



# Oxfam International Tsunami Fund

Second year report | December 2006





Mrs M.S Dayaseeli with one of her daughters inside their new home, one of 75 low-cost houses being built by Oxfam in Hambantota District. Before moving to the house, they lived in an Oxfam transitional shelter.

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**Cover Photo:** Fauzia, 26, paints the woodwork of a new Oxfam house in Beuring In, near Lhokseumawe, in Aceh. She is one of 37 women being trained as painters, traditionally a male-dominated profession, as part of an Oxfam livelihoods project. For more information on this project, see page 11.

**Photographs:** Howard Davies, Marie Banu Jawahar, Jim Holmes and Andrew Njoroge.



## Foreword

**From the earliest reports of the terrible devastation caused by the earthquake and tsunami on 26 December 2004, it was clear to humanitarian organizations like Oxfam that we would be required to provide emergency response and reconstruction on an unprecedented scale.**



The total death toll of 230,000 people told only part of the story. Nearly two million people were forced from their homes. Millions, too, saw their livelihoods wiped out or threatened. Many of those affected were already living in poverty. The people of Aceh, Sri Lanka and Somalia had endured fierce conflict for decades and many of those lived on the margins, making them all the more vulnerable to this catastrophe.

The tsunami caused a hugely complex humanitarian crisis and, nearly two years on, many tough challenges remain: 70% of tsunami-affected people in India are still living in temporary shelter; tens of thousands of survivors in Sri Lanka are being denied help because of renewed conflict; thousands of Acehnese who rented their homes before the tsunami are not entitled to new houses under government regulations; too many people living in temporary shelter do not have access to safe water or health services. There is still much work to be done, in often difficult conditions.

Despite these and other challenges, it is clear that Oxfam and its partners have made, and continue to make, a positive and lasting impact on people's lives. Since the tsunami struck, we have assisted an estimated 1.8 million people. Hundreds of thousands of tsunami survivors now have access to safe water and sanitation facilities, or once again have a sustainable livelihood.

We have also worked to strengthen civil society, especially in Aceh, where it was relatively weak. We have worked with communities to improve the status of women and give them a greater say in decisions that affect them. We continue to advocate with the authorities and other non-governmental organizations (NGOs) to ensure that the rights of vulnerable people are respected. Wherever possible, Oxfam supports the poorest, most marginalized and most vulnerable people, and involves communities in the design and implementation of its programs.

Oxfam's tsunami response will last four years, but as a result of the differing needs in tsunami-affected communities, we have already concluded some programs. This includes all our work in the Maldives, where we spent some \$873,000 on water and sanitation activities, and with some communities in Somalia and on the eastern coast of Aceh. Oxfam seeks to close completed programs in a responsible and sustainable way, in close consultation with affected communities, local authorities and partners.

Like other humanitarian agencies, we have been legitimately criticized for some of our tsunami programs. Coordination with other agencies and internally could have been

**Overall we are on track to spend the funds entrusted to us by the public in the way we said we would, within the timeframe we outlined, and largely to the standards we set for ourselves**

# Foreword

better, though this has improved significantly in the second year of the response. Some of the early houses we built in Aceh, in consultation with communities, are now deemed to be not up to standard, largely as a result of new design benchmarks. We are currently in the process of refitting more than 400 houses to bring them up to the new requirements. In March 2006, Oxfam announced a lapse in financial control that led to action being taken against a number of staff. Although the losses proved to be relatively small, we believe that the huge levels of public trust and support demand that NGOs be very frank in disclosing mistakes and explaining how they have been addressed. Oxfam won widespread support for this heightened level of accountability.

International evaluations of the response, and Oxfam's own independent internal reviews, have pointed to areas where work in tsunami-affected countries should improve. They also indicate where there are lessons for future disasters, such as accountability to survivors, building local capacity and ensuring that human rights standards are met throughout a humanitarian response.

The media and others have made much of the slow pace of reconstruction, and there is no doubt that mistakes have been made. Yet in view of the complex task that governments, communities and humanitarian agencies faced in the aftermath of the disaster, including rebuilding more than 500,000 homes, a tremendous amount has been achieved in two years. This report outlines Oxfam's many achievements, the challenges we faced and the sometimes painful lessons we have learned.

Overall we are on track to spend the funds entrusted to us by the public in the way we said we would, within the timeframe we outlined, and largely to the standards we set for ourselves. This is a real tribute to the women and men who have worked as part of Oxfam's tsunami response, and to our partners and collaborators who continue to implement the programs long after they have disappeared from regular media view.



**Jeremy Hobbs**, Executive Director, Oxfam International

Country	Number of beneficiaries
Indonesia	474,000
Sri Lanka	602,000
India	709,000
Somalia	34,000
Maldives	25,000
Burma & Thailand	29,000
<b>Total</b>	<b>1,873,000</b>

In this report, beneficiary numbers provide only a rough indicator of Oxfam's impact. During the initial emergency phase, it was not possible to be certain that there had not been any double counting. In addition, a beneficiary might receive something as small as a bucket of relief items, or as large as a permanent home.

# Financial overview

**The full amount to be received from joint agency appeals will not be known in detail until later in the tsunami response. It is, however, anticipated that Oxfam will receive total donations worth US\$287m.**

The Oxfam International Tsunami Fund has been established as an independent company and registered charity in the UK. Its Board of Trustees is currently composed of the Executive Directors of the 12 contributing affiliates, and a Tsunami Fund Management Team (TFMT) allocates the Fund's resources, and ensures that its work is managed, reported, monitored and communicated effectively and transparently.

## Where the money comes from

The amounts received so far from Oxfam affiliates are shown on the chart below. The majority of the funds (89.7%) came from public appeals by Oxfam affiliates, including those organized in partnership with other NGOs. Corporate supporters donated \$16.9m (7.3% of the total). The remaining 3% comes from government donors. Interest earned on donations (\$4.6m to date) is added to the Fund. Just under half of the \$232 million received to date has come from Oxfam Great Britain. Oxfam Hong Kong's contribution includes \$30,000 raised by Oxfam Japan.

## How the Fund works

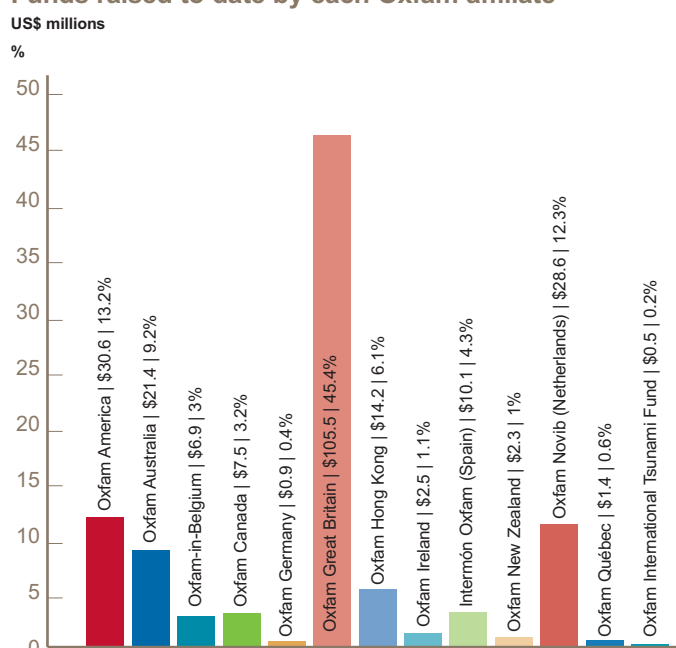
The program work of the Fund is carried out by Oxfam and partner organizations. To avoid duplication, some affiliates manage country programs while others only provide funding and support. Managing affiliates submit program proposals to the TFMT, which then allocates

funding as appropriate, according with pre-established policies and strategy, and under the Humanitarian criteria and principles that guide Oxfam International Humanitarian action.

The Fund has a small secretariat in Oxford to manage the allocation process, operate its finances and accounts and consolidate and communicate reports from affiliates. It also arranges for external evaluations, monitoring, reviews, and audits. Owing to its international nature, the Fund maintains its accounting in US dollars, as does Oxfam International itself.

Policies and procedures have been developed to manage areas such as risk, investments and financial reporting. In 2006, the Fund's first Annual Report and Accounts were audited and filed with the appropriate regulatory bodies, and are available on Oxfam International's website: [www.oxfam.org](http://www.oxfam.org)

## Funds raised to date by each Oxfam affiliate\*



\*Excludes some funding not yet received from joint agency appeals and government.  
See pages 39 and 40 for a full listing of Oxfam affiliates.

# Financial overview

## Where the money goes

To date, Oxfam has spent 3.9% of funds raised on administration and fundraising. Of total program expenditure, 39.8% has been spent in Indonesia, 32% in Sri Lanka, 22% in India and 3.3% in Somalia, which is broadly in line with its original aims. The remaining funds have been spent in Thailand, Burma, the Maldives and on general costs, which include research, central monitoring and evaluations, and some programs working with partners at a global level.

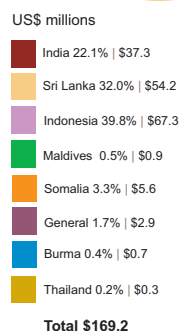
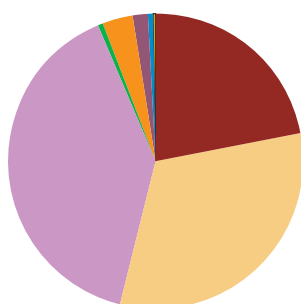
In 2006, Oxfam's major expenditure has been on livelihoods projects, which reflects the tsunami program's focus on rebuilding

communities. It has also been spending significantly on shelter and public health. Planning and program management expenditure refers to the cost of staff not working directly on specific projects. It also covers related costs such as food, accommodation, travel, rental of equipment and maintenance of office space.

Until the end of September 2006, program expenditure amounted to \$169.2m, about 73% of total funds received to date. This is approximately in line with expectations. The full breakdown is outlined in the charts below, which show spending by country and sector.

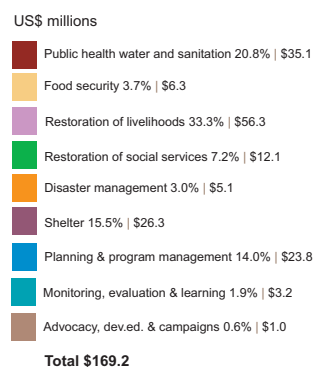
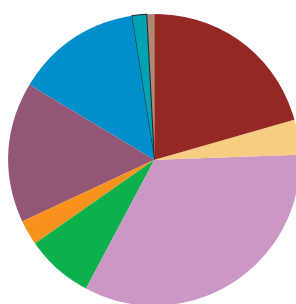
## Where tsunami funds were spent by country Jan 05-Sept 06

US\$ millions



## How tsunami funds were spent by sector Jan 05-Sept 06

US\$ millions



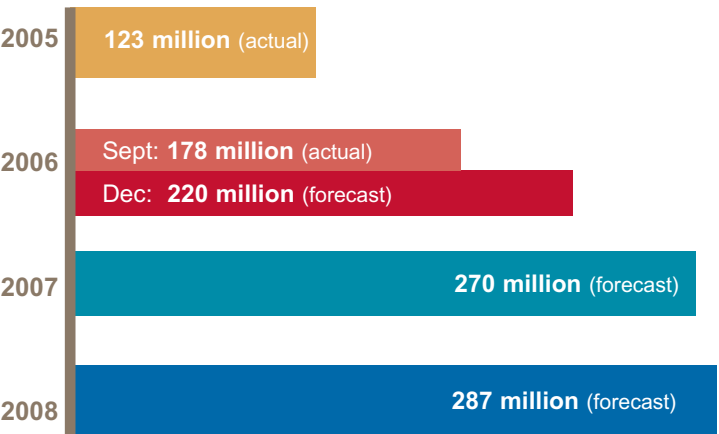
# Financial overview

## Spending plan

Program expenditure for the fourth quarter of 2006 is expected to be \$40.5m. This will bring total expenditure after the second year, including \$10.3m fundraising and administration costs, to \$220m, which is approximately 77% of total funds to be received. This represents a good rate of progress, and Oxfam is on track to disburse the full value of the Tsunami Fund within four years. It is difficult to forecast the exact timing of expenditure but estimates are provided in the timeline below.

## Spending on programmes

(including administration and fundraising)



All figures in US dollars



Bismi, Tiara, and Agil play with a parasol decorated by their mothers. The women are members of a group from Calang, in Aceh, who received a livelihoods grant from Oxfam to start up a business producing Achenese wedding decorations. Helping to restore livelihoods is the largest area of expenditure in Oxfam's tsunami response.

# Practical accountability

**Oxfam believes that people affected by humanitarian crises have the fundamental right to receive prompt, high quality emergency assistance to relieve immediate suffering and to minimize damage to long-term development and livelihoods.**

To ensure this happens effectively, Oxfam needs to be accountable to its partners and to community members affected by the crisis. Sometimes it is difficult to balance this need with the demands of other key stakeholders such as donors, who can influence current and future responses. However, Oxfam believes strongly that to ensure lasting impact, beneficiaries need to have ownership of the programs that affect them.

## Pilot scheme

Oxfam has always held itself accountable to beneficiaries, and has been formally piloting accountability tools and techniques as part of its tsunami response. These focus on practical issues such as providing information, exploring staff attitudes and behavior, and trialing feedback and complaints mechanisms. Based on what it has learned through the pilots, Oxfam is now looking at how these lessons can be disseminated across the confederation to improve accountability to beneficiaries in future emergencies.

## Lessons learned

### EXAMPLES OF WHAT WORKED:

→ In Matara, southern Sri Lanka, Oxfam and its partners carried out a public information campaign about internally displaced people's entitlement to transitional shelter and how to claim it. They produced a myth-busting leaflet in English and Sinhala, which included an agreed time when a local authority official would be available to answer questions and details of who was responsible for organizing transitional shelters.

→ Also in Matara, community members stated that Oxfam was the only agency that offered them a contract setting out the various parties' responsibilities for constructing transitional shelter. They very much appreciated this.

→ In July 2006, Oxfam was the first international NGO to commission an external evaluation of its accountability to beneficiaries in South India. It interviewed 1,000 beneficiaries to find out what they thought of Oxfam's tsunami response.

→ In April 2006, Oxfam began closing down its tsunami program in Sigli, Aceh. To ensure a smooth exit, it used storytelling, posters and pictures to inform local communities and institutions, and to ensure the right people were fully involved in decision-making processes.

### ONGOING CHALLENGES:

→ Oxfam now aims to be consistent in the criteria it uses to target beneficiaries. It has found that using different procedures in neighboring villages creates conflict within and between communities.

→ Where Oxfam has a high turnover of humanitarian staff, it needs to make sure that relationships with communities do not suffer, and that communities feed into decisions wherever possible.

→ Where Oxfam has established complaints procedures, it needs to ensure it can respond properly to any issues raised. This will ensure that expectations are not unfairly raised, which leads to increased frustration.



# Indonesia

The Indonesian province of Aceh, already suffering from three decades of civil war, was hardest hit by the earthquake and tsunami. More than 167,000 people died and 600,000 were displaced. Three months after the disaster, the neighboring island of Nias was devastated by a massive aftershock.

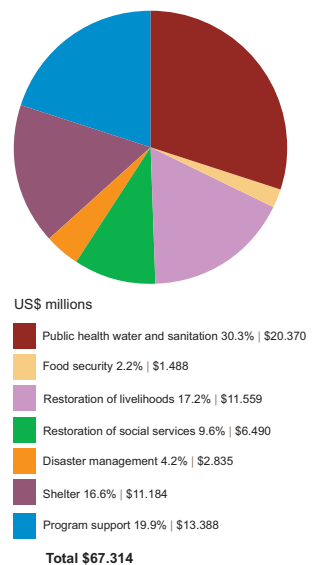
Given the level of destruction, the effects of the conflict and the fact that Oxfam did not have a presence in the province, when the tsunami struck, Aceh has been the most challenging program to implement. However, Aceh has remained peaceful since the landmark peace deal of August 2005 and is approaching its first elections. Acehnese farmers are returning to fields that have been untended for decades because of the conflict. These are positive signs that Aceh's recovery will be enduring, providing a stark contrast to Sri Lanka, which has slid back into conflict.

Oxfam and its partners have assisted more than 470,000 tsunami-affected people in over 500 communities to achieve their rights to shelter, to livelihoods and to be heard. In some locations, particularly on the east coast of Aceh, Oxfam has met its objectives and is working to ensure a responsible handover to communities.

There have been many successes and several major challenges. In March 2006, Oxfam temporarily suspended all non-essential work managed from its Aceh Besar office to allow suspected irregularities to be investigated. There was widespread public support for Oxfam's decision to talk publicly about fraud. The investigation showed that proven losses were relatively low (US\$22,600, of which US\$20,000 was returned) but it highlighted management weaknesses. A wide-ranging evaluation into Oxfam's work in Aceh reached a similar conclusion. In response, Oxfam has implemented an action plan, which includes a more rigorous management system, the appointment for six months of a Loss Prevention Officer, and theft, corruption and fraud prevention training for all staff. An external review of the investigation supported Oxfam's approach and provided useful learning points.

Since the tsunami, Aceh has become the first Indonesian province to introduce Shari'a Law. In this context, Oxfam is providing advocacy grants to local partners to enable all Acehnese to have an enhanced voice in government and religious decision-making processes.

How the money was spent



Jasmiati and her son Mohammed Nazar, who live in the village of Tuwi Kareung, near Calang, with the cow they purchased with a livelihoods grant from Oxfam.

# Indonesia

## Public health

Oxfam's public health work in Aceh began days after the tsunami and has since reached nearly 300,000 tsunami-affected individuals. During the first 18 months of the tsunami response, Oxfam built more than 4,450 wells, 2,200 bathing facilities and 6,030 latrines, and has delivered more than 40 million liters of safe water for displaced families.

In recent months, Oxfam has been working on longer-term solutions, which include repairing urban water supply systems, for example in the town of Lhokseumawe, on the east coast, and running 790 training sessions to enable communities to operate and maintain the water facilities it hands over. Building on this, Oxfam has facilitated the development of 173 community health action plans and measures to deal with garbage appropriately in 875 villages.

Oxfam is also one of the main agencies responsible for providing clean water and sanitation to Nias. In the past year, Oxfam has provided clean water to more than 6,700 people, as well as building wells, bathing facilities and latrines on the island.

Oxfam has also made use of natural springs, particularly in Nias, where it has completed 40 spring- and gravity-fed water systems. Maintenance needs are minimal and little technical training is required, so these projects are usually small in scale and can be managed by the communities themselves.

Like other humanitarian organizations, Oxfam has built septic tanks to a design guideline used across Indonesia. However, the earthquake that preceded the tsunami caused the land to subside and groundwater levels to rise, which meant there was a risk of groundwater contamination from the septic tanks. There is no evidence that water supplies have been contaminated, but Oxfam has taken steps to address the risk. It was the first organization to raise the issue with the Aceh and Nias Rehabilitation and Reconstruction Agency (BRR) and United Nations Water and Sanitation Group. The BRR adopted new regulations in June 2006. Oxfam experts are assessing the septic tanks and replacing them with non-porous tanks as necessary.

Oxfam's water and sanitation work is complemented by health and hygiene promotion. For example, it mobilized and trained village health committees and more than 2,300 volunteers to help disseminate health and hygiene messages, and to organize public health campaigns about diarrhea and malaria.

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# Indonesia

## Learning new skills

Mahmulia's navy blue t-shirt is flecked with yellow and her hair is speckled with brown paint. "This is my second day of painting," she giggles. Oxfam is training Mahmulia and 36 other women to paint the new homes being built in their village, Beuring In, which was destroyed by the tsunami.



**"I want to be equal and have the same way to make the money as a man"**

Mahmulia, left, talking about her new painting skills

Before the tsunami, house painting was a male-dominated occupation. Women's activities tended to centre on working in the rice fields or running a street stall. The unprecedented scale of construction work in Beuring In means there's high demand for skilled painters, which creates paid job opportunities for local women.

Ainy Fauziyah of Oxfam explains: "The women asked if they could paint, and we said yes. In this area, they will paint 48 permanent houses built by Oxfam. Each group of two or three painters is paid 350,000 rupiah (\$35) per house by Oxfam."

Today, Mahmulia is painting a living room ceiling, and some window and door frames, as a practice run before the project starts for real. Working in small groups, the women will be expected to paint one home a week. With so many new houses under construction, they are likely to have work for a long time to come. Once the Oxfam homes are completed, Ainy plans to recommend the women to other house-building agencies in the area.

For Oxfam, this project is about more than simply creating jobs. It is also about women becoming empowered to improve their lives and their community.

Mahmulia says, "I want to be equal and have the same way to make the money as a man. In the future I will marry and have a baby, and it's good to earn money so that the baby doesn't have to wait to get the things from the man only."

The trauma of the tsunami weighs heavily on the trainee women painters, but they look forward to this new opportunity to make a living.

# Indonesia

## Livelihoods

In Aceh and Nias, Oxfam's initial focus was on cash-for-work projects, which inject money into communities following an emergency, and on the replacement of lost assets such as fishing boats. These initial projects benefited 63,600 people.

During 2006, Oxfam has developed longer-term livelihoods projects based on grants, loans, training and the creation of self-help groups for fisher folk, farmers, tailors and weavers. Oxfam has provided more than 5,200 cash grants, with a total value of \$2.95m, to 23,362 tsunami-affected individuals. It has run 369 technical training courses for more than 600 Oxfam-facilitated self-help groups. It has also provided seeds, fertilizers and machinery to thousands of small businesses. More than 40% of beneficiaries are women.

Since the beginning of Oxfam's post-tsunami program in Aceh and Nias, more than 3,000 hectares of land have been rehabilitated. Oxfam has also repaired 30 bridges and about 100 kilometers of roads, which have improved marginalized communities' access to markets.

Nineteen partner organizations have been supported by Oxfam to provide training, equipment and materials in addition to grants. Partners are also implementing a series of small-scale revolving fund projects, whereby self-help groups manage their own savings and repay loans so that funds can be 'recycled' to other members.

**During 2006, Oxfam has developed longer-term livelihoods projects based on grants, loans, training and the creation of self-help groups**



Fishermen carry a boat from the water at Krueng Tunong, near Lamno. As well as livelihoods assistance, Oxfam helped the community to rebuild a nearby bridge, so improving access to the village.



# Indonesia

## Back in business

"It's a very successful business I have here," says Mr Dahlani with a broad smile, reaching inside a refrigerator for a can of soft drink to sell to a waiting customer. "My kiosk takes 200,000 rupiah (\$20) a day. Around 30,000 (\$3) is profit and the rest is capital for stock."



**"I felt depressed and guilty because I knew I could not work and provide for my family"**

Dahlani, left, received an Oxfam grant that enabled him to restock his shop and make a living again

Dahlani's roadside shop, which is the size of a large shed, sells cartons of drink and food, and household goods such as toiletries, batteries, light bulbs and plastic buckets. At the back of the shop is a refrigerator for perishable fruit.

Dahlani has overcome more challenges than most people. As a child, polio paralyzed both his legs and he uses crutches to get around. The tsunami obliterated his village, Kuta Glumpang, and the contents of his shop were washed away. He had no capital to buy more stock and no way of providing for his wife and three children.

"I felt depressed and guilty because I knew I could not work and provide for my family," he says, shaking his head slowly. "I did not want to feel like a beggar."

At a village meeting, a concerned neighbor approached Oxfam to ask if it would help his friend. In April 2006, Dahlani received the first of two grants totaling 4 million rupiah (\$400) to help him re-stock and develop his shop.

"Mr Dahlani has the freedom to choose whatever he wants to sell. He knows the market," confirms Rozanna Dewi, Oxfam livelihoods officer.

# Indonesia

## Social services

Oxfam has two priorities for its social services program: to rebuild schools, and to strengthen civil society and community-based organizations.

Oxfam partner Education International has completed 12 of the 28 schools it is rebuilding in Aceh, and the rest will be finished by the end of 2006. All the schools are equipped with computers. About 1,700 teachers perished in the tsunami. Education International is providing training for 600 new teachers, 111 of whom have already completed their courses. At least one teacher per school will receive training in trauma counseling and will work with students to help them overcome the psychological damage caused by the disaster.

Development of civil society was hindered by the conflict that raged in Aceh for 30 years prior to the tsunami. During the tsunami response, Oxfam has worked hard to support the development of local NGOs. A special partnership unit has been working with 37 civil society groups to train them in advocacy, governance, strategic planning and accountability. Oxfam partner Hivos has also worked to strengthen Acehnese civil society by providing grants to 21 local organizations, and improving knowledge and skills in a range of areas, including gender, disaster risk reduction, environmental advocacy and financial management.

In their work to strengthen communities, Oxfam and its partners have focused on mechanisms that allow women to have a greater voice in decision-making processes. For example, the True Partner of Indonesia's Women (MiSpi) is advocating for greater female representation on Aceh's religious council.

## Disaster management

Oxfam partner Wetlands International has worked with 47 local NGOs and community-based organizations to implement 58 small grant projects. Projects included planting trees as a disaster protection and livelihoods measure, and establishing two community-based marine protection areas. There has been a high survival rate for mangroves planted under this scheme. Wetlands also undertook a major analysis of local and national laws and regulations, in addition to producing leaflets in local languages to raise awareness of the importance of coastal ecosystems for the survival of communities and their livelihoods.

The Tsunami Fund has also been used to improve disaster preparedness across Indonesia in the form of the Oxfam-funded PRIME project, which created rapid-response teams that were successfully deployed during the Yogyakarta earthquake in May 2006.

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Tengku Adam, 65, is blind, and Oxfam helped to adapt his home in Kuta Krueng, near Lhokseumawe, to his needs. Special tiles with different textures were fitted indoors and outside to help him find his way around. His wife runs a small shop from the house, thanks to an Oxfam livelihoods grant.

# Indonesia

## Land rights

When the earthquake and tsunami struck, most records relating to land ownership were lost or badly damaged. The deaths of community leaders and the loss of entire communities meant that, where no records existed, the social infrastructure underpinning the certainty of land rights was also affected.

Since mid-2005 Oxfam's advocacy work in Aceh has focused on issues of land rights and access. In July 2005, Oxfam and the United Nations Development Program (UNDP) published a report on restoring and confirming land rights for internally displaced people in the province. The report addressed two urgent issues: the need for tenure security to support housing reconstruction and land allocation, and the need to minimize land grabbing and land-related conflict.

Continuing this work in 2006, Oxfam has commissioned reports that have highlighted several major issues: a large gender disparity in house and land ownership; the precarious situation of renters and squatters, and their exclusion from the government's housing program; continued complications in the resettlement processes; and cases of

multiple state claims on land where tsunami-affected communities reside.

Oxfam has had some success in lobbying on the need for joint land titles for husbands and wives. The issue was taken up by the head of the Aceh and Nias Rehabilitation and Reconstruction Agency (BRR), who in turn lobbied the National Land Office in Jakarta to issue joint titles for land acquired by the BRR. At the same time, the BRR is promoting joint titling to local communities.

Of the other issues identified by the reports, the plight of renters and squatters was highlighted as requiring urgent attention. Based on the principle of asset-replacement, BRR regulations mean that it only offers renters and squatters cash assistance, not housing. Although NGOs are not explicitly prohibited from providing housing to this vulnerable group, the BRR has asked agencies to stop considering them as eligible beneficiaries. Oxfam is currently working with UNDP to lobby housing agencies and the BRR about the inequity of the regulations, and is continuing to raise awareness of the issue through the media.



A widow in Kuta Krueng, near Lhokseumawe, shows a certificate of ownership for the permanent home she received from Oxfam. Her original home was destroyed in the tsunami.



# Indonesia

## Shelter

The rebuilding of Aceh is a monumental undertaking. Before the tsunami, 10,000 houses a year were built: now the aim is 100,000. The reconstruction effort has been beset by considerable delays caused by a range of factors: lack of road access to many communities; lack of capacity within the local workforce; the need to establish land boundaries, ownership and inheritance rights before rebuilding; issues associated with the relocation of people who lost their land to the sea. Oxfam has encountered particular problems with tendering and sourcing supplies, especially legal timber and fired bricks. In recent months, various obstacles have been addressed, allowing rebuilding by all agencies to accelerate.

Oxfam plans to build 1,620 permanent houses, which is less than the original estimate. It has handed over some projects to other agencies that have greater capacity in locations where the proposed houses are to be built. Oxfam will redirect funding to other priority areas, such as public health and livelihoods.

So far, Oxfam has completed more than 800 houses, with over 200 more under construction. The project will provide

permanent housing for a total of 4,000 people. The homes are built to culturally appropriate, BRR-approved design standards. They are earthquake resistant and include water and sanitation facilities. Oxfam has also funded a housing program run by Muslim Aid, which aims to build 310 brick and traditional houses by the end of 2006.

Oxfam has adopted a community participation model in its construction work, and this has largely been a success. The main exception is Aceh Besar, where problems arose because there were not enough skilled staff to oversee all the community-built houses, which meant problems were not identified and solved during the early stages of construction.

One of Oxfam's biggest contributions is through advocacy. It has lobbied, with some success, for joint land titles for women, as well as calling for greater rights for squatters and tenants. An area of increasing concern is the public health situation in the baraks, the long, low buildings that still serve as temporary shelters for at least 70,000 tsunami survivors.

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Semi-permanent houses built by Oxfam in the fishing village of Lhokseudu, west of Banda Aceh. Oxfam has also given livelihoods support to families here to redevelop the fishing industry.



# Sri Lanka

The second year of the tsunami response in Sri Lanka has been overshadowed by the return of conflict to the island. More than 200,000 people have been displaced by escalating violence since April 2006, many of them from tsunami-affected communities in the north and east. It has been difficult to access some areas, particularly those controlled by the Liberation Tigers of Tamil Eelam (LTTE). Army restrictions on the movement of building materials have had a severe impact on construction projects, which had already been delayed by changes in government regulations and a lack of suitable land. Employees of international agencies have been targeted and in one instance, 17 Sri Lankans working for a French NGO were shot dead.

Because it works through community-based partners, Oxfam has been able to continue its programs with less disruption. Oxfam is coordinating its response with other agencies and is lead agency for water and sanitation. It has been delivering clean water and sanitation to families who were displaced by the tsunami and again by the conflict.

However, Oxfam has had to scale back its activities in conflict-affected areas and some key partners have had to temporarily close their offices. It has joined other agencies in lobbying the

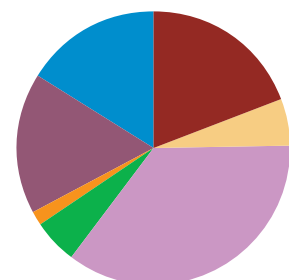
Sri Lanka Army and LTTE to allow humanitarian agencies unrestricted access to all tsunami- and conflict-affected populations to provide the aid they need.

Conflict and peace-building are among the subjects of an ambitious research program in Sri Lanka. In collaboration with local institutions and affected communities, Oxfam is seeking to base its approach to the recovery on firm evidence. Other areas of research in Sri Lanka include disaster preparedness and the paddy and coir markets.

Since the tsunami response began, Oxfam and its partners have assisted more than 600,000 people in Sri Lanka. They continue to help 105,000 people, focusing on restoring livelihoods, improving income security and reviving local economies.

One of Oxfam's main concerns is to ensure that women's rights are protected throughout the reconstruction process. It has lobbied the government to address the exclusion of women from the restoration of assets and advocated for joint land titles. In addition, Oxfam and its partners have worked with the managers of displaced people's camps to establish gender committees that will promote women's rights and raise awareness of domestic violence.

How the money was spent



US\$ millions

Public health water and sanitation	19.2%	\$10.392
Food security	5.5%	\$3.002
Restoration of livelihoods	35.6%	\$19.270
Restoration of social services	5.5%	\$2.952
Disaster management	1.5%	\$0.821
Shelter	16.6%	\$9.011
Program support	16.1%	\$8.725

Total \$54.173



Prema Rubasinghe smiles in front of her grocery shop in Tangalle, damaged in the tsunami and now operating again thanks to assistance from Oxfam partner Sewa Lanka.

# Sri Lanka

## Livelihoods

The restoration of livelihoods represents the largest ongoing part of Oxfam's tsunami program. Initially, it focused on cash-for-work projects and the replacement of lost assets such as fishing boats and farming equipment. In 2006, it has moved on to longer-term activities such as organizing grants and loans that enable the creation or reestablishment of small businesses. This support is often supplemented by vocational training in areas such as book-keeping and basic technical skills.

Almost 280,000 people have benefited from Oxfam-funded livelihoods projects, including more than 56,000 still receiving assistance as of September 2006. The work has been achieved in collaboration with partners such as Sewa Lanka and Sarvodaya Economic Enterprise Development Services (SEEDS), and with smaller, community-based organizations. Beneficiaries include fisher folk, whose boats and nets were replaced, farmers who have received seeds and equipment, masons and carpenters, who have helped with the reconstruction effort, and women's self-help groups.

Oxfam has mobilized poor producers to have better access to markets and ensure a fair price for their produce. It has undertaken market research to develop a mechanism to ensure better income for coir producers, who are predominantly women. In the South, about 3,000 coir producers have benefited. After initial support in the form of seeds, fertilizer and equipment, Oxfam and its partners have worked to improve

farmers' income by constructing irrigation channels and water tanks to increase productivity.

A key element of Oxfam's livelihoods programs is to improve the earning capacity of women. Well over half of livelihoods beneficiaries in Sri Lanka are women, a figure that rises to more than 90% with partners such as Agromart, BRAC (formerly Bangladesh Rural Advancement Committee) and SEEDS. Women have received training and funding to restart small businesses in diverse areas such as dressmaking, animal husbandry, selling fish or agricultural produce, brick-making and recycling garbage.

Although livelihoods activities in the East have been reduced by the conflict, Oxfam and 12 community-based organizations continue to work with 892 self-help groups in Batticaloa, Hambantota and Amparai. The groups, with a total of 4,159 members, 78% of whom are women, receive loans and vocational training to enable them to resume activities such as fishing, paddy cultivation and vegetable growing. Oxfam and Sewa Lanka have also provided a refrigerated truck for use by six fishing cooperatives, and renovated two fish markets in Ampara.

Oxfam's aim is for sustainable improvement in people's economic security. To this end, it has provided financial assistance to a pensions and insurance scheme that more than 1,000 members of fishing communities have joined.



Pushpa Malin (foreground) with her neighbor, Sarath Muthamara. They started their dried fish business in Hummanya village, near Kudawella, as part of a livelihoods project run by Oxfam partner Sewa Lanka. Pushpa was widowed before the tsunami, while a respiratory condition prevents Sarath from working at sea as a fisherman.

**Oxfam has mobilized poor producers to have better access to markets and ensure a fair price for their produce**

# Sri Lanka

## Public health

In recent months, Oxfam's priority for its public health program has been to ensure the provision of safe water and sanitation to tsunami-affected people who have subsequently been displaced by the conflict. Oxfam, working with local authorities and partner organizations, set up and serviced water tanks to meet the temporary water and sanitation needs of displaced people living in camps in Batticaloa and Trincomalee districts. By the end of September 2006, Oxfam was delivering more than 200,000 liters of water a day and had built 82 emergency latrines.

Public health conditions in the displaced people's camps are very poor, and Oxfam and its partners have mobilized volunteers to clean them up. They have also been advocating with the authorities to relocate displaced people to more appropriate sites with adequate space for sanitation facilities.

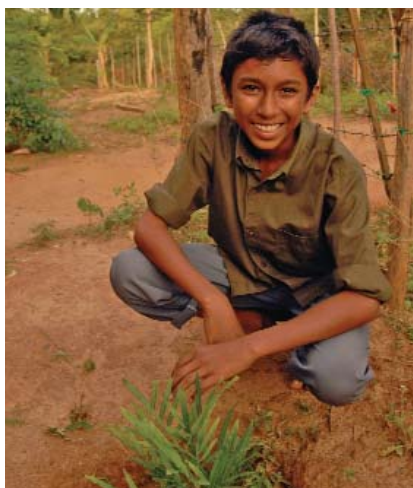
Before Oxfam responded to this latest crisis, it had been in the process of

phasing out its emergency water supplies, and had been looking at integrating water and sanitation work with its livelihoods program. It has also been working with national water authorities to renovate and rehabilitate the water supply system in two locations in Batticaloa district.

Since the tsunami response began, Oxfam and its partners have constructed or rehabilitated over 8,000 wells. Oxfam has also shared its water and sanitation expertise with other NGOs. For example, it has installed latrines in houses built by other agencies. In the course of the response, more than 114,000 people have benefited from Oxfam's water and sanitation work.

Oxfam partners have been carrying out a range of health and hygiene programs in tandem with the provision of water and sanitation. These vary from teaching children about the dangers of drinking polluted water to providing reproductive health education and raising awareness of HIV/AIDS.

**Since the tsunami response began, Oxfam and its partners have constructed or rehabilitated over 8,000 wells**



Lakshiha Lakmal, 14, talks about the support he received from Oxfam partner, the International War Related Trauma and Humanitarian Intervention (IWTHI) Trust. After attending a counseling workshop, he was encouraged to plant a tree in his garden to help him overcome the trauma he experienced in the tsunami. His mother, Malini, received assistance from the IWTHI Trust to start a small business.



# Sri Lanka

## Practical solutions

The tsunami struck five days after Lakma gave birth to her first child. Her home and family were spared, but the bakery where her husband Dayananda worked was destroyed, wiping out the young family's sole income.



**“I thought I would have work abroad – I didn’t want to leave my baby, but I thought I was going to have to. There seemed to be no help anywhere”**

Lakma and Dayananda are making a decent living with their roadside stall

Lakma explains the impact of the disaster on her family: “We had no water or electricity. In the evenings we sat in the dark, as we couldn’t afford kerosene. We were indebted to neighbours and family. I thought I would have to leave to work for strangers abroad – I didn’t want to leave my baby, but I thought I was going to have to. There seemed to be no help anywhere.”

As the couple’s financial problems and frustrations grew, so did the arguments. “When you reach a certain point, you struggle to discuss your problems. We would just shout at each other”, says Dayananda.

Hearing of the couple’s situation, Mr K G Ajith, a local psychosocial counselor trained by Oxfam partner IWTHI Trust, came to see them.

“I could share all my frustrations with him and he could see how we were living. He suggested we set up a food stall,” Lakma says. “I got a small loan from the IWTHI Trust and we started to build a place to trade from. We’ve been taught about budgeting and saving, and how to do our business accounts.”

The business has grown quickly, and the couple is able to save money every week, with the added advantage that they can work from home and look after their child.

Lakma explains: “It will take a year to pay off our debts but interest in our business is growing. We plan to open a proper shop as well as this food stall, and we’ll have a tearoom alongside. I used to get angry very easily, but now it rarely happens. If it wasn’t for the help from our counselor I would be abroad now, away from my family. We were so lucky to get this help.”



# Sri Lanka

## Social services

Activities have included rebuilding schools and promoting the rights of affected populations. Oxfam partner Education International has begun work on eight schools in Ampara, Batticaloa, Galle and Kalutara. Construction of a school in Trincomalee has been delayed by the conflict, and plans for schools in LTTE-held areas have been abandoned. Various Oxfam partners, including BRAC and Janasansadaya, have provided stipends, books and uniforms for thousands of orphans and other vulnerable students.

Oxfam has been advocating strongly with the authorities to ensure that people's rights, especially those of women, are upheld throughout the recovery and reconstruction phases. Partners have worked to build the capacity of communities to enable them to voice their concerns to government officials

more effectively. Radio programs and awareness-raising materials on the issue of gender have been produced to encourage women to take part in decision-making processes.

In partnership with the Human Rights Commission of Sri Lanka, Oxfam has set up centers in five districts to disseminate information on government policies and to deal with beneficiaries' complaints. Oxfam has also worked with partner CHA and with the Institute of Human Rights to set up free legal aid clinics in Galle, Matara and Trincomalee. The clinics assist tsunami-affected individuals and communities who have complaints or grievances about the reconstruction process.

Oxfam partner Motivation Sri Lanka has submitted guidelines to the Ministry of Social Welfare on how to make buildings accessible for people with disabilities.

**Oxfam has been advocating strongly with the authorities to ensure that people's rights, especially those of women, are upheld throughout the recovery and reconstruction phases**



Siril Kalawange makes pancakes in the converted garage he uses as a kitchen. He and his wife have restarted their food production business in Pamburana, near Matara, with a loan from Oxfam partner BRAC. They sell sweet and savory foods both directly to the public and to food outlets.

# Sri Lanka

## Back to school

Driving south along the coast from the capital Colombo, the waves crash and roll a few meters from the road with its bustle of trucks, tuk-tuks and bicycles. The proximity of the sea and the remains of brick-built buildings along the roadside are poignant reminders of how vulnerable this coastline was to the tsunami.



Students at Shariputra School are looking forward to leaving their temporary classrooms and moving into their new school building.

One of the devastated buildings is Shariputra School, which was attended by 1,340 primary and secondary children. Oxfam and partner Education International are now working with the Ministry of Education to rebuild the school, and to enlarge and improve its facilities.

Padmi Sapukotana, recently promoted to school principal, has taught at the school for 34 years and currently teaches in the temporary classrooms next to the building site.

“I remember coming to the school two days after the tsunami,” Padmi says. “The primary section was gone; books, instruments, furniture and sports equipment had all been destroyed. It was a mess. I’m looking forward to the new buildings being completed – we’ll have much better facilities.”

The new school will comprise two three-storey buildings to house the primary and secondary classes, and will include toilet and washroom facilities, and a play area. There will also be an administration block, and there are plans for an auditorium.

**“I’m looking forward to the new buildings being completed – we’ll have much better facilities”**

Padmi Sapukotana,  
school principal

# Sri Lanka

## Disaster management

Oxfam aims to reduce the vulnerability of poor and marginalized communities to future emergencies, and community-based disaster risk reduction is integrated into all its programs. Other related work includes creating sustainable livelihoods and ensuring access to protected water sources.

With partners and government agencies, Oxfam has mapped disaster prone areas in the east to inform a disaster preparedness action plan, and helped organize forums to discuss disaster mitigation measures. In partnership with the Institute of Policy Studies, Oxfam has conducted research on disaster management policies and practices in Sri Lanka and shared the findings and recommendations with the Ministry of Disaster Management and Human Rights.

In one of the largest disaster management programs, Oxfam partner Wetlands International/IUCN has rehabilitated sand dunes and coastal green belt, planting mangroves to protect communities in areas along the south, west and east coasts. The mangroves also enhance livelihood opportunities, as they create the perfect environment for small-scale fishing and traditional prawn farming. An estimated 49,000 people will benefit directly or indirectly from 28 such projects.

## Shelter

Getting tsunami-affected communities back into permanent housing has been one of the most contentious issues in the tsunami response. When the conflict broke out again, 330,000 tsunami-affected people were still living in temporary or transitional shelters. Government plans

to get all tsunami-affected people back into permanent housing by the second anniversary of the disaster now appear overly optimistic.

Oxfam's transitional shelters are built to meet internationally recognized standards, and are designed in consultation with female and male community representatives. Oxfam has exceeded its target of building 3,800 shelters.

Among the 884 permanent houses Oxfam and its partners are building are almost 600 low-cost homes in Batticaloa, Hambantota and Amparai districts. They are being provided for impoverished families who live in tsunami-affected districts and who were indirectly affected by the tsunami. Only 145 of the planned permanent houses have been completed to date, largely because of disruption caused by the conflict.

Oxfam has now imported over 8,000m<sup>3</sup> of sustainably-produced timber from Australia to support other agencies' shelter programs. This is part of its commitment to reduce the demand on Sri Lanka's hardwood forests.

Oxfam has been actively lobbying the government about its resettlement policies, urging it to give affected families adequate choices and to ensure their rights are protected. Oxfam has also played a key role in informing communities about government housing policies. Activities include face-to-face meetings in communities, public information radio programs and advising the government on communicating with tsunami-affected people.

**Among the 884 permanent houses Oxfam and its partners are building are almost 600 low-cost homes for impoverished families who live in tsunami-affected districts**



# Listening to communities

The international community has achieved a great deal in the course of the tsunami response, but a persistent shortcoming, indicated in local and global evaluations, has been inconsistency in ensuring the active involvement of affected communities.

The result has been lack of community ownership of programs, mismatches between what was needed and what was provided, an absence of corrective mechanisms, inefficiencies and, in some cases, corruption. The failure to fully utilize local skills and expertise has been identified as both a cause and a consequence of the lack of community involvement.

In India and Sri Lanka, Oxfam's tsunami response programs have aimed to ensure that people achieve their rights, and that communities' resilience to withstand future emergencies is strengthened. Oxfam has employed complaints mechanisms and regular consultations which have been used to change the focus of programming. It has also supported the formation of community representative committees to influence quality and access in rehabilitation. In addition, beneficiaries have been given training in human rights, which is essential if they are to hold governments and agencies such as Oxfam accountable against their commitments.

In Sri Lanka, Oxfam has actively lobbied the government to allow a greater role for Village Rehabilitation Committees (VRCs). VRCs are envisaged as a key mechanism for engaging beneficiaries in the reconstruction process and ensuring that the process is accountable to them. The establishment of VRCs does not solve all community consultation challenges, and is not a substitute for democratic, accountable, community-based organizations. They do, however, have the potential to harness local resources and to provide a sustainable structure for strong community accountability.

In India, Oxfam partners have been advocating for the inclusion of people from marginalized castes and tribes in tsunami rehabilitation. In one campaign, advocacy by partners resulted in 2,871 tribal families and 2,800 Dalit families accessing relief entitlements from the government which they had previously been denied.

**In one campaign, advocacy by partners resulted in 2,871 tribal families and 2,800 Dalit families accessing relief entitlements from the government which they had previously been denied**



Oxfam program officer Shobha Raghavan consults a member of a women's self-help group in Andharkadu village, Nagapattinam District, to check that she understands her entitlements under government programs.



# India

Oxfam's aim in the second year of the tsunami response in South India and the Andaman and Nicobar Islands was to strengthen its livelihoods work. This has been achieved, largely because of Oxfam's long-established relationships with local partner organizations.

Activities have moved on from recovery and rehabilitation to longer-term development projects that also address the poverty and inequality that existed before the tsunami. In the period between July and September 2006, Oxfam's livelihoods projects were benefiting 580,000 people, mostly through community-based groups.

By the end of 2006, it is likely that of all the permanent shelters planned to be built during the tsunami response in India, only about 20% will have been completed and handed over. Oxfam has built and handed over 41 of the 455 permanent houses it is planning to provide, with the remainder nearing completion. Delays in construction have led to understandable frustration among tsunami-affected communities.

The construction of permanent shelters is one of the biggest challenges facing the new government in Tamil Nadu, the state worst hit by the tsunami. The government has expressed a commitment to continue the rehabilitation of tsunami-affected families, but it faces a situation where many international NGOs are in the process of closing their tsunami programs. Oxfam has extended its public health activities, such as providing safe water and sanitation, for people who are still living in temporary accommodation.

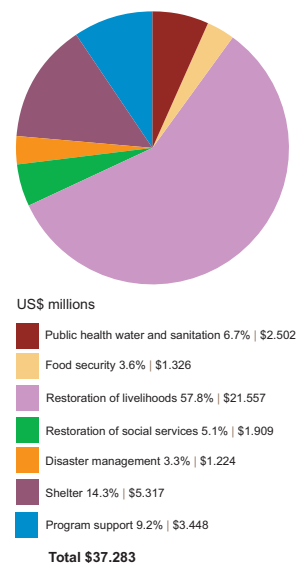
Oxfam has participated in several independent program evaluations

over the past year. Among the main recommendations has been that Oxfam affiliates could increase their effectiveness if they work together more and do more to share best practices and learning. Oxfam has drawn up an action plan to implement the recommendations and has formed four thematic working groups to improve its work in public health and shelter, livelihoods (with a focus on self-help groups and microfinance), disaster preparedness, and program design and coordination. At the time of writing, Oxfam is keenly awaiting the results of an evaluation into accountability to beneficiaries.

Oxfam plays a significant role in supporting civil society in its advocacy work. To help civil organizations increase their effectiveness in lobbying the government, partners have established three advocacy working groups on shelter, livelihoods, and environment and disaster preparedness. Oxfam has also sought to base the tsunami response on more solid evidence through a major research program. This has looked at areas such as the quality of temporary shelter, contingency planning for emergencies and improving gender work in the NGO sector.

As the response progresses, one of Oxfam's key challenges is to develop appropriate exit strategies. The aim is to incorporate sustainability, ensuring that achievements are built on in the future. Among the strategies being developed are links with government institutions to ensure continuous support for self-help groups.

How the money was spent



# India

## Livelihoods

In South India, Oxfam has focused on livelihoods programs. It has assisted more than 600,000 people, the majority working in fishing and agriculture. In 2005, its immediate priorities were to replace lost assets and form thousands of self-help community groups. In 2006, it has focused on strengthening the institutions and networks that will support these new livelihood activities.

Oxfam has undertaken research and consultations to identify and create market links. For example, it has helped farmers and fishermen to organize themselves into cooperatives and introduced them to merchants.

Partners such as Covenant Center for Development, Centre for Environment Education, Kudumbam and To-Farm have introduced innovative agricultural techniques and products to boost productivity and increase the income of marginal farmers in a responsible, environmentally conscious way. A new low-cost method of drying fish has been introduced in 30 villages, benefiting 1,296 women and their families.

Oxfam partner DHAN Foundation has assisted 60,519 people to organize

themselves into 3,474 self-help groups that are being supported in saving and credit activities. Their cumulative savings are equivalent to \$1.2m. Members can obtain loans at an interest rate decided by their groups, significantly reducing their dependency on moneylenders. Groups also use revolving fund mechanisms, which allow people to access larger loans from banks.

Loan schemes have been particularly targeted at women, who typically find it difficult to access credit, and are especially vulnerable to exploitation by intermediaries and moneylenders. The project is currently being assessed to ensure that loans are being used effectively.

The sheer scale of the tsunami and Oxfam's response to it has presented challenges. These include mechanisms for ensuring accountability to beneficiaries not being applied consistently across the board; delays in disbursing money to some self-help groups; strains on Oxfam's own management systems; and concern that some communities do not yet have the skills to manage large sums of money. Oxfam is responding to these challenges where appropriate through changes to both our ways of working and administrative structures.

**In 2006, Oxfam, has focused on strengthening the institutions and networks that support new livelihood activities**



Rajendran, a fisherman assisted by Oxfam partner Prepare mends his nets in the fishing hamlet of Koonimedukuppam. Self-help groups here have received 10 boats fitted with outboard engines.

# India

## A fresh start

The Dalit communities of Nagapattinam district typically work as fish vendors or agricultural laborers, and their livelihoods were badly affected by the tsunami. As most did not live close to the sea and did not lose physical assets, they were unable to claim government compensation.



**“At first, we were too shy to speak to the shopkeepers. Now, we are confident. We tell them that these ropes are made by tsunami-affected women and are of good quality. We have made good links with local vendors and have enough orders”**

Vasugi, left, has new confidence thanks to the coir business

With help from Oxfam partner Rural Community Development Centre (RCDC), two groups of Dalit women are able to make a decent living. In 2005, RCDC launched a coir-making project in the villages of Mahendrapalli and Subburayapuram. RCDC had organized a similar project based on coconut-fiber products before the disaster, and this experience helped it to procure raw materials, build links with wholesale markets and provide technical support.

Seventy-nine women were organized into self-help groups, which form the Suzhal Women's Federation. Each group received a coir-making machine and was taught how to make coir rope. Each member received a nominal stipend during the three-month training period. The Federation has been provided with vehicles to transport the finished coir products to the local market, and they have formed three committees to handle sales, marketing and production.

Before the project, employment was irregular, seasonal and at the whim of landowners and boat owners. When they did work, the women earned an average of 30 rupees (\$0.65) a day. Today, each household has a secure annual income of 15,600 rupees (\$350). The women have also become involved in making improvements to their community. For example, they approached the district administration to ask for better local road and transport facilities. Their request has been successful and they have also managed to bring an end to illicit liquor brewing in their villages.

The Federation is now looking to develop the business further. The women are exploring links with other like-minded Dalit movements and NGOs, and building a rapport with government departments, banks and insurance companies.



# India

## Public health

Oxfam had intended to scale down its public health program as people moved into permanent houses but construction delays meant that by the end of September 2006, Oxfam and its partners were still helping almost 60,000 people living in temporary accommodation. Oxfam partners have been advocating strongly with the authorities about the public health risks associated with having so many people in temporary shelter during the monsoon season.

Oxfam has organized a series of public health education events to raise awareness of health and hygiene issues among tsunami-affected populations. It has also organized volunteer monitoring committees in displaced people's camps.

The committees check that water and sanitation facilities are being used effectively and meet minimum standards, and encourage positive personal hygiene practices.

Although partners have been effective in promoting good practices, they have encountered problems resulting from the quality and location of temporary shelters, and the depletion of ground water levels.

Oxfam has also delivered water and sanitation facilities in the Andaman and Nicobar Islands, including providing nearly 350 toilets on Great Nicobar and identifying sites for drinking water sources for the Andaman Public Works Department.



A schoolboy in Semmencherry, on the outskirts of Chennai, tries to turn off a water tap. Advocacy work by Oxfam and partner Don Bosco resulted in 1,100 families being provided with permanent homes, as well as a new primary school.

## A holistic approach

A key element of all Oxfam's tsunami programs in India has been to raise awareness of HIV/AIDS, the incidence rates of which are increasing in India. From the outset a decision was made to 'mainstream' HIV/AIDS – that is, to incorporate it as an element of all programs.

Oxfam has succeeded in training hundreds of partners' field staff on how to incorporate HIV/AIDS activities within existing and new projects. Several partner organizations have integrated HIV/AIDS awareness into their community-based work, such as Red Ribbon clubs in schools to ensure that young people are well informed, or as part of livelihoods training.

Efforts to mainstream HIV/AIDS have not been easy. It has been a challenge to convince communities that HIV/AIDS is a genuine problem, and partners, such as BUILD, SELVA, DHAN and Prepare, have been involved in wide range of education and awareness-raising initiatives linked to other tsunami response activities. All this has been done in close coordination with the official AIDS bodies in the three tsunami-affected states.

# India

## Shelter

The result of delays, caused by a shortage of land, a lack of skilled labor and materials, and coordination issues, is that only about 20% of all houses being built as part of the Tsunami response are scheduled to be finished by the end of 2006. The authorities, in coordination with NGOs, are trying to speed up the construction program and land has been procured for 80% of the required homes. However, two years after the tsunami, hundreds of thousands of people remain in temporary shelter or with host families.

Oxfam took an early decision not to compete with the numerous organizations involved in building housing. Instead, it adopted a strategic approach, focusing on fostering best practices and encouraging community involvement in decisions about house design and relocation sites, and providing support to partners to undertake some specific shelter construction work.

Oxfam partners BUILD, Prepare, Quilon Social Service Society (QSSS) and Society for Education Village Action and Improvement (SEVAI) are building 354 permanent houses, all of which are either finished or nearing completion. In most communities, a committee monitors construction. Prepare has also signed an agreement with the Indian government's Housing and Urban Development Corporation (HUDCO) to build 101 disaster-resistant houses in Villupuram District.

Although improving livelihoods is the main focus of Oxfam's tsunami program in India, considerable efforts have been made to maintain and upgrade temporary shelters and houses, especially those affected by floods. SEVAI, RCDC and Prepare have also rebuilt 957 damaged mud-walled houses, many of them with three-foot hollow block walls.

**Oxfam focuses on fostering best practices and encouraging community involvement in decisions about house design and relocation sites**



Construction workers at Vanagirikuppam, in Nagapattinam district, where Oxfam is constructing houses for tsunami survivors. Oxfam, which is building 455 permanent shelters in South India, has focused on promoting best practice in its housing work.

# India

## **Social services**

Oxfam partner DHAN Foundation has set up 270 tuition centers to offer supplementary education to pupils who missed schooling because of the tsunami disaster. The aim of the centers, which have assisted more than 8,000 students, is to reduce school dropout rates. Oxfam partner Center for World Solidarity, has also been providing vocational education to adolescent girls, to boost their employment possibilities.

Oxfam has erected three prefabricated Community Education Centers on Little Andaman Island, benefiting about 1,750 students who were being educated in tents. Nearly 8,000 children in government primary schools in Tamil Nadu and Andhra Pradesh have received school uniforms, shoes and bags that were manufactured by a tailoring and shoe-making livelihoods unit, with support from partner Prepare.

DHAN Foundation has also set up 106 Village Information Centers, aimed at empowering marginalized people in coastal villages through effective communication and education.

A wide range of services is offered to the communities, including an early warning system, affordable education and market information for farming and fishing communities.

## **Disaster preparedness**

On the Andaman and Nicobar Islands, Oxfam partners have been working to

strengthen communities in order to mitigate the impact of future disasters. On South Andaman, 30 people from nine wards have been trained in community-based disaster preparedness and disaster risk management assessment.

On the mainland, Wetland International has organized projects to plant 125 hectares of mangroves and 10 hectares of demonstration shelterbelt, as well as conserve 15 hectares of sand dunes as protection against cyclones and tsunamis. DHAN has formed 48 local disaster management groups with some 640 members. A public early warning system has been established with the help of the Village Information Centers created by DHAN.

On a broader scale, Oxfam has been working with partners on the development of contingency plans, which include systems to distribute relief items during a disaster. Partners have also been heavily involved in regional and national consultations about disaster management, including a major forum in February 2006 that involved the federal government and other agencies.

Information sharing and linking between Oxfam partners has resulted in improved systems and capacity. One partner said that as a result of post-tsunami learning, its response to recent floods was much improved.

**Nearly 8,000 children in government primary schools in Tamil Nadu and Andhra Pradesh have received school uniforms, shoes and bags that were manufactured by a tailoring and shoe-making livelihoods unit**



# India

## New beginnings

“We have now got a strong roof over our heads, good work to do and enough food to eat. This time, even if there is heavy rain, we have a secure place to live,” says Nagamma, who has twice been relocated to temporary shelters since the tsunami destroyed her home in a coastal hamlet near Chennai.



**“The garbage collection program not only gives us enough money to buy food for our family, it also helps us keep the community clean”**

Nagamma, left, centre, in red sari

About 1,100 Chennai families were moved by the government to temporary shelters at Duraipakkam, a low-lying area about 20 kilometers away from their jobs and schools. Then the monsoon rains came and the families were relocated yet again.

Oxfam and partner Don Bosco have worked with the communities since the disaster. The agencies has been advocating with the Slum Clearance Board (SCB) to allocate housing for the families. In March 2006, the families were finally able to move into permanent homes in Semmencherry.

This success encouraged Don Bosco to press the authorities to address other issues of concern for the community, such as public health, education and livelihoods. It created 40 self-help groups, 36 of which are women's groups, to organize livelihood activities. It linked the groups with an ongoing SCB program funded by the Asian Development Bank.

One of the livelihood activities is a garbage collection scheme. Nagamma is one of 17 women who have been provided with tricycles so they can make a living collecting and disposing of their community's garbage. The SCB has agreed to pay their monthly salary of 2,000 rupees (\$44) for three years.

“We are glad to be engaged with the garbage collection program,” says Nagamma. “It not only gives us enough money to buy food for our family, it also helps us keep the community clean.”

Don Bosco has also lobbied the state education department for a local school. Previously, children had to travel nearly an hour and a half every day to reach their school, so many were dropping out. In June 2006, a primary school was inaugurated in Semmencherry.

# Somalia

Oxfam is one of the few international organizations still working in Somalia on the tsunami response. Many of its programs have ended or are winding down, but three major projects are just getting under way. Following extensive feasibility studies, and with support from senior local officials and clan leaders, Oxfam partner Horn Relief is building a jetty and organizing a livelihoods program, and partner Nedsom is building a shipyard.

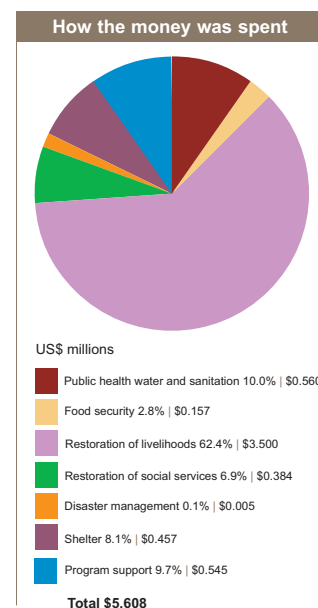
A full evaluation of Oxfam's tsunami program in Somalia will be carried out in 2007, and recently completed partner programs are currently being evaluated. Early indications are that, despite various obstacles, programs have largely met their objectives. Challenges have included insecurity in the tsunami-affected region, lack of materials, inaccessible communities and poor transport infrastructure. In addition, large areas of Somalia are facing worsening drought, to which Oxfam is also responding.

While the situation in Puntland, the area worst hit by the tsunami, is relatively stable, one of the biggest constraints for recovery work has been the political situation, particularly since the Union of Islamic

Courts, the de facto dominant political power in Mogadishu, expanded its influence beyond the capital. It has been difficult to transport materials and personnel to affected areas. The lack of security has also hindered civil society activities and discouraged auditing companies from working in Mogadishu.

In addition, the lack of a formal banking system, and the consequent difficulties in getting money into Somalia, has had a negative impact on Oxfam's work. Oxfam partner RMCO has taken legal action in an attempt to recover money held with Dalsan, a 'money wire' bank that has collapsed. Even though it had already taken a series of measures to protect itself against this kind of event, Oxfam is reinforcing its internal management and administrative procedures in Somalia.

One of the positive outcomes of Oxfam's tsunami response has been the opportunity to build new relationships with Somali organizations that Oxfam could work with in the future. Oxfam will train new partners in disaster response and involve them in its contingency planning process.



Tsunami-affected people repair a road near Bender Beyla as part of a cash-for-work programme run by Oxfam partner Horn Relief. The new roads have improved market access for fishing communities and for pastoralists living inland.

# Somalia

## Livelihoods

Oxfam's activities in Somalia have focused primarily on restoring the livelihoods of fishing and pastoralist communities that were directly and indirectly affected by the tsunami. Examples include cash-for-work projects to rehabilitate wells and drainage systems, repair infrastructure such as roads and protect the environment through activities such as planting mangroves. This brought money into communities quickly, while also kick-starting the recovery process.

Longer-term activities emphasize asset replacement, especially within fishing communities. Oxfam and its partners have distributed 145 boats and a large quantity of other fishing equipment. It is anticipated that 35 additional boats will be donated in the near future. In addition, fisher folk have received vocational training and tuition in basic mathematics and literacy. To provide a solid foundation for the recovery of the fishing sector, Oxfam's partner Center for Education and Development (CED) has rebuilt a covered market in Merca. The market is now flourishing, and Oxfam anticipates that the Las Qoray Jetty being built by Horn Relief and Nedsom's shipyard in Hafun will have a similarly beneficial impact.

Horn Relief is also working with over 1,000 households to develop more secure livelihoods in areas such as agriculture, poultry farming and bee-keeping, with the aim of spurring economic growth.

## Public health

Over the course of the tsunami response in Somalia, Oxfam and its partners have assisted more than 19,000 people through public health projects, and built or repaired 28 wells. In Hafun, the agencies laid a 12-kilometer water pipeline system, and in Hurdia, a major water supply project was carried out in coordination with the United Nations Children's Fund (Unicef).

## Social services

Oxfam is working with partners to repair and rebuild schools, and to increase access to education for both girls and boys. Five schools, including one for displaced children, have been repaired or built by Oxfam partners CED and Tadamun Social Society in Barawe, Run-Nirgod, Galad and Garowe districts. The work is accompanied by advocacy to encourage local authorities and community leaders to support the education program, and community mobilization to increase the number of girls enrolling. Forty-eight community education committees have been formed and trained to deliver the advocacy work.

**Over the course of the tsunami response in Somalia, Oxfam and its partners have assisted more than 19,000 people through public health projects, and built or repaired 28 wells**



**"We hope that this training will improve our lives."**

Fatima Mohammed Ibrahim is the only income-earner in her family, which lives in the fishing centre of Merca. She has benefited from a program run by CED which trains men and women in practical skills such as net-repairing, engine maintenance and fish-processing, as well as reading, writing and basic mathematics.



# Thailand

With the Save Andaman Network (SAN), Oxfam is working to restore the livelihoods of 5,000 vulnerable fisher folk using a community-based revolving fund that encourages direct participation and sustainable development. Since January 2005, the revolving fund has helped establish 38 community boatyards, which have replaced fishing gear for 1,647 families and provided boat engines for 523 families. By March 2006, more than 1,500 fishing boats had been repaired, allowing members of 107 communities to return to the sea.

Oxfam has completed its work with the Human Settlement Foundation, which organized a successful project providing advocacy support for communities who were tackling land issues.

## Support for migrant workers

Burmese migrants were some of the most disadvantaged people in Thailand, even before the tsunami. Working in partnership with the Migrant Assistance Program (MAP), Oxfam has focused on assisting this marginalized community.

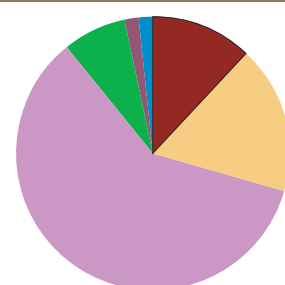
MAP's public health project has facilitated access to health services, and used

leaflets and radio programs to raise awareness about HIV/AIDS and other health issues. To ensure communities have access to information, MAP has worked with the International Office of Migration to distribute 350 radios. In September 2006, the project suffered a setback when MAP's community radio stations were shut down following the military coup on 19 September 2006.

MAP's livelihoods project seeks to improve labor conditions for Burmese migrants by facilitating access to legal recourse, an activity that is expected to increase as a result of the coup. MAP brings migrants in different occupations together to share experiences and develop knowledge of their rights. MAP also works closely with the health authorities to inform local hospitals about the policies requiring them to issue birth certificates to Burmese children.

Through access to libraries and the creation of a community resource center, Oxfam is providing a focal point for migrant workers. It is also working to restore social services, to improve access to education and other learning and counseling facilities.

How the money was spent



US\$ millions

Public health water and sanitation	12%	\$0.036
Food security	17.6%	\$0.053
Restoration of livelihoods	59.8%	\$0.180
Restoration of social services	7.3%	\$0.022
Disaster management	0%	\$0
Shelter	1.7%	\$0.005
Program support	1.6%	\$0.005

Total: \$0.301

# Thailand

## A fund for the future

Saowanee Sumlee lost her fishing business to the tsunami and the government assistance she received was not enough to help to regain her livelihood.



**“The fund gives us security, and the confidence to carry on with our career and our life”**

“We had none of the things we needed to resume our normal life: no boat, no fishing gear,” she explains. “One day, we asked for help from the Fisherfolk Club. It gave us information about the community savings group and revolving fund.”

The Oxfam-supported revolving fund helps communities to recover their livelihoods, and also builds community participation and provides for their future. Saowanee joined the fund and took out a small loan to buy a new boat and fishing gear to restart her business.

“Before the tsunami, our community had never spoken in a meeting,” she says. “Now we talk about how we should manage this fund. Most of our members have some money in their account. The fund gives us security, and the confidence to carry on with our career and our life.”

# Burma

Oxfam's partner Metta Foundation leads the tsunami program in Burma. Beneficiaries have welcomed Metta's participatory approach, and have appreciated being asked to share their ideas and labor to help rebuild their communities.

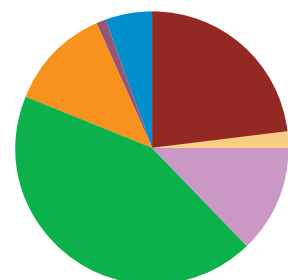
Metta is working closely with the Mangrove Service Network in supporting 100 households in their livelihood plans, which incorporate mangrove rehabilitation to protect the coastline. It has repaired the water supply of 10,000 people in 20 tsunami-affected villages, and distributed fishing nets and boats to more than 50 households in fishing communities.

Metta is also establishing savings and loan schemes. These, along with the planting of mangroves, are important for sustainable growth and for strengthening communities so that they are better able to withstand future disasters.

Metta is also running several ambitious rebuilding and education projects. It has repaired 35 houses in Nam Hsan village and is engaged in a school-building program, going beyond its original targets while keeping to its original budget. Having so far built nine of the 12 new schools it planned, it is also renovating or extending 36 schools and has already completed 12 of these. Metta is providing teaching materials and furniture, and training primary school teachers.

In May 2006, Metta provided emergency relief to people affected by cyclone Mala, which hit areas previously damaged by the tsunami. It reached 2,561 households in 128 villages, providing blankets, mosquito nets, bottled water and small grants for home repairs.

How the money was spent



US\$ millions

Public health water and sanitation	23.1%	\$0.167
Food security	2.1%	\$0.015
Restoration of livelihoods	12.5%	\$0.091
Restoration of social services	43.5%	\$0.314
Disaster management	12.3%	\$0.089
Shelter	1.1%	\$0.008
Program support	5.4%	\$0.039
<b>Total</b>		<b>\$0.723</b>



A temporary classroom in one of the villages in which the Metta Foundation is working. Oxfam's partner has undertaken an ambitious school rebuilding and renovation program.



# Evaluation and learning

Oxfam is committed to monitoring its programs to ensure that they are achieving agreed objectives and adapting to changing needs and contexts. Monitoring also allows an agency to learn from difficulties and achievements and so improve.

Comprehensive evaluations of Oxfam's tsunami program have been carried out in Aceh, Sri Lanka and India. By December 2006, more focused evaluations will have been completed on accountability to beneficiaries in India, and on partner and disaster preparedness programs in Aceh. PriceWaterhouseCoopers and the Feinstein International Famine Center of Tufts University have conducted independent evaluations of Oxfam's management of the tsunami response.

All the evaluations have made positive observations and recommendations for how the programs should evolve. Oxfam has developed action plans to address these and made significant improvements. These include the introduction of more rigorous management systems in Aceh and the creation of information centers in Sri Lanka to disseminate government policies and receive complaints. In South India, mechanisms have been put in place to improve program monitoring.

## External evaluations

Oxfam has participated in several major external evaluations, including those by the international Tsunami Evaluation Coalition, and the UK-based Disasters Emergency Committee. Oxfam has also contributed to reports produced by the NGO initiative led by Bill Clinton, UN Special Envoy for Tsunami Recovery.

The external evaluations have been positive about Oxfam's contribution to the survival and recovery of tsunami-affected populations. The Humanitarian Accountability Project's 2005 Annual Report describes some of the achievements and challenges Oxfam has had in its work trying to improve accountability to beneficiaries, such as the successful implementation of an information exchange system in Aceh. It is reassuring that external evaluations have produced broadly similar recommendations to those commissioned by Oxfam.

**The external evaluations have been positive about Oxfam's contribution to the survival and recovery of tsunami-affected populations**



Children at play in Koonimedukuppam, Villupuram District, South India. Oxfam and partner Prepare have provided school uniforms, books, bags and shoes to almost 400 children in this village, while their parents have received cash grants to start small business activities.

# Evaluation and learning

## Key findings

The key findings of the major external evaluations are:

→ There needs to be an increased focus on working with others: with governments and other humanitarian organizations, and particularly with local organizations and communities, who are usually the first to deliver assistance.

→ More effort and resources must be invested between emergencies to build the disaster preparedness of vulnerable communities. This includes ensuring that people are aware of their rights and in a position to protect them, especially during emergencies, when they are at their most vulnerable.

→ Agencies need to work harder at improving the quality of what they do in a way that is accountable to those with whom they work.

Achieving these goals will only be possible if agencies build strong relationships with local organizations and enable the development of strong civil societies. This is a guiding principle of Oxfam's work and there have been many examples during the tsunami response of its achievements in this area. However, there needs to be greater consistency, and Oxfam has invested

heavily in researching how it can improve, and developing plans to put this learning into practice.

Agencies must also be clearer about how they measure the quality of the programs they deliver in order to develop their monitoring systems and to put in place more effective learning mechanisms. Oxfam is constantly looking at ways to improve its monitoring and learning processes. For example, where partners have strong monitoring systems, it plans to do more to tap into, and learn from, their good practices.

There already exist international standards and principles which provide a framework for how the humanitarian community should work in emergency situations. The challenge is to support staff in applying them appropriately in every situation.

Oxfam has been able to devote considerable resources to monitoring and evaluating its work during the tsunami response and has learned a great deal. It is committed to continuing this process so that its programs in tsunami-affected countries continue to improve, but also so its response to future emergencies is of the highest possible quality.

**Achieving these goals will only be possible if agencies build strong relationships with local organizations and enable the development of strong civil societies**



Pushpa Udani Rawanpathirana, 37, received a loan from Oxfam partner BRAC to restart her tailoring business in Pamburana, near Matara.

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The following organization is currently an  
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