





Introduction: Between Disease and the Deep Sea

The summer of 2021 has been cloaked in the darkness of death and destruction, the conjoined twins of disaster. In May, as the second wave of the COVID-19 pandemic scaled record heights of infections and mortality, Cyclone Tauktae had the west coast of India under siege for four days. The extremely severe cyclonic storm began near Lakshadweep in the Arabian Sea moving north, causing heavy rain and squall in Kerala, Karnataka, Goa, and Maharashtra before making landfall in Gujarat on May 17. For many in the state, Tauktae evoked the horrors of the 1998 Gujarat Cyclone that left thousands of dead.

Dubbed as the 'longest travelling cyclone' by an official of the Indian Meteorological Department (IMD), Tauktae's impact was felt across the length of the coastline, causing flash floods and landslides, claiming untold lives, livelihoods and land. Trees and electric poles were uprooted, roads and buildings torn up, villages, towns, homes submerged. And as is the case with disasters – pandemic or cyclone – the impact was borne by the marginalised communities who live and labour by the Arabian Sea.

Despite prior warnings from the IMD, scores of fishermen from Kerala, Tamil Nadu, and Maharashtra were lost at sea or feared dead as their boats capsized. Thousands were evacuated as their homes and villages were razed by the storm. While cyclones are common in the Bay of Bengal for the fisherfolk on the west coast, the severity of the Taukate was unprecedented. State governments were overwhelmed, caught between containing a devastating pandemic and sheltering against a super cyclone. Although, expectedly, the architecture of social and caste exclusion in the country, it is par for course that the marginalised groups suffered hardest.

In response to the tragedy, the National Campaign on Dalit Human Rights (NCDHR) commissioned an inclusion assessment of the damages and losses to identify and ensure that the most deprived and generally marginalised communities, the Dalits, Adivasis and other similarly deprived households received entitlements as per the State Disaster Relief Fund (SDRF) norms along with assistance announced by the state in the wake of Tauktae. The assessment was conducted by the Human Development and Research Centre (HDRC) with the knowledge facilitation by Unnati- Organisation for Development Education. The list of items and norms of assistance were narrow, for instance

while 64 people have died in the state of Gujarat alone, the ex-gratia payment to families of deceased persons only includes those that were involved in the relief operations or preparedness activities. Further, ceilings and restrictions imposed on these subsidies make it virtually inaccessible for the oppressed.

The Cyclone Tauktae, Gujarat: Inclusion Assessment for Facilitating Access to State Relief Entitlements factsheet covers the Gir Somnath, Junagadh, and Amreli districts of Gujarat. The assessment was completed between May 26 to June 30 and examined the damage caused to the Schedule Caste (SC), Schedule Tribe (ST), Other Backward Communities (OBC) and minority communities across 175 villages, covering 3757 households.

While significant property damage was reported across all communities, 89 per cent of the ST community said that the damage was yet to be assessed by the government, followed by 81 per cent of the minority community. Personal belongings like clothes, utensils, carpets, and beds were reported across all communities. About 92 per cent of the general community reported that their clothes were damaged, a stark figure when comparison to 48 per cent of the ST community indicating the disparity in material possessions. Food security was under threat as all communities (95% minority community, 91% SC, 90% OBC, 82% ST, and 78% general community) reported loss of grain.

The vulnerable group-wise analysis is based on the households and not on individual respondents from these groups. The National/ State Disaster Response Norms for gratuitous relief operates on the premise of replacing the lost assets and items to those with legally recognised ownership rights. The findings reveal that only a minority of the poorest and marginalised among the disproportionately impacted are eligible for gratuitous assistance. This is because the assets and items damaged and lost as covered under the N/SDRF Norms were not owned by them in the legal sense of the term. For instance, those without ownership titles over their homes or cultivated piece of land endured the most loss but were rendered ineligible for the SDRF relief. And while more than 3500 households were surveyed only a small percentage of them are deemed eligible, and they lack the assistance to build back beyond the initial relief.



Summary of damage and losses, and status of assessment

■ 0-25% ■ 25-50% ■ 50-75%						% 75-100 %		
		All	sc	ST	OBC	Minority	General	
	Damage Type							
1	House damage	81	76	88	86	90	100	(n = 3,757)
2	House damaged and living in kutcha house or hut	90	87	98	91	95	82	(n = 3,041)
3	Damage to clothes	81	88	48	81	67	92	(n = 2,281)
4	Damage to utensils	74	79	62	72	62	76	(n = 2,281)
5	Damage to stored grains	90	91	82	90	95	78	(n = 2,281)
6	Seriously injured in cyclone	0.4	0.3	0.5	0.1	0.9	3.0	(n = 3,064)
7	Mildly injured in cyclone	0.5	0.5	1.0	0.2	0.0	3.0	(n = 3,064)
8	Death in house due to cyclone	0.7	0.5	1.0	0.6	0.4	6.0	(n = 3,064)
9	Reported agricultural losses	93	94	100	91	89	94	(n = 700)
10	Reported agricultural losses, and without crop insurance or credit	75	72	99	71	75	83	(n = 654)
11	Loss of livestock	3.0	2.0	0.0	1.0	6.0	4.0	(n = 420)
12	Loss of poultry	4.0	0.4	0.0	4.8	27.3	5.0	(n = 568)
13	Damage to fishing boat	11	NA	NA	NA	11	NA	(n = 28)
14	Damage to handicrafts: Finished goods	49	42	NA	61	33	80	(n = 332)
15	Damage to handicrafts: Semi-finished goods	13	11	NA	18	7	20	(n = 332)
16	Damage to handicrafts: Raw materials	43	53	NA	25	67	7	(n = 332)
	Status of damage assessment							
17	Households left out of the government assessment	67	67	89	61	81	36	(n = 3,757)
18	Damage to Kutcha house/hut not assessed by government	64	62	89	57	81	40	(n = 2,728)
19	Damage to Pucca house not assessed by government	60	61	75	58	83	17	(n = 313)
20	Farming loss not assessed by government	58	57	77	47	52	28	(n = 654)
21	Injury not assessed by government	80	95	97	86	95	70	(n = 241)
22	Death not assessed by government	83	95	99	87	98	76	(n = 212)

 $Note: The\ percentages\ are\ for\ individual\ communities, while\ 'n'\ is\ the\ total\ number\ of\ respondents\ to\ the\ particular\ indicator.$



I. Assessment Demographics

	All	SC	ST	ОВС	Minority	General	
Total respondents	3,757	2,208	237	958	250	67	
	Share of respondents (%)						
By occupation							
Farm Labour	69.6	70.8	92.4	68.8	50.8	43.3	
Farmer	11.9	11.9	5.5	12.5	6.4	46.3	
Others	10.5	9.5	6.3	10.8	19.2	11.9	
Self-employed	9.4	9.7	0.4	6.6	28.4	1.5	
Migrant workers	6.2	6.9	0.0	8.5	0.0	0.0	
Salaried	0.3	0.5	0.0	0.3	0.0	0.0	
Saltpan farmer	0.2	0.2	0.0	0.2	0.0	0.0	
By monthly income							
Less than Rs 5,000	48.1	42.2	95.8	49.2	45.6	56.7	
Rs 5,001 to Rs 10,000	43.9	48.3	4.2	42.8	51.2	37.3	
Above Rs 10,000	8.0	9.5	0.0	8.0	3.2	6.0	
Children in house	68.0	66.1	77.2	66.1	77.6	71.6	
Differently-abled	5.2	3.7	11.0	5.8	10.4	3.0	
Migrant families	1.4	6.9	0.0	8.5	0.0	0.0	
Elderly in house	29.0	29.3	24.9	30.4	28.0	32.8	
Pregnant women	1.5	1.0	0.4	2.2	3.2	1.5	
Lactating women	4.5	3.9	3.8	4.9	6.0	9.0	
Transgender	0.03	0.05	0.0	0.0	0.0	0.0	



II. Early Warning

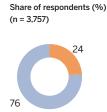
A cross all respondents from the surveyed districts of Gir Somnath, Junagadh, and Amreli, 76 per cent said that they received a timely warning and shifted to a safer location. The disparity in access to early warning was more evident among marginalised communities where 28 per cent of the minority community, 27 per cent the OBC and STs, and 22 per cent SC respondents did not receive an early warning, comprising 6 per cent of the general community. The source of the warning varied across groups. Nearly 87 per cent of the ST community were intimated by the government and 83 per cent from radio or mobile. About 78 per cent of the minority community and 75 per cent of

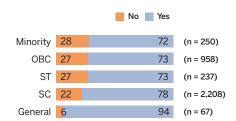
the SC community were informed by TV news, which is high compared to 17 per cent of the ST community. This could be attributed to the lack of televisions or power cuts during the storm. Many families were shifted to safer locations during the cyclone, predominantly 41 per cent of the OBC community, 40 per cent of the minority community, and 36 per cent of the ST community. Among vulnerable groups like pregnant and lactating women and the aged or people with disability, 50 per cent of the lactating women were shifted to safer locations like schools, community halls; some were forced to move outside the village.

Share of respondents (%)

(a) Did you receive timely early warning to shift to safer location?

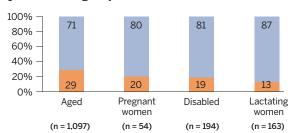
By social category





Social categories arranged in descending order of exclusion.

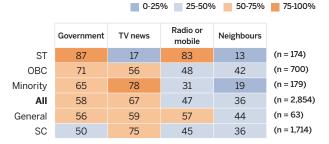
By vulnerable groups



Vulnerable groups arranged in descending order of exclusion.

(b) What was the source of that timely warning?

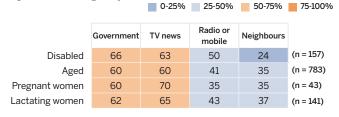
By social category



Social categories arranged in descending order of reach by government.

Total for each category can exceed 100% as assessment allowed for multiple responses.

By vulnerable groups

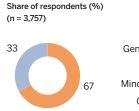


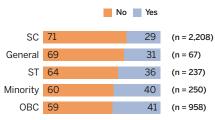
Social categories arranged in descending order of reach by government.

Total for each category can exceed 100% as assessment allowed for multiple responses.

(c) Did you shift to a safer location during the cyclone?

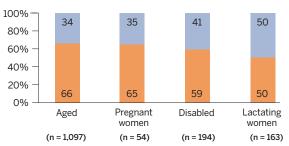
By social category





Social categories arranged in descending order of exclusion.

By vulnerable groups

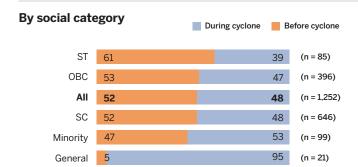


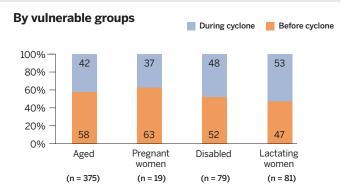
Vulnerable groups arranged in descending order of exclusion.



II. Early Warning

(d) When did you shift?

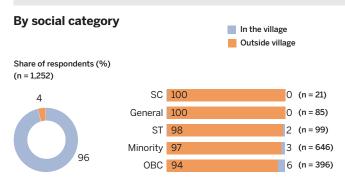




Social categories arranged in descending order of exclusion.

Vulnerable groups arranged in descending order of exclusion.

(e) Where did you shift with your family?



 $Social\ categories\ arranged\ in\ descending\ order\ of\ exclusion.$

By vulnerable groups In the village Outside village 100% 80% 60% 40% 20% 94 95 89 98 0% Pregnant Lactating Aged Disabled women (n = 1,097)(n = 54)(n = 194)(n = 163)

Vulnerable groups arranged in descending order of exclusion.

(f) If in the same village, then where?

By social category Someone's home School Community Hall Other Minority 2 5 1 (n = 97) OBC 91 7 2 (n = 371) SC 90 5 2 3 (n = 624) AII 86 (n = 1,203) General 33 (n = 21)ST (n = 85)

 $Social\ categories\ arranged\ in\ descending\ order\ of\ exclusion.$

By vulnerable groups



Vulnerable groups arranged in descending order of exclusion.

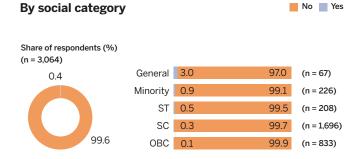
III. Injury and Death

Although Cyclone Tauktae has claimed close to 174 lives along the length of the west coast of the subcontinent, in the assessed villages, the deaths reported were comparatively low. Across the SC, ST, OBC and Minority communities, not many families reported any severe injury or death. However, 3 per cent of the general community suffered severe injuries, and 6 per cent reported death at home due to the cyclone. About 1 per cent of the ST community, too, said that there was a death in their household. The injury and death reported across vulnerable

groups too were almost negligible in the districts of Gir Somnath, Junagadh, and Amreli, with only 1 per cent of the lactating women reporting a mild injury.

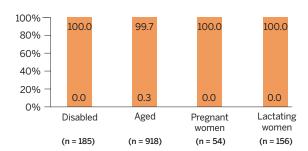
However, of the total 21 casualties, 11 incidents of serious injuries and 14 of mild injuries, 80 per cent and 83 per cent of the injuries and deaths, respectively, were yet to be assessed by the Government as on the date of the conclusion of the survey. Out of these, a higher number of cases were were reported by the SC households.

(a) Has anyone been seriously injured in the cyclone?



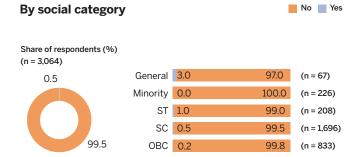
Social categories arranged in descending order of adverse impact.

By vulnerable groups



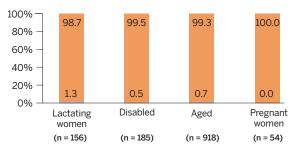
Vulnerable groups arranged in descending order of exclusion.

(b) Has anyone been mildly injured in the cyclone?



Social categories arranged in descending order of adverse impact.

By vulnerable groups



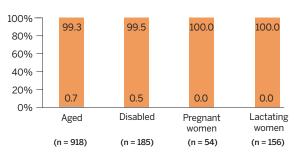
Vulnerable groups arranged in descending order of exclusion.

(c) Has anyone died in the house due to the cyclone?

No Yes By social category Share of respondents (%) (n = 3,064)0.7 General 6.0 94.0 (n = 67)Minority (n = 226)ST 99.0 (n = 208)SC (n = 1,696)99.3 99.4 OBC 0.6 (n = 833)

Social categories arranged in descending order of adverse impact.

By vulnerable groups



Vulnerable groups arranged in descending order of exclusion.

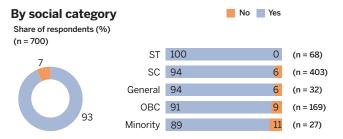
IV. Agriculture

A griculture was a common source of livelihood for many respondents, and some reported agricultural losses. A sizeable section across the communities owned the land thy tilled, the minority group and the ST group being exceptions. Therefore, agricultural losses should be viewed separately, among landowners (96 per cent) and the landless labourers (88 per cent). Further, nearly 93 per

cent of landless cultivators did not have crop insurance. This also has a direct bearing on the nutritional and food security among vulnerable groups, which shrinks further after a natural calamity. Moreover, a large section of households reporting agricultural loss are share croppers for whom there are no provisions in the SDRF Norms.

Share of respondents (%)

(a) Have you suffered agricultural losses?



Pregnant

women

(n = 12)

Lactating

women

(n = 47)

Aged

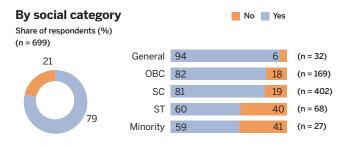
(n = 228)

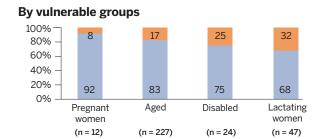
0%

Disabled

(n = 24)

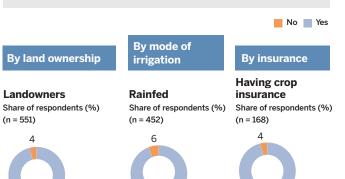
(b) Do you own agricultural land?

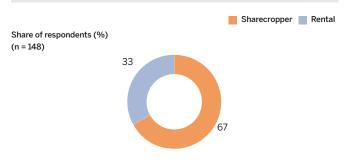




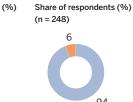
(d) Rental versus sharecropper

(c) Losses among the landed and landless cultivators

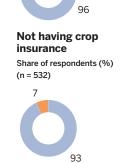


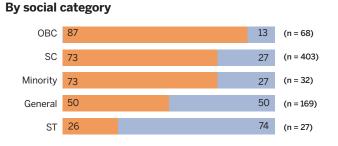






Irrigation-based





V. Animal Husbandry

A nimals are a vital source of food and income for several families in Gir Somnath, Junagadh, and Amreli. Cows, buffaloes, oxen, and goats were the most common. Nearly 79 per cent of the general community reportedly owned cows, followed by 59 per cent OBCs, and 57 per cent SCs. Buffaloes were owned predominantly by 62 per cent of the ST community and 59 per cent of the general community, and 48 per cent of the minorities owned goats. However,

only 3 per cent of the respondents reported the loss of livestock and 4 per cent of the respondents suffered damage to their poultry.

(a) What animal(s) do you own?

By social category

	SC	ST	ОВС	Minority	General	
	(n = 167)	(n = 21)	(n = 167)	(n = 33)	(n = 29)	
Cow	57	48	59	48	79	
Buffalo	47	62	40	24	59	
Ox	26	14	17	15	24	
Goats	5	10	25	48	7	
Others	7	0	11	3	3	
Horses	1	0	0	9	0	
Camel	0	0	0	3	0	
Sheep	0	0	3	0	0	

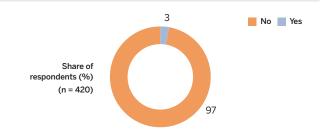
Total for each community can exceed 100% as a household can own more than 1 animal.

By vulnerable groups

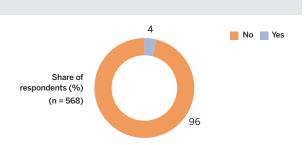
		0-25%	25-50% 50-7	75% 75-100%
	Disabled	Aged	Pregnant women	Lactating women
	(n = 31)	(n = 145)	(n = 13)	(n = 49)
Cow	45	60	46	76
Buffalo	39	45	54	29
Ox	13	27	15	14
Goats	45	17	23	24
Others	0	9	0	4
Horses	0	0	0	2
Camel	0	0	0	0
Sheep	0	1	0	2

Total for each community can exceed 100% as a household can own more than 1 animal.

(b) Have you suffered loss of livestock?



(c) Have you suffered poultry damage?





VI. Fishing

Though fishing is a predominant activity in the region, the assessment did not capture this group intensively. However, among those assessed, fishing was not a predominant source of income or livelihood in the surveyed districts with nearly 94 per cent responding that they did not work on a fishing boat. Only 32 per cent of the minority community in Gir Somnath district worked on fishing boats and a startling 3 per cent of the respondent households owned the boat. Almost 11 per cent of the community reported damage to the boats and when enquired if any of the respondent households owned fish farms, the response was overwhelmingly no.

VII. Housing

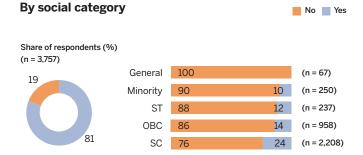
Many respondents said that their homes were damaged, nearly 81 per cent of all respondents. While not everyone owned the house and the land, 90 per cent of those assessed responded that they owned the house and the land. The damage these houses suffered revealed that 86 per cent lived in kutcha houses, 11 per cent lived in pucca houses, and 3 per cent lived in huts. Nearly 98 per cent of the ST community, 89 per cent OBCs, and 86 per cent SCs lived in kutcha houses. Among them, 88 per cent of the households comprised the aged and persons with disability followed by 79 per cent of the lactating and pregnant women, respectively. However, mostly respondents reported partial damage with 22 per cent of

the OBCs and 18 per cent of SCs reporting full damage.

It is interesting to note that 22 per cent of the minority community and 7 per cent of the general community lived in huts. The majority of respondents who lived in pucca houses were from the general community (18%). Partial losses were incurred by most of the respondents, including 88 per cent of the general category and ST community, respectively; 82 per cent of the minority and SC community; and 78 per cent of the OBC community. The percentage of damage covered clothes, utensils, carpets, beds, and soaking grains.

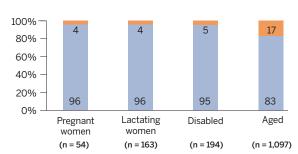
Share of respondents (%)

(a) Has your house been damaged in the cyclone?



Social categories arranged in descending order of share of respondents who reported damage to house.

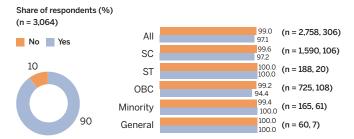
By vulnerable groups



Vulnerable groups arranged in descending order of exclusion.

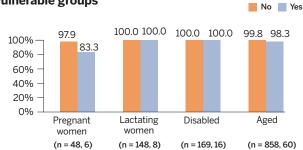
(b) Do you own a house, including land?

By social category



Social categories arranged in descending order of land ownership.

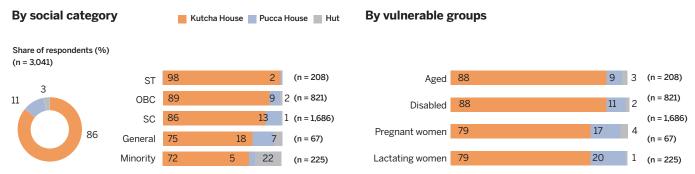
By vulnerable groups



Vulnerable groups arranged in descending order of land ownership.

VII. Housing

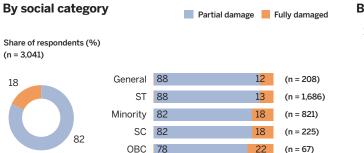
(c) If your house was damaged, what kind was it?



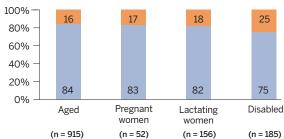
Social categories arranged in descending order of share of respondents who reported damage to Kutcha Houses.

Vulnerable groups arranged in descending order of share of respondents who reported damage to Kutcha Houses.

(d) Was the loss partial or full?



By vulnerable groups



Vulnerable groups arranged in descending order of exclusion.



Methodology: A physical assessment was conducted in the most impacted 10 blocks and 174 villages in Gir Somnath, Amreli, Porbandar and Junagadh districts, from the 3rd to 15th of June 2021. The assessment was conducted using KoboCollect, an open source data collection tool. The community volunteers were trained on the tool, and the SDRF Norm criteria for securing relief. Block and cluster coordinators were assigned to the blocks and the groups of 10-12 villages. The incoming data was monitored on daily basis and rectification done simultaneously. Data verification was also being done concurrently by the block coordinators.

Factsheet design: How India Lives (www.howindialives.com)



Recommendation

ime and again, inclusion assessments of damages and losses have highlighted the inherent flaws in the scope of the National/State Disaster Response Fund (N/ SDRF) Norms for gratuitous relief assistance. The basis of qualification for this crucial form of assistance is strictly restricted to the legal ownership status of the damaged property/assets recognised under the norms. This results in the exclusion of a majority of the most impacted marginalised communities, which house a significant proportion of vulnerable groups. These communities live in unsafe and low-lying locations in perilous housing structures, often without the ownership and /or without the documentation to prove the same. The sharecroppers, for instance, continue to suffer due to the informal arrangement with the leaser. These factors hinder safe recovery and endanger the protection of vulnerable sections, especially the women, children, the aged and people with disabilities.

Towards strengthening the scope of the assistance and making early recovery people-centred and non-discriminatory, the following measures are recommended to the Government and other humanitarian stakeholders:

Early Warning

Recognizing the fact that for a vast majority of the people, government sources are still the ones most relied on for early warning, the process of early warning needs to be made more accountable, with evidence of having reached out to all settlements (particularly SC/SCT/Minorities/vulnerable groups) in an area where the cyclone (or any disaster for that matter) has been predicted to hit.

The administration (Gram Panchayat) should have mapped all human settlements in the area in normal times and

should ensure that every settlement is reached out to.

The process of intimation of early warning to the settlements of the most vulnerable communities and groups should be accompanied by a local plan of facilities and destinations to shift such as list of families pre-designated to shelters and means of transport (vehicles/boats) on the stand-by.

Injury and Death

First-aid kits along with first-aid-trained personnel should be available to clusters of families from the vulnerable communities and groups, as part of the preparedness drive.

Agriculture

There should be policy/legislation/ rules so that the agriculture loss of sharecroppers could be recognized and assessed as such, so that they receive compensation.

Landless labourers or any other category of casual labourers should be given wage-loss compensation equivalent to highest agricultural minimum wage prevalent in the country, for as many days following the disaster that they are unable to find wage labour (or till the commencement of MGNREGS in their area)

Livestock

The current gratuitous relief being provided for animals is Rs. 30,000 for a cow and buffalo; Rs 25000 for a bullock; Rs. 3000 for a goat; and Rs. 50 per bird for poultry (up to Rs 5000) subject to a ceiling of assistance. It is far lower than the assistance required to replace those animals/birds with productive animals/birds. Hence the assistance has to be based on the current market value of these livestock to share the financial burden and support faster recovery.

General Recommendations

- Delink the legal ownership status and provide assistance based on prima facie losses and damages endorsed by the gram panchayat, possibly the disaster management committees (DMC).
- Identify such population proactively and link them with the national and state level social and economic protection programmes through the disaster management committees at panchayat level.
- Form DMCs in all disaster-prone GPs as per the prescribed composition urgently and capacitate the members to
 assess and verify the losses and damages of such households, and facilitate the access and realisation of disaster
 risk reduction programmes.













About Us

National Dalit Watch-National Campaign on Dalit Human Rights (NCDHR), is a coalition of Dalit and Adivasi human rights activists and academics, founded in 1998, with the vision to promoting social equity and inclusion for historically marginalised communities, particularly

the Scheduled Castes and the Schedule Tribes to access their Constitutional rights, justice system, and development and humanitarian entitlements. This is endeavoured through its specialised units engaged in research and advocacy and community level facilitation. The units engage on gender justice; economic and humanitarian rights; and legal justice, respectively. NCDHR works on contextually responsive, equitable and inclusive climate induced disaster risk reduction and adaptation through National Dalit Watch, the humanitarian desk at NCDHR.

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Human Development and Research Centre (HDRC) is a secular voluntary organization which works to empower marginalized communities particularly Dalits, Tribals, Minorities, Youth, Children, Women and Other Marginalised Groups. Established in 1969 HDRC

was formally registered as an NGO in 1977 under the aegis of St. Xavier's Non-Formal Education Society (SXNFES). Worked to ensure inclusive relief and rehabilitation of marginalized through Emergency Response Programmes in the Gujarat Earthquake 2001, Gujarat Riots 2002, Gujarat Floods 2007, Banaskantha Floods 2017 and the recent Covid19 pandemic in 2020. In the COVID19 Emergency Response, during the complete lockdown, HDRC in just two and a half months reached out to 37 talukas in 16 districts of Gujarat and 5 States in the country.

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UNNATI - Organisation for Development Education is a voluntary non-profit organization registered under the Societies Registration Act (1860) in 1990. Its aim is to promote social inclusion and

democratic governance so that the vulnerable sections of society are empowered to effectively and decisively participate in mainstream development and decision-making processes. The interventions span from the grassroot level to policy level environment in ensuring basic rights of citizens. UNNATI also became a member of Network of Collaborating regional Support Organisations (NCRSOs), an informal network of support organizations in India committed to promote participation and gender equity in social development. Presently, all the activities are organised around the themes of Social Inclusion and Empowerment; Civic Leadership Governance and Social Accountability; and Social Determinants of Disaster Risk Reduction.

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