress and give an overview of the budgetary expenditure. Regular implementation assessments (mid-term and final) have been carried out, for example for the CCP in all three districts.

Monitoring mechanisms were considered in relation to branch development at district and block level and Shelter Based Organisations. Reporting formats, minutes of meetings, executive committees and regular (annual/monthly) meetings were introduced to the stakeholders.

The responsibilities of the different committees and members set up for the implementation of ODMP at state level are described below.

Project Monitoring Committee

- Appointed by the Working Committee of the IRCS/OSB and as per the rules of the OSB, will subsequently be ratified by its Executive Committee.

Responsible for:

- Oversight of the implementation of the programme.
- Approving the sites selected for construction of cyclone shelters

¹⁵Currently these are: poverty reduction, fostering gender equality, participatory development and good governance, environmental protection and conservation of natural resources, crisis prevention, combating drug abuse, rural development, and conservation of tropical forests. See also BMZ homepage: <http://www.bmz.de/en/index.html>

- Approving the annual plan and budget of the programme
- Adopting annual reports
- Appointing an auditor for the programme accounts
- Receiving and adopting the auditor's report
- Establishing a corpus fund for maintenance of the cyclone shelters

Members:

- Special Relief Commissioner, Orissa – Chairman
- Honorary Secretary, IRCS/OSB- Member Secretary
- Secretary, Works Department, Government of Orissa
- Secretary, Panchayat Raj, Govt. of Orissa
- A Representative of the Ministry of Urban Affairs, Govt. of India
- A Representative of the IRCS, National Headquarters
- An Engineer nominated by the Working Committee of IRCS/OSB
- Secretary, Health and Family Welfare Works Department, Government of Orissa
- Director, Meteorological Centre
- Delegate, German Red Cross (social mobilisation) – Observer
- International Consultant (construction) (KfW representative) – Observer
- Collector and Chairman, District Red Cross Branches, Bhadrak/ Kendrapara/ Balasore
- State Field Coordinator - Convener

Project Management Cell

- Authorised by the Working Committee of the IRCS/OSB

Responsible for:

- Managing and executing the activities according to the programme planning
- Negotiating with the Government and other bodies that may be involved with the programme as need arises
- Communicating to the IRCS/OSB and IRCS/NHQ
- Selecting and appointing programme staff
- Appointing local consultant in consultation with the International KfW Consultant (construction)
- Awarding construction contracts in consultation with the International KfW Consultant (construction)
- Selecting shelter sites
- Supervising the programme accounts
- Releasing funds to the impressed account for the day to day management of the programme

Members

- Honorary Secretary, IRCS/OSB- Chairman
- Delegate, German Red Cross (Social Mobilisation - observer)
- International Consultant (construction) (KfW representative - observer)
- State Field Coordinator - Convener
- Engineer, IRCS-OSB

Tender Committee

Responsible for:

- Advising and approving the Tender Procedure
- Selecting and recommending contractors

Members

- Honorary Secretary, IRCS/OSB – Chairman
- Secretary, Works Department, Government of Orissa
- Delegate, German Red Cross (Social Mobilisation)
- International Consultant (Construction) (KfW representative)
- Engineer, IRCS/OSB

Purchase Committee

Responsible for:

- Adopting the purchase procedure as per the Procurement Guidelines
- Approving the quality of materials

Members:

- Joint Secretary, IRCS/OSB, Chairman
- State Filed Coordinator
- Finance and Administration Consultant
- Construction Engineer, IRCS/OSB
- Reporting Officer

7 Recommendations

The concept of the ODMP programme was excellent, well thought out and properly implemented, particularly at the community level. It is apparent that the Red Cross is a reliable and very committed partner and implementer with structures from national to community levels. Despite the enormous successes there are still future challenges to overcome, mainly in the field of organisational and capacity development. It is imperative that these two aspects are addressed for sustainability.

As already mentioned in chapter 5.4.2 a post programme structure is needed to maintain the momentum of the programme and to consolidate the existing achievements. Financial support of the post-programme structure is recommended for at least two years to consolidate organisational development at state, district, block and community levels through capacity development measures. The Maintenance Corpus Fund should be used to maintain both physical and social building. A minimum training schedule twice a year (one before and one after cyclone season) is needed. An impact evaluation after five years is recommended.

A detailed study is needed in relation to the organisational and administrative structure within the OSB as a prerequisite to developing the new post-programme structure. The study should include details of financial aspects, human resource requirements and social mobilisation activities. A new staff structure with re-defined job responsibilities and proper involvement of the district and community levels is needed. Aspects of climate change and the potential for Public Private Partnership should be considered in the new conceptual framework.

Further recommendations are:

- Governance and management trainings for both the state and district branches.
- Promoting the involvement of the District Branches in decision-making processes and creation of better working conditions for full time Red Cross employees.
- Resource mobilisation at State level focussing on technical guidance in writing concept notes, proposals and reports.
- Regular finance management trainings at the state, district and the block/community levels to maintain community funds (SCC) and Maintenance Corpus Funds properly
- Monitoring and follow up at the community level to better sustain social mobilisation and foster community participation at district and state levels.
- Foster community participation in decision-making processes for the Maintenance Corpus Fund and the proposed post-programme structure at state level to avoid a purely top down approach.
- Considering the large coast line of Orissa and the vulnerability of the people towards floods and cyclones it might be prudent to plan for more cyclone shelters in the other districts based on this successful model and to enhance social mobilisation activities in existing shelters built with support from other partners.
- Dissemination of training materials developed during the programme and sharing of best practices through exchange workshops and exposure visits. Promote replication of the success stories of the programme in other states, for example through closer connections between the existing national and state training centres.
- Integrate climate change aspects in follow up activities like the Community Contingency Plan update and support (leadership) training on climate change at all levels.

Annexes to the report

- 8.1 Annex I: ODMP Shelter Phase I and II

- 8.2 Annex II: Briefing on ODMP, List of participants.

- 8.3 Annex III: Time schedule field visit and workshops with list of participants.

- 8.4 Annex IV: List of interviewed key persons

- 8.5 Annex V: Key questions for EoPE field visit and workshop

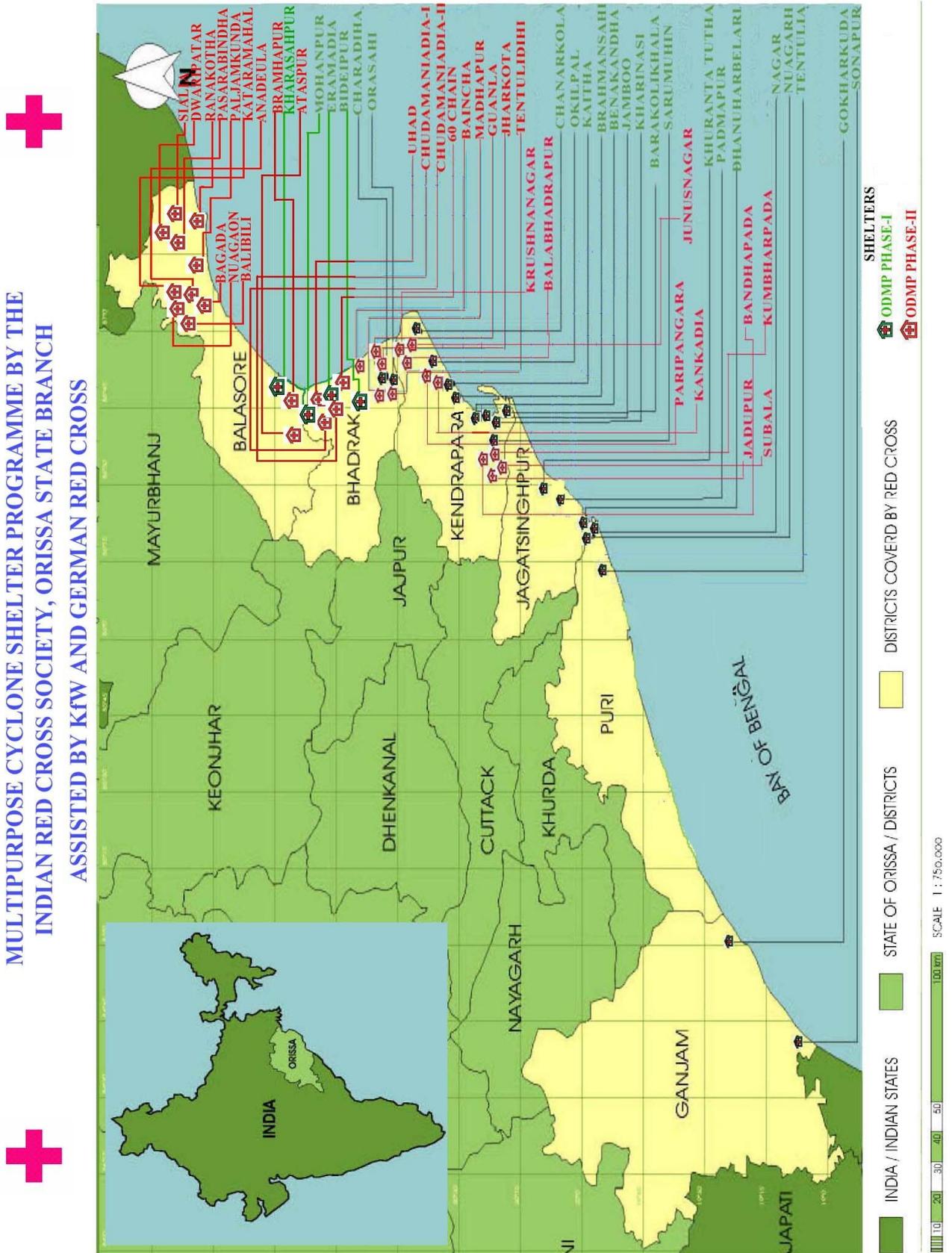
- 8.6 Annex VI: Diagram Shelter Based Organisations.

- 8.7 Annex VII: Detailed list of training programmes

- 8.8 Annex VIII: Detailed list of awareness activities

- 8.9 Annex IX: Interaction of Government, Indian Red Cross and ODMP II

7.1 Annex I: ODMP Shelter Phase I and II



7.2 Annex II: Briefing on ODMP, List of participants.

LIST OF PARTICIPANTS FOR THE MEETING (EoPE), ON 19TH MARCH 2009

No	Name and Designation
1.	Mr.Shyamal Kishore Das, IAG Coordinator
2.	Mr.Chankradhar Rout, Sr. Programme Officer, IRCS-OSB
3.	Ms.Kabyalata Rout, Joint Secretary, District Red Cross Branch, Bhadrak
4.	Mr.Sailendra Narayan Patnaik, DM Coordinator, IRCS-OSB
5.	Mr.Biswanath Dash, Dy Director, Planning and Coordination Dept, Govt of Orissa
6.	Ms.Ria Hidajat, Team Leader, EoPE
7.	Mr.Thorsten Klose, DRR Advisor, GRC, Berlin
8.	Dr. Antony Gnanamuthu, DM Delegate, GRC
9.	Dr. Mangala Prasad Mohanty, Honorary Secretary, IRCS-OSB
10.	Mr.Pradeep Mahaptra, Local Consultant
11.	Mr.Pranab Dash, State Field Coordinator, ODMP-II
12.	Mr.Abani Kumar Nayak, Construction Manager, IRCS-OSB
13.	Ms.Samarpita Sahoo, Xavier Institute of Management, Bhubaneswar
14.	Mr.Artatran Mishra, Finance and Admn consultant, ODMP-II
15.	Mr.Saroj Kumar Sabat, Accountant, ODMP-II
16.	Ms.Renu Chopra, Project Manager, KfW, New Delhi
17.	Mr.Ashok Samantaray, Under Secretary, IRCS-OSB
18.	Mr.Sudhir Kumar Sahoo, Reporting Officer, ODMP-II

7.3 Annex III: Time schedule field visit and workshops with list of participants.

Time schedule field visit, 20.3. – 24.3.2009.

Date and time of visit	Venue/ Shelter site/Group	District	Activities planned/ purpose	Interview Partners
20.03.2009	Ratanga/ D	Bhadrak	Early warning	SDMC/TF and Community
20.03.2009	Balasore	Balasore	Discussion	Addl. District Magistrate
21.03.2009	Pasarabindha/ C	Balasore	First Aid	SDMC/TF and Community
21.03.2009	Balibil/ C	Balasore	Emergency Rescue	SDMC/TF and Community
22.03.2009	Ologada/ D	Bhadrak	Evacuation	SDMC/TF and Community
22.03.2009	Sendhagada/ D	Bhadrak	Water rescue	SDMC/TF and Community
22.03.2009	Bhadrak City	Bhadrak	Discussion	Collector and Chairman, District Red Cross Branch
23.03.2009	Block Red Cross Branch (BRCB), Chandbali City	Bhadrak	Discussion	Block Development Officer and Vice Chairman, BRCB
23.03.2009	Krushnanagar/ B	Kendrapada	Rescue	SDMC/TF and Community
24.03.2009	Kumbharpada/ B	Kendrapada	Discussion	SDMC Federation Members (9 sites)
24.03.2009	Bhubaneswar City		Discussion	Officials of Orissa State Disaster Management Authority

STAKEHOLDERS WORKSHOP FOR EoPE of ODMP-II

Duration: 25th - 28th March 2009

Date/Time	Activity
25.03.2009	DAY ONE
<i>9.00 am – 9.15 am</i>	<i>Registration</i>
9.15 am – 9.30 am	Inauguration of workshop – Honorary secretary, IRCS/OSB
9.30 am – 9.45 am	Introduction and objective sharing – GRC Delegate
9.45 am – 11.15 am	Review of the ODMP II
<i>11.15 am – 11.30 am</i>	<i>Tea Break</i>
11.30 am – 1.30 pm	Review of the ODMP II
<i>1.30 pm – 2.30 pm</i>	<i>Lunch Break</i>
2.30 pm – 3.45 pm	Review of the ODMP II
<i>3.45 pm – 4.00 pm</i>	<i>Tea Break</i>
4.00 pm – 5.00 pm	Feedback and closing of the day
26.03.2009	DAY TWO
9.00 am – 9.15 am	Recapitulation of Day One
9.15 am – 11.15 am	Vulnerability and Capacity Analysis (VCA) and Community Contingency Plan (CCP)
<i>11.15 am – 11.30 am</i>	<i>Tea Break</i>
11.30 am – 1.30 pm	Vulnerability and Capacity Analysis (VCA) and Community Contingency Plan (CCP)
<i>1.30 pm – 2.30 pm</i>	<i>Lunch Break</i>
2.30 pm – 3.45 pm	Vulnerability and Capacity Analysis (VCA) and Community Contingency Plan (CCP)
<i>3.45 pm – 4.00 pm</i>	<i>Tea Break</i>
4.00 pm – 5.00 pm	Feedback and closing of the day
27.03.2009	DAY THREE
9.00 am – 9.15 am	Recapitulation of Day Two
9.15 am – 11.15 am	Sustainability of ODMP
<i>11.15 am – 11.30 am</i>	<i>Tea Break</i>
11.30 am – 1.30 pm	Sustainability of ODMP
<i>1.30 pm – 2.30 pm</i>	<i>Lunch Break</i>
2.30 pm – 3.45 pm	Sustainability of ODMP
<i>3.45 pm – 4.00 pm</i>	<i>Tea Break</i>
4.00 pm – 5.00 pm	Feedback and closing of the day

28.03.2009	DAY FOUR
9.00 am – 9.30 am	Recapitulation of Day Three
9.30 am – 11.30 am	Interaction with GoO, Gol, IAG members, DDRT/SDRT members, Life Members, etc.
<i>11.30 am – 12.00 noon</i>	<i>Tea Break</i>
12.00 noon – 1.30 pm	Interaction with GoO, Gol, IAG members, RC Life Members, etc.
<i>1.30 pm – 3.00 pm</i>	<i>Lunch Break</i>
3.00 pm – 4.00 pm	Press Conference
<i>4.00 pm – 4.30 pm</i>	<i>Tea Break</i>
4.30 pm – 5.30 pm	Feedback and closing ceremony of workshop
7.30 pm onwards	Dinner – OSB lawn for all stakeholders

Community stakeholder workshop, 25. - 27.03.2009

No	Name and Designation
1.	Mr.Bidyadhar Malik, Secretary, Gangamata SDMC, Chudamani Adia II
2.	Mr.Krushna Chandra Samal, Treasurer, SDMC, Sandhagada
3.	Mr.Kshirod Behera, Jagaqnnath SDMC, Bandhapada
4.	Mr.Jagannath Jena, Secretary, Balibil
5.	Ms. Annapurna Parida, Asst Secretary, Olagada
6.	Mr.Subimal Maity, Secretary, Kanak Nagar SDMC
7.	Hemalata Behera, Volunteer, Tentulidihi
8.	Mr.Sibayan Jena, Volunteer, Pasarbindha
9.	Mr.sujay Kumar Jena, Volunteer, Paljamkunda
10.	Mr.Pradyut Kumar Maity, Volunteer, Kanaknagar
11.	Mr.Susanta Kumar Swain, Volunteer, Bandhapara
12.	Mr.Basanta Kumar Malik, Volunteer, Chudamani Adia I
13.	Mr.Ratikanta Nayak, Volunteer, Uhad
14.	Mr.Parsuram Maliik, Volunteer,
15.	Mr.Samanta Kumar Dash, Volunteer, Ramdha Brahmapur
16.	Mr.Suresh Chandra Mndal, Secretary, Krushna Nagar
17.	Ms.Sasmita Mohanty, Volunteer, Tentulidihi
18.	Ms. Tapaswini Parida, TF, Olagadaq
19.	Ms.Sagarika Biswal, Volunteer, Tentulidihi
20.	Ms.Swadhini Behera, Volunteer, Subala
21.	Ms.Annapurna Parida, Volunteer, Kanaknagar
22.	Ms.Sanghamitra Swain, Volunteer, Kankadia
23.	Ms.Pusparani Das, Vice President, Ratanga
24.	Ms.Suniti Pradhan, SHG Representative, Ratanga
25.	Ms.Kabyalata Rout, Joint Secretary, District Red Cross Branch, Bhadrak
26.	Ms.Renubala Das, Secretary, Chudamani Adia 1
27.	Ms.Rangalata Malik, Chudamani Adia 1
28.	Mr.Chittaranjan Maity, Secretary, Junus Nagar
29.	Ms Manorama Sahoo, Jadupur
30.	Ms Banajalata Parida, Kumbharpada

List of participants Inter Agency Group Meeting, 28.3.2009

No	Name and Designation
1.	Dr. Mangala Prasad Mohanty, IRCS-OSB
2.	Rabiratna Das, Life Member, IRCS
3.	Padmanava Samal, Life Member, IRCS
4.	Dr. Jagannath Mohapatra, Life Member, IRCS
5.	Shadrak Omol, UNICEF
6.	Sebastian TV, Concern Worldwide India
7.	Amrut Kumar Prusty, CRS
8.	Sudip Das, CARE India
9.	Ms. Monalisa Bhanja, LWSI
10.	B. R. Moharana, Diakonia India
11.	Dharmendra Nayak, WVI
12.	Dr. Ambika Prasad Nanda, RDI
13.	Dr. Antony Gnanamuthu, DM Delegate, GRC
14.	Shyamal Kishore Das, IAG Orissa
15.	Dr. R. V. Singh, Spl. Secretary, P and C Dept, GoO
16.	Ms. Nalini Mohanty, Joint Secretary, IRCS-OSB
17.	Ashok Samantaray, Under Secretary, IRCS-OSB
18.	Mr.C.Anbarasu, DM Coordinator, IRCS-Tamilnadu
19.	Mr.R.Meenakshinathan, Canadian Red Cross – India Delegation
20.	Dr.Bikash Kumar Prasad, ToT in First Aid of St.John Ambulance Orissa
21.	Mr.Bharat Ch. Sahoo, Trainer, Dhakotha Jubak Sangha
22.	Mr.Gouri Shankar Mishra, State Programme Coordinator, Spanish Red Cross
23.	Mr.Sailendra Narayan Pattnaik, DM coordinator, IRCS-OSB
24.	Mr.Shibabrata Kar, coordinator, Development Education Trust, Bhubaneswar
25.	Mr.Jagan Mohan Rao, Dist. Secretary, and State Executive Member, Srikakulam
26.	Mr. D. Syama Sunder Rao, Life Patron, IRCS, Srikakulam
27.	Mr.Sanjeeb Kumar Kar, First Aid Trainer
28.	Mr.M.M.Prusty, Chairperson, Sphere India, New Delhi
29.	Mr.B.N. Biswal, LWS, Puri
30.	Mr.Pranab Dash, State Field Coordinator, ODMP-II
31.	Mr.Thorsten Klose, DRR Advisor, GRC, Berlin
32.	Mr.Pradeep Mahaptra, Local Consultant
33.	Ms.Gurpreet Kaur, OD Manager, IFRC, New Delhi
34.	Ms. Ria Hidajat, EoPE Team Leader
35.	Ms.Marina Hovannesjan, Desk Officer (South Asia), GRC
36.	Dr. Tim Bray, GRC Liaison Office, New Delhi
37.	Mr.Saumendra Nayak, PC, IRCS-OXFAM Programme
38.	Mr.Sricharan Samal, FA cum Addl Secretary, Revenue and Disaster Dept., Govt. of Orissa
39.	Mr.R.V.Pattnaik, Addl. Commissioner, Relief and Addl Secretary to Govt.
40.	Mr.Biswanath Sahoo, Office of the Special Relief Commissioner

7.4 Annex IV: List of interviewed key persons

No	Name and Designation
1.	Dr. S.P. Agarwal, Secretary General IRCS
2.	Shri Murlidhar Chandrakant Bhandare, Governor of Orissa
3.	Dr. Mangala Prasad Mohanty, Honorary Secretary, IRCS-OSB
4.	Mr. Rabiratna Das, Life Member, IRCS
5.	Mr. Chankradhar Rout, Sr. Programme Officer, IRCS-OSB
6.	Ms. Kabyalata Rout, Joint Secretary, District Red Cross Branch, Bhadrak
7.	Mr. Sailendra Narayan Patnaik, DM Coordinator, IRCS-OSB
8.	Mr. Biswanath Dash, Dy Director, Planning and Coordination Dept, Govt of Orissa
9.	Mr. Shyamal Kishore Das, IAG Coordinator
10.	Mr. Pranab Dash, State Field Coordinator, ODMP-II
11.	Mr. Abani Kumar Nayak, Construction Manager, IRCS-OSB
12.	Ms. Nalini Mohanty, Joint Secretary, IRCS-OSB
13.	Mr. Artatran Mishra, Finance and Admn consultant, ODMP-II
14.	Mr. Saroj Kumar Sabat, Accountant, ODMP-II
15.	Mr. Sribatchha Jena, Additional District Magistrate and Collector and Vice-Chairman District Red Cross Branch, Balasore
16.	Mr. Hrusikesh Tripathi, District Magistrate and Collector and Chairman District Red Cross Branch, Bhadrak
17.	Block Development Officer of Chandbali Block
18.	Dr. Kamal Kumar Mishra, OSDMA
19.	Mr. Abhay Nayak, OSDMA
20.	Mr. Prabhat Ranjan Mohapatra, OSDMA
21.	Ms. Renu Chopra, Project Manager, KfW, New Delhi
22.	Ms. Marina Hovannesjan, Desk Officer (South Asia), GRC
23.	Ms. Verena Kresin, Desk officer Asia, GRC
24.	Dr. Tim Bray, GRC Liaison Office, New Delhi
25.	HMG Leaders
26.	SDMC and SDMC Federation members
27.	Task Force Leaders

7.5 Annex V: Key questions for EoPE field visit and workshop

Assessing relevance

Are we doing the right thing?

Key questions for assessing relevance

- To what extent is ODMP II matching the needs of the community and especially poor and vulnerable people.
- To what extent is the development measure in compliance with the (sector) policies and strategies of the partner country (national plans, PRSP etc.) and the partner institutions?
- What broader disaster risk reduction and preparedness agendas can/should the IRCS (national, state, district, block branch) and governmental and non-governmental partners take on beyond community-level preparedness?
- Does the programme have a high or low priority for the responsible institutions (OSB, OSDMA, district and block branch), or for civil society? How is this apparent?
- How relevant is the project to the implementing agent (IRCS/OSB)? How much ownership does the implementing agent demonstrate?

Assessing effectiveness and efficiency

Are we achieving the objectives of the programme?

Key questions for assessing effectiveness and efficiency

- How did the project enable communities in Cyclone affected areas to better respond and recover?
- Does the measurement take into account the effects due to climate change
- What progress has been made in knowledge sharing and networking?
- What is the level of strategic coherence and co-operation with relevant external actors (including UN System, Government Systems, and other humanitarian agencies)?
- To what extent have the outputs been produced cost-efficiently (cost-benefit ratio)?
- What alternatives are there, and which (if any) would be more efficient?

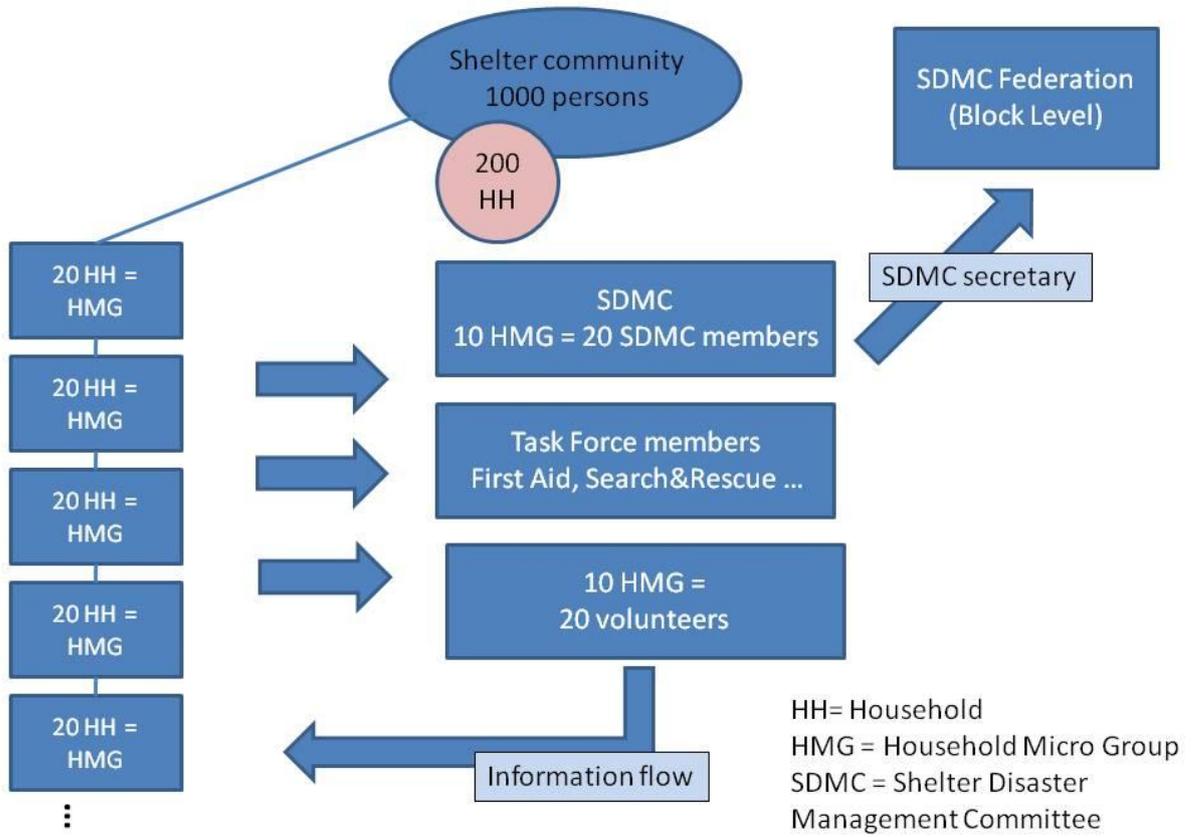
Assessing sustainability

Are the positive results durable?

Key questions for assessing sustainability

- What approaches, instruments, methods or concepts are lastingly used, institutionalised or further developed by the target groups, partner institutions or other actors? How is this done?
- How will the results for the target groups, partner institutions and partner country continue beyond the end of assistance?
- How far can the results of the programme be maintained, or is an improvement or deterioration to be expected?
- To what extent are the requirements for sustainability met? To what extent are (organisational, personnel, financial, economic) resources and capacities available in the partner country/in the region (in the longer term) for maintaining the results achieved?
- What are the key risk factors for longer-term sustainability of the results?
- To what extent are the results of the interventions likely to be financially and institutionally sustained at the following levels:
 - Household,
 - Community,
 - IRCS/OSB and its district branches, IRCS/NHQ, national and state governmental?
- Should some activities be supported beyond the planned project ending date, and if yes, what would be the most appropriate strategy for support?
- Linkages created through IAG interventions-how far can it help in sustaining the development efforts in the state? With particular reference to leadership of IRCS/OSB?

7.6 Annex VI: Shelter Based Organisations.



7.7 Annex VII: Detailed list of training programmes

(Excerpt of the Quarterly Report I/2009)

Group A:

- 495 SDMC and Task Force members (male-266 and female-229) have received training on Community Based Disaster Risk Management.
- 446 SDMC and Task Force members (male-247 and female- 199) have received training on Psychological First Aid.
- 278 Task Force members (male-153 and female- 125) have received training on Search and Rescue.
- 278 Task Force members (male-155 and female-123) have received training on First Aid.
- 182 female members have received training on health and hygiene.
- 45 executive members from SDMCs (male-40 and female-5) have received training on accounts and book keeping.
- 57 SDMC and Task Force (male-32 and female-25) have received training on use and maintenance of equipments.
- 309 SDMC and TF members (male-167 and female-142) have received training on leadership.
- 41 TF female (Dhais) members have received training on Traditional Birth Attendant (TBA).
- 29 SDMC and TF members (male-20 and female-9) have received training on Planning, Monitoring and Evaluation.
- 27 Task Force members (male-24 and female-3) have received training on Advance Search and Rescue and participated in the State level Parade on 26th January, 2006 with the improvised rescue equipments.
- An orientation and preliminary discussion on CCP was organised on 9th and 10th May, 2006 at Bramhansahi shelter of ODMP Phase I.
- Training Workshop on CCP was conducted at Panthanivas, Konark from 26th to 30th June, 2006.
- 17 Facilitating volunteers were selected to carry out the CCP activities in Group A.
- Training on CCP to the Facilitating Volunteers and Community volunteers were organised in Group A.
- Training on CCP to PRI members was organised in Bhadrak District.
- Mid term assessment and Final assessment of CCP conducted by the external consultants.
- Lessons learnt workshop on CCP was organised in Yatrivas, Satapada from 22nd to 23rd October, 06.
- CCP inauguration and handing over have already been completed in all the 9 sites of Group A.
- One day orientation on CBDRM and ODMP process has been conducted in 9 shelter sites where 497 (male – 328, Female – 169) SDMC and TF members have been trained.
- One day orientation on First Aid has been conducted in 7 shelter sites where 224 (Male-126, Female-85) TF members have been trained.
- One day orientation on Search and Rescue has been conducted in 6 shelter sites where 200 (Male-114, Female-86) TF members have been trained.
- One day orientation on Shelter Equipment has been conducted in 4 shelter sites where 229 (Male-132, Female-97) SDMC and TF members have been trained.
- One day orientation on CCP updating has been conducted in 9 shelter sites where 445 (Male-282, Female-163) SDMC and TF members have been trained.

Group B:

- 499 SDMC and Task Force members (male-250 and female-249) have received training on Community Based Disaster Risk Management.
- 321 SDMC and Task Force members (male-160 and female-161) have received training on Psychological First Aid.
- 319 Task Force members (male-163 and female-156) have received training on Search and Rescue.
- 314 Task Force members (male-157 and female-157) have received training on First Aid.

- 315 SDMC and Task Force women members have received training on health and hygiene.
- 32 SDMC and Task Force (male-16 and female-16) have received training on use and maintenance of equipments.
- 542 SDMC and TF members (male-166 and female-157) have received training on leadership.
- Objective of CCP process and selection of volunteers were shared at HMG level.
- 10 Facilitating volunteers were selected and trained to carry out the CCP activities in Group B.
- 132 community volunteers (male – 71, female – 157) were trained on CCP in Group B.
- Midterm and Final assessment of CCP conducted by the external consultants.
- One day orientation on CBDRM and ODMP process has been conducted in 10 shelter sites where 509 (Male-255, Female-254) SDMC and TF members have been trained.
- One day orientation on First Aid has been conducted in 10 shelter sites where 318 TF members have been trained out of which 157 were women.
- One day orientation on Search and Rescue has been conducted in 10 shelter sites where 318 TF members have been trained out of which 160 were women.
- One day orientation on Psychological First Aid has been conducted in 10 shelter sites where 506 SDMC and TF members have been trained out of which 261 were women.
- One day orientation on Water and Sanitation has been conducted in 10 shelter sites where 546 SDMC and TF members have been trained out of which 272 were women.
- One day orientation on CCP updating has been conducted in 10 shelter sites where 330 SDMC and TF members have been trained out of which 171 were women.
- One day orientation on Shelter Equipments Management has been conducted in 3 shelter sites where 135 SDMC and TF members have been trained out of which 71 were women.

Group C:

- 647 SDMC and TF members (Male-349 and female-298) have received training on Community Based Disaster Risk Management.
- 401 SDMC and Task Force members (male-214 and female-187) have received training on Psychological First Aid.
- 344 Task Force members (male-184 and female-160) have received training on Search and Rescue.
- 352 Task Force members (male-206 and female-146) have received training on First Aid.
- 137 SDMC and Task Force women members have received training on health and hygiene.
- 249 SDMC members (male-126 and female-123) have received training on leadership.
- Objective of CCP process and selection of volunteers were shared at HMG level.
- 11 Facilitating volunteers were selected and trained to carry out the CCP activities in Group C.
- 161 community volunteers (male – 106, female – 55) were trained on CCP in Group C.
- One day orientation on CBDRM and ODMP process has been conducted in 11 shelter sites where 590 (Male-324, Female-266) SDMC and TF members have been trained.
- One day orientation on First Aid has been conducted in 11 shelter sites where 340 (Male-202, Female-138) TF members have been trained.
- One day orientation on Search and Rescue has been conducted in 11 shelter sites where 352 (Male-208, Female-144) TF members have been trained.
- One day orientation on Psychological First Aid has been conducted in 11 shelter sites where 630 (Male-354, Female-276) SDMC and TF members have been trained.
- One day orientation on Water and Sanitation has been conducted in 4 shelter sites where 232 (Male-128, Female-104) SDMC and TF members have been trained.
- One day orientation on CCP updating has been conducted in 11 shelter sites where 389 SDMC and TF members have been trained out of which 176 were women.
- One day orientation on Shelter Equipment has been conducted in 2 shelter sites where 110 SDMC and TF members have been trained out of which 48 were women.

Group D:

- 340 SDMC and TF members (Male-167 and female-173) have trained on Community Based Disaster Risk Management.
- 308 SDMC and Task Force members (male-154 and female-154) have received training on Psychological First Aid.
- 185 TF members (male – 87 and Female – 98) have trained on Search and Rescue.
- 190 TF members (male – 108 and Female – 82) have trained on Emergency First Aid.
- 296 SDMC and TF members (male-154 and female-142) have received training on leadership.
- 12 members from 4 SDMCs (male-10 and female-2) have received training on accounts and book keeping.
- One day orientation on CBDRM and ODMP process has been conducted in 5 shelter sites where 263 (Male-137, Female-126) SDMC and TF members have been trained.
- The SDMC of all 06 group D cyclone shelters have submitted a request letter on behalf of the community for initiation of the CCP process in their respective shelter villages.
- 49 CCP Volunteers have been selected by the community for under going training and assisting in preparation of CCPs out of which 18 are female volunteers.
- 26 CCP volunteers (15 female) from Sandhagada, Khantakhuada and Kaudiyalapala were trained for 05 days at Sandhagada cyclone shelter on CBDRM and CCP development process
- 23 CCP volunteers (13 female) from Ratanga, Olagada and Chandanpur were trained for 05 days at Ratanga cyclone shelter on CBDRM and CCP development process
- 1305 communities (535 females) from all HMGs, SDMC and TF of 6 shelters site in Group D were sensitised and Oriented on CCP for the second time to ensure active participation in the CCP process.
- CCP Volunteer's Sensitisation Meetings conducted before commencement of CCP Activities is Completed in all 06 Group D shelters.
- Massive CCP Awareness Rally for all the 06 Group D Shelter Communities where 1674 including 509 women participants took part in this massive awareness rally.
- CCP Disaster History Mapping carried out in all the 49 HMGs of the 6 Group D Shelters where 1368 members including 680 women participated in the exercise at all 49 HMGs.
- CCP Social mapping completed in all 49 HMGs of 06 Group D Shelters where 1539 members including 790 women from all 9 HMGs participated in their respective HMG.
- CCP theme based Awareness Cultural programmes Completed in 06 Group D Shelters where 4484 community members from all shelter communities including 2291 women observed and enjoyed the cultural programme.
- Shelter wise CCP field testing was conducted in Ratanga, Olagada, Khantkhuada, Chandanpur, Sandhagada and Kaudiyal on 16th, 17th, 21st, 26th, 27th, and 28th December 2008 respectively

7.8 Annex VIII: Detailed list of awareness activities

(Excerpt of the Quarterly Report I/2009)

The following awareness programmes organised in three districts i.e., Bhadrak, Kendrapara and Balasore:

- Orientation on Red Cross, Disaster Preparedness, ODMP II Project Interventions to 4008 people of all 72 target villages.
- Street Plays on Disaster Preparedness organised in 39 villages with 7070 viewers.
- Mock drill on Disaster Preparedness organised in 29 shelter communities.
- Dry exercise organised in 36 shelter communities.
- Sharing of posters on Search and Rescue, First Aid, Disaster Preparedness and Early Warning
- 125 video shows organised in all the shelter villages with 6020 viewers.
- Mass rallies and quiz competition 700 people of 30 shelter based communities
- Exposure visit of 270 community members to ODMP I and ODMP II shelter sites.
- SDMC of Uhad (Group-A) received 2nd prize for good shelter management and maintenance from Hon'ble Chief Minister, Orissa on 29th October, 2005.
- TF members of Madhapur (Group- A) received 2nd prize in Search and Rescue competition from Hon'ble Chief Minister, Orissa on 29th October, 2005.
- 27 Task Force members (male-24 and female-3) participated in the State level Parade on 26th January, 2006 and 2007 with the improvised rescue equipments made out of locally available resources.
- The Task Force members demonstrated the shelter and task force equipments at IG Park, Bhubaneswar from 25th to 26th January, 2006.
- A Block level interactive workshop organised involving the SDMC executive body, Teacher's representatives of respective sites, District Red Cross Branch, Local Administration at Chandbali for alternative use of 5 shelters of Group A and proposed Red Cross Block Chapter. Total 56 participants attended the programme.
- Block level SDMC executive body interaction was organised at Sialia for 4 sites of Bhograi Block.
- Basic idea on Red Cross, cyclone, flood, early warning and preparedness and CBDRM concept were explained to the 558 school children of ME schools and High schools including teachers.
- HMG level awareness session organised to share experience and leanings of SDMC members in attending CBDRM training at IRCS-OSB. 58 male and 67 female from 5 HMGs of Jadupur attended the orientation programme on Community Based Disaster Risk Management.
- In search and rescue and first aid Balasore took the first prize from the Honourable Minister, Revenue and Disaster Management, Orissa on 29th October, 2006.
- The Task Force members demonstrated the shelter and task force equipments at Jayadev Bhawan, Bhubaneswar on 29th October, 2006 during observance of Disaster Preparedness Day.
- The Task Force members demonstrated the shelter and task force equipments at Jayadev Bhawan, Bhubaneswar on 29th October, 2007 during observance of Disaster Preparedness Day.
- An audio visual CD has been prepared and inaugurated followed by a Press Conference on 12th November, 2006.
- International Volunteers Day was observed on 5th December, 2006 at IRCS, Orissa State Branch. 112 volunteers were felicitated during this occasion.
- World Health Day on 7th was observed in all 36 shelter sites on 7th April, 2008.
- Orientation to PRI members of each districts.
- Pallisabha organised in 30 shelter sites of Group A, B and C.

- Mock drill organised at Bhubaneswar on 31st August, 07 by 24 Task Force members of Group A and B as per request of the BMC, Bhubaneswar on the occasion of observation of Local Self Govt.
- World Red Cross day was observed on 8th May, 2008 in all 36 shelter sites and at Red Cross office at Bhubaneswar
- World Environment Day was observed on 5th June, 2008 at Red Cross Bhawan where 10 English Flip Charts and Manuals were inaugurated by the Hon'ble Minister, Revenue and Disaster Management, Govt. Orissa.
- A documentary Movie on ODMP has been prepared for awareness generation.
- Web site on ODMP has been launched with all the activities and training material developed put up on the site.
- GIS package to map all the shelter profiles has been acquired and being used.
- Two days orientation programme organised on 'Janashree Bima Yojana' of Life Insurance Company for ODMP-II shelter SDMC Secretaries and selected representative on 24th and 25th April, 2008.
- Disaster Preparedness Day has been observed in all 36 shelter sites to create awareness among them.
- State level Disaster Preparedness Day has been observed at Jayadev Bhawan, Bhubaneswar where 12 (Female – 6) community volunteers participated and demonstrated on First Aid, Search and Rescue and Early warning mechanism at the exhibition during the occasion.
- CCP theme based Awareness Cultural programmes organised two times in all the 06 shelter sites of Group D where 3590 community members of 6 shelter communities including 1543 women observed and enjoyed.

7.9 Annex IX: Interaction of Government, Indian Red Cross and ODMP II

Interaction of government & administration, Indian Red Cross Society (IRCS) and the Orissa Disaster Mitigation Programme – Phase II (ODMP II)

