Janakiya Pankalithavum Punarnirmanavum Initiative (JPP-I)
(People’s participation and Recovery)

Community Engagement & Accountability in Disaster Recovery (Kerala Floods 2018)
2018 Kerala Floods

• Kerala experienced the worst ever floods in its history in June/July/August, 2018
  • Torrential rains triggered 341 landslides and forced the release of excess water from 37 dams across the state.
  • 1,259 out of 1,664 villages spread across 14 districts affected. (7 worst affected)
  • Affected 5.4 million people, displaced 1.4 million people, and took 433 lives

• Disaster Effects and Impacts : (as per PDNA)
  • Close to 2.6% of Kerala’s gross state domestic product (GSDP) got washed away
  • Total recovery needs estimated at INR 31,000 crores (USD 4.4 billion)
  • Share of Disaster Effects across Sectors - Infrastructure – 38%, Productive – 17%, Social – 18%, Cross cutting – 27%
Recovery Policy Framework

• “Nava Keralam” : Government’s vision of converting the crisis into an opportunity and to build back better – 4 Missions on Green Kerala, Health, Education and Housing

• ‘Rebuild Kerala Initiative’ (RKI) : Coordination mechanism at State level to develop, coordinate, facilitate and monitor the programmes for rebuilding Kerala - Rebuild Kerala Development Programme (RKDP).

• ‘Janakeeya Pankalithavum Punarnirmanavum’ (JPP-I) : A customized version of AAP to support State Govt. in rebuilding with a participatory and inclusive process
  • Headed by Kudumbashree - Local Self Government Department, assisted by KILA and supported by UNICEF and other Partners (TISS & Sphere India)
## Key Objectives of JPP-I

<table>
<thead>
<tr>
<th>A – Taking Account</th>
<th>B – Giving Account</th>
<th>C – Being held to Account</th>
</tr>
</thead>
<tbody>
<tr>
<td>• To capture the truthful, unbiased and correct feedback of flood affected people in Kerala State to facilitate the Government Departments to evolve people centered policy decisions and right programming, and add value in assessing social accountability.</td>
<td>• Information sharing among communities about various flood related social / financial assistance schemes implemented by Government, and assess effectiveness of grievance redressal mechanisms.</td>
<td>• Consulting community to assess their current situation and views on appropriateness and quality of services.</td>
</tr>
</tbody>
</table>
Core Features of JPP-I

- **Community Feedback mechanism during Recovery**: Providing avenues for affected communities to give their feedback (first time in the State/Country)
  - Feedback mechanism helps to ensure that affected people participate in the shaping of key policies and also help to identify gaps in the overall assistance, to inform government and help improve Government responses.

- **Long term Community engagement**: Direct and continuous dialogue with affected communities for the entire duration of recovery
  - Learn from continuous engagement (different rounds of consultation) with communities and propose programmes in response to new knowledge gained through community feedback.
Core Features of JPP-I

• **Participatory assessments**: Tools that promote meaningful participation
  
  • Structured dialogue - with most affected/less affected/non-affected to make sure that they are able to express their views.
  • Semi-Structured dialogue (FGD, KII) - with marginalized groups and Key Informants enable to gather accurate information on the specific issues that different groups face, identify underlying causes and hear proposed solutions.

• **Learning and adaptation**:  
  • JPP-I will document, analyze and report on feedback from people affected and feedback will inform Government’s interventions and policies.
1. State Level Advisory Committee to supervise JPP-I: Secretaries of key Depts like Revenue & DM and LSGD, Heads of Panchayath Dept, Kudumbashree and KILA, Member Secretary of KSDMA, Experts, and chaired by former Chief Secretary.

2. PMU set up within Kudumbashree
   - Development of Study Design, Sampling, Study Tools etc through brainstorming/consultation among key stakeholders.

3. Kudumbashree & KILA (Govt. Partners) heading the feedback collection
   - Selection & Training of Enumerators (quantitative) / Facilitators (qualitative),
   - Data collection (quantitative & qualitative), Data Cleaning & Verification.

4. Analysis/Reporting, Dissemination Workshops with LSGs & Key Depts
   - Integration in to policies & plans.
Real-time data collection

- **Mobile Application for feedback collection** developed

- The feedback of affected people collected by Kudumbashree enumerators is captured into the dash board of the portal developed for this purpose - [http://www.kudumbashreejpp.org](http://www.kudumbashreejpp.org)
  - Real Time Data
  - Geo Tagged
  - Maps of LSGs/surveyed HHs
Feed Back Collection (Quantitative)

Annamananda GP, Thrissur

Ambalappuzha GP, Alappuzha
Feed Back Collection (Qualitative)

• **Focus Group Discussions** :

  • Attitudes, opinions & perceptions towards the disaster and recovery efforts are explored through free & open discussions

• Marginalised Groups
  • SC/ST
  • Fisher-folk/daily wage earners
  • Women-headed & Women micro-entrepreneurs
  • Migrant workers
  • Agri. Labourer & Cultivator
  • Elderly (60 years+)
  • Adolescents (10-18 years)
  • Differently-abled/care-givers

• Focus on the demand side issues

*FGD with Scheduled Tribe in Wayanad*
Feed Back Collection (Qualitative)

- **Key Informant Interviews**:
  - Qualitative in-depth interviews with people who have first-hand experience in 2018 Kerala Floods
  - Focus on supply side

- KII with a wide range of people
  - LSG Functionaries (Elected Representatives & officials)
  - District Collector/Deputy Collector/Tehsildar
  - Village officer
  - Agriculture/animal husbandry/fisheries Officer
  - NGOs - responsible functionary
  - Frontline functionaries

KII with Deputy Collector, Disaster Management, Thrissur
Print & Visual Media and Community Radio
used for providing information to community regarding JPP-I
JPP-I Phase I

- **Districts covered**: 7 districts – Wayanad, Alappuzha, Thrissur, Ernakulam, Kottayam, Pathanamthitta and Idukki

- **People covered**:
  - 20,000 families in 489 LSGs
  - Out of 20,000, 11,800 (about 60%) covered were marginalized groups
  - Men – 7600, Women - 11800

- **Period**:
  - 15 -30 October ‘18: Wayanad & Alappuzha
  - 1 Dec ‘18– 15 Feb ‘19: Remaining 5 districts

- **Objectives**:
  - To assess the effectiveness of Relief Assistance
  - Understand the impact on basic facilities and housing sector and immediate rehabilitation needs of the community
  - Assess the efficiency of Health & WASH Services
  - Evaluate the impact of floods on Livelihoods and Children & Education
JPP-I Phase II

- **Sample Population**: 7 most affected districts, 99 selected LSGs & 3960 HHs

- To capture maximum variance in the population and at the same time, capture vulnerabilities within the population following samples are selected
  - **Quantitative**: 1) HHs affected by flood and 2) HHs not affected by floods
  - **Qualitative**: 1) FGD with Marginalised groups, 2) KII with Key Informants

**Key Objectives**

- Collect views and perceptions of flood-affected people on recovery
- Understand to what extent people have been consulted & informed about rebuilding efforts of the govt. (incl. social protection schemes)
- Assess the efficiency of grievance redressal system
- Evaluate Level of disaster preparedness among communities after the floods
To what extent people have been consulted & informed about rebuilding efforts of the govt.

HHs are aware of various schemes and interventions of the state government for rebuilding of Kerala after floods

82%

- People in Thrissur (86%) and Pathanamthitta (87%) are more aware of Government interventions compared to other Districts. Awareness level very low (20%) in Alappuzha

60%

- HHs in general (65% in Idukki & Wayanad) have informed that government officials or LSG representatives have consulted them or sought information about their needs after floods

- Such consultation was high in Idukki & Wayanad, where as low in Ernakulam and Kottayam

- 92% informed that it was LSG officials or members consulted them (followed by Kudumbashree, Other Govt Departments and NGOs)

Few Highlights from Phase 2
To what extent people have been consulted & informed about rebuilding efforts of the govt.

**HHs aware of various mechanisms for registering grievances on schemes and entitlements related to floods**

- HHs that are unaware of grievance mechanisms are high in Kottayam & Idukki (33%), where as such awareness is high in Ernakulam (74%) and Thrissur (71%)

**HHs have approached authorities with grievances or registered grievances related to floods**

- More HHs approached authorities with grievances in Alappuzha, Ernakulam & Wayanad (Avg 40%), whereas less HHs approached authorities in Kottayam & Pathanamthitta (25% Avg)
  - Among them 36% reported that their grievances were addressed fully/partially
  - Grievances addressed within a month for 26% HHs (50% in Idukki), however it took more than 6 months for 23% HHs. (43% in Alappuzha, 35% in Pathanamthitta.)
Views and perceptions of flood-affected people on recovery

- HHs are satisfied with various interventions of government, local government and other govt. agencies for rebuilding Kerala after floods (73% in Thrissur District)

  - 25% of HHs are unsatisfied (Highest in Ernakulam – 35%, Lowest in Thrissur – 14%)
  - 16% of HHs have a neutral stand

- Health facilities or Drainage facilities for inundated water or Livelihood restoration or Rebuilding of damaged public infrastructure was the 3rd priority for majority of HHs

- Health facilities is the second important priority for Wayanad District, and also for the relatively less affected HHs

Few Highlights from Phase 2

- Prioritized Disaster related early warning system and other mitigation and preparedness measures.
Current situation of affected people on housing

HHs surveyed suffered loss in their livelihoods due to floods.

- 55% informed there is decrease in income after floods
- 73% in Idukki and 66% in Wayanad reported that there is decrease in income after floods
- Fisher folk/Daily Wage earners (21%) were the most affected in the livelihood sector

HHs not received any technical support in repairing or rebuilding their house in a disaster resilient manner.

- However, 25% of HHs in Idukki and 10% each in Pathanamthitta and Wayanad reported that they received technical support.
Level of disaster preparedness among communities after the floods

HHs informed that they have taken some measures to prepare for disasters during monsoon 2019 based on the experience of floods in 2018

- Disaster preparedness among HHs was high in Ernakulam & Thrissur (47%) and low in Idukki (24%)
- Disaster preparedness is high (46%) among category A HHs (most affected), whereas low (16%) among less affected HHs

HHs are aware that the place of their residence is prone to disasters excluding floods.

- Awareness is high in Idukki (75%) and low in Pathanamthitta (5%)
- Most HHs reported that they are prone to Coastal related hazards, Landslides & Drought
Way forward

• The findings will be disseminated to all stakeholders concerned, especially Government Departments and LSGs (State Analysis Report and District Reports)

  • **Policy Briefs** will be developed and shared with key stakeholders to be incorporated in their plans & policies – for “**real-time Social Accountability**”

• Rebuilding Kerala Initiative and KSDMA will be served with Special Policy Briefs and will be provided with support to include those recommendations in their ongoing programmes – **hence completing the feedback loop**

• Kudumbashree, having 43 lakhs HHs as members will **include the key-takeaways** of JPP-I in the DRR and Livelihood Sectors in their Annual Action Plan
Lessons learned

• Despite gradual progress of JPP-I, there is no doubt that it is moving in the right direction.
  • Given the complexity of the issues in the Governmental disaster recovery system, the general feeling within the Government is to place people at the centre of recovery.

• More effective participation during recovery will take place only if a systematic shift takes place in the disaster management system in the State in a way that it addresses AAP. Government ownership and strong leadership is critical for the successful functioning of AAP.

• Receiving regular updates on the views and feedback from affected people and adapting the humanitarian response within Government accordingly require long term handholding.

• AAP is a well thought out advocacy component. Based on the evidence on contextual priorities of the state/country, linkages for AAP across institutional mechanisms and CNA is needed.

• Kerala’s AAP approach is recognized as transformative for DRR and is making positive impressions in the government and partners. (Possibly) one approach that bridges the humanitarian and development divide