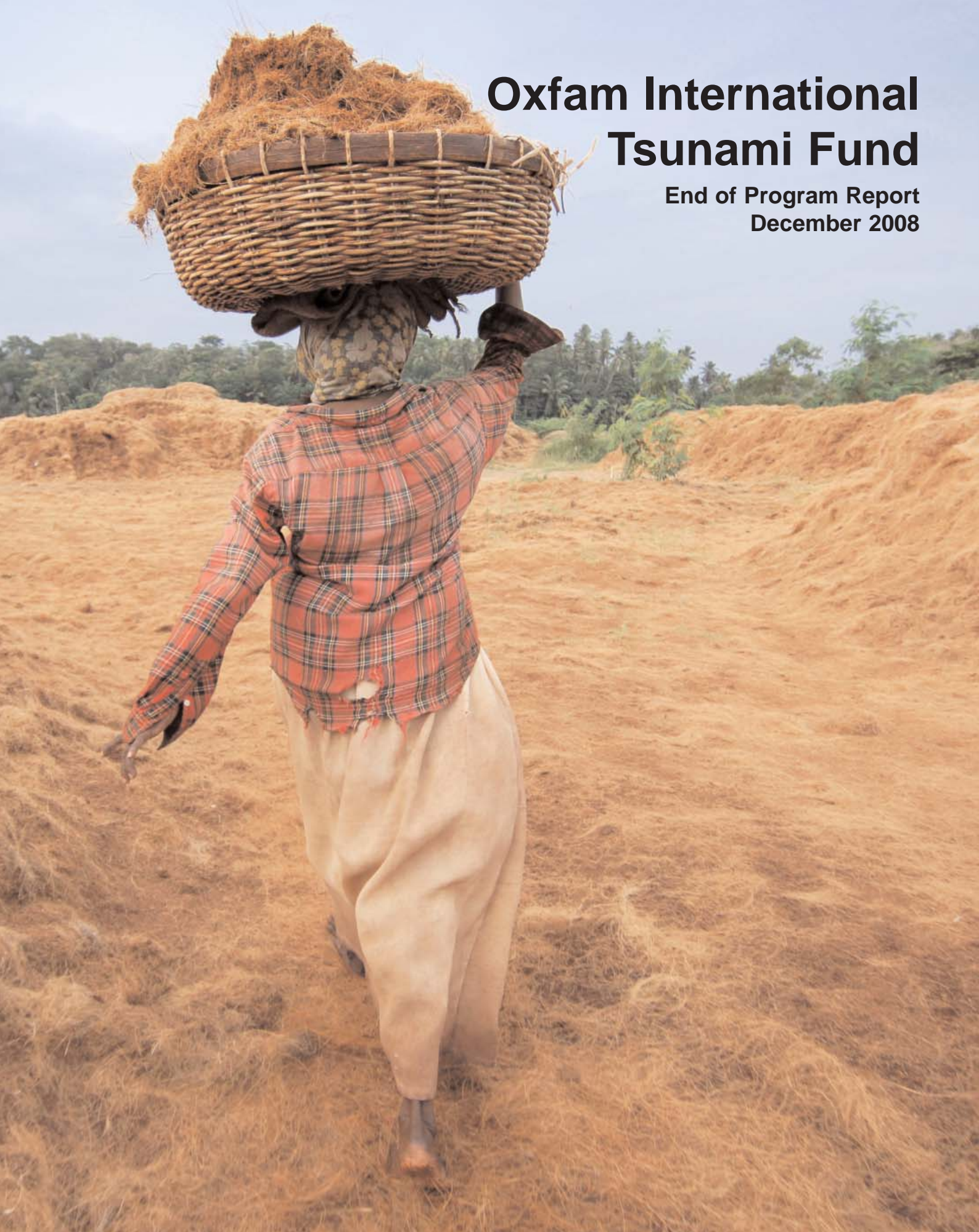


Oxfam International Tsunami Fund

End of Program Report
December 2008





Farmer Jamil Hamzah walks through rice fields at Gampong Ladang, near Meulaboh, in Aceh, in October 2005. Soon after the tsunami, Oxfam helped to desalinate land that had been contaminated by seawater and provided farmers with paddy seeds and tools to enable them to restart agricultural production (Photo: Jim Holmes/Oxfam)

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This is one of four reports Oxfam International is producing to mark the end of its tsunami program.

The others will be:

Collaboration in Crises: Lessons in community participation from the Oxfam International tsunami research program, February 2009

Oxfam International Tsunami Fund: an evaluation of the tsunami response, March 2009

Oxfam International Tsunami Fund Annual Report and Accounts, May 2009

Front cover: A coir worker at the Irani mill in Dickwella, southern Sri Lanka, photographed in November 2005. Until recently, women who spun coir (coconut fiber) for a living were the poorest of the poor, but since the tsunami, Oxfam has helped over 3,000 of them to revive and expand their businesses. Once the mills were up and running again, we supported research into how these women at the bottom of the market chain could increase their profits - and their standing in the community. The resulting plan involved introducing new techniques and machinery to enable them to sell higher quality products, and the formation of a federation of self-help groups to help them wield greater influence in the marketplace. The result is that the women in the Oxfam program doubled or even tripled their incomes. (Photo: David Levene/Oxfam)

Foreword

It was always going to be a marathon, not a sprint. Once the scale of the destruction caused by the tsunami - and the overwhelming generosity of the public - became clear, we knew we would have to put in place programs that would last for years. After all, the task facing the aid community was the equivalent of rebuilding and rehabilitating a city of a million people.

The money we received allowed us not only to help meet the immediate emergency needs of tsunami-affected populations, but also to try to address the factors that made them vulnerable: not least poverty and the fact their basic rights - to a decent livelihood, to education and health services and to have an influence over their own lives - remained unfulfilled.

This has been an unprecedented effort for Oxfam: we have delivered a \$294m program over four years, assisted some 2.5 million people across seven countries, recruited thousands of new staff to help implement this program, and worked with approximately 170 different local partner organizations. An effort on this scale was never going to be straightforward, and we faced significant challenges and problems.

Yet what has been achieved is astounding. Hundreds of thousands of people are now living in better conditions than they were in before the tsunami thanks to the generous support we received from the public, the dedication and hard work of our staff and local partners and the efforts of the affected communities themselves to rebuild their lives.

Women in Sri Lanka and India who used to live in grinding poverty and work as agricultural laborers now have more hope thanks in part to the fact they belong to Oxfam-funded self-help groups which, for the first time, have given them access to low-interest credit and a say in their future.

Our lobbying of, and close working relationship with, the Indonesian authorities has also borne tremendous fruit: people in Aceh who rented and squatted on other people's land before the tsunami are now legally entitled to their own home, while women were granted joint ownership with their husbands of newly constructed houses.

A huge amount of attention was devoted to the physical rebuilding process, and it was distressing to see people living in temporary shelters two years after the disaster. But tangible results, such as the construction of houses and the distribution of boats were only one indicator of progress. The less concrete interventions were just as important: giving people the means to improve their lives whether through better market access for their goods, the knowledge to protect themselves against future disasters, or the confidence to demand a say in decisions that affect them.

The tsunami response has vindicated Oxfam's approach of building the capacity of local civil society and vulnerable communities to be better placed to improve their own lives. We have helped to "build back better". Equally, though, we must be honest in admitting that our response was not perfect. It is inevitable in such a huge response that mistakes were made: our oversight of financial management in partner programs in India was sometimes inadequate; we were guilty of promising more than we could deliver in the early phases of our program in Aceh; and an evaluation in Sri Lanka said that our response there could have been more effective if the different Oxfam affiliates had worked more closely together.



Barbara Stocking,
Chair, Oxfam
International Tsunami
Fund Board (Photo:
Oxfam)

The tsunami response has magnified many of the problems that Oxfam and other humanitarian agencies faced before the disaster and has been a catalyst for change. This is especially true of international humanitarian coordination: as major evaluations pointed out, too many agencies spent the early stages of the response rushing to be seen to spend money in 'easy-to-access' locations and avoiding difficult ones, something we tried to avoid. The tsunami also exposed uneven coordination in the international response, a lack of leadership and accountability. Efforts to improve this were already under way before the tsunami, but the disaster has given them added impetus.

We have used the tsunami response to improve our own internal coordination mechanisms and disaster response guidelines: our successful response to the Yogyakarta earthquake in May 2006 was informed to a large extent by the lessons learned in the tsunami response. The large sums we have been able to spend on monitoring, evaluation and research have allowed Oxfam to improve its performance, not least with regard to our accountability to affected communities. The tsunami response was driven by a unique set of circumstances, but we believe its legacy will be felt for many years to come, not only in the affected countries, but anywhere we launch an emergency response.

There are still far too many people in tsunami-affected countries living precarious lives, their opportunities limited by poverty, their futures threatened by future disasters or ongoing conflict. Oxfam will continue to work with them in longer-term development projects.

It's clear that the money the public donated has had a lasting impact on the lives of people affected by this disaster. Thanks to this generosity and their own skills and resilience, they now have the tools and knowledge to be stronger in the face of future adversity.



Barbara Stocking,
Chair, Oxfam International Tsunami Fund Board

Country	Beneficiaries Dec 04 - Sep 08
Indonesia*	705,138
Sri Lanka	792,127
India	776,025
Myanmar	60,171
Thailand	75,022
Somalia	59,260
Maldives	25,000
Total	2,492,743

Beneficiary numbers provide only a rough indicator of Oxfam's impact. It is never possible to be certain that there is no double counting, as people may benefit from more than one intervention. In addition, a beneficiary might receive something as small as a bucket of relief items, or as large as a permanent home. It is also impossible to quantify the number of people helped by Oxfam's research and advocacy work, which make up an important part of our activities. It has not always been possible to disaggregate cumulative beneficiary figures, but where we have done it, we have been pleased that women have frequently constituted more than half of beneficiaries.

About the Fund

The Oxfam International Tsunami Fund was established in March 2005 as an independent company and registered charity in the UK. The Board of Trustees comprises the Executive Directors of 12 Oxfam affiliates** and two non-executive Trustees from outside Oxfam.

Program work is carried out by Oxfam and local partner organizations. To avoid duplication, some affiliates implement programs in affected countries, and others provide funding and support.

The Tsunami Fund Management Team (TFMT) allocates the Fund's resources and ensures that its work is managed, reported and communicated in an effective and transparent manner. A small secretariat manages the allocation process, coordinates evaluations, operates Fund accounts, consolidates affiliates' reports, arranges external reviews and audits, and communicates results.

The Fund, which closes in December 2008, maintains its accounts in US dollars.

By the end of its four-year response, Oxfam expects to have received a total of \$294m, more than 90 per cent of it from the public. When the Fund was set up, a cap of 10 per cent was put on administration and fundraising costs. However, less than five per cent has been required, leaving more than 95 per cent of the total fund to be spent on programs.

* Does not include the 700,000 people assisted under the PRIME disaster management program (see page 16).

**Oxfam affiliates are listed at the back of this report. Oxfam France-Agir ici, which was not a full affiliate when the Tsunami Fund was created, is not represented on the Board.

Introduction

When the tsunami struck, humanitarian agencies were confronted with an unprecedented challenge: a major disaster in multiple locations across numerous countries, some already severely affected by conflict. As well as the huge loss of life, hundreds of thousands of people were displaced, millions lost their means of earning a living, and, in many places, the destruction of infrastructure was almost total. Humanitarian agencies were given more donations than they had ever before received for a single emergency. There was a massive responsibility to spend it wisely and transparently.

Oxfam responded to this challenge by setting up a separate charity, the Oxfam International Tsunami Fund (see page 4), to manage the response and ensure that funds received by all the Oxfam affiliates were allocated in a coordinated and transparent way.

Emergency phase

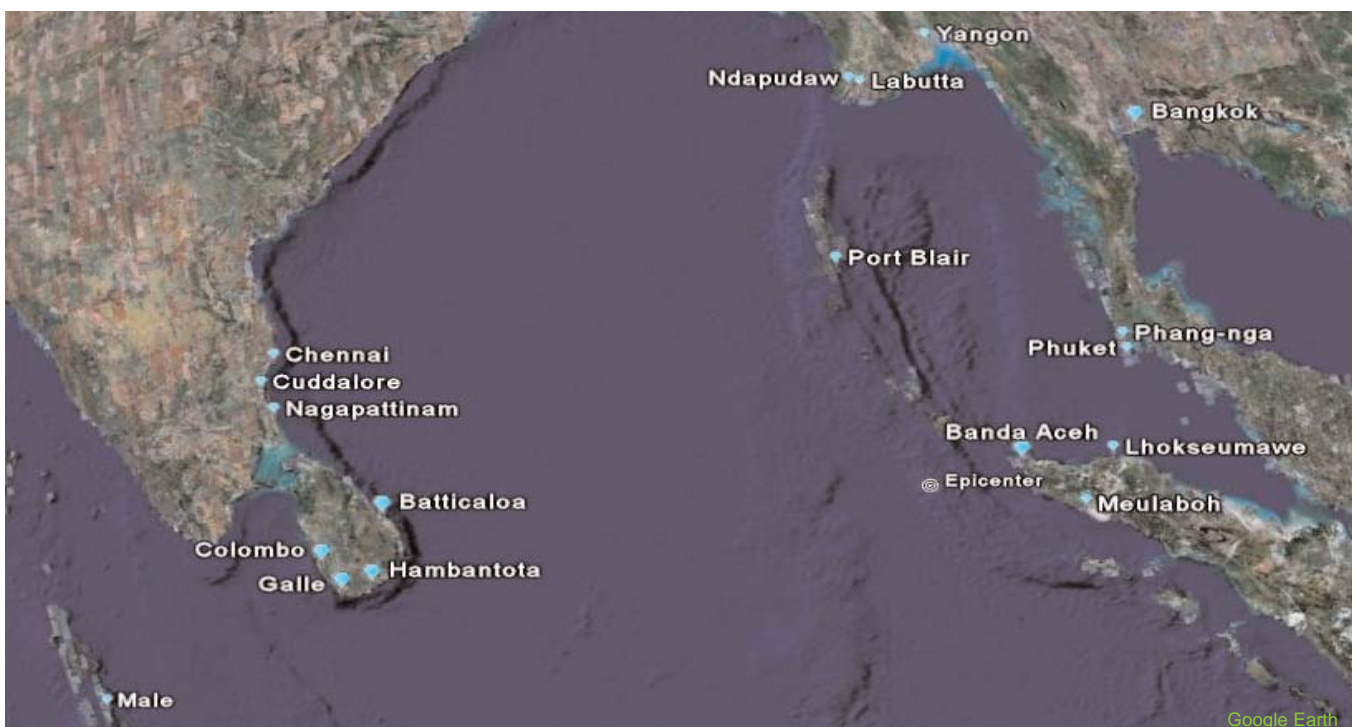
Because of our extensive network of local partners, and our own disaster response capacity, we were able to launch an immediate and effective emergency relief operation across seven affected countries. Where we did not have partners, in Aceh or the Maldives, for example, we rapidly deployed Oxfam operational staff. Indeed, the Tsunami Evaluation Coalition (TEC)* praised Oxfam for its ability to deploy experienced staff

rapidly in the event of major emergencies. In most locations, this delivery of relief supplies was accompanied by the replacement of lost assets, such as fishing boats or agricultural tools, and cash-for-work interventions, where affected people were paid to clean up their communities and restore infrastructure like wells, drainage ditches and roads.

At all stages of the operation, Oxfam strove to abide by and promote the use of internationally-recognized minimum standards such as the Red Cross Code of Conduct and Sphere standards.

Lobbying governments and international bodies is one of our great strengths and in the early stages of the tsunami response, we demanded that governments of industrialized countries pledge new money for the recovery effort, rather than diverting previously promised funds; we called for the reconstruction to leave affected communities in a stronger position than they were in before the disaster.

As the response progressed, we changed our approach and focused more on advocating with the governments of the affected countries to ensure that local issues - such as land rights, unhindered access to affected communities or equal treatment for marginalized or minority groups - were tackled.



*TEC evaluation published in July 2006

Introduction



Banda Aceh bore the brunt of the tsunami and the earthquake that preceded it. The destruction of infrastructure was almost total (Photo: Jim Holmes/Oxfam)

Long-term aims

As we embarked on this massive undertaking, we were aware that our response in each country would vary according to the differing needs of the populations, local factors such as access to affected communities and the capacity of local partners. Given the scale of the disaster and the quantity of money we had, we were clear that we would be planning a response that would address not only immediate humanitarian needs, but also longer-term development issues. Our ultimate aim was to strengthen the ability of affected people to control their own future and respond to future crises. It was vital that in delivering assistance we did not deepen the dependency of people on outside help, and in most cases we achieved this.

As is usual with Oxfam programs, our approach is, wherever possible, to work through partner organizations that are more likely to understand their local contexts. While assisting affected people, we have also worked with these organizations to strengthen their knowledge base and capacity to better serve their communities in the long term.

Oxfam believes that programs are more

likely to be successful and sustainable if affected communities take ownership of them. We strove to involve beneficiaries in the design and implementation of projects, from the construction of houses to the location of communal latrines; from the membership of livelihoods groups to learning to manage mangrove plantations. Wherever possible, Oxfam and its partners have trained people to maintain facilities after the program ends.

A failure to utilize local capacities was identified by a number of external evaluations as a key weakness of the overall tsunami response. However, given its underlying philosophy, this was an area where Oxfam did well. Indeed, we only implemented programs directly where partners did not have the capacity to meet the needs of the affected population or where we had no local partners. Oxfam was praised by the TEC evaluation for the NGO support network it developed in Aceh with a view to putting local people at the heart of the response.

From the outset, we recognized the need to be flexible and innovative in the use of our funds. This was a unique opportunity to spend relatively large sums of money on long-term projects that would address poverty and marginalization. Oxfam was

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determined to avoid duplicating the work of other agencies and sought to assist groups who were being bypassed or neglected by large official programs.

We sought to help not only those who lost property and family in the tsunami, but people who relied on the industries that were devastated, host communities who took in displaced persons and affected communities more generally. For reasons of equity, in some areas, we assisted nearby communities that were not hit directly by the tsunami, but who were made comparatively poorer by rehabilitation activities.

We looked for programs that we could implement on a scale that would have maximum impact for people living in poverty and focused our efforts in sectors in which we have a comparative advantage in terms of expertise - the provision of safe water and sanitation, for example, helping to build sustainable livelihoods, and advocating with governments. However, given the funds at our disposal and the needs on the ground, as revealed by extensive discussions with affected communities, we also built permanent houses and funded the construction of 43 schools. We sought to incorporate gender equality and awareness of HIV and AIDS across all of our work. In most programs, both men and women have been targeted, with a greater majority of female beneficiaries. This is because women are more likely to live in poverty, and therefore be more vulnerable, than men. We have also tried to identify other groups - such as tribal groups and transgender people in India - that had been neglected and help them achieve their fundamental rights.

Oxfam was adamant that reconstruction should not merely rebuild and replace what was lost - effectively recreating the poverty that existed before December 2004. Our approach was to leave tsunami survivors in a stronger position - economically, and in terms of the influence they have over decisions that affect them - than they were before the disaster. In this way, poor

people would be better placed to escape the poverty that made them so vulnerable in the first place. To this end, we have aimed to improve market access for poor producers, improve infrastructure, ensure environmental sustainability and reduce vulnerability to future disasters. It was clear from the outset that this would not be achieved overnight.

Challenges faced

One of the difficulties for aid agencies, including Oxfam, was bridging the gap between the emergency phase and the longer-term development phase. In some cases, such as in Sri Lanka, renewed conflict resulted in tsunami-affected families being uprooted again - sometimes multiple times - and requiring relief assistance some time after the emergency phase of the tsunami response.

Elsewhere, the transition to longer-term programming was difficult to manage. In Indonesia, with no budget constraints and high expectations from government agencies and communities, staff 'thought big' and ambitious projects were launched. However, this also led to over-expansion and a loss of focus and control. A major program evaluation in late 2005 helped to identify these problems and get the program back on track.

Each country in which Oxfam launched a tsunami response has its own unique challenges. In Aceh, Oxfam was returning after a break of several years and had no local partners; in Sri Lanka, the response has been complicated by a resumption of violence; in Somalia, affected communities have been beset by conflict and drought. But in all countries there were similarities: traumatized, displaced communities desperate to rebuild their lives and fearful of future disasters.

When the tsunami response began, it was clear that rebuilding would be a long and complicated process. While it is a significant achievement that more than 250,000 houses have been constructed as part of the international construction effort



Dharmaja stands outside her Oxfam-funded temporary shelter in Karunagapally, South India, in May 2005. Some 650,000 people, many of them already living in extreme poverty, were forced from their homes when the tsunami struck. (Photo: Rajendra Shaw/Oxfam)

Introduction



L.D. Indranai, a farmer in the village of Bodahaindiwewa, in Sri Lanka, takes a break from tending her crops. She is a member of a self-help group supported by the Giruwapathu Development Society (GIDES), an Oxfam partner that provided seeds, irrigation equipment, fencing material and technical support. GIDES also helped the women find a fair buyer for their produce. The inputs from GIDES have allowed the women to grow crops during the dry season and sell their produce for a healthy profit (Photo: Atul Loke/Panos for Oxfam)

in less than four years, it must also be acknowledged that in some places, the reconstruction process was too slow.

There were many reasons for this: there was a lack of clarity about government restrictions on building within buffer zones next to the sea; complex negotiations about land rights had to be conducted, and indeed, official records of land ownership were lost in the tsunami; a large area of land in Aceh, which had been home to 120,000 people, was permanently submerged; governments were slow to give poor tenants and squatters the right to a house; there was a severe shortage - and increased cost - of trained laborers and building materials, including sustainable timber.

In all tsunami-affected countries, Oxfam and its partners worked hard to ensure that people forced to continue living in temporary accommodation had access to a safe and healthy environment, whether through advocacy with the authorities or through implementing water and sanitation and health awareness programs ourselves.

Many of the challenges faced in the tsunami response stemmed from the large amounts of money received. There was a strong temptation to scale up rapidly and agree to implement

programs for which there were ultimately insufficient trained personnel. Oxfam began to work in areas in which it had scant experience, for example, the construction of permanent houses. Recognizing this, we sought to work with partners and other agencies that had experience of housing construction. In Aceh, the initial "community-driven" approach, where beneficiaries took responsibility for building their houses, later resulted in deteriorating and unsafe structures, and so some of the houses were renovated.

The amount of money donated increased the budgets of some country teams and partners enormously. The rapid recruitment of local staff was not always accompanied by proper inductions or training and consequently led to an inconsistent approach.

It was a constant challenge to balance the needs of donors who wanted to see quick results and those of the beneficiaries, with whom thorough consultation was necessary. Oxfam tried to ensure that accountability to beneficiaries was central to our work, and conducted evaluations on this specific theme in both India and Sri Lanka. As part of a global pilot project, we used the tsunami response to introduce innovative ways of engaging with communities and keeping them informed.

Introduction

It has been acknowledged that coordination between humanitarian agencies and governments - especially in Indonesia and Sri Lanka - was poor in the early days, partly as a result of the vast sums of money they received and partly because of the proliferation of small and inexperienced agencies that arrived in tsunami-hit regions.

There was inevitably some duplication of effort, especially in high-profile areas. However, as the response has evolved, coordination has improved and has in the last couple of years been excellent.

Exiting responsibly

As the end of the tsunami response approached, an increasingly important preoccupation has been working with communities, partners and local government to ensure the handover and sustainability of projects. This has included training communities and local authority engineers to maintain and repair water installations, developing disaster contingency plans with partners or putting in place long-term development programs.

Oxfam has largely completed its tsunami-related programs as planned. A handful of projects will continue into 2009, as a result of delays. In Sri Lanka, for example, access to project areas has been complicated by the lack of security, while in India a major review of some partner programs has led to delays in disbursing livelihoods loans.

The tsunami response is sure to leave a legacy. The money so generously donated by the public has enabled organizations like Oxfam not only to implement extensive programs, but also to devote funds to research, monitoring and evaluation in ways that we would not normally be able to do. This has not only improved the delivery of assistance to those affected by the tsunami, but it has also driven change in the sector as a whole and so improved the help that will be given to people affected by future disasters around the world.



Ina Wira holds cocoa pods harvested from her garden in the village of Satelit, on Nias Island. Oxfam has prioritized assistance for poor agricultural producers in Nias, and has formed 60 farmers' self-help groups on the island to provide them with training and help to improve the quantity and quality of key primary commodities such as rubber and cocoa, and so achieve better market prices. (Photo: Jim Holmes/Oxfam)

Indonesia

The earthquake that happened off the coast of Sumatra on 26 December 2004 and the massive tsunami that it triggered devastated coastal towns and villages along the north and west coasts of Aceh province, killing an estimated 160,000 people and driving another 2 million from their homes and livelihoods. An estimated 70 per cent of the fishing fleet was destroyed and vast swaths of agricultural land were submerged under seawater. Three months later, a second powerful earthquake caused widespread damage on Nias Island, off Sumatra's western coast.

Oxfam's was the largest program by a non-governmental organization (NGO) in Aceh and Nias and it was the tenth largest donor. The program assisted over 700,000 people, more than half of them women, in seven sites: Aceh Besar, Sigli, Lhokseumawe, Lamno, Calang, Meulaboh and Nias Island.

Given that Aceh was emerging not only from a major natural disaster, but also a long conflict, one of our biggest priorities was to help strengthen fledging civil society groups so they could deliver services to communities and play a role in the political life of the province. Through our four-year response program, we have provided a broad range of support to Acehnese society and local government. We have focused on areas where we have a comparative advantage over other

agencies: providing sustainable sources of safe water and long-term livelihoods support, and advocating for pro-poor economic development and gender justice.

But given the large amount of money at our disposal and the local context, we undertook new areas of work, such as rebuilding schools and the construction of permanent shelters. Our decision to build houses was a community-driven one: tsunami-affected people identified housing as one of their greatest needs and requested that Oxfam provide houses as part of the recovery effort. Communities were at the core of this work, with beneficiaries being involved in the design and supervision of projects, and initially in the construction itself.

It would be unusual if a programme of this scale did not have problems: we had to rethink our community-led approach to shelter and water projects as a result of insufficient skills among beneficiaries and a lack of adequate materials; furthermore, a major redesign of sanitation projects was required as a result of the altered water-table caused by the earthquake.

There were instances of fraud in cash-transfer programs and with materials for infrastructure projects. These problems resulted from poor internal controls, a lack of awareness of accountability principles among staff and a lack of checks on the handling of funds. We addressed these

Spend (\$ 000s)	
	Dec 04-Sept 08
Public Health	28,997
Food Security	2,083
Livelihoods	19,878
Social Services	9,541
Shelter	19,010
Disaster Management	10,895
Program Management	24,058
Total	114,462

Beneficiaries	
	Dec 04-Sept 08
Public Health	303,537
Food Security	3,000
Livelihoods	76,153
Social Services	191,229
Shelter	47,545
Disaster Management	83,674*
Total	705,138



A man shovels mud and detritus from a street in Kampung Laksana village as part of an Oxfam cash-for-work program in the early stages of the response. Paying tsunami-affected people to take an active part in the clear-up helped to speed up the recovery and pump much needed money into the local economy. (Photo: Jim Holmes/Oxfam)

*does not include 700,000 people assisted by PRIME disaster management program (see page 16)

Indonesia

issues and put in place mechanisms to ensure that communities could participate in designing, implementing and monitoring programs, as well training all staff in preventing fraud. Oxfam's decision to publicize the problem* in 2006 was widely praised for its transparency, with the Tsunami Evaluation Coalition evaluation stating: "few agencies had Oxfam's courage to deal openly with fraud or errors".

One of our biggest challenges was building the appropriate bridges to link our biggest emergency response to longer-term development programs that could eventually be carried on beyond the end of the Tsunami Fund, often by partner organizations. A transition learning review, commissioned in 2008, found that Oxfam had succeeded in achieving this, but not without having to overcome some significant problems. The review found that, after a successful emergency phase, the sheer volume of funding caused Oxfam to over-expand in 2005, making it difficult for it to "redesign and program in line with its values and programming principles". However, it said the Oxfam team regained its focus and was back on track by mid-2006 when it "threw itself wholeheartedly into consolidation and quality".

Oxfam's strong input in the immediate humanitarian response gave it considerable credibility with the Indonesian government's reconstruction agency for Aceh and Nias (the BRR), Aceh's provincial government and the Governor himself. This platform gave us a considerable impact in the field of policy and advocacy work. We were instrumental in framing government policy on land rights (see shelter section) as well as providing technical assistance to the new provincial government on poverty reduction and pro-poor economic development, as part of the Governor's Aceh Green Strategy, a long-term vision for ecologically sustainable and socially equitable development in Aceh province. Engagement with this process has been an Oxfam priority in 2008.

A great deal of research was conducted to support this advocacy and lobbying work. Given our emphasis on economic justice and promoting sustainable rural livelihoods, research was conducted into the sustainable use of resources, the impact of climate change, land rights, women's economic empowerment and access to essential services.

The presence of numerous international NGOs in Aceh after the tsunami changed the political and social agenda, and created new opportunities for local NGOs to take part in and influence the political life of the province. Organizations supported by Oxfam were able to combine their operational activities with lobbying work. Oxfam has striven to build their organizational capacity so that they continue to play a role in the future of Aceh.

Public health

The tsunami destroyed much of Aceh's water-supply system, yet the incidence of water-borne disease was mercifully low, thanks to the speedy provision of clean water. Within days of the tsunami, Oxfam was distributing emergency water supplies and other essential relief items to tsunami-affected people, including isolated communities along the west coast. By mid-January 2005, we began regular trucking of clean water supplies to tsunami-hit populations in six of the seven tsunami-affected areas. During 2005, almost 15,000 hygiene kits were distributed.

Oxfam was the first international agency to provide emergency relief on Nias after the earthquake there. We arrived on the island by helicopter within six hours with emergency water supply equipment, enabling us to provide safe water within 24 hours of the earthquake.

Water trucking operations continued until December 2007 in Aceh Besar. Over a three-year period, Oxfam delivered an estimated 308 million liters of clean water. In support of the recovery efforts at household and communal levels, Oxfam



A resident of Suak Timah village, near Meulaboh, collects water from an Oxfam water point. In three years, we delivered over 300 million liters of water to tsunami-affected households. (Photo: Jim Holmes/Oxfam)

*Oxfam's investigation found evidence of losses amounting to US\$ 22,000, of which \$20,000 was recovered.

Indonesia

cleaned, rehabilitated or constructed over 5,800 wells throughout Aceh and Nias. We drilled or rehabilitated 90 boreholes and tube wells and constructed over 20 new gravity flow water supply systems, including an experimental sub-surface system in Moncut, Aceh Besar. We also rehabilitated or repaired 33 damaged existing gravity flow water supply systems. To provide purified water at household level, Oxfam provided 216 locally-constructed sand filters in Aceh and Nias, with priority given to families with young children.

Oxfam built over 6,000 latrines for tsunami and earthquake affected families in Aceh and Nias. Oxfam engineers introduced significant improvements in the quality of septic tanks in 2006 and 2007 following concerns over the possible contamination of water supplies by leaking tanks. To extend the life of septic tanks, Oxfam, in collaboration with the London School of Hygiene and Tropical Medicine, developed a hand-operated de-sludging pump for the safe disposal of sewage from septic tanks. We provided collection bins, tools, materials and trucks to facilitate the safe disposal of household waste in 435 villages, benefiting more than 26,500 families.

All of the permanent houses that Oxfam built were equipped with a safe water supply and sanitation. In addition we constructed over 10km of drainage systems to reduce health risks associated with stagnant water around temporary shelters and new settlements. We also provided wells and septic tanks for 100 houses constructed by other NGOs, enabling tsunami survivors to move more quickly out of overcrowded temporary barracks.

Throughout the response, Oxfam provided technical assistance to the BRR, other local institutions and several international and local NGOs. Increasingly, we looked to implement longer-term projects, including large-scale urban water supply systems. With technical support from the UK's University of Surrey and Thames Water, we installed a river water treatment plant to

provide clean water to residents in Lamno; Oxfam completed a piped municipal water supply system in Lhokseumawe, which now serves 10,000 people in 15 villages in the Geudong area. Oxfam negotiated with the municipal water authorities a reduction in connection fees for local residents, along with reduced water rates. To ensure the long-term sustainability of this project, local government engineers have been trained in water management. On Nias, we trained Ministry of Health staff on the treatment and safe disposal of sewage. Oxfam also completed work on five smaller water systems on the island of Pulo Nasi, which, due to its remoteness, had been largely neglected by NGOs.

Everywhere it worked, Oxfam established community committees to ensure the sustainability of its interventions and long-term access to water: 600 training sessions were carried out to help local communities operate and maintain their water supply systems, while 2,500 community health volunteers were trained in safe water practices and hygiene promotion messages, including 160 child-to-child facilitators.

Restoration of livelihoods

Oxfam's initial focus was on cash-for-work initiatives, whereby people were paid to clear debris or rehabilitate water sources. This contributed to the rehabilitation of destroyed infrastructure, such as roads, schools and arable land, as well as quickly pumping cash into the local economy and helping people to recover psychologically from the shock of the disaster. At the same time, we looked to replace lost assets - such as agricultural tools, livestock and fishing boats - to allow farmers and fishermen to return to work. These initial livelihoods interventions benefited over 60,000 people.

Towards the middle of 2005, a process of cash grant distribution was initiated to support affected families as they tried to restart their livelihoods. By the time the cash grant project was completed in 2006, we had dispersed nearly 6,000 cash grants worth more than \$3m. This was



Mukramati, head of the water committee in the village of Moncut, near Banda Aceh, stands in front of the storage tank of the Oxfam gravity water system. Moncut is one of 170 villages in Aceh and Nias now served by this kind of metered water system where the cost of the water is set by the community. (Photo: Roy Probert/Oxfam)

Indonesia

accompanied by continued distribution of agricultural inputs like seeds, fertilizer, machinery and tools, and the rehabilitation of more than 3,000 hectares of contaminated agricultural land.

Oxfam repaired 36 bridges and 115 kilometers of road, which gave isolated communities much improved access to markets.

Oxfam began to move to more developmental credit-based programs in mid-2006. Building on the capital that was infused into communities through cash-for-work and cash grant programming that defined the initial response, self-help groups (SHGs) were formed in an effort to channel that capital into savings and, eventually, into productive loans that could be regenerated throughout the group. In total, we created 644 SHGs assisting 8,800 members.

SHG members were given training in bookkeeping or specific vocational skills. There were also successful efforts to introduce new livelihoods activities with high market demand, such as mushroom farming and handicrafts relying on local materials.

As a result of a series of assessments in late 2005 and 2006, Oxfam prioritized assistance

for agricultural producers, especially in Calang and Nias, and increasingly for women.

Farmers were encouraged to establish producer groups to take advantage of the potential benefits of collective knowledge-sharing, procurement of seeds and equipment, and marketing. In Calang, a farmers' association consisting of 40 farmers' groups was created, along with a Farmers Service Center to provide training and organizational support to the association.

Oxfam actively supported 99 SHGs in Nias and Calang, regions where rural poverty is relatively high, providing them with training and inputs to improve the quantity and quality of key primary commodities, particularly rubber and cocoa in Nias and rubber, rice and chili in Calang. SHGs in other areas were handed over to local NGOs.

A microfinance program involving Oxfam, partners BRAC and Hivos, and local implementing partner ASD, began in February 2008. Some 206 village-level committees, with a total membership of 3,655 women, have been formed in five sub-districts of Bireuen district. Some 3,120 have become active borrowers, while another six have taken a larger enterprise loan.



Mahmulia paints a house in the village Beuring In. She was one of 37 women who were trained by Oxfam as house painters in Aceh. This is traditionally a male-dominated area of work, but many of the women found work in the burgeoning construction sector after their training. (Photo: Jim Holmes/Oxfam)

Indonesia

Following the success in Bireuen, another five branch offices were established in Pidie district in August 2008. It is estimated that, despite delays in the start-up phase, the original aim of 12,500 women borrowers in the first year will be met. It is hoped that this will give a solid foundation for ASD to establish a self-sustaining microfinance scheme that can be accessed by poor communities for many years.

Restoration of social services

As part of a global agreement with Oxfam, partner Education International (EI) completely rebuilt 30 elementary schools in tsunami-affected areas. It is reconstructing another five, which will be completed by the end of 2008. The 35 schools have capacity for 7,000 children, and by the end of September 2008, 3,200 had enrolled. EI staff carry out regular monitoring visits to identify any problems that may exist, not just with the school building, but also with the teachers, students and equipment.

Some 2,000 teachers perished in the tsunami, meaning a pool of educators needed to be trained to fill this gap. EI has trained 1,200 primary- and secondary-level teachers in the Acehese curriculum, and, with the assistance of the Australian Education Union, developed the leadership skills of the principals of all 30 completed schools.

EI also focused on developing management skills in Aceh's main teaching union, the PGRI, which had a history of mismanagement and political control. More than 800 teachers and pupils took part in a trauma counseling course, while 3,655 children received a monthly scholarship to enable them to attend school.

One of the most important aspects of our work in this area was to support the burgeoning civil society sector as it tried to empower poor and marginalized people to have a say in decisions that affected them. To this end, Oxfam's Partnership Program, as well as supporting local partners' operational projects, gave them grants to contribute to longer-term civil society development in Aceh.

Between 2005 and 2007, we supported 75 organizations with grants for a total of more than 100 projects that benefited some 240,000 women and men. Initially the focus was on assisting displaced people with healthcare facilities and trauma counseling, cash grants to rebuild livelihoods or to establish radio stations to ensure that tsunami-affected people were informed of developments.

Later, the emphasis shifted to advocacy and lobbying: one partner, MiSPI, succeeded in achieving female representation on Aceh's influential ulema council, the province's leading religious authority, while another, KKP, was at the heart of a government decision to ensure that civil society would be involved in the drafting of all provincial laws.

Oxfam has trained its local partners in a wide range of financial, planning and project management skills to strengthen their development and ensure they are accountable to the people they serve.

From the outset of our tsunami response, gender equality has been a priority issue and we have endeavoured to integrate it and promote it in all of our work and that of our partners. A dedicated unit has visited all project sites to ensure that women beneficiaries are targeted appropriately and are involved in the design of programs. Gender analysis has been conducted across all our programs and corrective action taken where appropriate, such as when our livelihood program in Nias was redesigned to include more women farmers, whose role in the sector we had underestimated.

One of our most successful attempts to promote equality and challenge gender stereotypes was a storytelling roadshow, watched by 3,000 people in 20 villages in Aceh Besar and Calang in late 2007. We also produced 12 10-minute radio shows about gender equality during the spring of 2006, as well as organizing a series of women's empowerment training sessions in Lhokseumaw, Calang, Nias and Aceh Besar, which were accompanied by workshops for men.



Martini works in the nursery at the GreenHand permaculture training center in Lhoong village, run by Oxfam partner IDEP. The project promotes alternative agriculture methods that restore livelihoods while protecting Aceh's natural environment. (Photo: Jim Holmes/Oxfam)

Indonesia

Shelter

Around half a million people were left homeless in Aceh by the tsunami. To meet their immediate need for shelter, Oxfam provided family tents and plastic sheeting for 16,275 people within the first month of the tsunami. Immediately following the Nias earthquake, we provided emergency shelter materials for 23,440 people.

Oxfam was the first international agency to provide housing to tsunami survivors, building our first model house in February 2005. From then until early 2006, we quickly built "transitional" houses of timber and masonry to enable families to move out of temporary shelters.

Following a change in BRR policy in early 2006, we sought to upgrade many of the houses we had built previously to permanent structures. All new houses built by Oxfam from then on were complete masonry buildings built in accordance with national and international seismic resistance standards.

To ensure that our commitments to the Acehnese people and government could be fulfilled on time and to exacting standards, in late 2006 Oxfam's shelter program shifted from a community-driven approach to a contractor- and partner-led approach. Rather than relying upon communities to supply much of the construction labor, professional builders were hired. While this decreased community participation, beneficiary

satisfaction with Oxfam-funded houses rose. Of the 650 houses constructed in 2007 in Calang and Aceh Besar, 483 were built by partners CHF and AIPRD.

Given Oxfam's policy of integrating water and sanitation facilities and electricity into all of its houses and its high level of community participation, the occupancy rate of completed Oxfam houses routinely exceeded those of other organizations. All of Oxfam's houses are culturally appropriate, and men and women have equal rights to ownership and tenure security.

Over the course of the response, we supported the rebuilding or rehabilitation of essential infrastructure, including more than 100 km of roads, 31 bridges and 45 community centers. We also trained over 1,800 people in carpentry, masonry, and house painting.

By December 2008, a total of 1,566 permanent houses will have been constructed or rehabilitated by Oxfam across the province; 652 of these will have been built by partners. Originally 549 semi-permanent houses were built, and these have been replaced with permanent houses or renovated.

There was a constant tension between the desire for greater community involvement as a way of fostering self-reliance and ensuring accountability, and, on the other hand, the limited capacity within those communities. Oxfam initially utilized a unique "self-build"



A workman in the process of converting one of the semi-permanent houses constructed by Oxfam in the early phase of the tsunami response to an all-brick structure. We upgraded 549 half-timber houses in this way. (Photo: Jim Holmes/Oxfam)

Indonesia

approach, in which carpenters were trained to build their own or others' houses in their village. While initially successful, various problems - such as a lack of quality materials and carpenters finding other work - militated against community involvement. We concluded that the best course of action would be to engage professional builders to complete the projects to the proper standard.

The reconstruction of housing gave Oxfam the opportunity to redress social injustices, by, for example, advocating for the provision of land to renters and squatters and for joint land titling to protect women's property rights. Our advocacy efforts helped to shape the overall policy environment in Aceh with regards to housing: the BRR revised its original approach and decided that landless tsunami survivors would be entitled to land and housing which they would own in their own name. The government agency asked Oxfam to draw up guidelines for implementing the new policy.

Disaster management

Oxfam partner Hivos has worked with local NGOs and the provincial authorities on a program aimed at reducing vulnerability in post-tsunami Aceh by putting in place community-based disaster risk reduction and

peace-building mechanisms. Hivos's local partners have not only strengthened their own capacities, but worked with 20 flood-prone villages to develop contingency plans, early warning systems and disaster response teams.

The reintegration of ex-combatants is emerging as one of the most pressing concerns in Aceh, and Hivos partners have a series of projects aimed at smoothing this process: a network of 11 local organizations was established to monitor the situation and make recommendations on how to avoid conflict; a conflict early warning system was created in 15 villages; 30 community peace facilitators have been trained; and vocational training has been given to ex-combatants and those affected by conflict.

One local NGO is acting as a resource center for the whole province, monitoring and analyzing disaster trends, while partner Walhi Aceh helped to prepare draft provincial legislation on disaster management. As well as producing a journal and website devoted to disaster management issues, Hivos has documented the program and developed training modules that can be used in future by other organizations working in the field of disaster management.

See also Green Coast program (page 30)

Building resilience throughout Indonesia

Given the increased occurrence of natural disasters in Indonesia, it was decided that a proportion of the Tsunami Fund money would be used to improve disaster management in vulnerable communities across the whole country. The PRIME program - standing for Preparedness, Response, Influence of Policy: a Model for Emergencies - was created in 2005. It has three key areas of work:

Preparedness: providing small grants to local partners to enable them to develop preparedness activities, and training communities in how to assess vulnerability to disaster. A mapping exercise identified more than 200 civil society organizations with the potential to increase their involvement in disaster management work. We have supported risk and vulnerability assessments in 125 villages in 13 districts and helped develop risk reduction action plans in 98 villages.

Response: providing relief assistance in the event of disaster. Since PRIME was created, Oxfam and its partners have responded to 20 emergencies in Indonesia, delivering essential relief items to around 700,000 people.

Influencing policy: building the disaster management capacity of NGOs and government staff and advocating for them to incorporate disaster management in their planning and budgets and establish minimum standards in their emergency responses. Oxfam worked with Indonesian NGOs to help develop a new National Disaster Law. In 2008 alone, we have trained over 1,000 partner staff and over 300 government officials, who in turn will train community members in disaster preparedness.

Sri Lanka

The tsunami affected two-thirds of Sri Lanka's coastline, killing around 35,000 people, leaving 150,000 without a livelihood and making more than half a million homeless.

With our long-standing presence in the country and our strong relationships with local civil society organizations, we had privileged access to devastated communities. The fact that a truce in the long-running civil war was in place at the time not only gave agencies the hope that they would be able to deliver short-term emergency relief to all affected communities, but also allowed them to plan longer-term reconstruction and development programs.

However, post-tsunami work in the east and north has been severely compromised by the resumption of hostilities between the government and the Liberation Tigers of Tamil Eelam (LTTE) in late 2005, since when many tsunami beneficiaries have been displaced again. The impact this has had on livelihoods has undermined hopes of economic recovery in many tsunami-affected areas.

Restrictions on access and the transportation of building materials and equipment into LTTE-controlled areas have made it a challenge to carry out our programs. Nonetheless, the fact that Oxfam often works with community-based partners has meant we have experienced less disruption than other agencies.

In late 2007, more than 200,000 civilians in the east were forced to flee their homes, resulting in a major humanitarian emergency. While Oxfam was able to respond to their needs, in coordination with other agencies, efforts to complete tsunami-related programs in the east and north - and to build the capacity of local partners and resilience of communities - were severely hampered, and in some cases, halted completely.

Due to the constantly changing security situation, we and our partners have had

to be flexible and adapt our programs to the reality on the ground: for example, re-assigning some project budgets to emergency relief for conflict-displaced people when reconstruction projects were no longer feasible.

In contrast, our tsunami reconstruction programs in the south of the country have progressed well and we have succeeded in meeting all of our goals there. In many areas, we have been able to assist people living in poverty in tsunami-affected areas who, while not directly affected by the tsunami, were at risk of being made comparatively poorer by the aid going to others in their community.

Our overall aim has been to empower tsunami-affected communities, through increased awareness of their rights and the establishment of sustainable livelihoods which can offer economic independence. This has been complemented by improved access to social services, especially healthcare and education, and by incorporating community-based disaster risk reduction into our programs.

The goals of the emergency and recovery phases were achieved: there were no major outbreaks of disease, beneficiary involvement in the design and implementation of projects was high and we avoided duplicating the work of other agencies, with which cooperation was generally good.

Many of our partners have been praised in evaluations on issues such as transparency, cooperation with local authorities, adapting to changing contexts and cost-efficiency. Furthermore, a major external evaluation of Oxfam's response in Sri Lanka, conducted 11 months after the tsunami, was largely positive. It said our "impressive" achievements stemmed from our understanding of the local context and extensive partner network. The evaluation concluded that our impact could be improved by better cohesion between Oxfam affiliates, and a stronger emphasis on accountability. In the three

Spend (\$ 000s)	
	Dec 04-Sept 08
Public Health	13,559
Food Security	3,675
Livelihoods	30,478
Social Services	6,389
Disaster Management	1,695
Shelter	13,532
Program Management	17,290
Total	86,618

Beneficiaries	
	Dec 04-Sept 08
Public Health	134,115
Food Security	316,340
Livelihoods	169,485
Social Services	116,611
Disaster Management	35,846
Shelter	19,730
Total	792,127



Staff from Oxfam and partner Kinniya Vision construct an 11,000 cubic meter water tank in 'CTB camp', Trincomalee District in the weeks after the tsunami. (Photo: Tori Ray/Oxfam)

Sri Lanka

years since this evaluation, we have incorporated these recommendations into our work.

One of our biggest concerns has been around sustainability. While we have succeeded in exiting responsibly from tsunami-related programs, many of our partners - which expanded rapidly on the back of unprecedented funding - have found it increasingly difficult to find international donors to fund future programs.

The enormous funding generated by the tsunami risked creating a culture of dependency in affected communities and, as our response wound down, we have devoted more energy to ensuring that community-based organizations have the skills to tackle future problems on their own.

Public health

We have worked with local partners, communities and health authorities to ensure that vulnerable tsunami-affected families have access to clean water and sanitation services not only in the difficult period following the emergency, but also in the longer term. We've also striven to ensure that people are well informed about health risks - whether trauma, HIV or malaria - and that community health support systems are in place and effective.

Oxfam has continued to provide emergency water supplies and sanitation well into the fourth year of its response: this has been necessitated by the fact that thousands of tsunami-affected families living in the north and east of the island have been uprooted again by renewed hostilities and have sought refuge in camps for the displaced. We have also provided safe water supplies and sanitation for resettled populations often in collaboration with local health authorities.

Given the generally poor sanitary conditions in the camps, Oxfam and its partners conducted training in health awareness, nutrition and good hygiene

practices, and campaigns to maintain cleanliness in camps, raise awareness of HIV and AIDS and reduce the risk of disease.

In many locations, we trained community water committees in how to maintain their water sources and sanitation facilities. We also promoted home gardening activities to improve nutrition levels.

In the emergency phase of the response, Oxfam was one of the first agencies on the ground, delivering some 700,000 liters of clean water a day to more than 60,000 people. In that first year, we built or repaired more than 5,000 wells, built 4,500 latrines and distributed 22,000 family hygiene kits. To provide a safe environment for women, we set up water tanks close to the camps and provided well-lit and covered bathing and toilet facilities.

Before the resumption of the conflict, Oxfam had been in the process of phasing out its emergency provision of water for tsunami-affected communities and integrating water and sanitation work with its livelihoods program. We worked with the national water authorities to rehabilitate the water supply system in Batticaloa district.

Since the tsunami response began, Oxfam and its partners have constructed or rehabilitated over 8,000 wells. We have also installed latrines in houses built by other agencies.

Our partner IWTHI (International War Related Trauma and Humanitarian Intervention Trust) focused on improving trauma counseling provision, training 90 people in Hambantota and 150 in Ampara in basic counseling skills. After training, they work with NGOs, local government, schools and hospitals to identify and assist people experiencing mental health issues. In the same districts, IWTHI established a number of children's clubs aimed at helping young people to overcome the shock of the tsunami, to build up their confidence and develop new skills.



N. Kairuniananaitheven, a fisherman who lost his boat and nets in the tsunami, volunteered to clean the debris from the bottom of a well in Kathirawell, north of Batticaloa. Oxfam technicians had pumped saltwater from the well and it had refilled with groundwater. (Photo: Howard Davies/Oxfam)

Sri Lanka



After the tsunami, Oxfam supported a women's self-help group in the village of Gonnoruwa to create an irrigation system for their drought-stricken farms. The women hired a mason but did much of the heavy labor themselves. Now, the farmers of Gonnoruwa harvest crops twice a year. They are out of debt to moneylenders, and their children are well nourished and getting better education. And the women who made it possible have become highly respected leaders in their community. (Photo: Atul Loke/Panos for Oxfam)

Restoration of livelihoods

Oxfam has worked with a variety of large national partners and smaller grassroots organizations to restore the livelihoods of the poorest members of tsunami-affected communities, particularly women. Typically, members of self-help groups (SHGs) and community-based organizations are given training in marketing, financial management or technical skills, along with funding to start their businesses, often in the form of low-interest or no-interest loans. Our partners also improved linkages between these producer groups and government extension services and financial institutions. Through the SHGs, members contribute regularly to group savings schemes, from which they can borrow as an emergency fund or to expand their businesses. The groups have allowed beneficiaries to engage in collective marketing and to bypass the need for middlemen, thus increasing income and ensuring a fairer distribution of profits.

The beneficiaries are engaged in activities as diverse as tailoring, rearing livestock, market gardening, beekeeping and selling dairy products.

By targeting women for loans, Oxfam aims not only to raise household incomes, but also to give them stronger voices in the community and in the family. Where possible, we have not only sought to reestablish livelihoods, but also renegotiate them: assets such as fishing boats and nets have been registered jointly in the name of both husband and wife.

One of Oxfam's largest partners in Sri Lanka, BRAC, has assisted almost 60,000 women in Ampara and Batticaloa to restore their livelihoods and set up small businesses since the start of the tsunami response. It reported that not only had virtually all of these beneficiaries reestablished their livelihoods, but 88 per cent of them had higher incomes than before the tsunami. Many of these women said their contribution to household income was significantly higher after joining the BRAC program.

One of our biggest disappointments has been that, while most households regained or exceeded their pre-tsunami income levels, those living in conflict-affected areas have struggled to do so.

We have used research - particularly in the paddy and coir sectors - to improve existing programs and, in turn, beneficiaries' incomes and market access.

Oxfam and our partners have sought innovative ways for affected people to increase their incomes. This has included renovating roads to facilitate access to markets. Partner Sewa Lanka built fish markets and provided refrigerated trucks, an ice-plant and new fish-drying techniques to allow fishermen to deliver better quality fish for which they got higher prices. Another partner, Nafso, lobbied successfully for the government to work towards banning harmful fishing practices.

In Jaffna and Mullaitivu, Oxfam provided financial assistance to fishing communities to

Sri Lanka



Vanni, 17, receives training in carpentry, as part of a program run by partner KPNDU in Vaharai division to give vocational skills needed in the reconstruction effort to internally displaced people. "Before the tsunami there would not have been work for women in carpentry but I see this as a long-term job, not just as a short-term venture because of the tsunami," Vanni said. (Photo: Howard Davies/Oxfam)

enable them to join government pension and insurance plans and so make their longer-term income more secure.

In the first year of our tsunami response, the emphasis was on cash-for-work projects, aimed at speeding the clean-up and pumping capital into local economies, and on the replacement of lost assets such as fishing boats and nets, farming equipment and livestock, to allow people to restart businesses destroyed in the tsunami. We desalinated contaminated land and improved irrigation channels, as well as providing tools and grants to masons and carpenters so that they could take part in the reconstruction process.

Restoration of social services

Oxfam's activities have focused on two key areas: rebuilding schools damaged in the tsunami and empowering marginalized populations, especially women, to understand their rights and demand a say in decisions that affect them. We have worked with our grassroots partners to build their capacity to speak out for and be accountable to the communities in which they work.

Our partner Education International (EI) has completed the reconstruction of eight tsunami-affected schools in Ampara, Batticaloa, Galle, Trincomalee, Matara and Kalutara, which together serve around 6,000 students each year. An external evaluation praised EI for "building back better" and for involving

communities in the program. Various partners provided educational materials, school bags and uniforms to almost 19,000 children, while stipends were given to 1,250 poor children who lost one or both parents in the tsunami.

To ensure that poor tsunami-affected people were able to contest decisions regarding the reconstruction process, Oxfam joined forces with the Institute of Human Rights to set up five free legal aid clinics. These facilities also disseminated information to affected communities about government policies.

An important thrust of our programming has been to promote gender equality within Oxfam, partners and communities. Oxfam advocated strongly with the authorities to ensure that the rights of vulnerable people, especially those of women, were respected throughout the recovery and reconstruction process.

Throughout the response, hundreds of Oxfam-supported workshops and events have been held to raise awareness of women's rights, domestic violence, the dangers of girls dropping out of school and marrying early and how to lodge complaints with the police. Many social problems that existed before the tsunami, such as alcoholism and domestic violence, were amplified in the camps for the displaced and we devoted a great deal of effort to ensure the safety of women living there, for example by providing secure bathing facilities and including women in camp management committees.

Sri Lanka

Through its Access for All program, our partner Motivation focused on ensuring that disabled people were not overlooked and that they were integrated into post-tsunami community rehabilitation projects. It provided training for 500 disabled tsunami survivors to help them get into mainstream employment or set up their own businesses and provided 352 with various mobility aids. It helped establish a national wheelchair distribution service and lobbied successfully for disabled-friendly access to be incorporated into building codes in all post-tsunami construction.

Disaster management

We have tried to integrate community-based disaster risk reduction (DRR) into all programs so that vulnerable people are better able to withstand future emergencies. This includes building the skills and know-how of partner organizations and disaster-prone communities and advocating with government agencies to improve infrastructure and disaster response mechanisms. We have helped to establish, advise and train 14 village-based disaster management committees in Vavuniya and Mannar districts, in line with emergency preparedness plans developed by the consortium of NGOs in Sri Lanka and within government-run disaster management structures.

We have also been working with the government to enhance its disaster management capabilities and have reviewed the strength of emergency preparedness volunteer committees in 35 villages in Matara and Hambantota districts, giving them relief items to distribute in emergencies and facilitating first aid training.

Oxfam has funded a wide range of research in this area (see page 36) including how to build community capacity and empower women as part of disaster preparedness. One of our research partners, the Sri Lanka

Foundation Institute, opened a national DRR resource center aimed at facilitating learning and promoting best practice. The center includes a database listing professionals with key humanitarian skills who can be deployed in an emergency.

Partner SLCDF has created a disaster fund, which is replenished by repayments from a livelihoods revolving fund, involving 800 families in eight districts. This fund will enable communities and district-level organizations to respond to local emergencies.

See also page 30 for the Green Coast program.

Shelter

Immediately after the tsunami, Oxfam provided more than 3,700 durable transitional shelters, as well as erecting model temporary shelters whose designs were reproduced or adapted by other agencies. Oxfam continues to provide temporary shelter for displaced people in the north.

Once we saw the large number of humanitarian agencies engaged in building temporary shelters, we decided to use some of the money intended for transitional shelters for permanent houses instead. So partner CHA facilitated the construction of 20 houses and Clean Clothes Campaign/FTZ Union built 70 houses for tsunami survivors in Ampara district. These houses were given to vulnerable families, such as those headed by women, disabled people or the very poor, who had not been selected by other housing projects.

As expected, the process of moving people to permanent housing was lengthy for a variety of reasons: the difficulty of finding suitable land; a shortage of labor and materials; rising prices and a lack of security in many areas. The number of houses Oxfam is committed to build has fluctuated along with the constantly evolving situation on the ground.



Children at the Shariputhra School in Ahangama, near Galle, one of eight schools rebuilt by Oxfam partner Educational International. (Photo: Howard Davies/Oxfam)

Sri Lanka

Nonetheless, by September 2008, Oxfam had succeeded in building a total of 492 houses in Hambantota, Ampara and Batticaloa out of a total commitment of 890: 289 of these are to replace houses lost in the tsunami, of which 264 have been completed, while another 601 are for the poorest and most vulnerable community members - especially women-headed households - who were indirectly affected by the tsunami. Some 521 of these homes have been finished or are under construction. The remaining houses will be completed in early 2009.

Among the houses we built were 12 'pilot' houses for tsunami survivors in Ampara and Batticaloa districts which were intended to promote the use of cheaper, more sustainable materials in the construction sector.

Community consultation was central to our shelter program, with beneficiaries being able to influence the design of the houses; we promoted this approach with other agencies. Even well into 2008, we were working with communities and the government to resolve issues around land tenure and to secure land for displaced people.

An independent evaluation of Oxfam's permanent shelter work, conducted in June 2008, praised the "unique" empowerment processes that we and our partners employed, as well as the good overall quality of the houses.

Since the start of the tsunami response Oxfam has supplied more than 8,000 cubic meters of sustainable plantation timber from Australia to other agencies for the construction and repair of houses, transitional shelters and community buildings.



Giving tsunami-affected communities a say in the design and implementation of programs has been a central part of Oxfam's work. Here, six months after the disaster, displaced families in Vaharai division, north of Batticaloa, visit Pannichenkerny school, where Oxfam has put on display models showing how transitional shelters and other amenities will look. (Photo: Howard Davies/Oxfam)



Mohanasundaram Shanthini, 23, secretary of an Oxfam gender group, outside her transitional shelter, built by Oxfam in Ralodai camp, north of Batticaloa. She says her committee tries to settle disputes in families and to ensure that women are treated equally: "We have an awareness program to stop men drinking, and a program to find work for women-headed households. Whenever new cash-for-work projects come, we see how they can be implemented so men and women can participate equally. There is a problem of violence against women but because of our efforts, it's being reduced. Oxfam has brought great changes in our lives." (Photo: Howard Davies/Oxfam)

India

More than 12,400 people were killed and 650,000 forced from their homes when the tsunami smashed into the south-eastern coast of India. One third of those affected belonged to underprivileged and marginalized social groups.

Oxfam had a long presence in India and strong links with partner organizations - from big national NGOs able to reach large numbers of people, to smaller grassroots organizations - and this allowed us to access affected communities and quickly establish a good relationship with them.

During the initial emergency phase, but also during monsoon floods, we distributed food rations and other relief items to 233,000 people. Our local partners also advocated with the government to ensure that marginalized communities, such as Adivasi (tribal) families were included in government food-relief programs.

Gradually, the restoration of livelihoods became the main focus of our work. Like many agencies, we assisted tsunami-affected fishing communities by distributing boats, nets and other equipment to allow them to resume their activities, but also assisted them to diversify their income by training them in new skills like crab farming.

With many agencies assisting fishing communities, Oxfam focused a lot of its attention on the agricultural sector, where

fewer lives were lost but livelihoods were nonetheless devastated. Around 12,000 hectares of farmland were contaminated by saltwater; many of those affected were small-scale and marginal farmers from the Dalit and tribal communities who had missed out on other tsunami-related assistance. This emphasis on reducing poverty among underprivileged rural groups, especially women, has informed our response in India.

Throughout the tsunami response, Oxfam and our partners have enjoyed a good relationship with both state and federal governments. This has enabled us to lobby them successfully on important issues such as improving living conditions in temporary shelters or increasing the government's procurement price for paddy.

The scale and complexity of programs has resulted in capacity and management issues in a number of partners. These problems have also exposed inadequate oversight of partner programs by Oxfam.

In one case, accountability and governance shortcomings were found in the livelihoods program of a partner network, resulting in delays in the distribution of some loans. The program was extensively redesigned following reviews of partners' capacity and Oxfam's own management systems, and an independent audit of the partner network.

Spend (\$ 000s)	
	Dec 04-Sept 08
Public Health	2,793
Food Security	1,541
Livelihoods	26,178
Social Services	1,821
Disaster Management	1,455
Shelter	6,385
Program Management	5,012
Total	45,191

Beneficiaries	
	Dec 04-Sept 08
Public Health	207,439
Food Security	232,980
Livelihoods	660,645
Social Services	99,320
Disaster Management	129,238
Shelter	23,175
Total	776,025*

*there is a considerable amount of overlap between the different sectors. This cumulative total is arrived at by adding together the programs of the different Oxfam affiliates active in the India tsunami response



A farmer in the village of Palavakkam, in Tamil Nadu, at a meeting with researchers from the Advanced Center for Enabling Disaster Risk Reduction, an Oxfam partner. Climate change has confounded farmers' traditional means of predicting rainfall; researchers are helping them come up with new plans for sowing and harvesting crops based on current weather trends. (Photo: Atul Loke/Panos for Oxfam)

India



Beebi and her husband Kaleshavalli, who are both HIV-positive, sit outside their home in the village of Tangutur, Andhra Pradesh. Beebi is president of the Asha Mutually Aided Cooperative Society (MACS) in the village, which is supported by Oxfam partner SARDS. The group's 200 members are all women living with HIV. Beebi received a livelihood grant of 10,000 rupees (\$200) to help set up a small shop with Kaleshavalli near her home. Having enrolled as a community volunteer, she is now working for SARDS. SARDS, which had already extended assistance to the village after the tsunami, formed the Asha MACS in November 2007 to ensure that people living with HIV, who suffer high levels of discrimination, had access to livelihoods support. (Photo: Marie Banu Jawahar/Oxfam)

Similarly, an evaluation of our permanent shelter work uncovered quality problems in some partner-built houses and a lack of community participation in some locations. After serious disagreements about its management control systems, which Oxfam considered to be below our standards, we decided in August 2007 to end our relationship with partner Prepare.

An evaluation of the whole Oxfam tsunami program in South India, conducted in early 2006, said that we and our partners had achieved what we set out to do, and praised the way livelihoods interventions had succeeded in addressing the needs of individual beneficiaries. Another evaluation looked at how well we ensured accountability to beneficiaries. The findings are largely positive, with most respondents saying they had had the opportunity to contribute to programs. The overarching evaluation suggested that there needed to be greater coordination among Oxfam affiliates. Thematic groups were set up to achieve this and to ensure the sustainability of programs.

Sustainability has been a key focus of our work in the second half of the response. This has included building the capacity of partners and developing linkages with the government and financial institutions, so that community-based groups continue to receive support.

Half of a major Oxfam research program (see page 36) was conducted in India and

this resulted not only in improved programs but also a great deal of learning which has been passed on to partners, government institutions and the newly-created Oxfam India to inform their future humanitarian responses.

Public health

In the three months after the tsunami, we established water and sanitation facilities for some 7,000 households, distributed hygiene kits to more than 40,000 families and deployed dozens of water engineers, sanitation specialists and health promoters. We also distributed 72,000 liters of water to 2,500 affected people. This was vital in preventing mass outbreaks of water-borne diseases.

Oxfam and our partners continued to provide clean water and sanitation to people living in temporary shelters for much longer than anticipated, given the slow pace of reconstruction. We installed 1,026 latrines, 1,088 washrooms and 590 water tanks and provided 1,049 cleaning kits to families living in temporary shelters.

In late 2006, we were still helping almost 60,000 people living in temporary accommodation. These interventions did not end until late 2007. We have also established water and sanitation facilities in all the permanent houses our partners have built.

India

Throughout the tsunami response, partners have conducted a huge number of public education events to raise awareness of health and hygiene issues. We have trained volunteers and monitoring committees to oversee good health and hygiene practice and maintain water and sanitation facilities in displaced people's camps. Partners have staged a series of mobile health camps, where members of poor and marginalized communities could seek health advice and diagnosis. Furthermore, Oxfam health specialists trained staff from more than 30 NGOs in public health protection.

A community-led evaluation of the effectiveness, reach and accountability of Oxfam's public health projects in temporary settlements was carried out in 2007. It found that Oxfam's public health promotion had largely achieved its goals, principally to reduce the incidence of disease, particularly diarrhea and malaria.

Oxfam has integrated awareness of HIV and AIDS into all its programs in South India and has also coordinated awareness programs through partners, training their staff to organize cultural events. An Oxfam research study of vulnerability to HIV in tsunami-affected communities provided recommendations for integrating HIV risk reduction strategies into future disaster responses.

Restoration of livelihoods

The tsunami destroyed the assets, natural resources and infrastructure on which hundreds of thousands of people depended for a living. Over the course of the tsunami response, restoring and improving livelihoods has constituted the biggest area of expenditure.

Along this stretch of coastline, there are many communities of people living in extreme poverty. Oxfam and our partners have focused on helping marginalized people, including women, tribal and Dalit communities, to strengthen their existing livelihoods or find alternative means of income.

The principal model used is to organize people - often women - into self-help groups (SHG) which are then provided with training and funding, usually in the form of loans, which are used to set up small enterprises ranging from market gardening to tailoring, from fish-drying to the manufacture of coir products. Group members, who have traditionally had limited access to credit other than from high-interest money-lenders, can then borrow from the group savings to expand their businesses. Their greater economic autonomy also reduces their vulnerability to future disasters.

We have focused on ensuring the sustainability of these groups: members have been trained in key skills such as bookkeeping, marketing, leadership and awareness of their rights, and the SHGs have been organized into federations, which have in turn been linked to banks and government schemes. Many livelihoods support structures set up by our partners, such as service centers in coastal fishing villages or farming communities, have been handed over to these federations. One of our largest partners, the Dhan Foundation, has organized 69,000 members into almost 4,000 livelihoods groups.

In the emergency phase, there was a strong emphasis on replacing lost assets, such as boats and fishing equipment, farm tools or livestock, and on cash-for-work programs: to pump money into the local economy, some 26,433 tsunami-



Chandra (centre) and Valli (right) take a break from rebuilding damaged salt pans in Vedaranyam, southern India, in May 2005. Oxfam and its partner, FACE, paid the salt producers - usually members of poor, marginalized communities - to drain and rebuild the salt pans which had been destroyed by the tsunami, so enabling them to start earning a living again. In a challenge to prevailing social norms, Oxfam and FACE paid women equal wages for the work. (Photo: Rajendra Shaw/Oxfam)

India

affected people were paid to clear away debris and rehabilitate canals, ponds and agricultural land. Before the end of the first year of the response program, we provided 360 new boats and nets to fishermen, and repaired a further 900 boats and 800 outboard motors that were damaged in the tsunami.

While Oxfam gave a lot of help to fishing communities, we quickly realized that other groups, especially poor farmers, had been badly affected by the tsunami but overlooked by the overall response: their fields had been contaminated by saltwater, and their assets destroyed along with their markets. We have been promoting innovative ways to boost their incomes. This has included: 1,500 farmers in Karaikal and Nagapattinam districts adopting organic methods, which have dramatically increased profits; building warehouses to store produce, allowing almost 400 farmers in Nagapattinam to sell when demand increases; and developing a seed bank and a system for producing certified seeds in Karaikal and Perunthottam.

Rural development NGO Myrada evaluated many of Oxfam's livelihoods programs and found them to be appropriate and to have succeeded in focusing on the poorest of the poor. Its recommendations on improving sustainability were incorporated into our exit strategies.

The sheer scale of the tsunami has presented significant challenges for partners, which often did not have the experience and capacity to handle such sums of money or such large numbers of beneficiaries. The umbrella network, the East Coast Development Forum (ECDF), failed to

disburse money to its member organizations in a timely way, and consequently livelihoods SHGs did not receive their funding. Oxfam was obliged to redesign the program. One partner, Shanthi Dan, initially refused to submit itself to an independent review. But after lengthy negotiations, it signed an agreement with Oxfam allowing for the distribution of livelihood grants to women beneficiaries. Despite the fact that Oxfam has fully met all its responsibilities, one group of beneficiaries has continued to protest in pursuit of further funds.

See also Green Coast program on page 30

Restoration of social services

Activities in this sector mainly focused on improving access to education for children and improving the learning environment. The Dhan Foundation, for example, established 270 tuition centers offering supplementary education to 8,000 pupils who missed schooling because of the tsunami disaster. Another partner, Center for World Solidarity, provided vocational education to 53 girls to boost their employment chances.

Dhan has also created 106 Village Information Centers, aimed at empowering marginalized people in coastal villages. The centers, which have benefited over 34,000 people, offer a wide range of services, including a disaster early warning system, market information and computer training.

Oxfam has built gender equality into all of its programs and promoted this in other NGOs, notably a gender mainstreaming 'toolkit' highlighting best practice in disaster response, which arose out of an Oxfam research study published in February 2007.



The Advanced Center for Enabling Disaster Risk Reduction, which is run by Oxfam partner the Dhan Foundation, has launched a pilot community radio project to serve around 100,000 people in rural settlements of Madurai district. Community members create their own programs on a range of issues, including disaster response and risk reduction. (Photo: Atul Loke/Panos for Oxfam)

India

Disaster management

One long-term legacy of Oxfam's tsunami work is the Advanced Center for Disaster Risk Reduction (ACEDRR), run by the Dhan Foundation. This center, which emphasizes the development approach to DRR, carries out research and develops policy relating to disaster mitigation, and builds the capacity of communities and civil society to better withstand disasters. Already it has launched a website, initiated 14 pilot research projects to integrate DRR into development activities and begun six projects to provide analysis to underpin program and policies. One pilot project has provided insurance cover to over 750 fishing families in Vizag district of Andhra Pradesh.

Dhan, which formed local disaster management groups in 150 villages, also helped to create a community radio station to disseminate early warning information to 20 coastal villages in Nagapattinam District. More than 350,000 people have accessed disaster risk reduction information from Dhan's network of Village Information Centers. Partner CEE has developed community-level contingency plans with 19 disaster-prone villages and given people information on what to do in the event of an emergency. It has developed a radio network linking fishermen to coastal villages to act as a rapid disaster alert system. CEE also planted more than eight hectares of trees to act as protective shelterbelts in seven villages.

Oxfam has worked with partners to develop contingency plans for future emergencies, as well as collaborating with RedR India to help 24 NGOs develop rapid response plans and build up their emergency capacity. These fed into state level contingency plans in Andhra Pradesh, Tamil Nadu, Karnataka, Kerala and the Andaman and Nicobar Islands.

Shelter

In our initial response, we provided 1,624 temporary shelters for tsunami-affected

households. Later in 2005, we strengthened hundreds of existing shelters to prepare for the monsoon season, and in 2006, partners repaired or rebuilt almost 1,000 mud-walled houses destroyed by flooding. Oxfam did not rush to start its permanent housing projects, as it was necessary for suitable land to become available and for communities to be in a position to be full participants in the process.

Oxfam took an early decision not to compete with the many organizations involved in building permanent housing. Instead, it focused on promoting best practice and encouraging community involvement in decisions about house design and relocation sites. Ultimately, five partner organizations (BUILD, CEE, Prepare, QSSS and SEVAI) built a total of 455 permanent houses for tsunami-affected people. As well as building 101 houses for tsunami survivors, partner Prepare has supported 432 Dalit families to renovate their houses. Beneficiaries are encouraged to supervise and even take part in the construction work.

An evaluation of partner permanent shelter programs was conducted in 2008. While largely positive, it noted that improvements could have been made in a number of areas, including the targeting of beneficiaries, involving communities in the program and sharing good practice. Based on the recommendations, Oxfam carried out a number of improvements to the houses in late 2008.

The overall reconstruction process was beset by a series of delays, caused by a shortage of land, a lack of skilled labor and materials, and coordination issues. For this reason, Oxfam focused a great deal of its advocacy efforts on improving the dire living conditions in temporary shelters, where, even two years after the disaster, hundreds of thousands of people were living. Following Oxfam's lobbying, the Tamil Nadu state government decided to coordinate repairs worth 54.6 million rupees (\$1.4 million).



Madhavi worked as a agricultural wage labourer at the SC Colony in Pedhaganjam village, Andhra Pradesh, after dropping out of school. She is one of 15 girls now being trained by Oxfam partner HELP in fabric painting to give them skills that could boost their incomes. "On average, it takes around four days to design one sari and I charge 350 rupees (\$7) for this. HELP provided us with paint, brushes, design books and material. After this I will be trained in tailoring," Madhavi said. (Photo: Marie Banu Jawahar/Oxfam)

India: Andaman and Nicobar Islands

The remoteness of the islands and the lack of reliable pre-tsunami data make it difficult to assess accurately the scale of the impact. The official estimate of the dead and missing was 3,513. Around 10,000 houses, 85 schools, 34 health centers and almost 1,000 fishing boats were damaged or destroyed; 150,000 head of livestock and more than 8,000 hectares of farmland and plantations were lost. Six southern islands had to be completely evacuated and 200 temporary relief camps were set up to accommodate 46,000 people. Some 14,000 people were air-lifted to the capital, Port Blair, and another 5,700 were taken to mainland India.

Oxfam arrived in the islands within two days of the tsunami and began providing emergency relief materials, such as food supplies, temporary shelter, hygiene kits and clean water, to the camps. Due to travel restrictions imposed by the government, we were unable to reach the badly affected southern group of islands, but we established links with community-based groups there and they were able to deliver Oxfam relief services.

An external evaluation of our response said we had had positive impact especially through the delivery of materials and assets; we were one of the leading agencies in setting up an NGO coordination mechanism, which resulted in greater impact. The

evaluation said beneficiaries were unhappy with a lull in activities while community-based committees were formed, but that this move had made interventions more sustainable.

A significant constraint in the shelter sector was the fact that Oxfam had to operate according to the government's design and beneficiary selection criteria. Nonetheless, we successfully provided intermediate shelter for 220 families in two locations in South Andaman. After lobbying the government to amend its basic design, we were able to add windows for ventilation, flooring and verandas. We also distributed nearly 200 shelter kits which included stoves, saucepans, water filters and mosquito nets.

In collaboration with the education authorities, we constructed three pre-fabricated schools in Little Andaman, benefiting about 1,750 pupils. We also built four pre-fabricated offices for partners in the southern group of islands, although these projects suffered from considerable delays.

Oxfam successfully trained a network of community health workers to disseminate public health and hygiene messages, and we were praised by the evaluation for the use of mass media such as All India Radio to reach large numbers with essential health information in six local languages. Efforts to use local television were less effective.



Lakshmi tends her betel plants, an important cash crop in the islands, in her garden in Bamboo Flat in October 2005. She was paid by Oxfam to restore the garden as part of a cash-for-work program. Other beneficiaries were paid to restore coastal embankments, build dams, repair roads or fit flooring to houses. (Photo: Rajendra Shaw/Oxfam)

India: Andaman and Nicobar Islands

One of our innovative programs was to support the extraction of citronella oil - a naturally-occurring mosquito repellent - as a livelihoods activity and then provide it to all beneficiaries.

Oxfam built hundreds of toilets and washrooms across the islands. In South Andaman, these were situated in the same sites where we constructed intermediate shelters. Thanks to good coordination with the authorities, good infrastructure and public mobilization, these were well used by the community. However, facilities built in Great Nicobar were less well used.

As well as installing 20 large water storage tanks and desalinating over 300 wells, we promoted a rainwater harvesting system which was very successful in providing an alternative source of water for domestic use during the monsoon season. This system was adopted on a large scale even in shelters constructed by the government and other NGOs.

In the livelihoods sector, Oxfam's cash-for-work interventions provided immediate income to poor households, through activities such as work on Oxfam's own shelters or the digging of wells. The evaluation praised small-scale interventions with partners like the desalination of paddy fields which benefited 50 marginal farming families, or a kitchen gardening project which assisted 53 women. Both activities not only improved livelihoods but also food security.

Oxfam provided 76 boats and nets to tsunami-affected fishermen in Central Nicobar Islands, and trained young people in how to repair and maintain the vessels. We provided deep freezers to Tribal Development Cooperative Societies in 14 villages to enhance market linkage for the fish. The evaluation found that the boats were not always used for their intended

purpose. This was partly due to poor beneficiary selection by the government, as well as inadequate infrastructure and no tradition of commercial fishing among tribal groups.

Oxfam offered vocational training in, and tool kits for, carpentry, masonry, plumbing and car repair. While the training itself was praised, some participants were unable to apply their skills because of a lack of market linkages.

Given the difficulties Oxfam and other agencies experienced in their livelihood interventions, there was clearly a need to better understand what livelihood opportunities were appropriate to the local context. With partner CEFI, we established a livelihood resource center to build up a knowledge base on local resources and skills.



Johanna listens to the radio in her temporary shelter in Govindnagar in October 2005. Oxfam sponsored public education messages on All India Radio in Hindi and the Nicobari languages to ensure that awareness of health and hygiene issues was as widely disseminated as possible. (Photo: Rajendra Shaw/Oxfam)

Regional program: Green Coast

One of the biggest and most innovative programs undertaken as part of the Oxfam-funded tsunami response was Green Coast, implemented by partners Wetlands International, the Worldwide Fund for Nature (WWF), Both Ends and the International Union for Conservation of Nature (IUCN). Unique in a post-disaster context, it focused on restoring coastal ecosystems and the management of natural resources as a sustainable foundation for people's livelihoods. Green Coast was successfully implemented in tsunami-affected areas of Indonesia, Sri Lanka and South India.

Recognizing that poor communities stood to benefit most from this "green reconstruction", Green Coast supported a wide range of livelihoods activities, including fishing, small-scale aquaculture, eco-tourism, home gardening and livestock-rearing. As well as bolstering the income of these populations, the coastal forests that were replanted as part of the program also serve as a natural protective buffer against cyclones, coastal erosion and the intrusion of salt water in fresh water systems.

Fundamental to the success of Green Coast has been the involvement at all stages of community groups, who received financial capital to rebuild their livelihoods and restore coastal ecosystems. Partners were also supported as they lobbied to influence coastal resource management policies of district and national governments.

Another core principle was that policy work and the small grant projects should lead to improvements in the rights and economic position of women and that they should be central to the decision-making process.

The 175 separate projects benefited a total

of 106,800 people with income-generating activities developed with small grants and training. Many more who do not participate directly in Green Coast will benefit through restored ecosystems, increased fish stocks and protection from disaster.

In total, more than 1,100 hectares of mangrove and coastal forests, 2.5 km of sand dunes and 100 hectares of damaged coral reef and sea grass beds have been rehabilitated. Community-based groups have also restored drinking water wells and desalinated agricultural land.

In two successful phases in Aceh, a total of 75 separate projects have rehabilitated almost 1,000 hectares of coastal ecosystem, directly assisting more than 19,000 people to improve their livelihoods. In addition, an advocacy network of local organizations involved in Green Coast projects was created with a view to lobbying the authorities on coastal resource management issues.

An impact assessment of the program in Sri Lanka found that communities were better protected against future disasters, that fishing opportunities had been enhanced, drinking water quality had improved and the ecosystem had been enriched. In 29 projects in Sri Lanka, IUCN established 44 hectares of coastal greenbelt, rehabilitated 40 hectares of mangroves and 750 meters of sand dunes, re-stocked 53 abandoned coral-mine pits with freshwater fish species and supported 200 families to grow fruit and vegetables in their gardens and so improve incomes and nutrition. Some 61,500 people benefited from these interventions.

In India, more than 4,600 people received direct help in rebuilding their livelihoods, while another 11,440 received training in coastal resource management.



Anoma Sudarshani checks the guava fruit in her garden in the new community of Uhapitagode, near Hambantota, in southern Sri Lanka, in October 2007. Its inhabitants were relocated here from coastal communities destroyed in the tsunami. Green Coast has supported Anoma to plant fruit and vegetables in her garden to improve the nutrition of her family and her income. (Photo: Howard Davies/Oxfam)



Azhar, head of a group supported by the Green Coast program, stands by the mangroves his community has planted in Lam Ujong. The money group members received for livelihoods was dependent on 80 per cent of the mangroves surviving. (Photo: Roy Probert/Oxfam)

Myanmar (Burma)

Oxfam's partner in Myanmar, the Metta Foundation, implemented two programs for tsunami-affected communities in four townships in the Ayeyarwady Delta region: post-tsunami rehabilitation and community forestry, which together have benefited roughly 60,000 people.

As part of the former, Metta built or renovated 40 schools in four townships, providing them with furniture, toilets, rainwater collection tanks, solar panels and wind turbines. Fifty-six teachers from 25 villages also received training. Fourteen new pre-school centers, able to accommodate 2,000 children under the age of five, were also built, using locally-procured materials.

Metta adopted a participatory approach whereby the beneficiaries were involved in the design and implementation of projects. It conducted a range of rehabilitation work, repairing the water supply of 10,000 people in 20 tsunami-affected villages, sinking wells, digging new ponds and constructing bridges to enable villagers to reach markets.

Early in the response, it distributed fishing nets and boats to more than 50 households. More recently, it set up five self-help groups for fisher folk, odd-job workers and women. These groups have received vocational and accounting training, as well as instruction in how to manage a revolving fund.

One of the underlying aims of the Metta project was to improve the capacity of communities to undertake and manage projects themselves, as well as to give them the confidence to negotiate with local officials. To this end, more than 200 villagers acquired leadership and management skills. Metta also noted a growing assertiveness and willingness on the part of women to get involved in development activities where previously they had been reluctant to attend meetings.

The community forestry project aimed to establish a 51-hectare forest in Ngaputaw and Labutta Townships to protect coastal

communities against natural disasters. Almost one million saplings of freshwater and mangrove species were raised to be planted there, and representatives from 12 villages were trained to care for the seedlings.

The vulnerability of people living in the Ayeyarwady Delta was illustrated to devastating effect in May 2008, when Cyclone Nargis battered the region, leaving around 138,000 people dead or missing and 2.4 million displaced.

Virtually none of the facilities built by Metta during its tsunami rehabilitation program remained unscathed. Eighteen of the schools, 12 of the pre-school facilities and six of the school toilet units were completely destroyed, as were many of the solar panels, windmills and mangrove nursery centers. Five of Metta's own staff died in the cyclone and another lost his entire family.

Metta, with four field offices and over 70 staff in the area, was well placed to respond to the cyclone, and is still involved in relief activities. As part of its rehabilitation activities, it will rebuild the damaged schools to ensure that children can resume their education, as well as providing better protection for communities against cyclones and floods.

The schools erected during the tsunami response were built at low cost using local materials and methods traditional to the region. The new schools, with solid foundations and made from reinforced concrete, are intended to serve both as schools and disaster shelters, following a design used successfully in Bangladesh and India.

One positive aspect to emerge from the devastation of Nargis was the fact that beneficiaries put into practice the disaster management training they received from Metta. Inhabitants of Pyinkhayaing Island conducted damage and needs assessments immediately after the cyclone struck and communicated their findings to the Metta field office.

Spend (\$ 000s)	
	Dec 04-Sept 08
Public Health	138
Food Security	4
Livelihoods	129
Social Services	501
Disaster Management	137
Shelter	10
Program Management	38
Total	957

Beneficiaries	
	Dec 04-Sept 08
Public Health	22,163
Food Security	14,432
Livelihoods	6,446
Social Services	27,023
Disaster Management	973
Shelter	1,290
Total	60,171*

*Some beneficiaries received assistance in more than one sector

Thailand

Oxfam's post-tsunami work in Thailand has focused on three main areas: assisting Burmese migrants to access health care and understand their rights, strengthening the livelihoods and disaster preparedness of coastal fishing communities, and giving assistance to people involved in land disputes.

One partner has worked with Burmese communities in Phang Nga and Phuket provinces to improve their access to health services and to raise awareness of their labor rights.

Malaria and respiratory illnesses are a common problem for workers in the palm tree plantations, while tuberculosis and HIV are common in the migrant community, so the partner has trained 2,000 health volunteers in five districts to provide health information to migrants, collect information on the health situation and help to refer people to the correct health services. A total of 50 health workshops have been held, 30 of them aimed specifically at women so that they can access information about reproductive health, child care and domestic violence. The partner also collaborated with local hospitals to ensure that migrants were being given access to services to which they are entitled.

During the course of the tsunami response, about 25,000 migrants were reached by Oxfam-funded health awareness activities.

Many of the Burmese community and employers are unaware of the rights of migrant workers, and the partner held training workshops, created Burmese-language brochures and set up a telephone hotline to disseminate information on migrant and labor rights. It put in place a workplace outreach scheme and organized at least 70 'labor exchanges' where a total of 7,500 migrant workers came to discuss issues they were facing. Fifteen training sessions for migrant leaders on labor laws and creating associations and trade unions were attended by 300 people. One thousand migrants received legal aid. Some 15,700 men and women benefited from these

livelihoods services.

The work of this partner was at times complicated by crackdowns on migrants, including curfews and bans on gatherings of more than five people or the use of mobile phones. A vital tool in reaching as wide an audience as possible was a twice-weekly radio show in Burmese which broadcast information to five districts about health issues and migrant rights, as well as advertising local events.

Oxfam also helped marginalized fishing communities in Phang Nga, Krabi and Phuket provinces. Our partner, the Rehabilitation of Andaman Coastal Fishing Communities: Phang Nga Bay Project (PNB), works directly with 24 coastal villages to restore their livelihoods, create and strengthen community organizations and establish a community-based disaster warning system.

Originally run by the Save Andaman Network (SAN), the PNB project used community-based revolving fund groups as the mechanism for restoring members' livelihoods. These groups were given seed money and then specific training. At the same time, the partner established a network of local organizations in 57 villages in the bay area. This was seen as crucial for the long-term development of livelihoods, disaster preparedness measures and advocacy to address poverty.



Spend (\$ 000s)	
	Dec 04-Sept 08
Public Health	133
Food Security	66
Livelihoods	613
Social Services	9
Disaster Management	12
Shelter	9
Program Management	14
Total	856

Beneficiaries	
	Dec 04-Sept 08
Public Health	25,017
Food Security	7,241
Livelihoods	25,743
Social Services	5,070
Disaster Management	0*
Shelter	16,102
Total	75,022*

Some beneficiaries received assistance in more than one area. The people who benefited from disaster management spending also received livelihoods assistance and are included in this sector.

A member of the Bang Pat fishing community checks on the oysters he has been cultivating. This is one of 24 coastal villages being assisted as part of the Phang Nga Bay Project (PNB). Community members have been helped to reestablish their businesses with revolving loans. (Photo: Oxfam)

Thailand

The PNB project set up a VHF radio network which serves as a disaster warning mechanism and a way of monitoring illegal fishing activities. This network now has 151 trained members in the three provinces, and connects to a wider network in other nearby provinces.

We continue to support the SAN as it assists tsunami-affected communities that have encountered difficulties in accessing land, by strengthening local organizations and ensuring that communities are aware of their rights. SAN is also presenting alternatives for sustainable land use.

SAN supports a number of networks of community-based organizations, which encourage villages to

develop charters on how they want their community organized and how land should be managed.

The Andaman Community Rights and Legal Aid Center supported people from 31 villages who faced eviction from their land. Of the 367 cases covered by this center, 250 have been completed, usually with positive results for the villagers: 226 cases ended in an agreement, of which 170 concluded with the defendants being provided with a land title document for part of the disputed area. In other cases, complainants have withdrawn their accusations or the court has dismissed the charges. Six cases are at appeal and 117 cases are still in process.

Maldives

One-third of the Maldives' population of nearly 300,000 was affected by the tsunami, seeing their homes, livelihoods, and social infrastructure damaged or destroyed.

Oxfam was one of the first international organizations to respond to the disaster, dispatching an assessment team to the Maldives on 3 January 2005. The program, which ran until May 2005, consisted of providing emergency water supplies and financial support to restore purchasing power to 22,000 people on 14 islands.

In close collaboration with the National Disaster Management Centre and authorities at national and local level, we installed three permanent desalination plants, capable of producing 10,000 liters of fresh water a day. These plants, with a life expectancy of 10 years, were handed over to communities on Muli, Viligili and Goidhoo islands along with spare parts, training for plant operators, and operating expenses for three months.

We also provided water storage tanks capable of holding a total of 190,000 liters on Gan and Thinadhoo Islands to support desalination plants.

Working with partners Care Society and Foundation for the Advancement of Self-Help in Attaining Needs (FASHAN), Oxfam's cash-for-work projects provided crucial income for 683 men and 758 women. Among other things, the work produced some 900,000 cement blocks which were used in the reconstruction effort.

Another partner, Society for Health Education (SHE), distributed equipment for 20 boats on Vilifushi island, Thaa Atoll.

An evaluation found that the Oxfam program had a significant impact on the lives of tsunami-affected people. It succeeded in pumping \$361,000 into the local economy and targeted the worst-affected families. The program also had a favorable impact on the development of the NGO sector in the Maldives along with decision-making capacities in communities.

Spend (\$ 000s)	
	Dec 04-Sept 08
Public Health	841
Program Management	32
Total	873

Beneficiaries	
	Dec 04-Sept 08
Public Health	22,000
Livelihoods	3,000
Total	25,000

Somalia

Somalia was more than 5,000 km from the earthquake's epicenter, but 289 people were killed when the tsunami crashed ashore. Around 44,000 people along a 650km stretch of coast in Puntland were left in need of emergency assistance. The historic town of Hafun was flattened, and the main industry, fishing, was devastated.

Oxfam helped 20,000 people in Hafun and Mudug districts with food, shelter and other relief items in the emergency phase. However, in a country already affected by chronic drought and conflict, many people were in need of longer-term assistance. These included pastoralist communities who had been forced by drought to migrate to the coast in search of work and who had been left destitute.

As well as the 59,000 people who have received direct assistance from Oxfam and our partners, almost 200,000 have benefited indirectly.

The tsunami programs have been carried out against a backdrop of renewed fighting in other parts of the country. While this unrest has not had a direct impact on our tsunami-related projects, insecurity in Mogadishu has held up the delivery of construction materials. Oxfam and its partners have also had to prioritize the dire humanitarian situation in and around the capital.

One of our biggest challenges was accessibility: affected villages were scattered across several hundred kilometers and many roads were in poor repair, making delivery of materials and monitoring of activities extremely difficult. Nonetheless, our projects met their stated objectives to a significant extent: the purchasing power of beneficiaries increased, water sources were rehabilitated and the capacity of local partners was improved.

A significant problem was trying to get women fully integrated into project activities, such as their limited role in village decision-making structures. While we insisted that each village committee had at least one woman member, in

practice this did not result in them having a greater say in decisions.

One of the positive outcomes of our tsunami response has been the opportunity to build new relationships with Somali organizations. We have trained these new partners in disaster response and involved them in our contingency planning for future disasters.

Public health

One of our main aims was to improve water and sanitation facilities for people directly and indirectly affected by the tsunami, accompanying this work with health and hygiene awareness activities. In total some 55 wells have been built or rehabilitated and three water systems constructed.

The tsunami destroyed most water sources in the Hafun area, and communities had to rely on expensive water trucking. An assessment in mid-2005 by Oxfam and local partner Shilcon to identify gaps in the overall response found that one of the most critical needs was for water facilities to be built or rehabilitated. Adopting a cash-for-work approach, we installed two water systems, including a 12km pipeline, rehabilitated six wells and constructed 25 latrines to ensure safe water and sanitation for 8,000 people in the area.

Later in the response, an important element of partner Horn Relief's alternative livelihoods program was the rehabilitation of water sources. To this end, 17 wells and 2km of canal were built and 17 water pumps installed. These interventions have had a positive impact with the price of water in the project area falling from \$4 per 200-liter drum to \$1. This has increased the area of useable farmland by 80 per cent, allowing for greater diversification of crop production.

Restoration of livelihoods

A great deal of Oxfam's livelihoods work in Somalia was on a cash-for-work basis, as this delivered a lot of immediate benefits: it meant that infrastructure projects were

Spend (\$ 000s)	
	Dec 04-Sept 08
Public Health	561
Food Security	157
Livelihoods	6,167
Social Services	386
Disaster Management	44
Shelter	457
Program Management	651
Total	8,422

Beneficiaries	
	Dec 04-Sept 08
Public Health	20,000
Food Security	7,000
Livelihoods	21,260
Social Services	3,000
Disaster Management	0
Shelter	8,000
Total	59,260

The \$44,000 spent on disaster management was for building capacity of partners.

Somalia

implemented more quickly and people had a sense of ownership of them; there was increased purchasing power among targeted beneficiaries and consequently less strain on local support networks and fewer health and nutrition problems; it also helped to reactivate traditional credit mechanisms that had collapsed after the tsunami.

Our cash-for-work activities helped to build more than 300 small dams and 200 earth terraces: around 1,100 trees were planted and two mangrove nurseries were established through partner RMCO.

In 11 villages where partner Shilcon was working, 58 village relief committees were established and they selected 1,000 beneficiaries according to criteria the villagers themselves agreed. Priority was given to households with no source of income or support from other agencies, and those headed by women. The cash-for-work activities became the main source of income for these communities during the fishing off-season and allowed some families to set up small businesses.

In addition to building and repairing water sources, one of the main cash-for-work activities was the rehabilitation of roads to improve access to markets, something that communities identified as one of their highest priorities. In total, 120km of roads were rebuilt by Oxfam.

As well as this short-term assistance, we also had a longer-term focus, for example through the replacement of assets lost in the tsunami, such as the distribution of 214 fishing boats and other equipment. Fisher folk received vocational training - in net repairing or engine maintenance, for example - as well as tuition in basic literacy and mathematics.

We sought to improve the infrastructure of the fishing industry by supporting partner CED to build a fish market in Merca. Another partner, NEDSOM is constructing a shipyard in Bosasso, a project that will be completed in 2009 and which should have a significant long-term impact on the sector.

In 2008, following a series of delays, Oxfam decided to withdraw from another major infrastructure project - the construction of a jetty in Laas Qoray. Our partner Horn Relief intends to continue with this project and Oxfam is funding some of the current costs, such as salaries and other contractual obligations.

We also worked with Horn Relief on an alternative livelihoods program, which is benefiting 7,200 people. The program has trained villagers in activities such as poultry rearing, beekeeping and agriculture and provided them with a total of 420 chickens, 100 poultry sheds, 100 beehives, 430 seed kits, 2,365 farm tools and 1,624 seedlings, as well as establishing two fruit nurseries. Horn Relief has reported an increase in incomes, especially those of women, with many earning a monthly profit of \$40 from the small businesses they started with the revolving funds they received from the project.

Restoration of social services

We have worked with partners CED and Tadamun Social Society to repair and rebuild 14 schools, and to increase access to education for both girls and boys. This involved advocacy to encourage the local authorities and community leaders to support the education program, and community mobilization to increase the number of girls enrolling in school. Forty-eight community education committees have been formed and trained to deliver the advocacy work.

Shelter

Oxfam received funding from the UK's Disasters Emergency Committee to support Muslim Aid in constructing 60 houses in Hafun and Garacad. These houses, built in consultation with the communities, were completed at the end of 2005.

Learning

Listening to disaster-affected communities

Oxfam's effort to put affected communities at the heart of its tsunami response was nowhere more evident than in the participatory action research program we conducted in India and Sri Lanka. Its aim was to improve the policies and practices of Oxfam and other aid agencies during the tsunami response, as well as to contribute to the effectiveness of the humanitarian community in future emergencies.

The studies were designed and carried out by local academic institutes and NGOs, and the topics related to disaster risk reduction, gender equity, physical and mental health, livelihoods, social conflict and building on local capacity.

The researchers engaged directly with communities; and most incorporated an action component aimed at ensuring that participants derived direct benefit from the studies. Research found, among other things, that when aid delivery was not transparent and inclusive, it was more likely to inflame existing tensions and that disaster risk reduction programs achieve greater community ownership when they incorporate local knowledge. Some of the findings and impacts of the research studies were:

- Vulnerability to HIV infection rose in 29 out of 30 villages studied in India; researchers identified a key moment in the response when aid providers need to be sure confidential medical assistance, condoms and information about HIV are available to affected communities.
- International guidelines for promoting women's development and preventing discrimination are not specific enough to be applied to local contexts. A "toolkit" that can be adapted to local contexts was produced in India for future emergencies.
- In Sri Lanka, Oxfam research helped coir workers to double - and in some cases triple - their incomes.
- Analysis of recent rainfall trends has helped local farmers adapt to climate change.

Despite these disparate topics, one unmistakable theme emerged: the need for a more participatory model of aid

delivery in which community members have the chance to guide the recovery effort, rather than being passive recipients of aid. Programs are more likely to be effective and sustainable if they are founded on the knowledge, capacities and priorities of the communities themselves.

The idea of community-led, community-owned programming has been embraced by humanitarian agencies for years, but the tsunami experience illustrates that practices are lagging behind aid providers' best intentions. In 2008 and 2009, Oxfam will convene meetings with members of the global humanitarian community to discuss how to make community ownership of disaster response efforts a reality.

The 17 studies carried out in India and Sri Lanka have been disseminated and discussed at more than 40 workshops involving local NGOs, community representatives and government agencies. A report gathering together the key findings and lessons will be published in February 2009.

Policy successes in Indonesia

Our research work in Aceh and Nias had a different emphasis: principally underpinning our advocacy work to support or influence the policies of the national and provincial authorities and humanitarian agencies in addressing issues such as promoting sustainable livelihoods, land rights, women's economic empowerment, access to essential services, and climate change.

Having advocated successfully for the Indonesian government's reconstruction agency (BRR) to change its policy towards people who rented and squatted before the tsunami - from offering only a cash handout to promising them land and a house - Oxfam conducted research recommending how this could be achieved with regard to the supply of suitable land and the infrastructure and services that were required. Furthermore, an Oxfam policy coordinator was seconded to the BRR to help draft the new policy.

Oxfam research into women's right to land was also instrumental in influencing the BRR's policy of introducing joint land titling for new houses.



In Tamil Nadu, India, where folk traditions are vibrant, an Oxfam research partner is developing programs aimed at reducing disaster risks that convey messages through dance, puppetry, drama and music. (Photo: Atul Loke/Panos for Oxfam)

Learning

Much of the work done in Aceh has inevitably had a post-tsunami and post-conflict slant: Oxfam has conducted research aimed at addressing longer-term poverty reduction. Working with a local research institute, we have undertaken poverty assessments which are intended to help the local government to prioritize development needs and target funding more effectively. Our research has also looked at how climate change and deforestation might affect poverty levels and economic development in Aceh and Nias.

Monitoring and evaluation

It is important in any humanitarian response to have the opportunity to take a step back and assess if programs are on track to deliver the assistance needed by communities. This was certainly the case for tsunami activities, when ongoing assessments allowed us to reflect on the strategies and approaches we and our partners were using and how these might need to be adapted to meet the changing needs of communities and the evolving social, political and security environment.

Furthermore, monitoring and evaluation provides opportunities to learn important lessons for improving the quality of future humanitarian emergencies.

Oxfam's tsunami response comprises a large number of individual projects across seven countries, each with its own monitoring and evaluation needs. A large amount of assessment work has been carried out as part of our response. This has taken in assessing the needs of communities soon after the disaster, the ongoing monitoring of projects as they are implemented, and the evaluation of programs as they come to an end.

Program monitoring and evaluation might include assessing the effectiveness and appropriateness of water purification kits or emergency shelter materials distributed to displaced communities; the construction

quality and appropriateness of design of temporary or permanent shelters; whether agricultural capacity-building programs are improving the skills of poor farmers; or if the organizational skills of community-based organizations are being strengthened.

Monitoring and evaluation is carried out in a range of ways depending on the needs. Typically, Oxfam program staff or Oxfam's local partner organizations will carry out ongoing monitoring of projects, such as the development of community self-help groups, or progress in developing village water systems. External experts will also be brought into the programs to carry out a more substantial assessment, particularly to conduct program evaluations.

In addition to the monitoring and evaluation of individual projects and programs, wider assessments of our humanitarian response have been conducted, including:

- Overarching country-wide evaluations of the tsunami response in the three largest response countries: Indonesia, Sri Lanka and India.
- Thematic evaluations, such as assessments of Oxfam's accountability to beneficiaries in India and Sri Lanka, permanent shelter programs in India, and of the transition from emergency programming to longer-term development work in Aceh.
- A final evaluation reflecting on four years of Oxfam's work in different sectors across the various tsunami-affected countries, covering the impact in affected communities and the internal strategies and approaches we used. Lessons from this assessment will be used to improve Oxfam's response to future emergencies.

At an organizational level, Oxfam's Tsunami Fund Management Team and Board have provided important mechanisms to monitor major risks to programs, assess progress in relation to strategic priorities and control funding and expenditure.



Raji stands in front of her new house, one of 101 built by an Oxfam partner in the village of Chettinagaram in the Indian state of Tamil Nadu. An Oxfam shelter evaluation revealed problems with the quality of the construction, as well as problems between the partner and the community. As there had been a delay in the construction, Raji invested her own savings to build the staircase. Oxfam reimbursed the costs and carried out the repairs outlined in the evaluation. (Photo: Marie Banu Jawahar/Oxfam)

Financial Overview

The setting up of the Oxfam International Tsunami Fund enabled Oxfam to provide a consolidated global financial picture of the tsunami response. Affiliates have reported regularly on program spend by sector and by partner, as well as the progress of external audits of programs. The Fund has facilitated the transfer of money between affiliates, and our centralized investment policy has maximized income and minimized risk. All Fund statutory accounts for 2005-07 have been filed with the UK regulatory bodies and are available on the Oxfam International website.

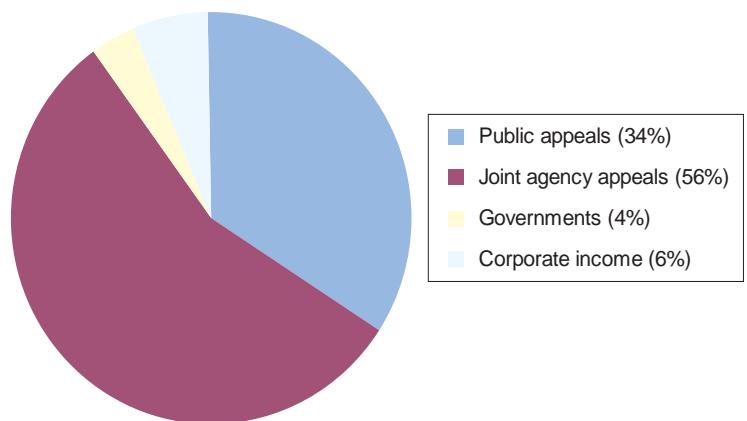
Income

The latest projected figure for total income of the Fund is \$294m, of which \$293m was received by the end of September 2008. This makes the tsunami response by far the largest ever Oxfam relief program.

Two-thirds of the Tsunami Fund's income was received in the first 12 months. There is around \$1.3m still to be received from the Canadian International Development Agency for a program in Sri Lanka, and this will be received by June 2009. Bank interest of \$7.9m has been received to the end of September 2008 and this was all spent on tsunami programming.

Excluding interest, around 90 per cent of total income (\$257m) has come from members of the public - whether directly to Oxfam or to joint agency appeals. This is very different from typical emergency responses when funds from governments and international institutions, such as the United Nations or European Union, make up a much larger percentage. This has allowed us greater flexibility in planning our response.

Analysis of funds received Jan 2005 - Sept 2008



Expenditure

As of the end of September 2008, we had spent \$263m* on program expenditure, or 93 per cent of the total budget. It is planned that all remaining funds will be spent or transferred to implementing affiliates by December 2008, when the Fund will formally close.

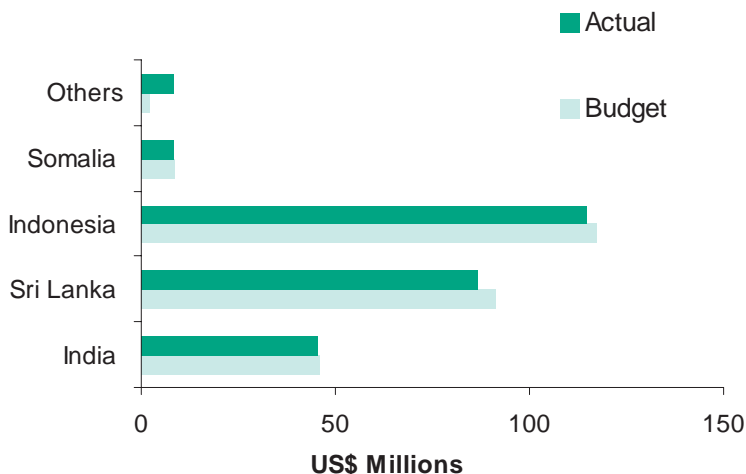
The rate of spend fell throughout 2006 and 2007 as programs moved from an emergency relief focus to longer-term development work, and as individual projects were completed. The move to more livelihoods work in 2006 and 2007 has been

less cash intensive. Typically, beneficiaries are given loans to start enterprises, so funds 'revolve' and can be used again.

The Fund will close on 31 December 2008, in order to minimize administrative expenditure. Remaining funds held centrally will be handed over to Oxfam International to be spent in accordance with the aims and purposes of the Fund. To ensure the Fund closes in a responsible and sustainable way, some program expenditure, estimated at between \$5m and \$6.5m, will be carried into 2009 and spent by the end of June 2009.

Monitoring and reporting will continue until all funds are spent. It should be noted that partner-run revolving loan funds will continue to operate after the Tsunami Fund has closed. In addition, long-term impact evaluation work is planned for 2009-12 and funds are being set aside for this.

Budget versus actual spend per country
Dec 04 to Sept 08



*This includes other program costs such as research and central monitoring and evaluation.

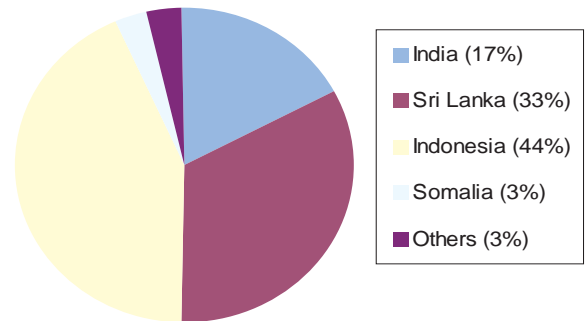
Financial Overview

Financial overview: by country

The allocation of funds by country has understandably differed, albeit only slightly, from original plans made in early 2005. Ninety-four per cent of funds have been spent in the three worst affected countries - Indonesia, Sri Lanka and India. There has also been sizeable expenditure in Burma, Somalia, the Maldives and Thailand.

More money has been spent in Indonesia than initially anticipated: 44 per cent of total spend, compared to the 40 per cent originally budgeted to meet the large-scale need. In India, actual spend is 17 per cent of the total, against a budget of 22 per cent, reflecting the fast and efficient response of strong local NGOs and government departments, and the return of some funds by partner organizations. Expenditure in Sri Lanka, 33 per cent of the total, is in line with the original strategy.

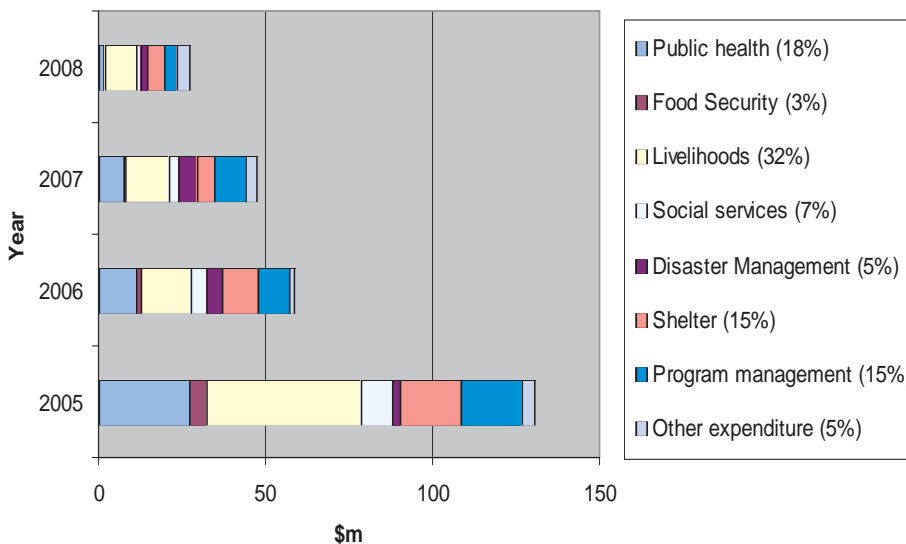
Spend by country Jan 05 - Sept 08



Financial overview: by sector

The restoration of livelihoods has consistently been the highest area of expenditure, accounting for just under one third of overall spending. The proportion spent on public health has fallen from 22 per cent in the first year to approximately 14 per cent in 2007, reflecting the transition from emergency response to longer-term development. Around 15 per cent of the Tsunami Fund has been spent on shelter, seven per cent on the restoration of social services, which includes building schools, while expenditure on disaster management stands at five per cent.

Total programme spend by sector and by year Jan 05 - Sept 08



Around 15 per cent of the fund has been spent on program management, which includes costs of staff not working directly on specific projects. It also includes related costs such as accommodation, travel, equipment rental and maintenance of office space.

When the Fund was set up, a cap of 10 per cent was put on administration and fundraising costs. In fact, less than five per cent has been required, leaving 95 per cent of the total fund to be spent on programs.

Accountability to donors and beneficiaries

Oxfam insists on a high level of accountability and transparency for its work and required that a target of 90 per cent of all tsunami expenditure be externally audited. Currently we are on track to meet this target by the end of the audit compliance work in 2009.

To date, Oxfam and partner organizations have assisted more than two million tsunami-affected people in seven countries. The amount of money spent per beneficiary varies from country to country because the nature of the programs and the local contexts are very different.

All figures in this report are to the end of September 2008.

Oxfam International is a confederation of 13 organizations working together in more than 100 countries to find lasting solutions to poverty and injustice. Please call or write to any of the agencies for further information, or visit www.oxfam.org

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