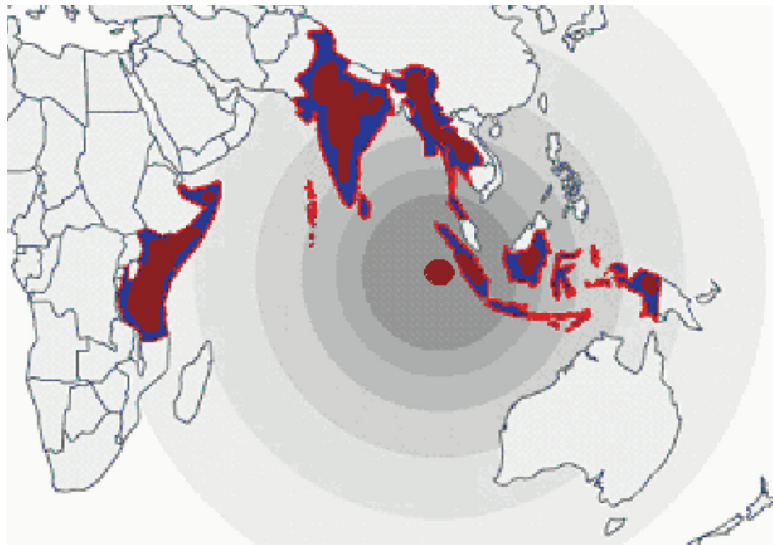


Tsunami Evaluation Coalition (TEC)

The International Community's Funding of the Tsunami Emergency and Relief



Local Response

India

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June 2006

EPC

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CHAPTER. 1 Introduction

1.1 Background of the study

The Tsunami catastrophe that struck Asia on 26 December 2004 is one of the worst natural disasters in modern history. Although the major impact was felt in India, Indonesia, the Maldives, Sri Lanka and Thailand, several other countries were affected including Myanmar and Somalia, or touched by the tsunami including Bangladesh, Kenya, Malaysia, Seychelles and Tanzania. More that 250,000 people died and thousands injured. Overall, an estimated 1.5 to 5 million people were directly or indirectly affected. Damage and destruction of infrastructure destroyed people's livelihoods, and left many homeless and without adequate water and healthcare facilities.

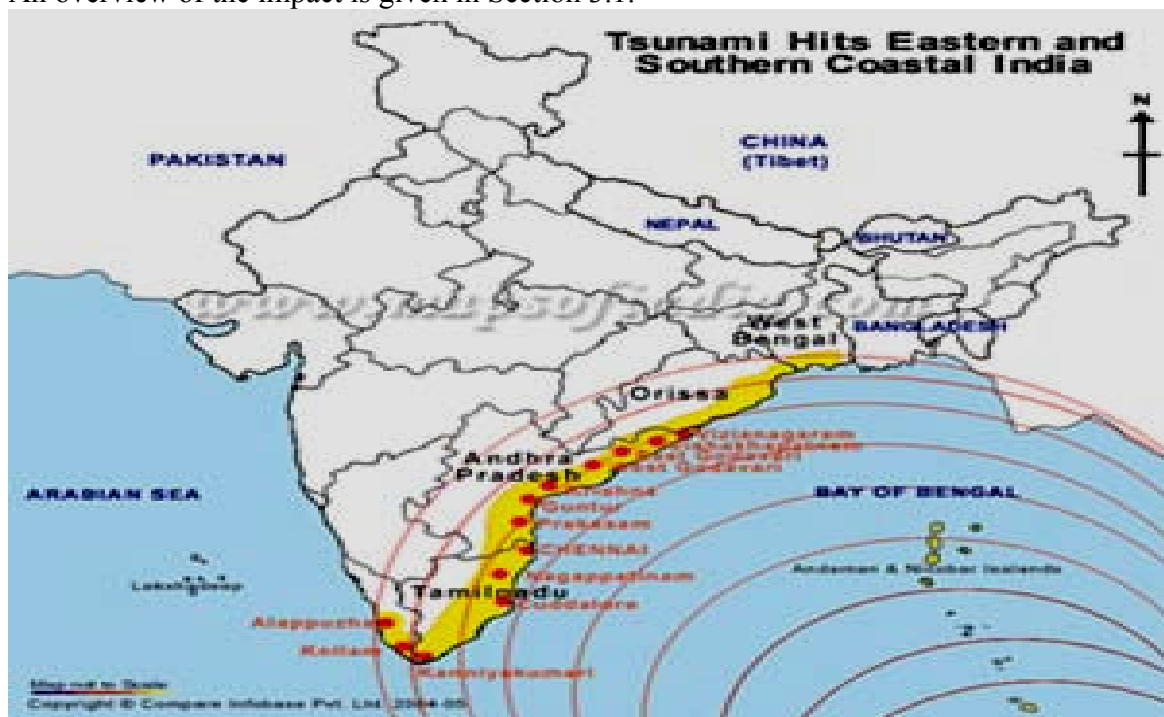
The world - governments and people – responded with unprecedented generosity in solidarity with the rescue and relief efforts of the affected communities and local and national authorities. More than \$ 6 billion was pledged for humanitarian emergency relief and reconstruction assistance to Tsunami affected areas. This has been instrumental in reducing or mitigating the consequences of the disaster, and in boosting the current recovery and reconstruction efforts.

This evaluation was part of the overall evaluation by the Tsunami Evaluation Coalition. It is a thematic evaluation of the funding response by the various governments, UN agencies, INGOs, NGOs, CBOs, and other local actors including individuals.

The overall study of local response was coordinated by the ADPC and the section for India, with the field study focused on Tamil Nadu, was carried out by the Environmental Planning Collaborative (EPC).

1.2 Geographical context

In India, the areas affected include the Andaman and Nicobar Islands and the coastal districts of Andhra Pradesh, Kerala, Tamil Nadu and the Union Territory of Pondicherry. An overview of the impact is given in Section 3.1.



For the purpose of this study, secondary data was collected with two levels of detail. National level data was collected for general funding patterns and governmental allocations. Detailed information on funding and expenditure was collected only for Tamil Nadu. Fieldwork was carried out in about 30 communities in Tamil Nadu to assess community perceptions of response by various actors in the process.

1.3 Objectives

This evaluation was part of the overall evaluation by the Tsunami Evaluation Coalition. The purpose of this specific evaluation was to understand the nature of funding flows from and at the level of the affected countries. The key research questions asked towards fulfilling the objectives of this study are:-

- How much was donated locally by the public and to what sorts of organizations? – compare donations to local versus international organizations
- How much came from state funds and from the corporate sector?
- Estimate the value of self help generated within the affected community (whether as cash, good or labor)
- What role did local NGOs and CBOs play and how did they compare with the international NGOs?
- What say did local affected communities have in the spending of funds?

1.4 Scope and limitations

This study intended to understand from the nature of the international community's funding in India. As mentioned in 1.2 the effects of the tsunami were spread along the eastern coastal belt covering 4 states and a union territory. The scope of this study was to capture people's views on the effectiveness of relief, rescue and rehabilitation operations by various agencies. To accomplish this study, community mapping of the affected areas was carried out and 30 settlements were visited all along the coast of Tamil Nadu, one of the most affected states in the Indian subcontinent. The analysis drawn from the data collected through interviews and focus group discussions from the 30 settlements has therefore been considered as representative of all the tsunami affected areas in India. Care was taken to choose communities from different locations along the geographical area. This would ensure a better representation of different types of communities with varied requirements, internal structures, occupation patterns etc. Sometimes the levels of access to and from a settlement also affected the nature of assistance. These issues were confronted with in course of the study.

The constraints or limitations were two fold. One, the affected areas were distributed over a geographical distance of more than 3000 km covering settlements from different states and speaking 3 different languages. It was not possible to cover the entire length of area within the given time frame.

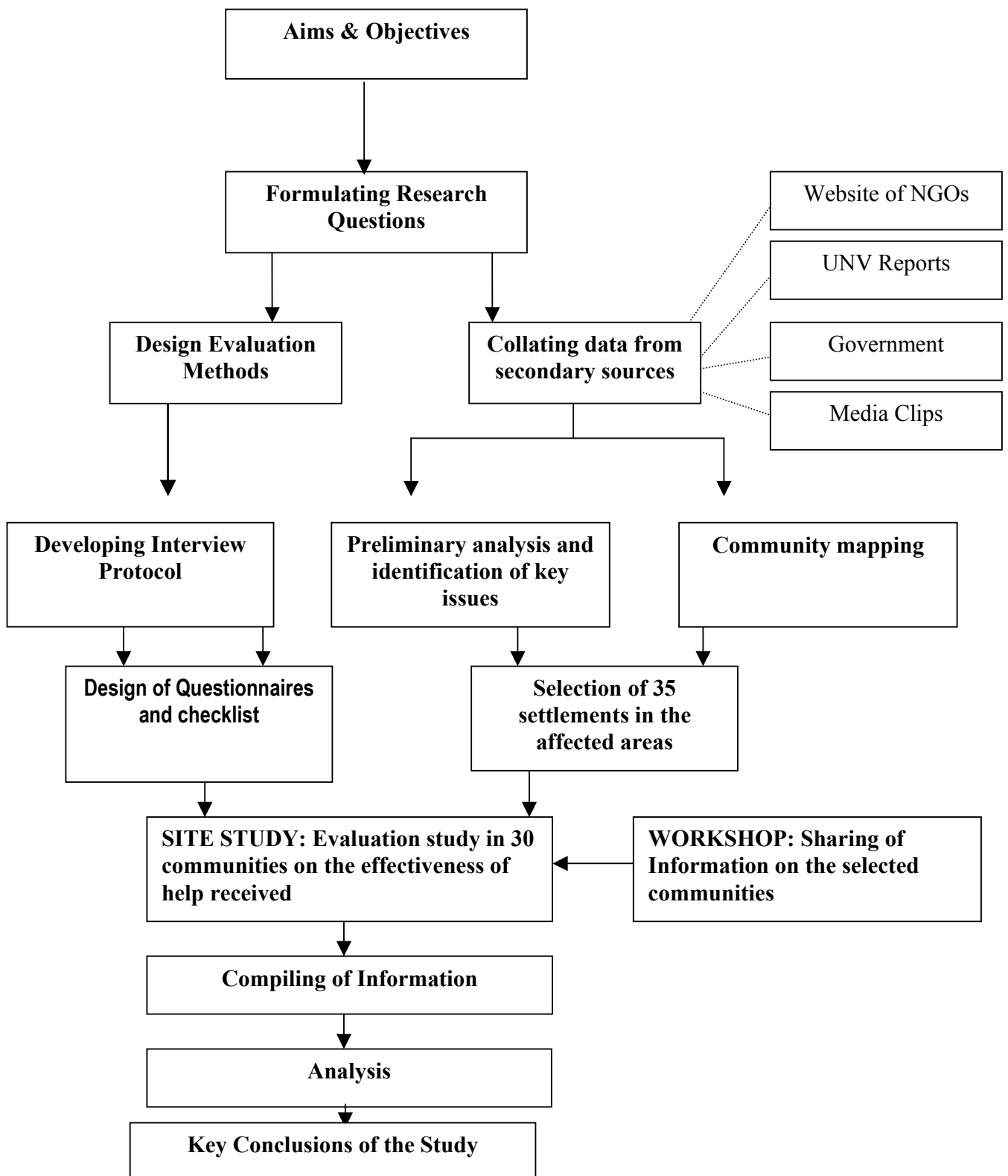
1.5 Additional scope and its limitations

During the course of the project EPC was requested to collate as much data as possible concerning national and state level fund flows and to correlate this data with the field level picture. This task was fraught with difficulties. Data from Government of India and Government of Tamil Nadu is available only for broad sector-wise allocations. Data on whether and how these allocations have been utilized is not available. Though the Financial

tracking Service of the UN-OCHA helps provide data on financial contributions pledged/ committed/ paid for Tsunami work in India to various organizations, to track the status of each of these contributions and correlate them to field info is a task that is practically impossible in a short timeframe and acquires the nature of a detailed 'investigation', to put it mildly. However, within the limitations of time and resources available, we collated as much information as possible.

CHAPTER 2. Methodology

2.1 The process



2.2 Compilation Of data

Secondary data compiled for the purpose of this study mainly consists of the following kinds of information:

1. International contributions to India reported by various organizations/ international databases
2. National level contributions channeled through Government of India and reported in official websites or other sources
3. Official budget allocations made by Government of India and Government of Tamil Nadu
4. Local information on projects, activities, contributions, etc compiled by the Resource Centre Network sponsored by the UNDP and publications by various organizations, both electronic and print
5. Other useful resources such as maps, statistics, case studies, process documentation, papers, presentations, news clippings, etc.

Secondary data was largely collected from internet-based resources. The UNDP initiative at coordination of relief efforts by multiple agencies and knowledge sharing took the form of two well developed websites TNCRC & TRINET. These have links to multiple data sources including websites of district-wise coordination efforts such as KRCRC, CRCRC etc. (for Kanchipuram, Cuddalore and so on). The government of Tamil Nadu in its own websites continually updates Government Orders (GOs), budgetary allocations for various sectors, details of damage assessment and other relevant information. The UN volunteers designated with documenting relief work in specific districts of Tamil Nadu have also made good compilations on the relief and rehabilitation works by various agencies. It was possible to effectively network with them through the web based course conducted in EPC on disaster management. Besides the above mentioned sources, websites of NGOs and media clips were useful in providing information on the post tsunami situation.

The collected secondary information is in the form of maps of the affected areas, damage assessment reports, district wise efforts on relief and rehabilitation, as well as snippets of information and insights of experiences of different agencies. Most of the reports were descriptive of the NGO's sector of involvement in the relief work but were unable to capture people's perception of the quality of relief work. A few insights were provided by media clips, but as the site studies later proved, these tended to be biased and exaggerated at times.

This data informs us on the extent of damage in each region and the details of pledge levels of relief and help extended by the government, NGO's, INGO's etc. Many instances of community participation and involvement in effective allocation of relief have also been documented. Information on caste structure and other culture specifics also helps understand the level of influence these may have had on relief work.

Besides enabling the research team to develop a strong background on the study area, the secondary data contributed to community mapping on the basis of geographical location (district), the predominant livelihood of the affected settlement, nature of damage, type of assistance received and predominant caste structure of the settlement. This enabled the selection of a wide range of communities for the evaluation study. (For master chart refer annexure)

2.3 Workshop

A workshop was organized as a joint effort by a representative of OXFAM America (INGO) and Environmental Planning Collaborative. The workshop on *'From distance learning to an interactive session on learning's from Tsunami Emergency, Relief and Rehabilitation process'* was held in Chennai on the 11th of October 2005. This meeting was made possible by the extensive networking of professionals from EPC with a wide variety of individuals through a web based course on disaster management conducted in collaboration with the World Bank Institute and partially sponsored by the International City/County Management Association (ICMA).

The main objective of the workshop was to create a single platform for various agencies to share their experiences in the rescue, relief and rehabilitation operations post tsunami.

The proceedings helped the principal researcher and the teams of interviewers develop an understanding of the involvement of various agencies in the post tsunami situation in different regions of Tamil Nadu. Various culture specific aspects, status of vulnerable groups and gender issues were also brought out in the workshop thus enriching the knowledge base of the research team.

The workshop was broadly divided into five sessions. These covered livelihood issues, gender issues in relief and rehabilitation, psycho- social care in recovery, long term rehabilitation approaches and the use of technology in disaster mitigation. The participants made presentations on pre-decided topics and at the end of each session the audiences were invited to ask questions and share their experiences on relevant issues. The sessions were concluded by comparing post disaster operations in the tsunami affected areas with that of previous disasters in the country and drawing of key similarities and differences.

The participants, numbering about 50, included representatives from Government of Tamil Nadu, Civil Society Organizations, research organizations and the UN team working on habitat development, reconstruction of shelters and community infrastructure.

2.4 Community consultations

2.4.1 Compilation of secondary data on affected communities

The secondary data collected in the form of reports and other documents was not organized on the basis of communities. These reports primarily described the nature of damage in different villages and the methodology different NGO's adopted to provide relief. Many reports further enumerated on the sector of work chosen by different NGO's, fund allocation and the number of beneficiaries in each settlement. However for the purpose of study it was essential to study a wide variety of human settlements to clearly evaluate the effectiveness of relief and rehabilitation work done by different types of agencies. Therefore the available data was extracted into a worksheet that categorized settlements by geographic location (district), predominant caste/community in the settlement (which gives an idea of their hierarchical status and occupation), predominant livelihood, nature of damage, nature of assistance received (government, NGO, INGO, others...) etc. (refer annexure)

2.4.2 Selection of sample communities from different districts

Consultations with individuals who had been to the tsunami areas revealed that the internal organizational structure of the human settlements and hence the nature of relief distribution was distinct in different geographical locations and also differed with proximity to urban centers. Therefore care had to be taken to ensure representative samples from different regions of the affected areas in Tamilnadu. For example fishing communities commonly called “*Kuppam*”, had a *Kuppam* head who would distribute relief in parts of the eastern coast of Tamil Nadu such as Kanchipuram, Cuddalore and Nagapattinam, while in the Kanyakumari district a community consisted of a number of “*Anbiyams*” (each consisting of 30 to 40 families) whose undisputed head was the parish priest of the village church, who took the responsibility of distributing relief material.

Using maps of the affected district about 7 villages were chosen in each of the affected districts¹. We were to target at least 30 communities out of the selected villages for the evaluation study. The selection of 42 settlements was to allow for the flexibility of choosing communities in course of travel as knowledge about each region is enhanced.

2.4.3 Preparation of interview questionnaires and checklists

Simultaneously questionnaires were designed for interviews in the community. From the research questions and the common interview protocol given by the Asian Disaster Preparedness Center (ADPC), a preliminary checklist of questions was drawn. These were then segregated into 3 lists from which questionnaires were evolved for interviews of the people, focus group discussions and interview of the local head. (Refer annexure)

2.4.4 Determining sample sizes for interviews

As the purpose of the evaluation was to understand the people’s perception on the way funds were utilized towards relief and rehabilitation work, the study had to be qualitative and did not necessarily have to rely on a statistical sampling framework. For the evaluation study it was therefore decided that in each of the 30 communities 4 to 5 households would be interviewed. Vulnerable groups would be identified (based on gender, caste etc) along the course of the study for group discussions to see if information indicates bias in distribution of relief. Besides these, the local heads were to be interviewed where ever possible. (Refer annexure for list and characteristics of communities selected for evaluation)

¹ The districts chosen for study were Chennai, Kanchipuram, Villupuram, Cuddalore, Nagapattinam and Kanyakumari.

CHAPTER 3: Compendium of Information

3.1 An overview of the impact

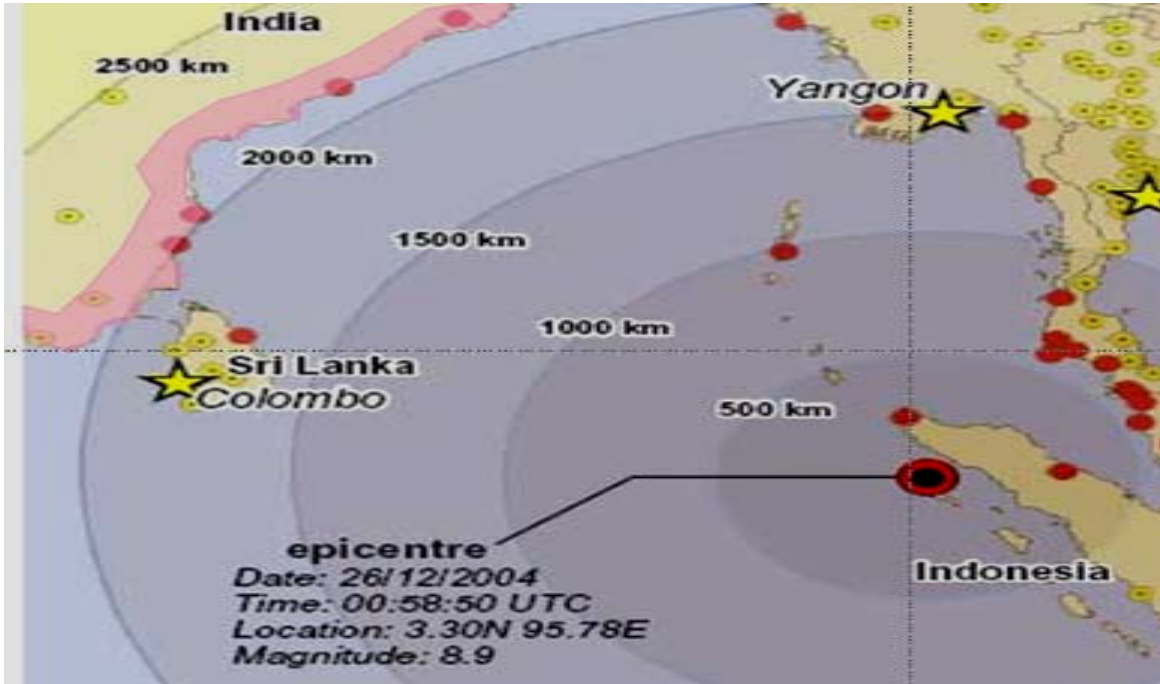
A massive earthquake of magnitude 9.0 (USGS) hit Indonesia off the West Coast of Northern Sumatra on the morning of 26th December, 2004, at 06:58 AM. Another earthquake of magnitude 7.3 occurred 81 km west of Pulo Kunji (Great Nicobar, India) at 9:51 AM (IST) on the same day. About 115 aftershocks were reported, of which 103 were in the range of 5.0 - 6.0 on the Richter scale and 12 were more than 6.0.

3.1.1 Impact on the Indian coast

The earthquakes set off giant tsunamis 3 to 10 meters high, which traveled 2,000 km across the Indian Ocean, the Bay of Bengal and beyond.

The Andaman and Nicobar Islands were the first to be hit causing extensive damage. The tsunami then spread along a narrow strip of land on the East Coast of India and low-lying portions of Sri Lanka and to a lesser degree the west coast of India. The tidal waves hit the coastal districts of Andhra Pradesh, Kerala, Tamil Nadu and the Union Territory of Pondicherry around 9:50 AM (Indian Standard Time) and penetrated 300 meters to 3 km into the mainland causing damage to lives, property and livelihoods. The Tsunami affected a total of 2260 Kms of the coastline of India besides the entire Nicobar Islands. On the west coast, Kerala was also hit by a wave crest traveling in a north- westerly direction as the tsunami diffracted off the southern tip of Sri Lanka and India. This explains the more concentrated damage in a few coastal districts of Kerala. Similarly, in low lying coastal areas such as Karaikal in Pondicherry or Nagapattinam in Tamil Nadu, the sea penetrated deep into the land affecting not only ports and fishing villages, but agricultural lands.

Besides the Andaman and Nicobar Islands, the most critical impacts were centered on a few coastal districts of Tamil Nadu, Pondicherry and Kerala. In terms of mortality rates, *Talukas* in the Nagapattinam district in Tamil Nadu were hardest hit, followed by the Kanyakumari district. In Pondicherry, the Karaikal region was the hardest hit as were the districts of Kollam and Alappuzha in Kerala.



3.1.2 Damage and Loss Assessment by the United Nations Country Team (UNCT)

The ADB, UN and World Bank Joint Assessment Mission which comprised a group of specialists and qualified experts analyzed the damage and losses as well as the needs expressed by the relevant local, territory and states authorities. It also made field visits to the most affected districts, and undertook – on a sample basis - consultations with local experts, members of civil society and NGOs. The damage and losses presented here reflect the available official information provided by the states and union territory officials, compiled between February 1 and 15, 2005, and the visits undertaken by the mission to selected affected areas.

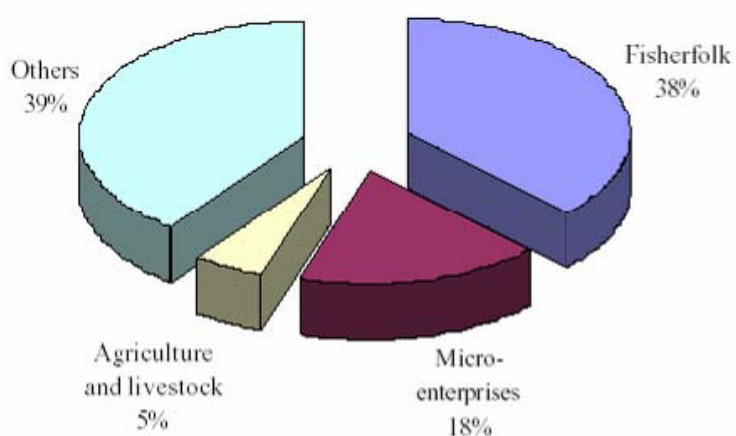
Table. 1. Consolidated summary of damage and loss in India after the December 26 (USD million)

	Damage and Loss			Effects on Livelihoods
	Damage	Loss	Total	
Andhra Pradesh	31.8	16.7	48.5	35.6
Kerala	68.2	57.6	125.8	82.6
Tamil Nadu	509.8	327.5	837.3	332.8
Pondicherry	48.2	8.2	56.4	30.4
Total (by Sectors)	658	4105	1,068.00	481.4
Fisheries	320.1	304	624.6	383.2
Agriculture and Livestock	15.1	22	37.1	42
Micro enterprises and Others	19.7	36.5	56.2	56.2
Housing	193.5	35.2	228.7	
Health and Education	13.7	9.9	23.6	
Rural and Municipal infrastructure	27.9	1.6	29.5	
Transportation	35.2	0.3	35.5	
Coastal Protection	33.6	0	33.6	

Source: Mission estimates on the basis of Information made available from the states' governments

The overall damage is estimated at exactly USD \$660 million, losses are estimated at approximately US\$ 410 million. The largest amount of damage is in fisheries; housing and infrastructure (see Graph 1 below). While much of the damage assessment relates to the financial valuation of the losses, loss of livelihoods do not lend themselves readily to measurement. The loss of work opportunities is estimated in terms of wage or earnings losses, but the extent would depend on how much time it takes to restore employment and earnings/wages. The losses to livelihoods are of particular significance when they affect poor, marginalized and excluded groups who do not have reserves to fall back to or the means to cope with the situation. Many in this situation are engaged in casual and intermittent work. The macroeconomic impact of the tsunami disaster has been limited except in the case of Pondicherry where it represented over 4% of its GSDP (see Graph 2).

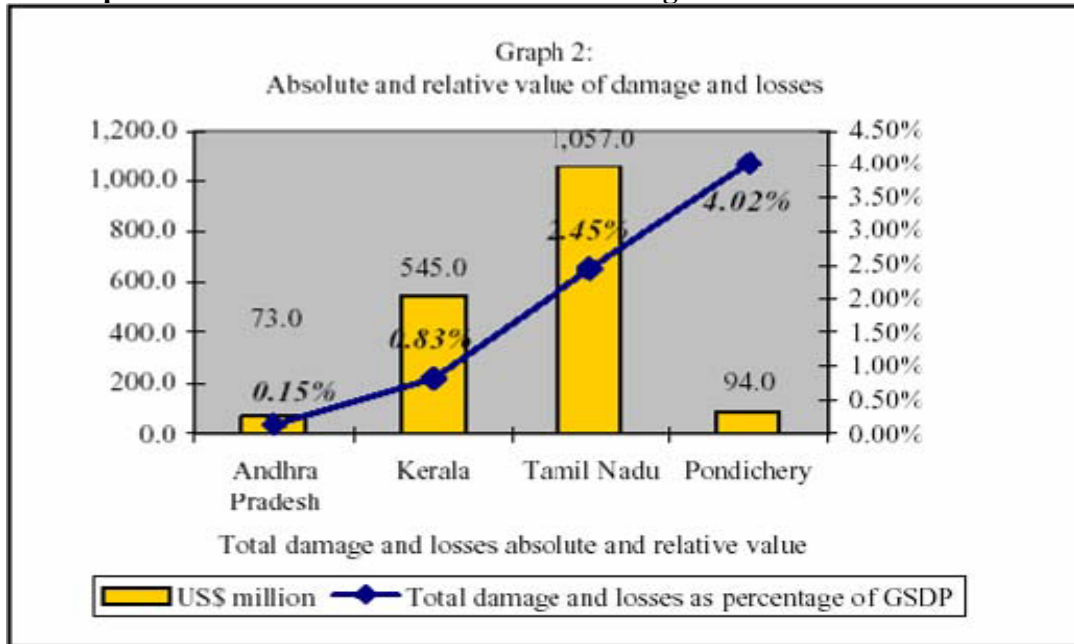
Graph. 1. Damage by Sector



The tsunami disaster has had a significant impact on the livelihoods of some of the more vulnerable sections of society along the coasts of the affected states. Many were probably at or below the poverty line and about a third may be from the underprivileged and socially excluded groups such as Dalits or tribals. The environmental damage could not be quantified in the time available and because some of the impacts of the tsunami will only become apparent in the long run.

The affected states are currently undergoing transition from relief to rehabilitation – although relief to some sectors and groups will continue for several months. During this phase, protection of the most vulnerable segments of the displaced population and improvement of their living conditions in temporary shelters over the coming months deserve special attention.

Graph. 2. Absolute and relative value of damages



3.1.3 Impact on the population

National Scenario

All India: According to GOI reports, 10,749 people in India lost their lives and 6,913 were injured. It is reported that 5,640 persons are still missing.

Tamil Nadu: In Tamil Nadu over 7,983 deaths were reported. Of the 12 coastal districts affected in Tamil Nadu, Nagapattinam was the worst affected, where 6,051 people died. Over 824 died in Kanyakumari and 612 were reported dead in the Cuddalore district. The affected districts in Tamil Nadu are Thiruvallur, Chennai, Kancheepuram, Viluppuram, Cuddalore, Thanjavur, Nagapattinam, Pudukkottai, Ramanathapuram, Toothukudi, Tirunelveli and Kanyakumari.

Kerala: In Kerala 171 deaths were reported. The Kollam district reported 131 deaths followed by Alappuzha with 35 and Ernakulam with 5.

Andhra Pradesh: In Andhra Pradesh 105 deaths were reported and 11 people were reported missing. Of the affected districts, Krishna and Prakasam were reported to be the worst affected in terms of human toll with 27 and 35 deaths, respectively. The affected districts in Andhra Pradesh are Visakhapatnam, East Godavari, West Godavari, Krishna, Guntur, Prakasam and Nellore.

Union Territory of Pondicherry: In Pondicherry 591 deaths were reported and 75 were reported missing from the coastal areas of Pondicherry and Karaikal. In Karaikal, 484 persons were reported dead and 66 missing.

Union Territory of Andaman and Nicobar Islands: Out of the 37 inhabited islands in Andaman and Nicobar, 15 islands (Andaman- 2 and Nicobar- 13) were affected by the tsunami and coastal flooding. According to official reports, 1,755 human lives were lost, and about 5,542 missing/feared dead in the Nicobar Islands. The worst hit were the Car Nicobar, Great Nicobar and Nancowrie group of islands. The total population of the affected islands is 295,959. Seven islands were fully evacuated and relief operations were focused on the remaining eight. An Integrated Relief Command (IRC) for the Andaman and

Nicobar Islands was operational and continued to coordinate relief operations. The Port Blair airport has since been repaired and is operational. Nearly all the harbors and jetties in civil and naval ports were damaged. However, the harbors at Port Blair, Car Nicobar, Nacowrje (Kamorta), and Nacowrje (Champin) are operational. In the Nicobar Islands all small harbours and jetties were damaged. Telephone lines and equipment were completely washed away. Out of the 30 lighthouses in Andaman and Nicobar Islands only 2 are functional. Access to the islands remains limited, with the Government continuing to take responsibility for the relief, recovery and rehabilitation.

Tamilnadu Scenario:

In the state of Tamilnadu about **8, 90,885** people have been affected by the tsunami. This includes the loss of 7981 human lives in 376 villages /hamlets across the state. About 125,000 houses have been fully or partially damaged and several crores worth of livelihood equipment destroyed. The financial loss to the state is pegged at 837 crores. The following table gives a district-wise breakup of the damage assessed in Tamilnadu.

Graph. 3. District-wise details of impact on population in Tamilnadu

SI No	District Affected	Number of Villages/Kuppams affected	Population affected	Houses/huts damaged	No. of Human Lives Lost	No. injured
1	Chennai	24	65322	17722	206	52
2	Kancheipuram	74	100000	9500	128	22
3	Tiruvallur	6	25600	5000	28	0
4	Cuddalore	51	99704	12000	606	214
5	Villupuram	33	78240	11112	47	73
6	Negapattinam	73	196184	36860	6023	1922
7	Tiruvarur	0	0	0	14	356
8	Thanjavur	23	24000	0	24	356
9	Kanniyakumari	33	187650	31175	817	329
10	Thoothukudi	23	13072	1084	3	
11	Tirunelveli	10	27948	630	4	0
12	Ramanathapuram	1	6815	6	6	0
13	Pudukottai	25	66350	1	15	0
	Total	376	890885	125090	7921	3324

Study area Scenario

Loss of life

In the 30 villages/ hamlets assessed for the evaluation study, the loss of life is estimated at about 4000 and the affected population is nearly 72639. The tsunami came at a time when in most of the fishing communities, the fishermen had returned from the sea and as customary, the womenfolk were auctioning the days catch. In more than 60% of the communities interviewed, the casualties were predominantly women and children.

In some of the villages interviews also revealed that, faced with the situation of rescuing either of their children, most of the villagers had chosen to save the male child. Although exact estimates are not available for the communities interviewed, in some cases casualty of female children was more than that of male children.

Loss of property

Nearly 54 crores worth of property (both dwelling units as well as household articles) were destroyed in the communities interviewed. About 7273 dwelling units were damaged partially or fully. In many of the communities poor fishermen lived in groups in a single dwelling unit. The actual number of families affected is therefore more than the number of houses damaged.

Damage to livelihood

About 48 crores worth of fishing equipment have been lost or damaged in the tsunami in the communities interviewed. The assessment includes boats (2084 catamarans, 1261 fiber boats, and 769 launchers) along with nets. Proper assessment of damage to other support infrastructure for packaging and transport of fish could not be done within the timeframe. Besides this, in Vettaikaraniruppu village of Nagapattinam district, damage to livelihood was in the form of damage to agriculture land and crops caused by the ingress of saline water. Crops of cashew nut, groundnut and palm were extensively destroyed. However, quantifiable assessment of value of the damage is not available.

Damage to community level infrastructure

The affected settlements were largely of low income strata which did not have capital intensive infrastructure. However the most critical damage was to sources of water supply. These became saline due to inundations of sea water. Most of the settlements did not have access roads or sanitation facilities prior to the tsunami. Some settlements like Melmanakudy (Kanchipuram district) became completely inaccessible as the bridge connecting it to the mainland broke down during the tsunami. Electricity supply was disconnected immediately after the tsunami.

3.2 Interventions in Rescue, Relief and Rehabilitation

3.2.1 National Scenario

The information related to the aid received by the tsunami victims was gathered from the United Nations OCHA website (<http://ocha.unog.ch>). The website presents the amount that was received from various donors through different appealing agencies and bilateral agreements. It has also been indicated that out of the 94 commitments only three have been reported as paid contributions.

The following information has been compiled from that presented in the said website:

Table. 2 International fund flows to India post-tsunami

Donor	Funds Received USD	Predominant Purpose
Canada	\$5,179,671	Humanitarian response and relief
United Kingdom	\$5,305,634	Restoration and recovery of livelihoods
Sweden	\$872,939	Healthcare and relief
ECHO (European Commission)	\$4,198,203	Humanitarian aid, counseling and restoration of livelihood
United States	\$5,579,875	Restoration of livelihoods, infrastructure and counselling

Private	\$52,700,074	Disaster response and relief
Others	\$6,344,696	Restoration of livelihoods, infrastructure, humanitarian assistance, relief and rehabilitation
Total	\$80,181,092	

Bilateral agreements took place between Canada, United Arab Emirates, Malaysia, Lao, Korea, Denmark, Hungary, Greece, United States and Switzerland. The Indian agencies that appealed for aid were EXNORA, Voluntary Health Association of India, Disaster Mitigation Institute and India Red Cross; whereas, some of the International agencies included CARE, World Vision, Save the children, OXFAM, Christian Aid, ACTIONAID, CONCERN, British Red Cross Society, Help the Aged and GOAL. The figures show that even though almost 95% of the funds were collected from international NGOs, 2% had been collected from the Indian NGOs.

Recipients of funding	Funds Received (USD)	%
Bilateral Agreements	\$1,960,824	2.45%
International NGOs	\$76,431,325	95.32%
Indian NGOs	\$1,788,943	2.23%
Total	\$80,181,092	

Government of India initiatives

At the national level, a number of steps were taken. The Ministry of Home Affairs was designated as the nodal agency for coordinating relief in the affected states and union territories. It formed a control room with a help line for the public. In addition, a National Crisis Management Committee was established under the chairmanship of the Cabinet Secretary. This Committee reviewed relief efforts by the Cabinet Committee of Ministers under the chairmanship of the Prime Minister together with secretaries of the relevant ministries/departments and chiefs of the armed forces. It drew up an emergency plan for relief efforts in the affected areas. A National Crisis Management Group was formed under the chairmanship of the Secretary, Border Management. Teams of representatives of various ministries led by a Joint Secretary, Ministry of Home Affairs, visited the affected states. Individual ministries also undertook ministry-specific efforts.

A sum of Rs.9,045.02 Crores has been estimated as the total expenditure that was required for the entire reconstruction process. The following figures, which have been evaluated by the Planning Commission, show the sector-wise expenditure break-up for each of the states that were affected by the tsunami.

Table 4. Estimates of total expenditure required post tsunami (in crores)

Sr. No.	UT/ State/ GoI	Housing	Fisheries & Livelihood(*)	Agriculture & Livelihood	Ports & Jetties	Roads & Bridges	Power & ICT	Water & Sewerage	Social Infra & Welfare	Envt & Coastal Protection	Tourism	Misc.	TA	Total
1	TamilNadu	2,178.00	577.02	32.88	74.70	954.20	28.51	50.58	180.77	8.00	5.52		120.00	4,210.17
2	Kerala	45.54	232.82	7.83	44.02	125.51	83.00	125.00	175.85	432.18	100.00	100.00	40.00	1,511.75
3	AP	7.80	27.66	-	-	42.00	-	55.65	1.00	4.00	-	-	5.00	143.11
4	Pondicherry	127.55	33.02	4.01	75.00	75.15	6.90	4.50	9.25	152.71	-	-	15.00	503.08
5	Andaman & Nicobar Islands	655.50	176.05	404.73	268.74	173.15	300.00	37.02	233.52	231.7	76.50	50.00	70.00	2,676.91
	Total	3,014.38	1,046.57	449.45	462.46	1,370.01	418.41	272.75	600.39	828.59	182.02	150.00	250.00	9,045.02

The following table shows the total amount of funds received from the World Bank, Asian Development Bank (ADB), the International Fund for Agricultural Development (IFAD) and the central government (Rajiv Gandhi Package) in relation to the total requirement of funds. For instance, it can be seen that the resources received for livelihoods is in surplus to what is required.

	TOTAL RQMNT (1)	World Bank (2)	ADB (3)	IFAD (4)	Rajiv Gandhi Package (5)	State Plan (6)	Resources already tied up (7=2+3+4+5+6)	Funding Gap (1-7)
Housing	3,014.38	1,681.04			752.30		2,433.34	581.04
Livelihoods [Fisheries & Agriculture]	1,496.02	257.98	292.58	131.40	824.82		1,506.78	(10.76)
Ports & Jetties	1,237.69		113.44				113.44	1,124.25
Roads & Bridges	1,370.01	48.18	108.62				156.80	1,213.21
Power & ICT	418.41						0.00	418.41
Water & Sewage	272.75	43.80	151.11				194.91	77.84
Social Infrastructure	600.39	53.44	64.82		29.89		148.15	452.24
	TOTAL RQMNT (1)	World Bank (2)	ADB (3)	IFAD (4)	Rajiv Gandhi Package (5)	State Plan (6)	Resources already tied up (7=2+3+4+5+6)	Funding Gap (1-7)
Environmental & Coastal Protection	828.59	119.57					119.57	709.02
Tourism	182.02						0.00	182.02
Social & Municipal Infrastructure			144.54				144.54	(144.54)
Misc	150.00						0.00	150.00
TA	300.00	110.82	22.78				133.60	166.40
TOTAL	9,870.26	2,314.83	897.89	131.40	1,607.01	278.00(#)	5,229.13	4,641.13

An amount equivalent of US\$115 million was allocated to the affected states and union territories from the National Calamity Contingency Fund (NCCF). Other funds have also been announced².

Table. 5. Allocations under NCCF for each of the affected states

State	Allocation in USD (million)
Tamilnadu	57
Kerala	23
Andhra Pradesh	27
Pondicherry	8
Total	115

² These include the Prime Minister's National Relief Fund (which announced an ex-gratia payment of Rs. 100,000 or US\$ 2.300 per fatality) and the Indira Awaas Yojana (IAY) for rural housing for FY 2004/2005.

In recognition to a transition from relief to reconstruction, the GOI is now focusing mainly on preparing a comprehensive framework for rehabilitation and recovery. At the national level, the Planning Commission has the central responsibility for the recovery and rehabilitation phases. State Governments are responsible for implementation of recovery programmes.

State and UT Governments: The respective Chief Ministers directed the officials of the Revenue Department under the Relief Commissioner to coordinate search, rescue, and relief efforts through the District Collectors with assistance from the police, fire and rescue services, medical and health services, and other associated departments. The state Relief Commissioners opened control rooms to disseminate information to the public and state government web sites relating to tsunami rescue and relief operations. Supported by the army, navy, air force and coast guard and senior civil servants deputed to affected areas, the district administrations identified and disposed off the dead, removed debris, rescued and moved people to safer locations, worked to prevent an outbreak of epidemics and restore basic services such as power and water. In addition, relief camps were opened. In Tamil Nadu 44,207 people were placed in 58 relief camps. In Kerala 24,978 people were placed in 29 relief camps. In Pondicherry 48 relief camps were opened. In Andhra Pradesh, 65 relief camps were opened. All the camps in the above states have since been closed and their inhabitants have returned home.

The State and UT Governments also made available financial assistance and relief material to families of the deceased and the injured and announced house repair subsidies. However, resettlement issues are still under active discussion, particularly in the context of the interpretation of the provisions of the Coastal Zone Regulation with regard to settlements along the coastal line.

NGO/civil society response: Community members, private individuals and non-governmental organizations (NGOs) responded to the needs of the affected states and UTs. NGOs operating in the sectors of health, psychosocial counseling, shelter, sanitation and water, education, livelihood and environment include agencies such as World Vision India, CARE (India), Catholic Relief Services (India), Project Concern International, Echo, Oxfam, Dhan Foundation, League for Education and Development, Tamil Nadu Voluntary Health Association, Jesuits in Social Action.

Private sector response: The affected areas have received corporate donations and relief material on an unprecedented scale. UNDP estimates that the corporate sector in India may have contributed more than US\$ 8 million in cash, food and medicine, emergency relief supplies and other humanitarian services. Indian companies, including established business houses, banks, insurance, medical and IT companies and public sector entities contributed over Rs. 400 million (US\$ 9.2 million) to the Prime Minister's National Relief Fund and also provided donations to established relief NGOs like Oxfam, CARE and the Dhan Foundation. In addition to corporate calls for employee donations, there were also calls for corporate donations from the chambers of commerce and industry. Fundraising efforts by sports and media persons have also taken place.

3.2.2 Tamilnadu Scenario

Commitment of funds

The following is the detail of fund flows from the Government of Tamilnadu aggregated from their website.

Graph. 4. Detail of fund flows from the Government of Tamilnadu

Amount sanctioned and disbursed in USD (million)		
Sector	Amount sanctioned	Amount disbursed till date
Ex-gratia for kin of deceased	15.3	15.1
Other relief measures	57.1	DNA
Resettlement of vulnerable groups	0.3	DNA
Infrastructure reconstruction	175.8	DNA
Fishing sector	102.7	50.2
Permanent housing	14.8	DNA
Temporary Shelter	9.1	3
Total	375.2	68.3

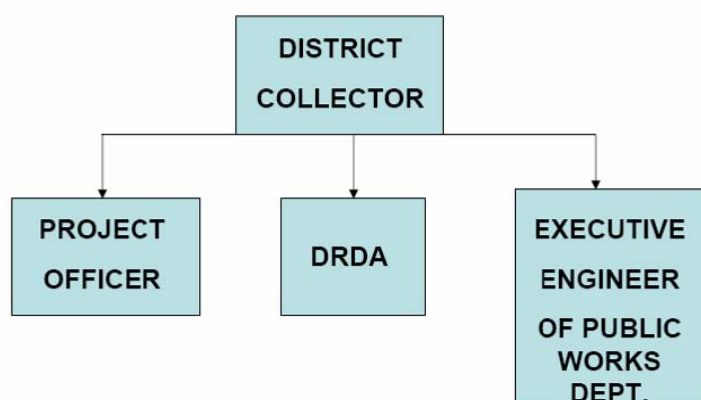
DNA: Data not available

Policy and Institutional framework by Government of Tamilnadu

The government of India took immediate action to disburse rescue and relief measures to the affected communities. In high alert areas like Nagapattinam, the government was quick to deploy military forces for rescue operations.

A high power committee was setup to steer operations and channel local and international funds. The Government Agencies included Ministry of Home Affairs, Special Commissioners & Govt. of affected states, Commissioner of Chennai, Commissioner of Revenue Administration, Chennai-5, District Collectors of 13 Districts : – Chennai, Cuddalore, Kancheepuram, Kanniyakumari, Nagapattinam, Pudukottai, Ramanathapuram, Thiruvarur, Thanjavur, Thirvallur, Thoothukudl, Tiruneivell, Villupuram,

The district collector was given the ultimate powers to channel funds and relief material through village panchayats. The hierarchy of officials involved at the collectorate is as shown in the figure below.



The government in order to ensure certain standards and comprehensiveness in the allocation of relief and the reconstruction efforts set up a coordination policy for NGOs. The following were some of the norms to be followed.

- NGOs and corporate organizations needed to send their respective participation plans to the respective district collectors

- Govt. examined relevant criteria and procedure to be followed for inviting such public-private partnership efforts on a large scale
- Need to select a particular habitat with the aim of providing permanent housing, livelihood, rehabilitation, community infrastructure such as roads, water supply, schools, health facilities, noon meal center etc for the entire habitation chosen
- Each NGO/corporate was free to choose any habitation as long as they cover a minimum of 50 families
- The Collector would verify the final proposal and accept/reject the same. The decision of Collector was final.
- Once such a proposal was identified and accepted by the collector, the proposal would be given to the concerned village Panchayat for passing a resolution and accepting the same
- The District Committee may also nominate a third party agency for quality audit
- A model Memorandum of Understanding, type design of the houses, and eligibility guidelines for the agencies would be finalized separately by the Special Commissioner and Commissioner for Revenue Administration immediately
- The participating agency would enter into an MoU with the Collector of the respective district before commencing the project
- Any project proposal to be eligible for consideration under this scheme had to be above Rs.75lakhs (\$175,000) for 50 families had to cover the various components of the project as indicated.
- There could be a local variation in cost and the Collector was empowered to accept proposals with smaller valuation if the broad principles mentioned above were followed

Other coordination efforts

UNDP initiative of coordinating NGOs

The Tamilnadu Tsunami Resource Centre (TNTRC), Chennai, is a state level resource centre for post tsunami recovery planning and effective coordination. The mandate of TNTRC is to put in place appropriate coordination mechanisms among all stakeholders, exchange of knowledge and information sharing to support recovery and reconstruction strategy at the state level. It is a joint initiative of the United Nations Recovery Team and NGOs. Its aim was to complement Government of Tamilnadu (GoTN) efforts and support recovery planning in Tamilnadu.

The TNTRC is steered by an Advisory Board representing United Nations Development Programme (UNDP) and five of the major contributing organizations/donors, one representative each from the GoTN, the civil society and the private sector. The advisory board is chaired by UNDP; other partners include NGOs like Oxfam, Save the Children, World Vision, Catholic Relief Services and Caritas India.

Initiative by SIFFS

Tsunami Rehabilitation Information Network, TRINet, was set up as a response to the broad information requirements in the state of Tamilnadu for tsunami rehabilitation and reconstruction phases to help in sharing information between different groups working on various aspects in the different districts of the state.

TRINet was initiated by SIFFS (South Indian Federation of Fishermen Societies), ICSF (International Collective in Support of Fish workers), and the Bhoomika Trust in March 2005. TRINet's office is located in Chennai, the capital city of the State of Tamilnadu.

Currently the members of TRINet include the NGO Coordination and Resource Centre in Nagapattinam, Auroville Tsunami Rehabilitation Knowledge Centre and the Kanyakumari Rehabilitation Resource Centre, Nagercoil.

3.2.3 Study area Scenario

Type/classification of different agencies that contributed to rescue, relief and rehabilitation measures

Various government agencies as well as civil society agencies responded to the call for help. Flash appeal also generated large amounts of international funding. The people also contributed large sums of money. This was channeled to the affected people in the rescue, relief and rehabilitation phases through government agencies, local NGOs (national and local), international NGOs, Self help groups, Corporate and individuals who contributed in different measures in the post tsunami situation.

Rescue & Relief

In the initial phases people were rescued and temporarily given shelter in nearby schools and temples. This phase lasted for about a week to a fortnight. 80% of the help at this stage was given by the panchayat heads and individuals, where the former helped in transporting people to safe locations while the later helped in rescue operations, as well as providing of shelter and food packets. The help extended by individuals has been widely acknowledged although there is insufficient documentation of the same.

While temporary shelters had to be constructed, the government provided for land and NGOs constructed the structures. Bitumen sheet structures were the most common. However as these are unsuitable in tropical weather; some local NGOs stepped forward to fund for thatch to cover the roof tops of the shelters. Electricity was often paid for by the village administration.



The NGOs also constructed sanitation facilities for men and women. However issues of gender sensitivity in their design are often deliberated about. 95% of the temporary settlements had water tanks provided by UNICEF. In the provision of temporary shelters, people were largely satisfied with the quality of work of international NGO's like world vision.

Other relief measures like cash doles, subsistence material etc was largely taken care of by the government³. Sustenance allowance of Rs.1000/- and 30 kg of rice, provisions, kerosene etc., valued at (Rs.526/- per monthx3 months) for each affected family was given in the 30 villages interviewed. Initial cash doles of Rs.4000/- to those who lost their huts were also given. An ex-gratia payment of Rs.1 lakh per dead person from Chief Minister's Public Relief Fund and Rs.1 lakh from the PM relief fund was also given. There has largely been equity in distribution of the above. However in the distribution of sustenance allowance, eligibility was on the basis of 'Thalakattu count' (number of head of families). Therefore in 85% of the

³ For details of GOs by Government of Tamilnadu and other compensation refer annexure

villages widows were not given an equal share of relief material provided both by the government and by other NGOs. NGOs often contributed in the form of necessities such as soaps, fans, cupboards etc.

It was extremely difficult to assess the aid provided by the NGOs. Assistance by NGOs was extremely heterogeneous in space, time, quantity and quality. Some villages got a lot of aid, whereas others did not. Some NGOs were constant in their engagement, others were not. Large quantities of clothing, or food or material flooded some villages to the extent that the aid was useless for the populations. Finally, some NGOs were very aware of the quality of the services they delivered, whereas others were not.

Rehabilitation measures

The affected families were to obtain houses by registration of families at the district collectorate. Reconstruction measures were coordinated and done through the joint efforts of the government and NGOs. Here the government would provide land and the NGOs, labor and materials for the construction of houses. In none of the villages assessed, did the victims come forward to participate in the reconstruction activity as they were unskilled for the work. As already stated often the number of families affected far exceeded the actual number of dwelling units damaged. This is because many poor families lived in groups in one dwelling unit prior to the tsunami. Therefore some rehabilitation measures see this as an opportunity to provide each family with a house at the time of reconstruction.

However, in many villages the concept of Tsunami marriages is prevalent. Within the affected communities there has been a sudden increase in the number of marriages (sometimes without consideration of the law against marriage of minors). This was done to procure more houses at the time of reconstruction as the married couple would be counted as a separate family.

These houses were constructed along with individual sanitation units often with community consultations as per the minimum standards set by the revenue administration, disaster management and mitigation department.

Priority infrastructure such as access roads, bridges and construction of barracks have been taken up by the government. Other physical and social infrastructure pertaining to each hamlet or village will be taken up by NGOs eventually.

Livelihood restoration

About 90% of the communities interviewed were predominantly involved in the fishing business. This includes fishing, fish hawking, packaging, processing, storage and transportation of fish. Of these, those involved in fishing are the most organized of all sectors. Therefore this sector has been able to quickly obtain help in the form of replacement of boats and nets, storage boxes etc.

Micro-enterprises and daily wage laborers dependent on fishing suffered a major setback, but in the absence of organized networking they were not suitably compensated. Also the former provides the means to show a tangible product at the end of compensation unlike the latter for the agency involved in livelihood restoration.

Most of the villages have received more boats than those lost (largely, catamarans have been replaced by fiber boats without consideration of ecological hazards). Since a large number of local and international NGOs came forward to replace boats and nets most of the communities did not avail of the help extended by the government (part subsidy and part loan) (refer annexure for details)

Community level organizational framework

In each settlement about 4 to 6 interviews were conducted. Often these were not of households but of groups of people. Wherever possible local heads, heads of SHGs and other important people in the communities were interviewed. Of the 30 villages we interviewed, only 1 village (Vettaikaraniruppu in Nagapattinam district) had agriculture as

their predominant livelihood activity. The fishing communities are more or less homogeneous and include many different sub-castes (Meenavar – Chettiar, Meenavar – Nadar, Meenavar – pattinathar and Meenavar – Vanniar are found in the Coramandel coast/ east coast while Meenavar – Roman Catholic Christians are found in the southern coast of the Kanyakumari district).

Along the Coramandel coast in the fishing community, the divide in the spatial grouping is between fishermen and fishing labourers who are primarily schedule caste (Parayars). While the fishermen live near the sea, the fishing labourers live inland. In all these communities the ‘kuppam thalaivar’ (Leader of the hamlet) is the deciding authority and often represents the community in the panchayat/ village level administrative forums. It is through them that relief has been distributed in the villages. In the villages of the Coramandel coast, both the male and female members of the family are dependent on fishing for their sustenance. While the male member goes out into the sea for fishing, the female members auction the fish early in the morning or goes out to nearby market places to sell them. In some villages it was observed that the female casualty is excessively high as the women were auctioning fish at the time of disaster.



In Kanyakumari district, where the affected communities are Roman Catholic Christians, each settlement is administered over by a Parish priest. Small groups of 40 families form an ‘Anbiyam’ (colloquially used to describe a group). These Anbiyams are represented at the church by an Anbiyam leader. All relief material is disbursed by the Parish priest to the Anbiyam head who in-turn distributes them to the people.

Stages and actors

	1 month	6 months	till date
Actors	Emergency	Relief	Rehabilitation
Government	Rescue operations	sustenance ration	Land for permanent shelters
	Cash doles	land for temporary shelters	loans for fishing equipement
	food packets		construction of physical infrastructure
Local NGOs	Rescue operations	Temporary shelter	Vocational training programmes
		food packets	Education assistance
		household goods	construction of permanent houses
		psycho-social care	Donation of fishing equipement
		medicines	
International NGOs		Temporary shelter	Vocational training programmes
		household goods	Education assistance
		psycho-social care	construction of permanent houses
		medicines	Donation of fishing equipement
Self help groups		food packets	Loans for livelihood restoration
Corporate			construction of permanent houses
			Donation of fishing equipement
Individuals	Rescue operations	household goods	Vocational training programmes
	food packets	psycho-social care	Education assistance
		medicines	

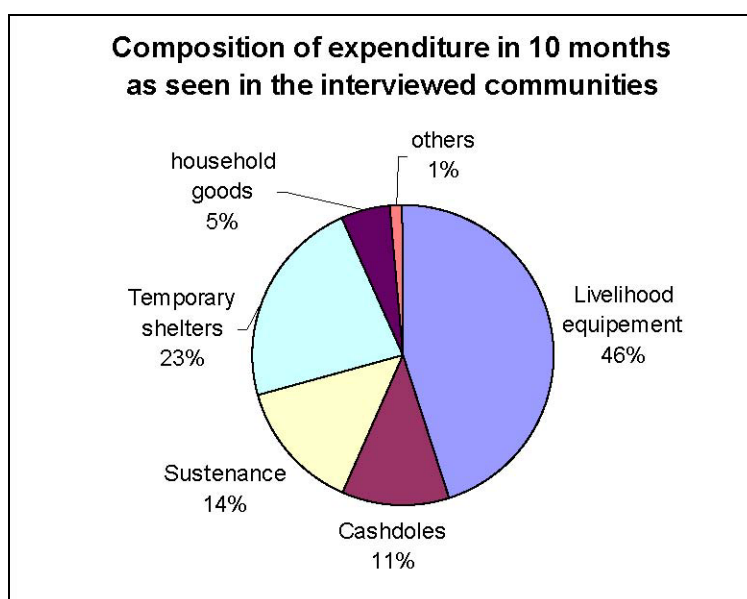
3.3 Insights gained from local responses

The affected population returned from temporary shelters in schools, temples and other places within 2 weeks of the event. Thereafter they were given relief in various forms. Numerous agencies came forward to participate in the relief works. Although initial efforts were uncoordinated, coordination efforts of the government of Tamilnadu and the UNDP initiative helped in the disbursement of systematic relief. At the outset one could say that most of the affected people have received help in one form or the other.

Relief received till date

From the interviews it was seen that of the total money spent in the first 10 months, about 46% came as livelihood equipment, provided mostly by international and national NGOs. About 10% came in form of cash doles⁴ mostly provided by government agencies.

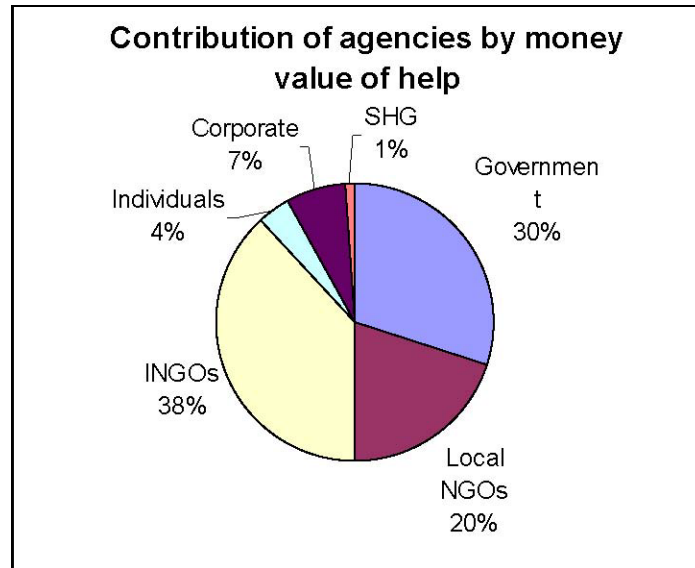
Graph. 5. Sector wise allocation of total value of relief received till date



The total value of help received was estimated at 56 crores in the communities interviewed. Of this 38% was contributed by international NGOs like World Vision, CARITAS etc. They provided fishing equipments and construction of temporary shelters. The local NGOs contributed about 20% of the total amount spent. The nature of help extended include education, psycho-social care, training in alternate sources of employment, provision of temporary shelters and other household goods. Although the work of individuals was largely appreciated the value of help in money terms wasn't as much because it did not help with immediate requirements and in the rescue stage.

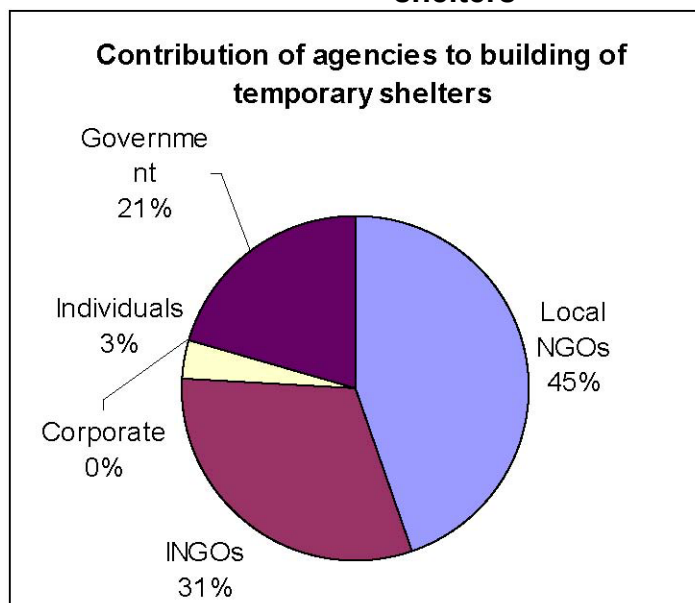
⁴ This refers to Rs. 4000/- cash doles disbursed to all affected families immediately after the tsunami. It does not include the ex-gratia amount of Rs. 2, 00, 000/- sanctioned by the state and central government

Graph. 6. Agency wise contribution of relief



In the construction of temporary shelters percentage contribution of different agencies is as shown in the graph 7. Major share of the reconstruction was made on government land by local and international NGOs. About 16,000 families were affected in the study area alone. Often temporary shelters required were more in number than the affected households. Bitumen sheet structures were used along the coastal area of the state of Tamilnadu. In some communities thatch was also used. In Chemincherry kuppam of Kanchipuram district rows of temporary shelters were lying vacant as the location was unsuitable for the fishing community for whom proximity to the sea is an important criterion for settlement.

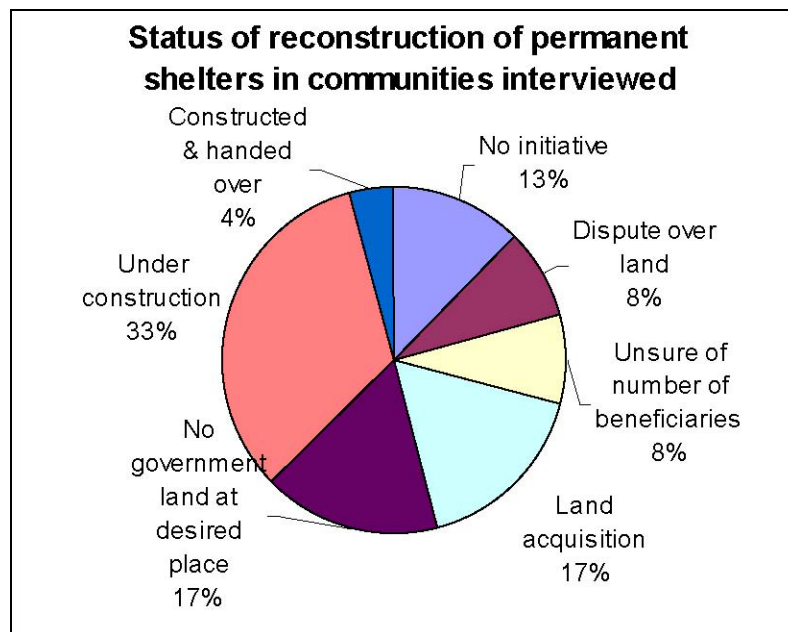
Graph. 7. Contribution of agencies to construction of temporary shelters



Rehabilitation and livelihood restoration till date

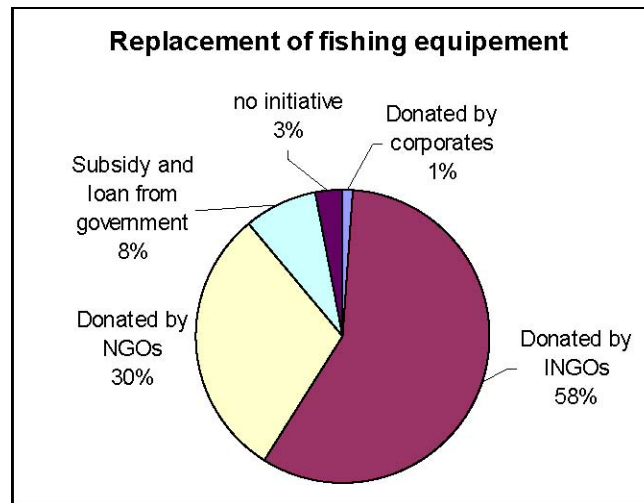
In the reconstruction of permanent shelters, the local or international NGOs entered into an agreement with the government, where the government provided for the land and the NGO constructed the houses. Often the community was asked to pay a percentage share of the cost. Of the 12 villages where work was in progress 65% of the shelters were being constructed by international NGOs and 35% by local NGOs. Only in 2 villages were module houses built without community consultations. In the others sample houses were built and alternative prototypes were discussed with the community. In about 4 villages, land acquisition was in progress and the communities had been shown drawings of the housing models along with plans of other community infrastructure.

Graph. 8. Stage of reconstruction of dwelling units



30% of the communities had received boats in excess of what was actually lost. In many cases catamarans had been replaced by fiber boats. Boats owners had their boats replaced and those working as fishing laborers had been given 1 boat for every 5 laborers. The relief and livelihood restoration process was not very homogeneous across the study area. In the highly affected areas of Nagapattinam district one would often encounter communities which have been flooded with relief and white goods for their homes, while in other hamlets there are cases where the prime needs of certain vulnerable groups have been totally disregarded. In most cases where lost and damaged boats had been documented, the government provided aid in the form of subsidy and loans. But only 8% of the communities interviewed had taken advantage of this provision as the rest awaited or had received the free goods distributed by NGOs

Graph. 9. Percentage contribution of agencies in provision of fishing equipment



Focus was largely on the restoration of livelihoods of the fishermen. The other affected sectors included farmers whose land had been rendered saline by the inundations, daily wage laborers of fishing and fishing related activities like processing, packaging and transporting of fish and other micro-entrepreneurs. The fishing community being more organized had been able to siphon the larger share of funds allocated for livelihood restoration

Total value of self help generated (cash, goods, labour)

The communities interviewed participated initially in the rescue operations after the panic stage had subsided. In many hamlets external help came only 2 to 4 days after the event. Besides this, the research team did not come across any instances of self help generation either in cash or kind in the communities interviewed.

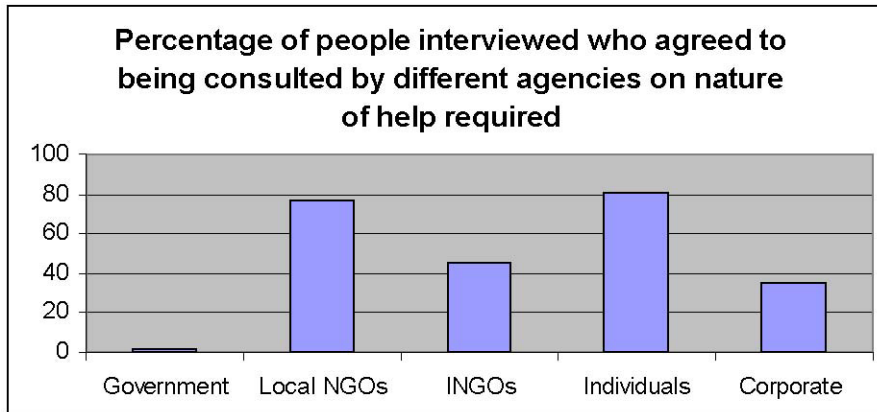
The distribution of relief material in most cases was done by the administrative heads through the leaders of the hamlet. There are no examples of participation of the affected communities either in distribution of relief or construction of temporary shelters.

In 4 villages the NGOs who contributed to reconstruction of permanent shelters asked for community contribution in the form of labour for construction work. But this did not work out as the fishermen community was unskilled for the job.

Community consultations and satisfaction levels in relief and rehabilitation

There was a tradeoff between speed and public participation, which severely affected the effectiveness of response. Public opinion has changed during the different phases and transparency and up-to-date information supply are essential in these situations. It is essential that the community participates at every stage of relief and rehabilitation to ensure effectiveness of the action. Often context and culture specific points are missed out where community is not consulted.

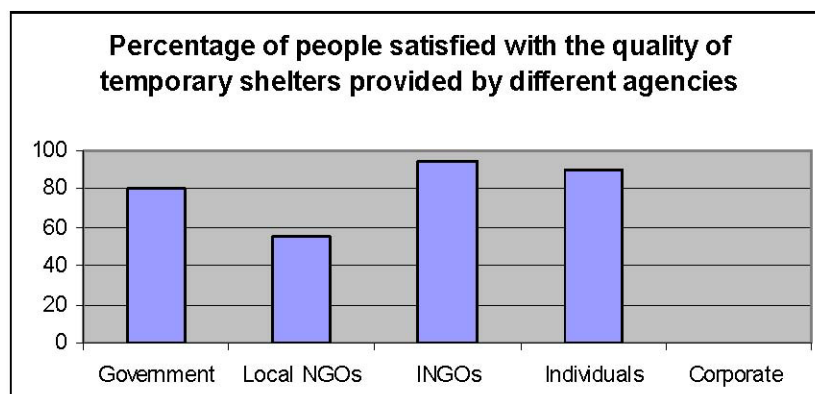
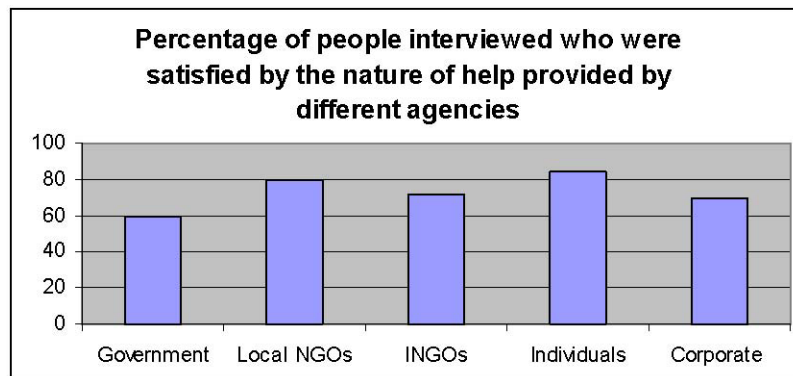
Graph. 10. Levels of community consultation



From the graph it is seen that the local NGOs and individuals were able to have a continuous interface with people and consulted them more often on the nature of help required. Often the help extended by these two agencies was perceived as most effective and useful.

The levels of satisfaction with the contribution of different agencies, in the overall disbursement of relief and in the construction of temporary shelters, are directly correlated to the extent of involvement of the community. It is seen from the graphs that the satisfaction levels in the help from local NGOs and individuals is the greatest in the overall distribution of relief. However international NGOs score over these two in the construction of temporary shelters as the quality of work of the later far exceeds that of the former.

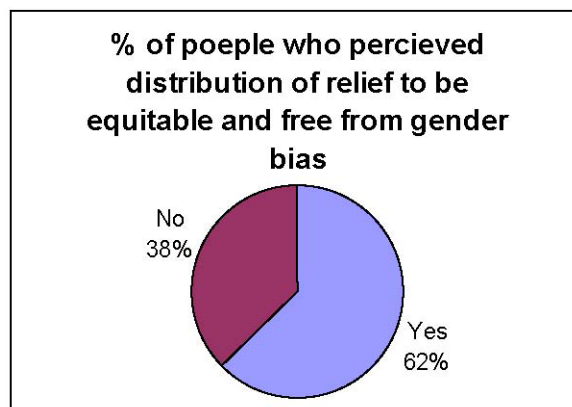
Graph. 11. Level of satisfaction



Equity of distribution & Gender bias

People largely perceived distribution of relief to be equitable and free from gender bias. However in some communities it was observed that widows and single women did not receive equal aid.

Graph. 12. Status of equity and gender bias



CHAPTER. 4 Analyzing effectiveness of responses in the post tsunami situation

4.1 Comparing volume of fund flows from different agencies

Details of fund flows from various sources have been discussed in the previous chapter. These, however, are not found from single data sources and therefore extremely complex to correlate with each other. Chances of multiple counting of funds from a particular source are also high. Quite often funds sanctioned or budgeted for tsunami work may be available at multiple sources but the scope of this work does not allow us to make verifications at the grassroots level. While qualitative information may be generated from field surveys, quantifying sources of funds is an extremely difficult task in the absence of a comprehensive and continually updated database.

Comparison of fund flows (USD Million)	
International funds	80.18
World Bank	528
ADB	204.9
IFAD	30
GOI	545.3*
Locally generated	Data Not Available

** Funds received under NCCF, Rajiv Gandhi package & state plan*

The above table is a consolidation of fund flows from different sources. However, the information is inadequate to arrive at a conclusion on the percentage share of contribution from different sources in the absence of reliable data on funds generated from local sources (individuals, local NGOs, etc)

4.2 Characterizing responses from different agencies

This part of the chapter analyses field experiences based on certain characteristics of responses. Under each heading, an attempt was made to analyze the nature of response in the rescue, relief and rehabilitation stage.

4.2.1 Timeliness

Immediately after the event it was the work of individuals that was most appreciated in the rescue operations. Small groups of individuals, not necessarily belonging to any organization, found their way to the affected areas and helped in transporting people to nearby places of safety such as schools, marriage halls and temples. In Nagapattinam district alone there is information of help from military sources. Volunteer groups like RSS and some religious groups worked in parts of Cuddalore and Nagapattinam. In some places external help in rescue operations came in as late as 4 days afterwards.

In the relief and temporary rehabilitation phase, it was the work of local NGOs that was most appreciated. International NGOs came in at a later stage and were more involved in livelihood restoration and reconstruction.

4.2.2 Adequacy of help

Both the local NGOs and individuals were not able to coordinate relief efforts and most of the time they did not meet the needs of a particular settlement. Sometimes there was duplication of relief contributions. In this case, in the absence of a proactive local or village administration, there were multiple instances of misappropriation of relief material. The attitude was that instead of inequitable distribution of relief material, they may not be distributed at all. The international NGOs on the other hand, although late in their interventions were able to ensure adequacy in their contributions. However, there are numerous instances of excesses. In the relief phase, often communities were flooded with medicines and other goods which were of no use to them. For example, as discussed earlier, in the livelihood restoration stage, often the numbers of boats lost or damaged were replaced in excess. In some villages when the NGOs failed to recognize priority needs of people, they have provided for extravagant white goods such as TV, table fans, wet grinders etc.

4.2.3 Equity

On a macro level of the entire study area, interventions were not very homogenous. For example some communities in Kanyakumari (predominantly Christian community) were adopted by international agencies. Often extravagant expenditures were done in these places (beautifying the church, multiple housing units for families, distribution of white goods etc.), while in some other communities like those in Kanchipuram district, relief work was minimal and barely met the subsistence needs of people. However, the affected communities being more or less homogenous in nature, no inequity is seen in distribution of relief within a community. Government interventions were the most equitable.

4.2.4 Sensitivity to vulnerable groups

As previously explained, the affected communities registered themselves at the district administration centers. Most of the relief material was routed through the collectorate, to the panchayat and then to the 'Kuppam Thalaivar' (local head). From here it was distributed in most communities along the Coramandel coast on the count of 'Thalakattu' (head of families). Therefore widows and old people were sometimes left out. Sometimes the community head gave them half of what would be given to a normal family.

There were no special provisions for schedule castes and schedule tribes (Irula tribes, parayars etc). These people who are predominantly laborers did not receive any compensation as they had not been directly affected by the tsunami, but were dependent on the fishermen for their survival.

4.2.5 Gender sensitivity

The post tsunami situation saw generous contributions from across the world. However, most of the funding was intended for short term relief work to be utilized within 6 months to a year. Therefore the focus of agencies was speed of delivery. It was impossible to ensure gender sensitive approaches in relief, rehabilitation and livelihood restoration. Isolated attempts are seen by some local NGOs at setting up of petty shops for widows.

Design deficiencies in temporary shelters and sanitation, making usage unsuitable for women have been discussed in detail by many women's groups. In sanitation, the women felt that their privacy was not considered. Water was also not adequately provided in most of the temporary shelters leading to a very unhygienic environment around many temporary shelters. These issues were also evident in the presentation of freelance writer Chaman Raj. Her presentation outlined with relevant examples, how a theoretically sound project, with its basic reference to the Minimum Standards set by the sphere project, met the target in terms of quantity but defeated its purpose by keeping the women isolated in terms of planning, site selection, and monitoring the construction of bathrooms, toilets and platform for washing clothes. A Gender blind approach made these facilities difficult to use.

4.2.6 Appropriateness to socio-cultural context

In the emergency phase many INGOs donated clothes and medicines. These were of no use as the clothes were inappropriate to the cultural context. Moreover, in many cases the communities were offended by the distribution of old, used clothes. The distribution of sub-standard food grains and cereals by the government was condemned in some places. Although the fishing communities earn on a day to day basis, they are usually very extravagant and therefore are accustomed to comfortable lifestyles.

Disaster like Tsunami displaces large number of families. They are forced to live in shared temporary shelters, where the risk of exposure to diseases and infections like TSD & HIV is high. In this context the presentation by John Pakiraj (UN Volunteer; Kanchipuram and Villupuram district) as a part of the workshop organized by Environmental Planning Collaborative and OXFAM in Chennai prior to the site study, discussed the importance of addressing the issue of Addiction and more importantly the problem of HIV infection. Addiction is a reality in the coastal area of Chennai as injecting equipments are shared. HIV infection among injecting drug users in Tamilnadu is 62.81% (Sentinel Surveillance TANSACS, 2003). Used syringes and needles are found in the temporary shelters in Chennai

and the preliminary discussion with Youth and Women groups revealed the use of drugs and the practice of unsafe sex in the temporary shelters.

In the building of temporary shelters almost all the agencies; government, local NGOs & INGOs used bitumen sheets. These posed two major problems; they were unsuitable in the local weather conditions and in many of the affected communities people had to use tarpaulin sheets over them to protect themselves from the heavy monsoon and in other places thatch was used over the roofing as bitumen sheets increased internal temperatures. These extra materials were provided by NGOs or bought. Because bitumen is highly inflammable, rows of temporary shelters were burnt down in internal riots or accidents.

In the construction of permanent shelters often adequate land in safe proximity of the sea, on which livelihoods of the communities depended, were not available and compromise had to be made. However, in the design of permanent residences both national and international NGOs largely ensured the approval of the beneficiaries.



4.2.7 Sustainability of livelihood interventions

Predominantly, livelihood interventions included donating of FRP boats and nets. As elaborated earlier in this report, the number of boats donated was sometimes 1.5 to 2 times in excess of the number of boats damaged or lost. This is environmentally unsuitable. Numerous reports have brought out figures indicating depletion of fish stock in the Indian waters because of over fishing. FRP boats, unlike the traditional catamarans encourage deep sea fishing which further aggravates the problem. Field experiences also revealed that many fishermen were caught fishing in the waters of neighboring countries.

A fisherman needs at least 6 types of nets to ensure fishing in all seasons. Most of them had been replaced with only 1 or two types of net. This was a problem for most fishermen who had not been able to go out to the sea for more than 6 months after the tsunami.

Interviews also revealed that post tsunami fish catch reduced drastically; something which scientists attributed to shifting and alteration of floor plates below the sea. No attention was given to propagating sustainable fishing practices. Moreover attempts to diversify

occupations were inadequate and isolated. These included vocational training in things such as tailoring and handcraft items; which are of no real use as there is no follow up to establish an interface with the market or take the process forward. These points were also deliberated upon in detail by Mr.Venkatesh Salagrama (SIFFS) in the workshop conducted by Environmental Planning Collaborative and OXFAM in Chennai prior to the site study.



4.2.8 Issues of quality and ethics

In the last few months several media clips indicated misappropriation of funds meant for the tsunami by politicians, government officials, religious heads, local leaders and many others. At the onset it is evident that the total flow of funds generated mainly by flash appeal had been high and many sources of funding did not have adequate accounting systems.

Site inspection also revealed that materials used for construction of temporary shelters were substandard in many places. Often local and religious heads apportioned part of the relief material to themselves. Despite this, there was adequate disbursement of relief. This clearly represents a case of excess.

The Self Help Groups were not taken through a definite work pattern. Often the goal and ideology of a self help group was not conveyed properly. There were instances where women's self help groups distributed the seed capital amongst themselves and dissolved the group.

4.2.9 Comprehensiveness of approach

At each stage of the post tsunami aid process, it is seen that the agencies did not consider comprehensive long term strategies. Their help focused more on immediate requirements and short term needs. No impact assessment was made for the actions taken. The government

took over the construction of barracks and other physical infrastructure to reduce vulnerability to disasters. However it is unable to monitor specific needs of the people. It is quite clear that while local NGOs are better respondents to short term requirements of people, it is the international NGOs which possess both the skills and funding sources for long term measures. The role of one may not be disregarded for the other. It is important for decision makers to understand and acknowledge this dichotomy of roles and allot responsibilities accordingly.

4.2.10 Attitude to long term mitigative measures

The study area is vulnerable to multiple disasters. Many communities interviewed had cyclone warning and shelter systems. Post tsunami guidelines have been drawn by the government of Tamilnadu to ensure vulnerability reduction. Guidelines for rehabilitation and reconstruction of temporary shelter have been established by the department of revenue administration and disaster management and mitigation. The Coastal Regulation Zone guidelines have also been revised. Unfortunately enforcing systems have not been strengthened and awareness levels are low. In view of this, Professor SP Sekhar's presentation in the workshop conducted by Environmental Planning Collaborative and OXFAM in Chennai prior to the site study, discussed the impact of Tsunami on Cuddalore from the planning perspective. He observed that the existing town and municipal planning system did not reflect the risk perception. That is because the planning process had been a top down approach and hence fails to be helpful in preventing disasters. He suggested that the planning should start from the local level with the active involvement of local institutions and panchayat members and with the technical support from state town planning authorities. It is essential that a coordinated effort by government, local NGOs and international NGOs where each has a clearly defined role be in place to ensure success of mitigative measures. Besides community awareness and participation is of utmost importance.

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CHAPTER. 6 Annexure

6.1 Master Chart for selection of communities

The highlighted communities may be selected for community consultations

Village name	District	Community	NGO worked	Area of work
Jonaskuppam	Chennai	Fishing, Minority	DHAN	Livelihood
Kovallamkuppam	Chennai	Fishing, Minority	DHAN	
Thiruvanmayur Kuppam	Chennai	Fishermen	DRO, Chennai District	
Chellan kuppam	Cuddalore	-	ODTF	Resettlement
Cuddalore municipality	Cuddalore	Sonankuppam (Chettiars)		
Cuddalore municipality	Cuddalore	Singarathopu		
MGR thettai	Cuddalore		Action Aid	
Kalignar Nagar	Cuddalore	Irula tribes	SRED	Relief
MGR Nagar	Cuddalore	Irula tribes	SRED	Relief
Pudu Nagar	Cuddalore	Irula tribes	SRED	Relief
North Pichavaram	Cuddalore	Irula tribes	SRED	Relief
Sethu Kollai	Cuddalore	Irula tribes	SRED	Relief
South Pichavaram	Cuddalore	Irula tribes	SRED	Relief
Yenikaran thottam	Cuddalore	Irula tribes	SRED	Relief
Ambedkar Nagar	Cuddalore	Dalits	DHAN	
Pudukuppam	Cuddalore		Mata Amritanandamayi Mutt	
Kottaikadu	kanchipuram	Dalits	SRED	Relief
Rajanagar	kanchipuram	Dalits	SRED	Relief
Ambedkar Nagar	kanchipuram		SRED	Relief
Pallavan Nagar	kanchipuram		SRED	Relief
Indira Nagar	kanchipuram		SRED	Relief
Ilayanarkuppam	kanchipuram		SRED	Relief
Paniyur Periyakuppam	kanchipuram		SRED	Relief
Meyyurkuppam	kanchipuram		SRED	Relief
Meyyur Poigaikarai Colony	kanchipuram		SRED	Relief
Kottaikadu	kanchipuram		SRED	Relief

Kadapakkam	kanchipuram		SRED	Relief
Alamarakuppam	kanchipuram		SRED	Relief
Kolathur	kanchipuram	Dalits	SRED	Relief
Kanyakumari	Kanyakumari		Salvation Army	Relief, Livelihoods
Kanyakumari	Kanyakumari		Stella Mary's	Relief,PSV, Children
Kanyakumari	Kanyakumari		KSSS	Relief
Kanyakumari	Kanyakumari		Discipleship Centre	Relief, Livelihoods
Kanyakumari	Kanyakumari		PILLAR Hos.	Health
Kanyakumari	Kanyakumari		RUCODE India	Relief, PSV
Kanyakumari	Kanyakumari		OASIS	Relief, PSV
Kanyakumari	Kanyakumari		CSR	PSV
Kanyakumari	Kanyakumari		IDES	Children, Livelihoods
Kanyakumari	Kanyakumari		TRC	Livelihoods
Kanyakumari	Kanyakumari		SHANTHIDAN	Relief
Kanyakumari	Kanyakumari		VHAK	Relief, PSV
Kurumpanai	Kanyakumari		NIMHANS – CARE India	PSV
Arockiapuram	Kanyakumari	Salt making, daily wage labourers	SRED	Relief
Leepuram	Kanyakumari	Salt making, daily wage labourers	SRED	Relief
Thalaghu	Kanyakumari	Salt making, daily wage labourers	SRED	Relief
Putheri	Kanyakumari	Salt making, daily wage laborers	SRED	Relief
Peruvillai	Kanyakumari	Salt making, daily wage laborers	SRED	Relief
Sambasivapuram	Kanyakumari		Mata Amritanandamayi Mutt	

AZHILKKAL	Kanyakumari		Kemin Industries	
Paravaipet	Karaikal	Dalits	SRED	
T.R. Pattinam	Karaikal	Dalits	SRED	
Keelvanjurpet	Karaikal		SRED	
Keelacasagudi	Karaikal		SRED	
Poovam	Karaikal		SRED	
Nambiar nagar	Nagapattinam		IAHV	women Livelihoods
Akkaraipettai	Nagapattinam		IAHV	women Livelihoods
North Poigainallur	Nagapattinam		IAHV	women Livelihoods
Prathabaramapuram	Nagapattinam		Sarvodaya Rahat Abhiyan (Yusuf Meherally Centre)	Livelihoods
Kameswaram	Nagapattinam		SRA (Yusuf Meherally Centre)	Livelihoods
Vizhundhamavadi	Nagapattinam		SRA (Yusuf Meherally Centre)	Livelihoods
Vettaikaraniruppu	Nagapattinam		SRA (Yusuf Meherally Centre)	Livelihoods
Pudupalli	Nagapattinam		SRA (Yusuf Meherally Centre)	Livelihoods
Karuvelankadai	Nagapattinam		SRA (Yusuf Meherally Centre)	Livelihoods
Karuvelankadai	Nagapattinam	Damage to agri land		
Pappakoil	Nagapattinam	Damage to agri land		
Nagoor	Nagapattinam	Damage to agri land		
North Palpannacheri	Nagapattinam	Damage to agri land		
South Palpannacheri	Nagapattinam	Damage to agri land		
Nagapattinam	Nagapattinam	Damage to agri land		
North Poigainallur	Nagapattinam	Damage to agri land		
South Poigainallur	Nagapattinam	Damage to agri land		
Prathabharamapuram	Nagapattinam	Damage to agri land		
Velanganni	Nagapattinam	Damage to agri land		

Vilunthamavadi	Nagapattinam	Damage to agri land		
Tirupoondi East	Nagapattinam	Damage to agri land		
Vettaikaraniruppu	Nagapattinam	Damage to agri land		
Kovilpathu	Nagapattinam	Damage to agri land		
Vellapallam	Nagapattinam	Damage to agri land		
Naluedapathy	Nagapattinam	Damage to agri land		
Tiruvengadu	Nagapattinam			
Keelaiyur	Nagapattinam			
Melaiyur	Nagapattinam			
Vanagiri	Nagapattinam			
Tirumullaivassal	Nagapattinam		SRED	Relief
Keezhvanagiri	Nagapattinam		SRED	Relief
Neithavasal	Nagapattinam		SRED	Relief
Peria manikkapattu	Nagapattinam		SRED	Relief
Valluvar Colony	Nagapattinam		SRED	Relief
Madathu Kuppam	Nagapattinam		SRED	Relief
Mel Muvakkarai	Nagapattinam		SRED	Relief
Chandra padi	Nagapattinam		SRED	Relief
Dharmakulam	Nagapattinam	Agriculture	Covenant Centre for Development (CCD)	
Thuppurayapettai	Pondicherry		SRED	Relief
Kottucherryedu	Pondicherry		Development Alternatives	
Kilinjamedu	Pondicherry		Development Alternatives	
Karaikalmedu	Pondicherry		Development Alternatives	
Vairakuppam	Tiruvallur		SRED	Relief
Thoniroad	Tiruvallur		SRED	Relief
Anumathi Kuppam	Tiruvallur		SRED	Relief
Thirumalai Nagar	Tiruvallur		SRED	Relief

Veerapandipattinam	Tuticorin		SRED	Relief
Periya Thazhai	Tuticorin		SRED	Relief
Kamarasapuram	Tuticorin		SRED	Relief
Anna Nagar	Tuticorin		SRED	Relief
Kulasekarapattinam	Tuticorin		SRED	Relief
Manappadu	Tuticorin		SRED	Relief
Keelputhupattu	Villupuram	Pudu kuppam	Immaculate Heart of Social Service Society	Permanent housing
Keelputhupattu	Villupuram	Anichan kuppam	Billigraham Evelangilistic Association	Permanent housing
Keelputhupattu	Villupuram	Mudaliyar kuppam	Mysore Citizen Forum	Permanent housing
Koonimedu	Villupuram	Koonimedu kuppam	Hand of Hope	Permanent housing
Chettikuppam	Villupuram	Chetti Nagar	REAL	Permanent housing
Anumanthai	Villupuram	Anumanthai kuppam	SAMSSS	Permanent housing
Panichamedu	Villupuram	Keelpettai kuppam	SAMSSS	Permanent housing
Panichamedu	Villupuram	Komutti chavadi kuppam		
Marakanam (N)	Villupuram	Kaippani kuppam	Disaster Mitigation Institute	Permanent housing
Marakanam (N)	Villupuram	Vasavan kuppam	Disaster Mitigation Institute	Permanent housing
Marakanam (N)	Villupuram	Thazhankuda Alagan kuppam	Ariya Samaj	Permanent housing
Marakanam (S)	Villupuram	Ekkiar kuppam	VCDS	Permanent housing
Marakanam (S)	Villupuram	Mandavai pudu kuppam	Kalvikendra	Permanent housing
Marakanam (S)	Villupuram	Muttikadu kuppam		
Kottakuppam	Villupuram	Sothani kuppam	REAL	Permanent housing
Kottakuppam	Villupuram	Nadu kuppam	Luthirian World Service	Permanent housing

Kottakuppam	Villupuram	Thanthirayan kuppam	Samariton, Pondicherry	Permanent housing
Kottakuppam	Villupuram	Chinna mudaliyar chavadi kuppam	Auroville, Pondicherry	Permanent housing
Kottakuppam	Villupuram	Indira Nagar		
Kottakuppam	Villupuram	Rahamed Nagar		
Kottakuppam	Villupuram	Periya mudaliyar chavadi kuppam		
Kottakuppam	Villupuram	Periya mudaliyar chavadi Colony		
Bommaiyar palayam	Villupuram	Bommaiyarpalayam Kuppam	Auroville	Permanent housing
Bommaiyar palayam	Villupuram	Pillai chavadi kuppam	Lutheran World Service	Permanent housing
Mandavai Pudukuppam	Villupuram	Fishermen	SRED	
Panichamedukuppam	Villupuram		SRED	Relief
Mudaliarkuppam	Villupuram	Fishermen	Disaster Management Institute	

6.2 Questionnaires and checklist

Interview Schedule

Target:	Victims/ Beneficiaries
Village name:	Taluka:
District:	Subject: Emergency/ Relief & reconstruction
Date:	Team:

A. Family Profile

Name: Age:

Occupation: Education:

Religion: Caste:

No. of members in the family:

Occupation of other working members in the family:

B. Damage assessment

1. How has your family been affected by the tsunami?

No. of Casualties:

Injuries:

Damage to Housing:

(i) Fully damaged..... (ii) Partially damaged.....

Loss of property:

(i) Yes..... Give details of damage:
.....

(ii) No
.....

Loss of livelihood

(i) Yes..... Give details of damage:
.....

(ii) No
.....

2. Was the community's physical or social infrastructure damaged?

Infrastructure	Damaged Yes/ No	Details of damage
-----------------------	------------------------	--------------------------

Water Supply system		
Sanitation		
Roads		
Health facilities		
Community hall/ temple		
Education facilities		

C. Needs Assessment

1. What help did you need immediately after the tsunami and within the first month?
(Food, water, shelter, medical, trauma counseling, other)

Immediately after

.....
.....
.....

During the first month

.....

2. Did you ask anyone for help after the tsunami? Who did you approach first?

.....

.....

3. Did anyone ask you what you needed after the tsunami? Who came offering assistance and when?

.....

.....

D. Compensation

1. How long were cash doles, food etc distributed? (How long did the emergency phase last?)

.....

.....

.....

.....

2. How was compensation distribution prioritized? (Based on assessments, caste, special groups etc)

.....

.....

.....

.....

3. How was compensation received? (bank account transfer, in no. of stages)

.....

.....

.....

 4. Give details of compensation

	Amount promised	Amount given	By whom	When (no. of weeks after tsunami)
Causality				
Livelihood				
General compensation For affected areas				
Others				

E. Coordination

1 Who was in charge of the relief effort in your community?

2 Were you a member of the relief committee that was formed?

3 If not, did you participate in any other coordination activities?

4. Did you or other members of your community participate in any emergency/ relief or other works?

5. How did you contribute to it? (Cash donations, physical labor, articles)

F. Needs Met/Unmet

1. Who played important roles in relief efforts? List

.....
 ...

2. Give details of help received?

S.No	Type of help	Individual/ Institution	Did they arrive on time to help you?	Adequate/Not adequate	How do you rank usefulness of the help? (0-5)
1	search and rescue				
2	food and				

	water				
3	medical care				
4	temporary shelter				
	(a) plastic sheet				
	(b) tents				
	(c) tarpaulin				
	(d) Sleeping mats				
	(e) blankets				
	(f) utensil kits,				
	(g) hygiene kits				
	(h) water containers				
	(i) clothing				

3. What other help did you receive and from whom?

S.no.	Type of help	Individual/ Institution	How do you rank usefulness of the help? (0-5)

4 Where did you set up your temporary shelter?
(Next to your house, an alternate location)

5 How long did you stay in temporary shelter?

6 Were there serious needs that were not met?

7 Was there duplication of effort (did different organizations bring the same things to you)?

G. Logistics/Distribution

1. What role did the panchayat play in the distribution of relief supplies? The taluka, the District, the State government, NGOs, others?

.....
.....
.....

2. Who played important roles in relief efforts? List

.....
.....
.....

3. How were the relief supplies divided and distributed in the village?

.....
.....
.....

4. Were measures taken to ensure distribution to vulnerable groups (handicapped, children, elderly, others)?

.....
.....
.....

5. Was there an information system to tell you about the help, services and support?

.....
.....

6. Did the staff of the agency offer immediate and satisfactory response to your queries?

.....
.....

H. Mid term/ long term work

1. What were the micro-financing mechanisms available? What was the procedure to access them?

.....
.....
.....

2. What were these available for?

.....
.....
.....
.....

3. Have you taken any such loans? Give details of the loan amount, the amount paid back etc?

.....
.....
.....
.....

4. Are any of your possessions insured? Give details

.....
.....
.....
.....

5. Did you receive the insurance money on time?

.....
.....
.....
.....

6. Who has promised to undertake the construction of permanent shelter?

.....
.....
.....
.....

7. What will be the pattern of tenure? (Owned, leased/ rented)

.....
.....

8. If the permanent shelter has already been allocated,

Has it affected your livelihood patterns? (Proximity, design etc)

.....
.....
.....
.....

Are the space standards better than that of your previous residence?

.....
.....

.....
.....
9. Is there a variation between what was promised and what was delivered?
.....
.....
.....

I. Hazard Vulnerability

1. Has there been incidence of other hazards prior to/ post the tsunami? (Floods/ fires etc.)?
When did they last happen?
.....
.....
.....

2. How were your families affected then?
.....
.....
.....

3. Whom did you seek help from in the previous hazards?
.....
.....
.....

J. Suggested Improvements

1. What more could have been done to alleviate suffering in your community by
Government, NGOs, and Foreign agencies

Focus group discussion

K. Gender/Equity (seek out representatives of various groups)

1. How have you been affected by the tsunami? (Loss of life/ livelihood/ property)
2. What help did you need immediately after the tsunami and within the first month?
(Food, water, shelter, medical, trauma counseling, other)
3. Did you ask anyone for help after the tsunami? Who did you approach first?
4. Who came offering assistance and when?
5. Was there equitable distribution of relief supplies, or did you perceive differences in
the way supplies were distributed? If there were differences, what were the reasons
(e.g. caste, religion etc)?

6. Did some one come to your community to assess you needs?
7. Who did and how did they do it?
8. Did you make your needs known?
9. Do you participate in the decision making of your community/ hamlet/ village?
10. Do you have elected representatives?
11. Did you get the usual compensation?
12. Did members of your community participate in any emergency/ relief or other works?
13. How did you contribute to it? (Cash donations, physical labor, articles)
14. Were there serious needs that were not met?
15. Was there duplication of any effort?
16. What more do you think should have been done to alleviate your suffering by government, NGO's, foreign agencies?

6.3 List of selected communities

Name of the Village	District
Kovalam kuppam	Kanchipuram
Panayur kuppam	Kanchipuram
Karikattu Kuppam	Kanchipuram
Chemincherry Kuppam	Kanchipuram
Nemelli Kuppam	Kanchipuram
Koonimedu kuppam	Villupuram
Oyyalikuppam	Villupuram
Sadras vadakku Kuppam	Villupuram
Kaipani Kuppam	Villupuram
Mandavai Kuppam	Villupuram
Bommayarpalayam	Villupuram
Mudaliar kuppam	Cuddalore
Devanampattinam	Cuddalore
Singarathoppu	Cuddalore
Pudukuppam	Cuddalore
Iyyampettai	Cuddalore
Thirumullaivasal	Nagapattinam
Palayar	Nagapattinam
Tharangampadi	Nagapattinam
TR Pattinam	Karaikal
Akkaraipettai & Keechankuppam	Nagapattinam
Seruthur	Nagapattinam
Vettaikaraniruppu	Nagapattinam
Colachel	Kanyakumari
Karumpanai	Kanyakumari
Azhikkal	Kanyakumari
Keelmanagudi	Kanyakumari
Muttam	Kanyakumari
Melmanakudi	Kanyakumari
Pallam	Kanyakumari

6.4 Sanctions by the Government of Tamilnadu for Tsunami relief

The Government sanctioned funds for relief and rehabilitation measures for the damages caused by the Tsunami. The details of relief on the various items of assistance are given below:-

(A) FISHERIES SECTOR

* Government of Tamil Nadu sanctioned a sum of Rs. 65 crores from the Calamity Relief Fund as an immediate package of following assistance to the Fishermen.

Replacement of gill nets for Vallams at Rs.20,000 per unit for 10,000 units at a total cost of Rs.20 crores.

Replacement of gill nets for catamarans at Rs.10,000 per unit for 20,000 units at a total cost of Rs.20 crores

Repair / rebuilding of Vallams at Rs.15,000 per unit for 10,000 boats at a total cost of Rs.15 crores

Repair / rebuilding of catamarans at Rs.10000 per unit for 20,000 catamarans at a total cost of Rs.20 crores

* The Government sanctioned a sum of Rs. 78 lakhs for repairing 1560 Out Board Motors / In Board Engines which had been damaged during Tsunami at the rate of Rs. 5,000 per engine.

* The Government also sanctioned Rs. 395.56 crores for the following assistance:

Replacement of fully damaged / lost wooden catamarans with a wooden catamaran inclusive of net, at a full subsidy of Rs.32000 per catamaran (or)

Replacement of fully damaged / lost Wooden catamaran with FRP catamaran – 35% subsidy of the total cost subject to the maximum of Rs. 52,500/- at an unit cost of Rs.1.5 lakhs (inclusive of engine and net)

Replacement of fully damaged / lost FRP catamaran 50% subsidy of the total cost subject to a maximum subsidy of Rs. 75000/- calculated at an unit cost of Rs. 1.5 lakhs inclusive of engine and net -- loan is optional.

Replacement of fully damaged / FRP Vallam – 50% of the total cost as subsidy subject to a maximum subsidy of Rs. 75000/- calculated at an unit cost of Rs.1.5 lakhs (inclusive of engine and net) -- loan is optional

Repairs to mechanized boats – the subsidy is 60% of the assessed value of the damages restricted to a maximum subsidy of Rs.3 lakhs per boat -- loan is optional.

Replacement of fully damaged / lost mechanized boats – 35% subsidy of the total cost restricted to a maximum subsidy of Rs.5 lakhs per boat -- loan is optional.

Out of the above sanction, the following amounts have been disbursed:

Rs. 49.33 crores for repair / rebuilding / reconstruction of all types of Catamarans;

Rs. 7.11 crores for repair / rebuilding / reconstruction of all types of Vallams;

Rs. 47.34 crores for fully / partly damaged mechanised boats;

Rs. 36.07 crores for disbursement of nets.

Rs. 1.38 crores for repairing Out Board Motors

* A sum of Rs.10 lakhs towards subsidy of Rs.25,000/- each for prawn / crab farm owners, fish seeding farm owners, fish transport owners, ice manufacturing units, etc. who have lost their assets due to Tsunami in Cuddalore District.

* A sum of Rs. 6.64 crores as assistance for resumption of fishing activities, dredging operations and repair of fishing harbours and fish landing centres.

* A sum of Rs. 430.50 lakhs as assistance for the damage to the fishing harbour and fish landing centre, repairs, dredging operations and related activities for resumption of fishing activities, restoration of damages to Chennai I and II fishing harbours.

* A sum of Rs. 2.70 lakhs for provision of new printers and Rs. 3.46 lakhs to meet unforeseen expenditure by the Fisheries Department.

- * A sum of Rs. 50 lakhs to meet the unforeseen expenditure such as preparation of the assessment report and amenities to the staff of Director of Fisheries engaged in relief work.
- * Renovation of jetty at Mallipattanam in Thanjavur District at a cost of Rs.55 lakhs.
- * A sum of Rs. 5 lakhs for repairing Chinnamuttom boat yard and Rs.1.89 lakhs for repairing Kanniyakumari boat yard to speed up the process of repairs of boats.
- * The Government has ordered for exemption of payment of sales tax on the purchase of catamarans, new FRP catamaran, new FRP / wooden vallam, goods including timber intended for repairing damaged mechanized boats including fiberglass boat fitted with OBM.
- * The Government has directed that the assistance allotted for FRP Vallams shall be extended to similar FRP beach landing fishing crafts whether they are called as Vallams or Catamarans.
- * Rs. 10.5 lakhs as 35 % subsidy for building 40 pettis at the unit cost of Rs.75,000/- in Nagapattinam District.
- * Rs. 6 lakhs towards 35% subsidy as relief for the damages caused to the properties of Tamil Nadu Fisheries Development Corporation and TAFCOFED (Tamil Nadu State Apex Cooperative Federation).

(B) HOUSING

The Government sanctioned a sum of Rs. 40 crores for building temporary accommodation at the rate of Rs. 8000/- per family for 50,000 families. Another 50,000 temporary shelters were to be provided by NGOs. So far, 14991 temporary shelters have been taken up for construction by the Government and 13955 completed. Likewise, the NGOs have taken up and completed 18035 temporary shelters.

A sum of Rs. 5.463 crores has been sanctioned for 27318 temporary shelters @ Rs. 2000 per shelter for repairing the damaged roofs, to provide infrastructure facilities like toilets, bathrooms and community sheds around the shelters.

A sum of Rs. 0.70 crores sanctioned for providing water supply and lighting to the temporary shelters in Kanniyakumari District and Rs. 1 crore to Nagapattinam District.

A sum of Rs.47.69 lakhs for providing water supply and lights to temporary shelters of Sathangadu and Okkiam Thorapakkam in Chennai District.

The Government also issued orders for private - public participation for construction of permanent shelters and community assets such as schools, PHCs, community shelters, etc. Many NGOs have come forward to participate in these programs. Guidelines for evaluating NGOs, a Model MOU to be entered into between the Collector and the NGO / Corporate and technical details for construction of disaster proof houses have been finalized and sent to all coastal Collectors.

The Government has announced a massive housing programme to build 92,231 houses in all the affected areas at an unit cost of Rs.1.5 lakh each. Infrastructure facilities like roads, water supply, sanitation, Rain Water Harvesting structures, etc., will also be provided. Repair cost up to Rs.75,000/- will be given based on the value of assessed damages.

Government has sanctioned a sum of Rs. 23.20 crores towards the cost of land acquisition for construction of houses and other infrastructure to the affected families in nine coastal districts.

So far 30145 houses have been taken up for construction and 990 houses have been completed.

(C) OTHER REHABILITATION MEASURES

The Government of Tamil Nadu sanctioned :

An ex-gratia payment of Rs.1 lakh per dead person from Chief Minister's Public Relief Fund. The above ex-gratia payment was given to the families of 6698 dead persons out of 8003 who died due to Tsunami.

Rs.3.50 crore as ex-gratia amount at the rate of Rs.25,000/- for person who lost their limbs or eyes and at the rate of Rs.5,000/- for those who sustained grievous injury. So far, 2971 persons have been assisted to the tune of Rs.155.35 lakhs. Further allotment of Rs. 0.71 crore has been sanctioned to Nagapattinam District.

Relief package to 1,50,000 families who have lost their huts, at the rate of Rs.4912/- per family. The total amount allotted for this purpose was Rs.73.68 crores. So far 1,18,586 families have been benefited by this scheme at a cost of Rs.58.25 crore.

Rs.45 crores as relief assistance to the 1,50,000 families including the families of fishermen and those involved in small business and petty trade connected with the coastal economy at the rate of Rs.2912/- per family. The amount was been actually disbursed to 1,76,484 affected families at a cost of Rs.51.39 crore. The Government also sanctioned a sum of Rs.7.43 crore to extend financial assistance at the rate of Rs. 2912/- per family for 24764 additional families closely connected with the coastal economy who lost their wages and employment. The Government have further extended the relief package by sanctioning Rs. 1,45,600/- to 50 families who have returned from Andaman and Nicobar Islands to Nagapattinam District .

Rs.5 crores as relief package for petty traders / shop owners at the rate of Rs.2,000/- for damages to mobile / temporary shop owners and Rs.5,000/- for damages to pucca shop owners. So far, 3762 small business have been assisted in Chennai and Cuddalore District.

Rs.122 crores as sustenance allowance of Rs.1000/- and 30 kgs of rice, provisions, kerosene etc., valued at Rs.526/- per month for each family for 3 months from February to April 2005 to the Tsunami affected 3 lakh families. So far 2,75,927 families have been given this relief package at a cost of Rs.37.43 crore for February 2005; 2,77,760 families at a cost of Rs.37.68 crore for March 2005; and 2,77,610 families at a cost of Rs. 37.66 crore for April 2005. A sum of Rs. 40.67 crores has been sanctioned for extension of sustenance allowance package for the month of May 2005 and out of this, a sum of Rs.34.46 crores has been spent benefiting 2,54,056 families.

Rs.1.73 crores for extension of sustenance allowance package to 5654 families of Ramanathapuram District.

Rs. 1.27 crores for extension of sustenance allowance package to 2764 additional families in Kanniyakumari District.

Rs.10 lakhs for providing temporary lighting and generator sets around the mortuary block at Kilpauk Medical College Hospital, the Government General Hospital, Royapettah Hospital and the Government Stanley Hospital in Chennai.

Free text books, note books and uniforms disbursed to the students of 1st Std to 12th Std who are studying in Government / Govt. aided schools located in Tsunami affected areas. 1,05,264 students benefited. Rs. 2.91 crore was sanctioned for this purpose.

Rs.1.04 crore expenditure was incurred towards the disbursement of text books and note books to the Tsunami affected students by the Tamil Nadu Text Book Corporation and further an additional amount of Rs. 29,25,809/- was sanctioned for this purpose.

The tuition fees and special fees payable by the students of Tsunami affected families for the period from 01.01.2005 to the end of the academic year 2005-06 would be borne by the State Government. In addition, the students will be exempted from payment of examination fees from March 2005 to the end of academic year 2005-2006.

Rs.3.77 crores to settle the claims due to the Educational Institutions towards these fees has been sanctioned to District Collectors. Additional amount of Rs. 31 lakhs to Tirunelveli District and Rs. 20 lakhs to Villupuram District have been sanctioned for this purpose.

Separate public examinations for the students studying in 121 number of Tsunami affected schools was conducted. The pass percentage of these students was 79.38% in Higher Secondary and 81.31% in X std exams which are better than the average pass rates of the state.

Rs.6.35 crore for unforeseen expenditure including debris removal, arrangements for burial of the dead, transportation of relief materials, to move the affected families to resettlement areas, etc. Out of this, a sum of Rs.4.57 crore was spent.

Rs.53.52 lakhs for items like disposal of dead bodies, rent for machines, water supply through lorries and tankers etc., to the coastal districts and Commissioner & Director of Veterinary services.

Rs.9 crore towards a relief package of assistance to 1.5 lakh affected families who lost their houses by way of providing trunk boxes, stoves and stainless steel kudams. So far, 101127 trunk boxes, 97054 stoves and 101539 stainless steel kudams have been distributed at a cost of Rs. 7.01 crore.

An ex-gratia of Rs.2500/- each totaling Rs.1.20 crore for 4799 sanitary workers to recognise their efforts.

Rs.1,80,13,930/- as relief to the crops damaged over an area of 5598.89 hectares. This relief has benefited 10393 farmers affected due to Tsunami. An additional amount of Rs. 29,971/- has been sanctioned to Kancheepuram District.

Rs.1696.16 lakhs for reclamation of sand cast and saline agricultural lands at the rate of Rs.12,500/- per ha. covering an extent of 13569.29 ha. affected by Tsunami. So far a sum of Rs. 234.21 lakhs has been deposited in the names of 11312 farmers.

Rs. 83,72,750/- to take up the relief works in 669.82 hectares of Tsunami affected Horticultural land at the rate of Rs. 12,500/- per hectare.

Rs.2,80,11,150/- as relief to the loss of livestock such as cattle & buffalo, calf and draught animals, sheep and goat, poultry, etc. So far, a sum of Rs.1.76 crore has disbursed for this purpose. Total number of 12490 affected families were given assistance.

Rs.1.40 crore for construction of temporary bridge connecting Melamanakkudy and Keelamanakkudy villages in Kanniyakumari District.

Construction of Rubble Mound Sea Wall for 1 km at Azhical, Kottilpadu and Maramady villages at a cost of Rs.2 crore and at a cost of Rs. 19 lakhs at Melamanakudy village in Kanniyakumari district.

Rs. 1 crore as relief for loss of shore seines in Kanniyakumari District.

Rs. 74.07 lakhs being 35% subsidy of total amount required for revival of affected Small Scale Industries Units (SSI) in the districts of Nagapattinam, Cuddalore, Chennai, Kancheepuram and Kanniyakumari districts.

Rs. 10 lakhs as relief to the Tamil Nadu Salt Corporation Ltd for restoring the cross bunds inside the salt works in Ramanathapuram District.

Rs. 24.75 crores as relief for the damages suffered due to Tsunami by the Tamil Nadu Electricity Board (Rs. 10 crores); TWAD Board (Rs.14.25 crores); and Poompuhar Shipping Corporation (Rs.0.5 crores)

Rs. 1.03 crores for the expenditure incurred by the Municipal Administration Department towards the supply of men and materials, ie., utensils, disinfectants, fuels, hire charges for vehicles, etc, in the badly affected coastal towns.

Rs. 50 lakhs for the damages caused to Perarignar Anna and Dr. MGR memorials in Chennai.

Rs. 34.52 lakhs to Chennai Corporation to reimburse the amount spent for tsunami relief measures.

(D) MEASURES TO RESETTLE DESTITUTES, ORPHANS AND WIDOWS

Three orphanages were opened for children rendered orphans in the districts of Cuddalore, Nagapattinam and Nagercoil (Kanniyakumari) with facilities to maintain one hundred children at each centre. The Government sanctioned a sum of Rs. 47.76 lakhs for this purpose.

The Government sanctioned a sum of Rs.19 lakhs towards payment of relief from the Calamity Relief Fund to create a fixed deposit to the 26 children from 19 families who lost both the parents in Kanniyakumari, Kancheepuram and Nagapattinam District. So far, a deposit of Rs. 1.15 crore has been made in the names of 38 children.

Orphaned adolescent girls were being admitted into service homes run by the State Government. Two new service homes have been opened in Kanniyakumari and Nagapattinam districts - 23 girls in Nagapattinam and 3 girls in Kanniyakumari district have been admitted. Government sanctioned Rs. 41.74 lakhs for this purpose.

State Government invested a sum of Rs.5 lakhs as fixed deposit in the name of each orphaned child and orphaned adolescent girl rendered homeless. This amount will be available to them when they attain the age of 18 for further studies / self employment, etc.

Unmarried orphaned girls over 18 years of age are being admitted in service homes and given technical training to acquire vocational skills. So far 6 girls in Kanniyakumari district, one girl in Nagapattinam district and three girls in Cuddalore district have been admitted. A sum of Rs.3 lakhs will be invested as a fixed deposit in each of their names.

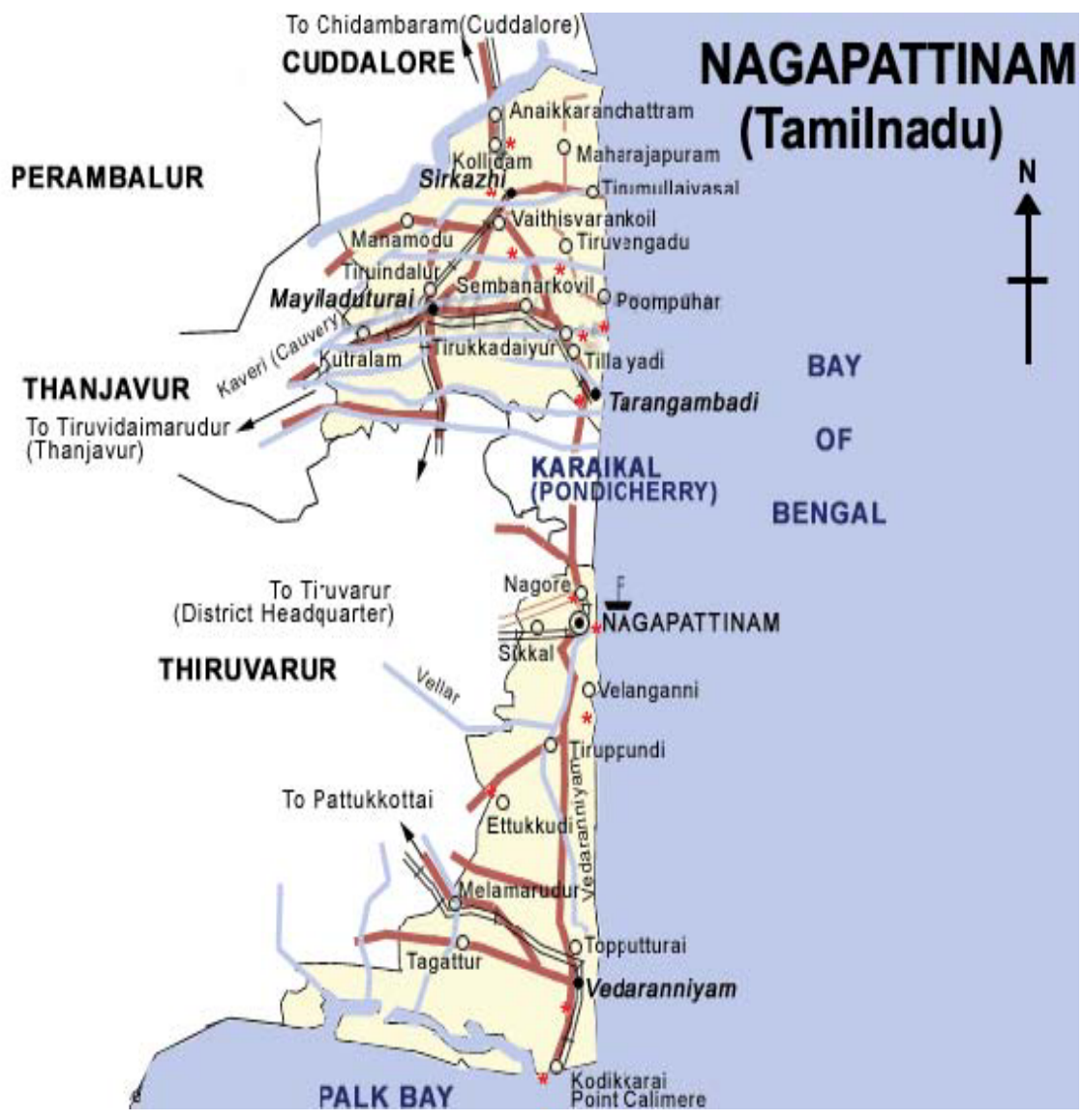
Ongoing pension schemes were extended to cover all those rendered destitute by the calamity. Old Age Pension was sanctioned to 242 persons, Physically handicapped pension to 80, Destitute widow pension to 380, Destitute Agricultural Laborer pension to 50 and Destitute and deserted wives Pension to 14, totaling 766 persons.

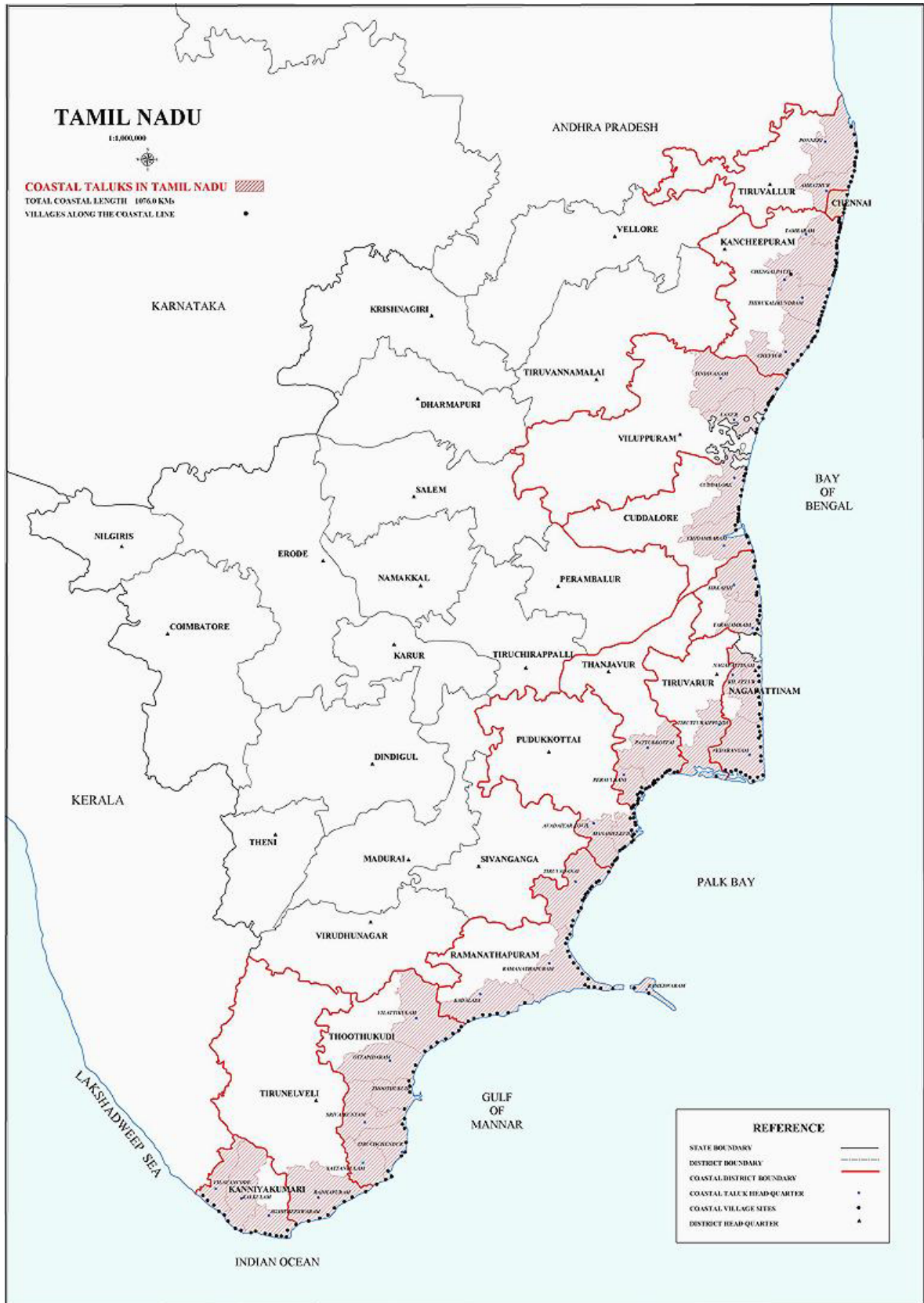
(E) REPAIR AND RESTORATION OF ROADS & BRIDGES, POWER SUPPLY, WATER SUPPLY AND HEALTH INFRASTRUCTURE

All the major roads and bridges were restored to allow for traffic by 31.12.2004. The Highways Department submitted proposals for improvement of roads and construction / reconstruction of bridges to an extent of Rs. 770 crores. Power and Water supply was restored at all affected areas within 48 hours of tsunami and repair works to the tune of Rs. 16.93 crores taken up by TNEB. A sum of Rs. 64.15 cores for immediate repair of Highways and other roads has been sanctioned.

6.5 Maps of affected areas







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