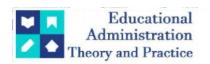
## **Educational Administration: Theory and Practice**

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Review Article



# Role Of Local Governance In Disaster Management: A Systematic Review

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### ARTICLE INFO ABSTRACT

Research Objective: The main objective of this article is to identify the role of rural local governance in disaster management in India especially in Odisha.

Theoretical framework: Rappaport et al., (2018) suggested the use of resilience theory which will help the local governance in disaster management. Within this theory, collaborative governance and partnership methods help understand the relationship between local governance and disaster management.

Method: Searching literature helps to understand the use of collaborative governance and partnership methods by rural local governance in disaster management. Through a systematic literature review, there will be the integration of knowledge from past works.

**Result and Discussion:** Through this review article there is the identification of various methods that exist within collaborative governance and partnership methods. Those sub-methods are like "participatory mapping", and "partnership assessment tools".

**Theoretical contribution:** The methodologies used in this article help to understand the role of rural local governance in disaster management theoretically. It also targets different contexts to identify the commonalities and differences among those methods.

**Originality:** Through systematic review, this review article will identify the use of collaborative governance and partnership methods by rural local governance in disaster management.

**Keywords:** local governance, rural local governance, disaster management, collaborative governance and partnership, participatory mapping, partnership assessment tool

### Introduction

Local governance is a systematic process through which various decisions are taken and implemented at the local level (Mooney, 2022). It combines two entities i.e. internal entities and external entities. Within internal entities there is the existence of elected representatives, personnel from public administration, and various entities of local government, on the other hand, within external entities there is the existence of people, local communities, political parties, business groups, environmental groups, media, non-profit organizations, etc (Vitalisova, et al., 2021). Local governance is created to govern particular problems of people (Silva P et al., 2023) and it is strengthened to maximize popular participation in the decision-making process to provide solutions to the problems (Khan, 2022). In Hungary, within three cities, by the use of proper local governance; Charity Funds were created to deal with coronavirus patients (Bouhlel, 2021). On the other hand, in Nigeria due to insufficiency in funds, lack of proper constitutional support, misuse of power by the authorities, and lack of transparency there was no proper use of local governance by local government due to which it has failed to promote effectiveness at the local level. In recent times, local governance has played an important role in disaster management.

Disaster management is related to the management process where steps are taken to minimize the disaster. It is related to disaster mitigation, preparedness, response, and recovery. Mitigation is referred to as preparation before disaster. Preparation is related to planning before the disaster to minimize casualties. The response is related to techniques used after a disaster. Recovery is related to restoration after a disaster (Dixit Sneha et al.,

2023). However, those phases are used differently by different countries to deal with different disasters (Ha Kyoo Man, 2023). The disaster management process also depends upon the disaster management capacity of the population which will help during the disaster management phases (Memon Falak Shad, 2023). Interoperability is emphasized in disaster management which will tie the organizations to work collectively and effectively in the disaster management process (Mani et al., 2023). Crowdsensing activities are emphasized in disaster management (Cicek et al., 2023). Renewed technologies are used in disaster management to minimize the impact of disaster (Vermiglio et al., 2021). In China during the disaster management phases, interorganizational cooperation helped minimize the impact of disaster (Li et al., 2023). There are various complexities in the disaster management process which are inequalities, vulnerability, etc (Melo et al., 2022). In the UK and USA regulatory mechanisms were developed to deal with disaster management (Barnes et al., 2019).

For proper disaster management, there should be a collective effort of urban and rural local governance. In New Zealand, due to collaboration and knowledge sharing the local governance became successful in minimizing the impact of disaster (Tyler et al., 2019). In Cameroon, local governance is facing failure due lack of capacity to introduce initiatives related to disaster reduction (Ashu et al., 2019). In India especially in Uttarakhand, due to weak local governance, there is a failure of policy implementation related to flood disasters (Das et al., 2019). In Nigeria, local governance fails in flood disaster management (Adefisoye et al., 2021). In India especially in Odisha, Kerala, and in Rajasthan local governance (local government, women) played a critical role during the pandemic which set the example for successful control of COVID-19 (Dutta et al., 2021). In Bangladesh, with the effort of the local government, and non-governmental organizations the disaster management process became successful in managing the minimization of the impact of the disaster (Zaman et al., 2022). In Indonesia, local governance is strengthened to deal with natural disasters like tsunamis (Kurnuadi, 2022). In Myanmar, there is a failure of local governance as there is the existence of a top-down approach which is unable to strengthen the local communities to deal with flood disasters (Badi et al., 2022). In South Korea, in the urban local governance system, there was the use of both centralization and decentralization processes for disaster management related to hydrofluoric gas leaks (Bae et al., 2016).

The theory that contributed a lot to disaster management is related to resilience. Resilience has a close relationship with local governance and disaster management. Resilience means learning adaption through both positive and negative experiences (Fleming et al., 2008). Resilience can be used by understanding the characteristics of the communities and by understanding the capacity of the communities at the local level (Rappaport et al., 2018). Resilience theory is often used by local governance in disaster management. Resilience theory can be used as policies by local governance to deal with disasters (Wenger Caroline, 2017). In the USA, to deal with the pandemic situation there was the use of resilience theory in local governance (local government, private sector, non-profit organizations, individuals, and families) which exposed various social inequalities (Dzigbede et al., 2020). In the global south especially in the metro Manila, there was the integration of resilience theory is the local disaster management plan but it countered many challenges like urbanization, and climate change (Torres Ne Nikko, et al., 2022). In Indonesia, the resilience aspect was not successfully used at the local level by the rural local governance (village) mechanism as people are blindly following the traditional approach (Arifin Saru et al., 2021). In South Carolina, there was no successful use resilience aspect by the local governance including urban and rural local governance due to the lack of complete community engagement (L L Craft, 2020). In Sri Lanka (local government) local governance is not successful in promoting resilience at the local level (Malalgoda Chamindi et al., 2016). In Zimbabwe, the rural district council countered many challenges like a lack of proper decentralization process and fiscal and administrative opportunities for proper governance at the rural level (Manyena S Bernard, 2006). In Zimbabwe, the rural local governance was successful in disaster management by using resilience (Chirisa Innocent 2021). In the Wenchuan earthquake (2008), the rural community of Yingxiu was suggested to participate in Disaster Risk Reduction activities to promote resilience (Cui Ke et al., 2018). In the world scenario especially in Europe, due to a lack of trust, the resilience method is not successfully used by the different levels of governance (Fornale Elisa et al., 2023).In England due to centralization, there was the failure of the use of the resilience aspect by local government in multi-level governance through intergovernmental collaboration (Broadhurst Kate et al., 2022). In New Taipei city of China, there was a positive relationship between local governance (schools, non-governmental organizations, non-profit organizations, and people) and resilience in disaster management (Ke Kai Yuan et al., 2020).

### **Method**

A bibliometric survey was conducted to understand resilience theory within which there are collaborative governance and partnership methods which include sub-methods such as "participatory mapping", and "partnership assessment tools" related to the role of local governance in disaster management. Fig.1 represents a bibliometric survey. This survey was conducted using the VOS Viewer application where data was collected from the EBSCO database which also refers to Science Direct, Scopus, Google Scholar, etc. The data was collected from 2003 to 2023. A total number of 69 articles were identified from academic journals which deal with some of the concerned aspects.

### **Inclusion and exclusion Criteria**

The keywords related to the concerned topic were searched in Science Direct, and Scopus through the EBSCO database. Keywords like "local governance", "disaster" and "disaster management". A total number of 1639 articles from the duration of 2003 to 2023 were discovered by following the medium of the English language. All those articles were checked and cross-checked manually and "Electronic Resources" (236), "News" (44), "Magazines" (35), "Dissertations/Theses" (95), "Researcher Starters" (13), "Reports" (7), "Books" (6), "Conference Materials" (16), "Reviews" (3) related materials were excluded. Finally, only "Academic Journals" (1172) were taken into consideration. Again, some articles that were not fulfilling the objectives were excluded. As a result, only 69 articles remained for systematic literature review. Among those articles, 8 articles were excluded due unavailability of full text. The total number of 61 articles was taken into consideration. Among those 61 articles,32 articles were excluded due to irrelevance to the objectives. Among those 32 articles, 29 articles were included for qualitative analysis. From 29 articles 12 articles were included for meta-analysis. Through the PRISMA, the inclusion and exclusion criteria are presented in Figure 1.

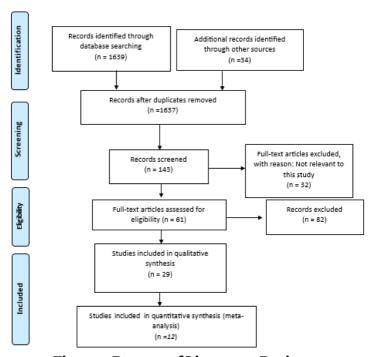
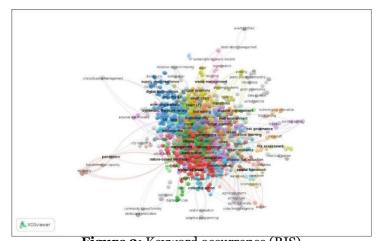


Figure 1. Process of Literature Review

# Content analysis by using the Bibliometric method:



**Figure 2:** Keyword occurrence (RIS) **Source:** Science Direct, SCOPUS, Google Scholar, and EBSCO (2003-2023)

The above VOS Viewer application shows that works have been done on disaster management and governance but the role of urban local governance in disaster management is somehow emphasized more. Resilience theory is used in disaster management at the urban level but not at the rural level. Methods those are within resilience

theory are like collaborative governance and partnership methods are not used in rural local governance. The sub-methods within collaborative governance and partnership methods like "participatory mapping" and "partnership assessment tools" are not used in rural local governance.

All the methods and sub-methods within resilience theory are represented in the following table for proper understanding.

Table 1: Identification of methods, types of disaster, level of governance, and regions

	Table 1: Ide	entification of methods, ty	, level of governance, and regions			
SL. No.	Author	Title	Method	Disaster	Level of governance	Region
1	Jayasinghe et al., 2020	Enacting "accountability in collaborative governance": lessons in emergency management and earthquake recovery from the 2010–2011 Canterbury Earthquakes	Collaborative governance method and partnership	Earthquake	Urban level	South Korea
2	Aung Myo et al., 2021	Evolution of Collaborative Governance in the 2015, 2016, and 2018 Myanmar Flood Disaster Responses: A Longitudinal Approach to a Network Analysis	Collaborative governance method	Flood	National, State, and local but the urban or rural area is not specified	Myanmar
3	Ruswandi et al., 2021	Strategic Analysis of Collaborative Governance for Disaster Management on Forest and Land Fires in Indonesia	Collaborative Governance	Forest and Land Fires	Provincial	Indonesia
4	Russel et al., 2021	Towards a collaborative governance regime for disaster risk reduction: Exploring scalar narratives of institutional change in Nepal.	Collaborative governance	Earthquake	Urban	Nepal
5	Dede M et al., 2019	Integration of participatory mapping, crowdsourcing and Geographic information system in flood disaster management (Case study Ciledug Lor Cirebon)	Participatory mapping	Flood	Rural	Indonesia
6	Reichel et al., 2014	Participatory Mapping of Local Disaster Risk Reduction Knowledge: An Example from Switzerland	Participatory Mapping	Climate Change leading to floods, landslides	Local but urban or rural area is not specified	Switzerland
7	Cadag et al., 2012	Integrating knowledge and actions in disaster risk reduction: the contribution of participatory mapping	Participatory Mapping	Floods and other disasters (cyclone, storms, earthquake, tsunami)	Urban and rural	Philippines
8	Klonner et al., 2020	Participatory Mapping and Visualization of Local Knowledge: An Example from Eberbach, Germany	Participatory Mapping	Flood	Urban	Germany
9	Stigler et al., 2018	Evaluating Partnerships to Enhance Disaster Risk Management Using Multi- Criteria Analysis: An Application at the European Level	Evaluation of partnership	Flood	National	EU
10	DC et al., 2014	Reliability and Validity of the Assessment for Disaster Engagement with Partners Tool (ADEPT) for Local Health Departments	Partners Tool	Hurricane	National	USA

**Source:** Classification by authors

### **Descriptive Analysis of Methods:**

# A. Collaborative governance and partnership methods:

In collaborative governance, there will be cooperation among all types of governance especially between local and regional governance. The collaboration may be horizontal or vertical which will be decided with the need of the time. All stakeholders of the governance should be accountable to their duties and to the people collectively. Through public-private partnership collaborative governance can be successful. For the proper implementation of these methods, there should be trust among the partners, there should not be any negative influence of political factors, a proper understanding of the activities of the authority, there should be proper

communication, sharing of traditional knowledge and the practice of the specific knowledge (Jayasinghe et al., 2020). In collaborative governance governmental, non-governmental, civil society, and military agencies, should cooperate by building networks among themselves. Sometimes collaborative governance is converted to hierarchical governance due to many factors like rigidity in the structures. Partnership preferences should be emphasized to minimize the cost of collaborative governance (Aung Myo et al., 2021). Business, media, private sector, and academia should also help for proper functioning collaborative governance and partnership methods. Through collaborative governance multi-policies should for disaster management should be initiated. Lack of proper institutional design and corruption by politicians and public officials are the biggest challenges in the implementation of local governance and partnership methods (Ruswandi et al., 2021). Non-state actors can influence a lot in the implication of collaborative governance and partnership methods (Russel et al., 2021).

# a: Participatory mapping:

The participatory mapping method needs the support of crowdsourcing. Instrument sheets, phones with GPS, stationary, etc. can all be used effectively to accomplish those two aspects. Research institutes, universities, NGOs, communities, and local governments must work together scientifically on it. The participatory mapping approach can help build catastrophe resilience by encouraging education and ensuring adequate telecommunication (Dede M et al., 2019). Through the participation of local people in disaster resilience this method can be effectively implemented. Through this method, the perception of people can be visually represented. Their dealing strategies with disaster can only be known by using participatory mapping methods through mind mapping, scale mapping (qualitative data visualization with georeferenced), and multi-media mapping (blending audio and visual resources with georeferenced). In this method, the local people have the supreme power to decide which issue is important to discuss and that issue will be visually represented. The participation mapping method is dependent on effective communication between local organizations and decision-makers, local knowledge sharing, community involvement, and multidisciplinary research. Institutionalism is an important challenge for the proper implementation of this method if it does not prioritize the opinion of people (Reichel et al., 2014). This method has different types those are stone mapping, ground mapping, sketch mapping, scaled mapping, web-based GPS mapping, and interoperable GIS mapping. Some of the types of mapping are rejected by public officials due to their short-term applicability those are ground mapping stone mapping and sketch mapping. Web-based GPS and GIS mapping are used effectively by providing proper training to the users. In this method along with local officials; the participation of health workers, teachers, students, women, children, and disabled persons is required (Cadag et al., 2012). Sketch mapping in some aspects useful when it is based on an open street map which is only provided and edited by the people living in that specific area. Error in sketch maps due to poor understanding of people should be solved by taking proper measures (Klonner et al., 2020).

#### **b:Partnership assessment tools:**

To determine the strengths and weakness of a partnership there is a need for a partnership assessment tool. Both qualitative and quantitative methods should be used to assess the partnership. There should be quantification of risk. This partnership assessment tool ought to be grounded in catastrophe risk reduction strategies, equity, economic efficiency, and institutional feasibility. Calamity Strategies to lessen the impact of a disaster will be included in risk reduction measures. A strong sense of solidarity will be covered by equity. Any actions that are implemented will be paid for by economic efficiency. A policy instrument of any kind falls within the category of institutional feasibility. The workshop should be organized by inviting different stakeholders who are experts in this field (Stigler et al., 2018). This method is additionally reliant on outreach communication, coordination, mobilization of resources, formation and maintenance of partnerships, and organizational strength building. If there is inter and intra-organization cooperation the result will be positive (DC et al., 2014).

### **Discussion**

In recent times local governance has played a significant role in disaster management. There are various theories which are the foundation of using different methods by specific agencies while dealing with disaster management. Resilience theory is the most reliable theory used in recent times to mitigate disaster-like situations. Within resilience theory, the collaborative governance and partnership method is used in worldwide to deal with many disasters. For the successful use of collaborative governance and partnership methods, there are the use of sub-methods such as participatory mapping, and partnership assessment tools. Collaborative governance and partnership methods are used mostly in urban local governance to deal the disasters like floods, earthquakes, forest fires, and landslides in countries like South Korea, Myanmar, Indonesia Nepal, etc. Within collaborative governance and partnership methods, the participatory mapping method was used at rural and urban levels in countries like Indonesia, Switzerland, the Philippines, and Germany. Within collaborative governance and partnership methods, the partnership assessment tool was used at the national level in European countries and the USA.

In India especially in Odisha and particularly to deal with cyclones yet no literature focuses on the role of rural local governance in disaster management by using methods like collaborative governance and partnership

methods and its sub- methods which are participatory mapping and partnership assessment tools. Disasters are an inevitable part of India, especially in Odisha and particularly the cyclones. Recent literature emphasized the role of local governance in disaster management by emphasizing COVID-19 and many other types of disasters like floods, landslides, etc. Odisha faces many cyclones each year. One of the most dangerous cyclones which was faced by Odisha was the "1999 Super Cyclone", which was regarded as the failure of the government in disaster management. But after the "1999 Super cyclone," Odisha faced the Phaline, Hudhud, Titli, and Fani Cyclones in 2013,2014,2018, and 2019 respectively. Since the failure of the "1999 Super cyclone", the Disaster Management Authority has been taking various measures to convert the failure into success. Hence in 2013, the United Nations globally declared Odisha as the role model for the world for proper disaster management. In recent times there has been a lacuna of articles discussing the role of rural local governance in disaster management to deal with disasters, especially cyclones.

### Conclusion

In this study, through a systematic literature review, the gap is identified which is related to the lacuna of literature about the role of rural local governance in disaster management in India particularly in Odisha in the sphere of managing the impact of cyclones. In many countries by following the resilience theory some methods like collaborative governance and partnership methods are used in dealing with various types of disasters. In India, Odisha, Kerala, and Gujarat play an important role in disaster management. Articles are there discussing about the role of local governance in disaster management which are discussing about the collaboration of various structures for effective performance. As in recent times, articles related to the role of local governance in managing the impact of COVID-19 were emphasized in Odisha, Kerala, and Rajasthan (Dutta et al., 2020). But in the scenario of the cyclone, the role of rural local governance in disaster management in Odisha is still in the darkness. Hence research should be done on this aspect for a proper understanding of the role of rural local governance in disaster management.

## Limitation of the Study

In this study only from 2003 to 2023, the literature especially the articles are reviewed.

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