

REACHING THE DEVASTATED

A PEOPLE'S PROCESS OF RECONSTRUCTION

COMMUNITY RECOVERY AND
RECONSTRUCTION PARTNERSHIP PROJECT
SRI LANKA

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FOREWORD

INTRODUCTION

The Community Recovery and Reconstruction Partnership for supporting the People's Process of Rebuilding (CRRP) was established by the International Federation of Red Cross and Red Crescent Societies (IFRC), the Sri Lanka Red Cross Society (SLRCS) and the United Nations Human Settlements Programme (UN-Habitat) in June 2006 to assist Tsunami affected families in selected districts in Sri Lanka to rebuild their houses and recover their lives.

The primary objective of the Partnership was to assist identified communities and families to rebuild their settlements and housing with a base grant from the Government of Sri Lanka and additional financial, technical and other inputs from the Project. The CRRP was an owner-driven project, where people were in charge of rebuilding their own houses. An additional objective was to assist families whose needs had not been addressed due to land ownership problems, loss of documents, death of the Head of the household or other issues, resolve them and facilitate access to housing support.

Other objectives of the Project included, enabling people to rebuild their social capital through the organization of representative bodies with the capacity to take decisions

regarding their own rebuilding process and establishing their community level governance structures. Assisting the families to establish access to the banking system and helping to create employment from the investment in the rebuilding process as a way of contributing to the recovery of the local economy, were additional objectives.

An accompanying all pervading objective was to improve the quality of life of the affected communities through better and secure housing, improved sanitation, improved community infrastructure, home gardening and the protection and enhancement of their natural environment.

The CRRP, at completion, had supported almost 6000 families in seven Districts in Sri Lanka and marked a significant effort in reaching such a large number of disaster affected, mainly poor and vulnerable families. This Project not only enriched the human settlements development experience in the country, but also demonstrated how development agencies and humanitarian organizations can successfully work together and respond to post-disaster shelter needs.

W.D. Ailapperuma
National Project Manager

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ABBREVIATIONS

CBO	-	Community Based Organization
CDC	-	Community Development Council
CRRP	-	Community Recovery & Reconstruction Partnership
GoSL	-	Government of Sri Lanka
GTZ	-	German Technical Cooperation
IFRC	-	International Federation of Red Cross & Red Crescent Societies
JBIC	-	Japan Bank for International Cooperation
LKR	-	Sri Lankan Rupees
NGO	-	Non Governmental Organization
NHDA	-	National Housing Development Authority
ROAP	-	Regional Office for Asia & Pacific
UN-HABITAT	-	United Nations Human Settlements Programme



IN BRIEF

The UN Habitat implemented Community Recovery and Reconstruction Partnership (CRRP) is a unique and unparalleled undertaking which reached almost 6000 Tsunami affected families in Sri Lanka, mostly in the then conflict affected Northern and Eastern Provinces.

This Partnership was unique in that, it brought together, the vast humanitarian assistance experience of the International Red Cross Movement as well as its international fund raising capacity and expertise of the UN-Habitat in human settlements development, specially in implementing a people based shelter building process. This Partnership was further strengthened with the addition of the Sri Lanka Red Cross Society with its grass roots experience with local communities.

The Partnership was unparalleled in its responsiveness to an unprecedented challenge, which, while respecting the preferences and aspirations of a diversity of ordinary people, complied with the basic government requirements and standards, for housing construction.



Houses being constructed at Raigamwatta



An uninterrupted flow of funds for housing and infrastructure development was ensured by the ability of the International Federation of Red Cross & Red Crescent Societies (IFRC) to harness funds through partner Red Cross Societies all over the world, while the experienced human settlement workers deployed by the UN-Habitat were able to establish a quick rapport with the Government and local government authorities as well as with affected communities themselves with ease.

The CRRP Partnership was not only the most extensive Tsunami recovery programme in Sri Lanka; it is also one of the largest programmes ever, partnered by the Red Cross movement world-wide. The unprecedented success of this

whole effort was largely due to the mobilization of the affected people and motivating them to contemplate upon and understand their own situation and make arrangements amongst themselves to act collectively, thereby making it a programme owned and implemented by the communities themselves. The Partnership provided the necessary and timely financial and technical support for these thousands of disaster ridden families to rebuild not only their houses, but their lives as well.

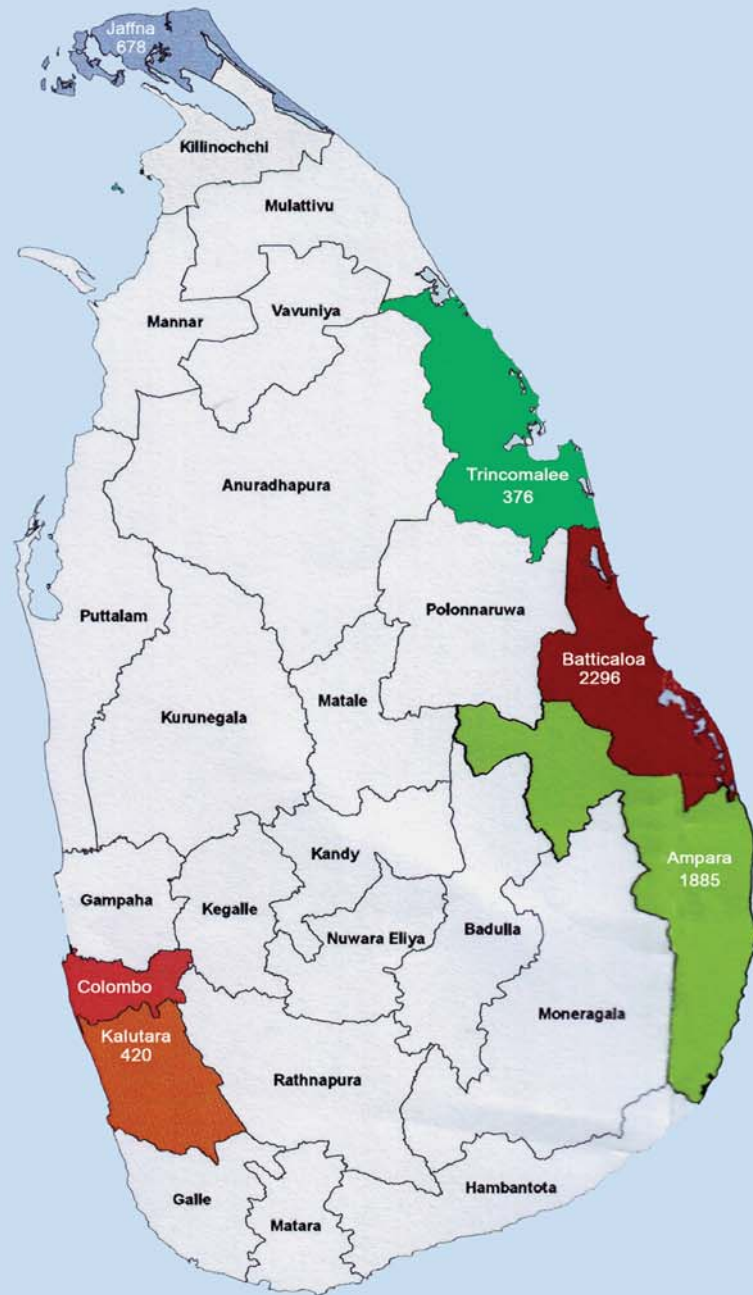
The CRRP will remain a vivid example of an extremely successful people based rebuilding effort. It unleashed the potential of thousands of mostly poor and disadvantaged families to establish secure shelter and rebuild their communities in the face of extremely adversity.

Damage to Housing

The number of damaged or destroyed houses had been initially assessed to be 136,000 of which 99,000 had been reported as fully destroyed (World Bank 2009). Subsequently, according to the detailed housing damage assessment conducted in February 2005, this total number was estimated at 98,525 housing units (GoSL 2005). After several subsequent assessments, the number of destroyed housing units stood at 120,858 (UN Habitat 2008). The initial estimate for replacing the damaged housing stock was between US\$ 437-487 million (ADB, JBIV, World Bank: 2005)



District-wise distribution of houses supported by CRRP



Project Summary

District	Families reached
Ampara	1885
Batticaloa	2296
Trincomalee	376
Colombo/Kalutara	420
Jaffna	678
Total	5655



The Catastrophe: 26th December 2004

The town of Kalmunai in the Ampara District on the east coast of Sri Lanka was totally destroyed in the Tsunami of December 2004. The CRRP assisted in the reconstruction of 1885 Tsunami destroyed houses in the Ampara District.



THE SETTING : AFTERMATH OF THE TSUNAMI

The Tsunami of 2004 was the worst disaster ever experienced in Sri Lanka, affecting the coastal communities in 13 out of 25 districts of the country. Within a few hours it claimed around 35,000 human lives, injured about 22,000 more and displaced around a million people. It also destroyed or damaged some 120,000 houses while over 150,000 people lost their livelihoods. Two thirds of the country's coastline was affected with damage to roads, railways, buildings, electricity and water systems, communication networks and private property.

In socio economic terms, although Tsunami affected less than 3% of the total population, the affected were largely the poor and the impact of the disaster and the subsequent recovery process exacerbated existing vulnerabilities, inequalities and disparities. There was considerable evidence that women were the most affected by the Tsunami. A large number of children died in the catastrophe and around 1500 children were orphaned.

Although the Government was able to quickly restore the basic services, the provision of shelter and other post Tsunami human settlements needs became a struggle. Fortunately, the global support and assistance to the Tsunami victims in Sri Lanka was quite spontaneous and extensive. However the required speed of delivery and the type of agencies involved, created some unique challenges themselves.

At the commencement of the Tsunami recovery process many donor organizations entered into Memoranda of Understanding

with the Government to build around 80,000 houses in accordance with building standards laid down by the National Housing Development Authority on land provided by the State. But only a very few of these organizations have had any experience what so ever in housing development or in construction. They also failed to harness the affected people themselves or their communities.

Within few months after the Tsunami, it became apparent that it would be impossible to meet the deadlines for the provision of shelter as envisaged and reach all the affected families, due to many unforeseen difficulties including an acute shortage of buildable land and a huge demand on labour, materials and expertise. The International Red Cross Movement, one of the largest Donors, like most other organizations, had been severely hampered by these obstacles inherent in the Direct Construction Approach, then adopted by most organizations.

With the realization of the limitations of the Direct Construction Approach, the Government introduced a new Tsunami housing policy, almost five months after the Tsunami, which paved the way for the primacy of an owner-driven process as the main focus of the shelter effort, in place of the hitherto adopted owner driven process. The new policy also departed from the earlier centralized control and decentralized operations to the District level. The Peoples Process advocated by the UN-Habitat, thus turned out to be the most viable solution in the post disaster recovery effort in Sri Lanka.



THE DONORS – THE INTERNATIONAL RED CROSS MOVEMENT

Against the background of the extensive devastation and the urgent shelter needs in Sri Lanka, the International Federation of Red Cross and Red Crescent Societies (IFRC), a leading donor, mooted a ground-breaking initiative with the UN-Habitat, which harnessed capacities of the two respective organizations in a participatory post-disaster housing reconstruction effort through an Owner Driven, people based approach, which was named by the Partners as the “Community Recovery and Reconstruction Partnership (CRRP)”. This Partnership, from its very commencement, turned out to be an effective implementation mechanism. It was guided by a National Steering Committee (NSC) representing the Partners as well as the Government and was directed by the National Project Management Team (NPMT). The NSC held quarterly meetings, while the day to day management decisions were taken by the

National Project Management Team (NPMT) chaired by the UN-Habitat National Project Manager, which met every week and whenever urgent issues arose. This dynamic implementation mechanism promoted a close dialogue and rapport amongst the Partners and built up trust amongst the implementation staff and with the State Agencies, as well as with the affected people and their families.



Beneficiaries welcome donors at the housing sites in Kalutara District



THE PROCESS – BUILDING BETTER

The primary objective of the Partnership was to assist identified tsunami affected families and communities to rebuild their settlements and housing with the assistance of the grant from Government and additional financial and technical support from Partnership through an integrated community based approach. A Special objective was to assist families whose needs had not been addressed till then due to land tenure, negligence, ignorance, prejudice or other problems and to resolve such issues and facilitating access to the house construction grants.

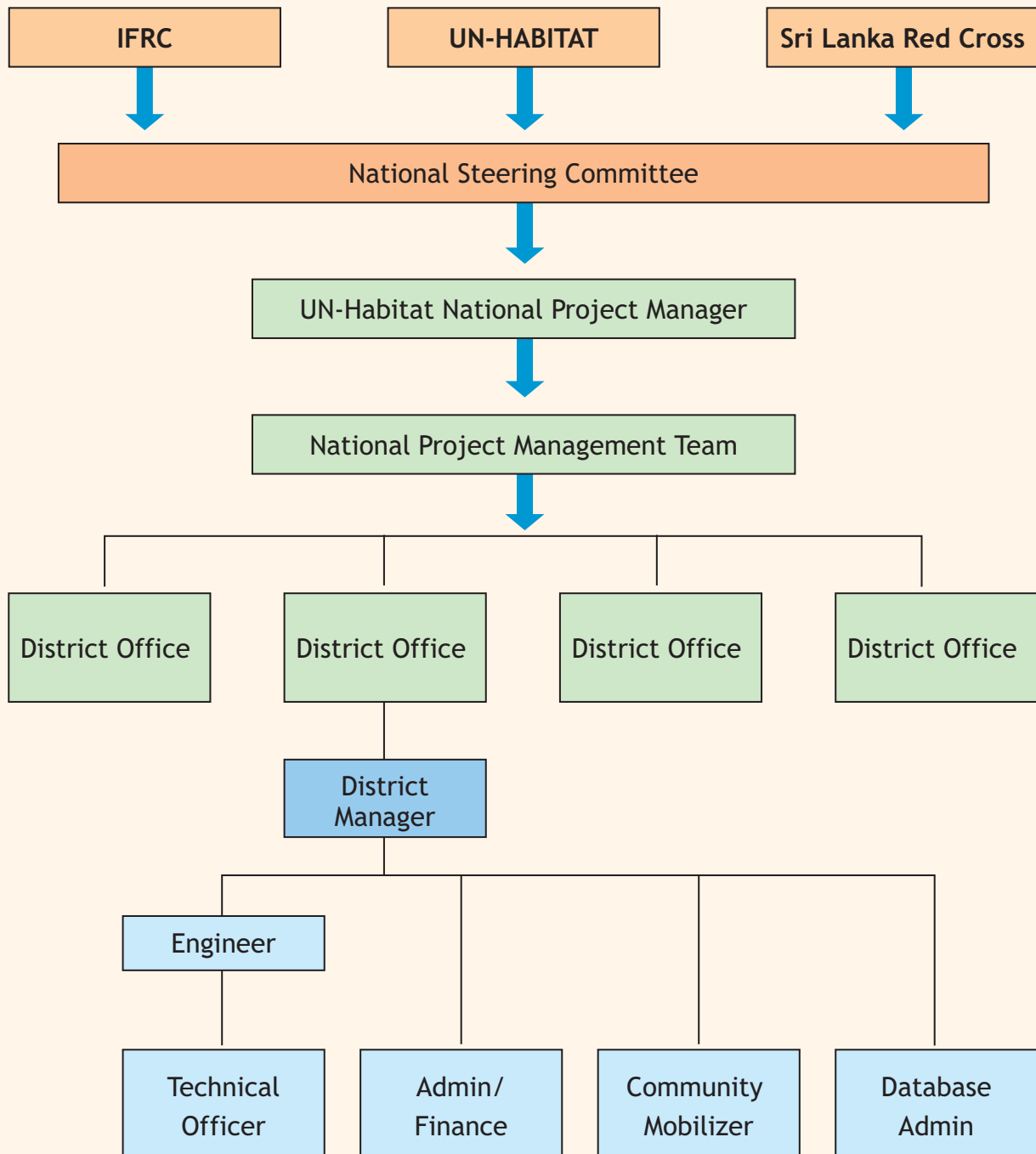
Within this Partnership, the IFRC took responsibility for raising and providing funds, for monitoring progress, and for providing a feedback to donor RC societies. The UN-Habitat as the Implementing Agency took over responsibility for development and implementation of an appropriate variant of its People's Process, undertaking to ensure the channeling of support to the families and communities. The implementation process was

also designed to take advantage of the presence of the Sri Lanka Red Cross (SLRC), which would, on one hand use its existing branch network to reach communities, and on the other hand continue to work with communities even after the construction work was completed.

The UN-Habitat, in its role as the Implementation Agency established an organizational structure with a National Project Office in Colombo and District Offices in the relevant administrative districts. Experienced Staff, were appointed both at the National level as well as at the District Level. Implementation work in the Districts was placed under a Senior District Manager, supported by Engineers, Technical Officers and Community Mobilizers. It was an achievement, that the UN-Habitat was able to draw out of retirement and in some cases out of active service, professionals with long experience in human settlements development. The UN-Habitat also prepared a comprehensive implementation manual.



Thiraimadu, a relocation project of 189 houses in the Batticaloa District, during construction stage (Note the variety of shapes and designs as per owner requirements)



CRRP: Implementation Structure

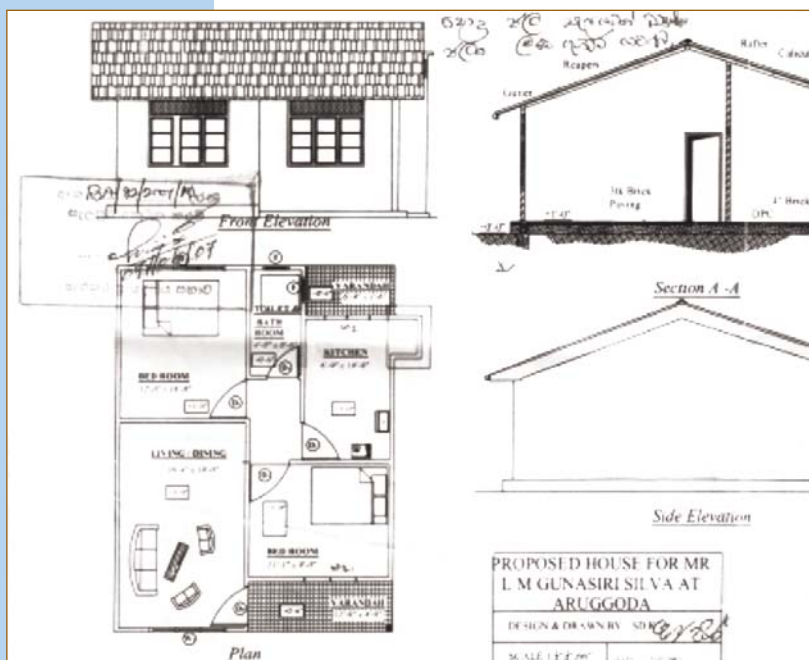


HUMAN RESOURCES – PEOPLE AS A DIMENSION OF SUPPORT

The most important requirement after the disaster, where people had lost everything, was to provide them a place to live and work. The CRRP placed the affected communities at the centre of such a rebuilding and recovery process. The Partnership was convinced that the unleashing of the strengths of the affected people themselves would be the only way in which these families can build self confidence and recover quickly. This was amply demonstrated by their ability and determination to establish a secure shelter and rebuild their lives in the face of extreme adversity. The process was of course further facilitated by the change in the housing policy of the Government which paved the way for the primacy of owner driven housing as the main focus of the shelter effort.

The CRRP proved its considerable ability, flexibility and commitment in adopting the new housing policy and reaching the core objectives of the Government of Sri Lanka in providing shelter to the people and in reaching them through a truly people and community based recovery process.

The CRRP has been unequalled in the Sri Lanka Tsunami Recovery Process in its responsiveness to household preferences. In essence, it allowed diversity of plan, design and finishing levels, insisting only on the core government requirements as a definition of completion. It provided technical, financial and administrative support for families to develop and implement their own shelter provision.



*The basic plan used at Kahawitagehena settlement in Kalutara District .
Note the variation in roof design under the same plan.*



It is striking that CRRP houses prevented the uniformity and drabness so typical of institutional housing as seen in most Donor driven Tsunami housing projects. They were the houses of ordinary people, genuinely in control of their own housing procurement. The diversity of the CRRP houses illustrated a

far fuller control of individuals over their housing process and therefore of their own empowerment. This link between such control and empowerment is stronger in the Sri Lankan culture, which values the house as reflecting a family's status and achievement.



We were living in Jayanthipura in Panadura, when the tsunami waves destroyed our houses completely in December, 2004. Although we escaped we could not save any of our belongings. With few of our neighbors we found accommodation at the nearby Galagoda temple. As the numbers increased we were taken to Moratu Vidyalaya camp, where we lived for about 6 months. After that we were taken to Ratmalana camp and were living in temporary houses at Borupana road for about a year.

When the Government decided to give Tsunami affected families Rs.250,000 to purchase a plot of land, 23 families living at Borupana transit camp got together and purchased 10 perch blocks from Werallugahagodella, in Bandaragama. The International Organization for Migration built temporary shelters for us at this location.

It was then that the officers from the CRRP project visited and advised us to form a Community Development Society and promised to help us to built permanent houses. But we could not get the plans approved as the land was in a low lying marshy area.

Again the officers from the CRRP project came to our rescue by negotiating with the relevant government institutions and also coming up with a new design with raised levels, ensuring that houses will not be flooded even during rainy periods.

Deepthi Niroshini, President of the Community Development Council, Weralugahagodella



THE FAMILIES

The Community Recovery and Reconstruction Partnership reached around 6000 families in seven districts in Sri Lanka. The financial support that these families received to rebuild their houses consisted of a top up cash grant which supplemented the government base grant with a separate grant of Rs. 50,000/= for the construction of a sanitary latrine. In addition the CRRP provided grants for the repair or improvement of community infrastructure and for the promotion of livelihood development. A departure from this pattern were some communities, where the Government base grant was not available. On the persuasion of the UN-Habitat, the Donor agreed to provide the full cost of these houses.

The CRRP placed Tsunami affected families at the centre of focus of recovery and reconstruction process and established an easy rapport with them. They in turn showed tremendous enthusiasm in building their own houses. Many family members not only provided the skilled and un skilled labour for the construction of their own houses, but also to their neighbors. This whole process of course involved all members of these families – men and women, the old and young and strengthened family ties with even far flung relatives.

The whole recovery and reconstruction process revolved round the family and the community making them responsible for the construction of their houses. This total involvement in the construction process ensured a better and more acceptable house.



Fully completed houses under the CRRP project in Jaffna



THE COMMUNITIES

The CRRP mobilized a large number of communities spread over seven districts cutting across all ethnic and religious groups. The strategy adopted by the CRRP was to motivate the affected people to understand their own plight and make arrangements amongst themselves to act collectively. As an integral aspect of the mobilization process, the communities were empowered by the establishment of a representative and elected Community Development Council. (CDC) This community based organization was granted formal recognition by state authorities at the benest of the UN-Habitat, which enabled them to take important reconstruction related decisions, implement them, and own bank accounts as well.

A key feature of the social mobilization process was Community Action Planning (CAP) process through which communities were assisted by the UN-Habitat to identify and prioritize their own community needs. The

community action planning process greatly helped CRRP beneficiary communities, not only in identifying problems and in determining priorities but also in promoting self respect, self confidence, creativity and innovation as reflected in the community infrastructure they created. This process succeeded in converting most households into pro-active social structures. Neighbourly peer ties have been drawn upon and strengthened through the linking of individual households in to primary groups and the Community Development Councils during the construction process, by a system of mutual responsibility through which the more vulnerable households, whether for economic health or social reasons, were necessarily supported by the others in various ways. There were numerous examples of women headed households or households with other vulnerabilities which had received support in the form of unskilled labour, building materials supply, book keeping and construction supervision.



CRRP Management meets a community Development Council in Potuvil



Intensive discussion by the community on the development of their settlement



THE IMPLEMENTATION TEAM

The implementation teams at district level as well as at the National Project Office consisted of experienced professionals who had worked in the housing sector for long periods, specially with the National Housing Development Authority of Sri Lanka and were quite conversant with the Peoples Process in housing development.

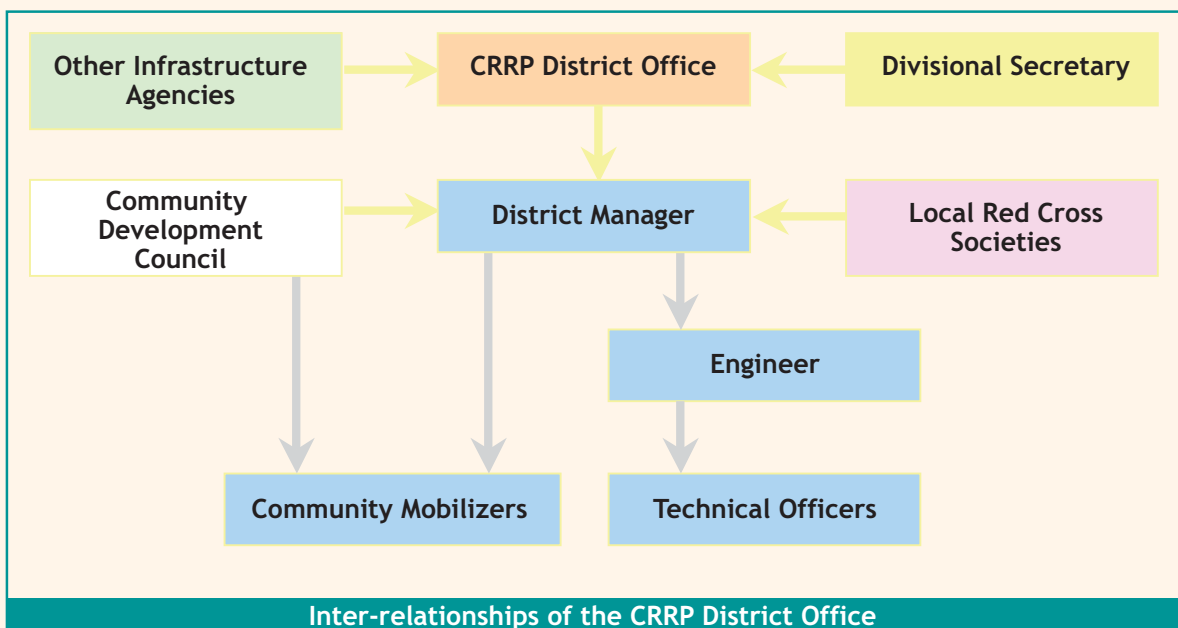
These experienced human settlement workers deployed by the UN-Habitat, were able to establish an easy rapport with Government and Local government authorities as well as with the local communities. They also successfully established close links with other donor agencies, INGOs and NGOs engaged in training and micro lending activities. Their knowledge about local conditions and their acceptance by communities and the government officials proved to be a valuable asset in the implementation of the CRRP.



District officials in discussion with Donors



District officials explain the process to the community in Jaffna





MATERIAL RESOURCES - PRACTICE AND CHOICE IN THE BUILDING PROCESS

With the commencement of the extensive Tsunami reconstruction programme, one of the key issues that people had to cope up with was the scarcity of building materials. The technical staff of the UN-Habitat assisted the people and the Community Development Councils in the procurement of materials and their transport on a collective and cooperative basis.

Most of the families, along the coast had lived in houses with cadjan walls or roofs, or in shack like makeshift structures, The CRRP assisted them to build a better, secure houses with brick or cement block walls, timber framed tiled roofs and cement floors, with at least one lockable room, a cooking space and a latrine were the outcome



Some of the kadjan shelters in which the beneficiaries in Jaffna District lived after the tsunami

SELF- SUPPLIED MATERIALS

Some of the families could make use of the construction material available with them, specially the salvaged material from their old houses. In Ampara, Trincomalee and Batticaloa Districts, some families were able to obtain forest timber as permits issued by the Government. But on the whole, most supplies had to be procured.

MARKET SUPPLIED MATERIALS

The bulk of the construction material had to be purchased from the open market. Due to the heavy demand, the prices escalated and there were price variations from district to district. In order to correct this imbalance, the CRRP developed an ingenious methodology of district specific grants based on realistic localized costs of both materials and labour, which was reviewed annually.



PROCUREMENT AND TRANSPORT

Procurement and transport of building materials was always a tiresome task to the beneficiary families. This was specially so, in the war affected North and the East with constant and irksome security checks and with several check points where materials had to be unloaded for inspection and then reloaded. The CRRP encouraged and arranged for bulk procurement by Community Development Councils both to obtain economies of scale as

well as to facilitate security approvals. The UN-Habitat successfully liaised with State agencies and even with security forces to facilitate procurement and transport. In Jaffna District for example, where building material prices were raging due to scarcity, the UN-Habitat succeeded in intervening with the Government agencies to obtain these from state shipments at a lesser price, than the prohibitive prices in the open market.



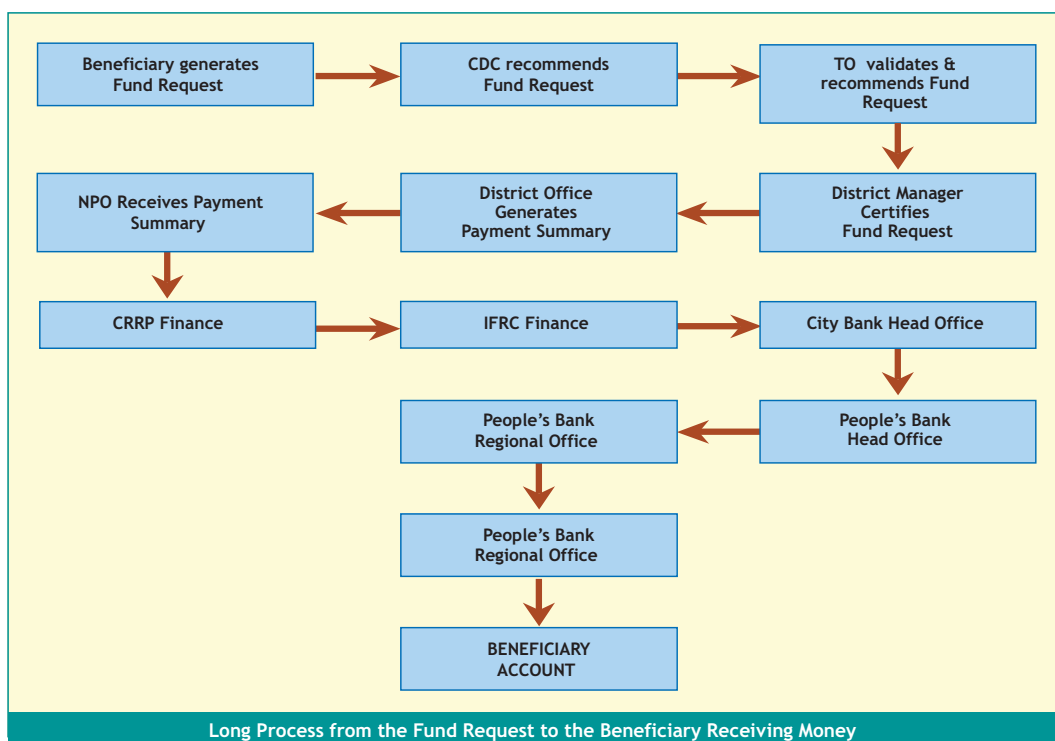
Transporting septic tanks to the site



FINANCIAL RESOURCES – GETTING MONEY TO THE PEOPLE

The innovative funding structure of the CRRP was a reflection of the owner driven approach and the provision of financial assistance to construct a 500sq.ft house in accordance with the established minimum standards. This funding process was also a reflection of the effort to empower people and to cultivate the banking habit amongst them. The grant provided by the project varied from district to

district in order to compensate for the price variations. Project also provided a separate grant of Rs.50,000/- per household to construct a sanitary latrine. Another Rs.8000/- per household was provided to rebuild or improve the community infrastructure facilities. The grant amount was reviewed every year for each District, to accommodate the fast changing price escalations.



THE PAYMENT PROCESS

The process of getting money to the people was very carefully worked out and was based on an extensive “Financial and programmatic guidelines”. The principle adopted through this procedure was a clear division of payment responsibility. Each installment was paid direct to the beneficiary bank account. The

implementation personnel at the District level handled only technical supervision and recommendation of payments, but not the payment itself, ensuring clear transparency. The financial guidelines were supported by a “Data Base User Manual” which explained in detail, the data entry process cycle for paying beneficiary installments.



THE ROLE OF THE INSTALLMENT

The Beneficiaries were paid in installments subject to the completion of each stage in construction. The inspections were undertaken by the Technical officers after receiving the request of the beneficiary and of the Community Development Council

and on their findings the payment of the installment was recommended. The payment by installments ensured that the construction progressed in accordance with the stipulated requirements and the expected quality standards. The installment payments were generated following entry into the system of physical progress reports.

Top-up Payment Schedule			
Stages	GoSL Rs.	Top-up Rs.	%
Initial Stage Registration with GoSL	50,000	74,000	20%
Stage 1 Foundation Completed	60,000	88,800	24%
Stage 2 Walls to window level	80,000	118,400	32%
Stage 3 Roof complete	60,000	88,800	24%
	250,000	370,000	100%
Additional allowance for sanitary latrine		Rs. 50,000	

THE ROLE OF THE BANKS

The original project proposal of the CRRP envisaged a collaborative arrangement with the state banks. This did not work out subsequently and the project had to devise a whole new set of documentation, including a “beneficiary file” consisting of copies of beneficiary bank accounts to be acceptable to Donors as sufficiently transparent.

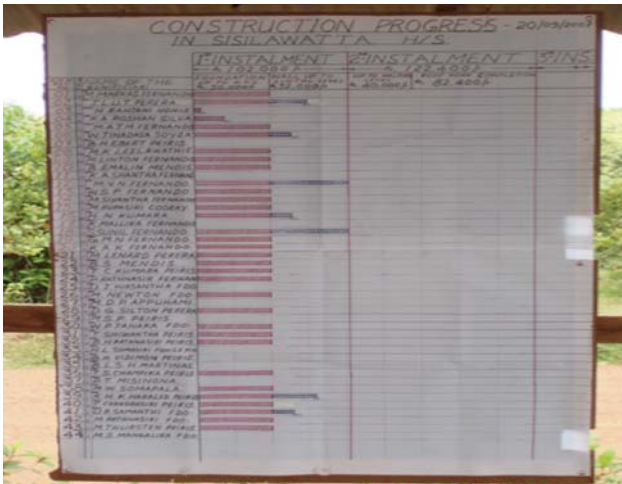
During the implementation stage, it was observed that some bank branches were insensitive to the needs of these poor account holders and tended to delay and even harass them. Although access to banking was one of the objectives of the project, these beneficiaries due to this unsavory experience, may have failed to cultivate a continuing banking habit.



THE TECHNICAL INSPECTIONS

Technical officers on their regular visits to the beneficiary homes inspected the work done and submitted comprehensive reports on an approved format. These reports enabled the District Manager to get an overall view of the progress made and also intervene as and when

necessary. The beneficiary log book introduced by the UN-Habitat to help beneficiary families to maintain a records of the construction activities and expenditure, using a simple school exercise book. All instructions by technical officers were written on this log book during their visits.



A chart exhibited at the CDC office indicating the payments received by each beneficiary



Technical officers from the District office inspecting the construction of a sewerage tank



Technical officers discussing the problems with the beneficiaries at the site.





THE COMMUNITY CONTRACT – THE PEOPLE BUILD FOR THEMSELVES

The CRRP experience has very clearly demonstrated that when affected communities were supported to take charge of their own recovery and reconstruction process, they get further strengthened and develop a sense of self confidence and self reliance. In addition to existing the problems of poverty, neglect and social exclusion, the tsunami also created a whole set of new problems with the disruptions to the to people’s livelihoods, social structures and ways of life along with their houses and implements. The CRRP, through its community based people centred approach, mobilized these communities o use the recovery process to strengthen their community structures and perhaps for the first time in their lives, to have a common voice through elected representative bodies.

The concept of community contracts was introduced and implemented by the CRRP amongst the beneficiary tsunami affected



Community centre constructed under the CRRP Project

families. All community infrastructure development activities including water supply and sanitation as well as procurement of construction equipment were undertaken by the Community Development Councils through contracts awarded to them. These community contracts emerged from a process of community consultation at which the communities themselves identified their needs, prioritized their problems and agreed upon the solutions and strategies. The communities derived a great deal of satisfaction and a sense of ownership and self reliance being involved in the community contracting process.



Bus Halt constructed in Ampara



An access road constructed in the Jaffna District



THE CONTRACTING PROCESS

The CRRP facilitated the provision of community infrastructure, through the funds available under the project budget at the rate of US\$ 80/- per family. In addition there were funds provided by the IFRC for the establishment of essential water supply and sanitation infrastructure. The Hong Kong Red Cross, through the IFRC also provided funds for the procurement of safety construction equipment.

process developed under the CRRP will remain useful tools in any future human settlements effort.

Most poor communities did not possess the knowledge or the experience to undertake infrastructure development activities. This was provided by the Technical officers of the UN-Habitat, who worked very closely with the communities. Project staff not only guided the CDCs, but also supervised the constructions to ensure they met the required standard.



*Play ground in
Jaffna*

In all these categories funds were provided direct to the Community Development Councils under a community contracting system, which empowered the communities to prioritize, design, implement, manage and maintain their own settlement infrastructure with support from government, local authorities and other agencies.

The procedures and the exhaustive documentation on the community contracting

The community contracts also provided a valuable learning process, where active CDC members became quite conversant with various subjects such as reinforced concreting and pre-casting, contract management, maintaining accounts, labour handling and storekeeping. The community members did not have these skills before the project and some of them became quite adept and were even able to train others.



WERALUGAHAGODELLA - Reaching the Vulnerable

In the process of implementing the Community Recovery and Reconstruction Partnership Project (CRRP), the UN-Habitat came across a harassed and neglected group of vulnerable families and adopted them for concerted support.

Twenty three families from the Moratuwa Divisional Secretaries' Division in the Colombo District, who couldn't reconstruct their Tsunami damaged houses in their former sites as they fell within the buffer zone, had purchased a land in a new location using their government grant. This land selected by these Tsunami affected families was in the rural hinterland of the Kalutara District

However, disaster struck when the families came to occupy the new site, with temporary shelters built for them by - the International Organization for Migration (IOM). With the heavy rainfall prevalent in the Kalutara District, they found to their horror that the new land obtained with so much hope is flood prone. In their misery they came to believe that they had been duped by the officials as well as by the land owner. They alleged that Government officials colluded with the land owner to prepare false documents in their hurry to get them out of transit camps. They ended up a frustrated and a disillusioned lot.

The media, highlighted the plight of these Tsunami victims and the Daily Mirror, a national newspaper carried a detailed account of this community on 24th November 2007. These media exposures pointed out that the

beneficiary houses constructed by the IOM out of perishable material have collapsed with the floods, and highlighted that the residents did not have food and even drinking water as the temporary wells had all gone under water. This community of almost 100 persons found themselves with no support and with no hopes for a better home when the UN-Habitat District team came to their rescue.



These families who had lived all their lives along the coast, engaged in pure coast related activities, found themselves at a complete loss in the new alien rural environment. Not only had they lost their houses and had been uprooted from their livelihoods, they had also left the transit camps which provided at least some security and even a meagre but consistent food supply. These families had been living in temporary makeshift houses in their coastal habitat and were ignorant of rural house building methods and the rural lifestyles. Their income was very low; the monthly income was hovering around the bare subsistence level, and were dependent on relatives and married children. They were also mostly unskilled, working as laborers and small time vendors and had few occupations of their own.



For these helpless people at Weralugahagodella finally a solution emerged. The Japanese Red Cross Society, a major Donor in the IFRC funded Sri Lanka's Tsunami Recovery effort, was persuaded by the UN-Habitat in their full grant programmes.



Construction of raised plinth levels.

Note the plinth level of the new house with height of the IOM built shelter

However, their search for a permanent shelter nor their misery end easily. By this time, some of these families who had purchased this low-lying land had sought legal redress from land owner. This legal action obviously failed as they had procured the land, with full knowledge of its location, but it set-back the commencement of the home building programme by months.

The Local Authority which had earlier approved the plan for dividing up this land into housing sites now became reluctant to approve the housing designs submitted by the beneficiary families obviously on the pressure brought in by the adjoining villagers who feared that the new construction on this

particular land will result in flood waters enveloping their houses as well.

In the mean time, the UN-Habitat District Team had initiated action to address the issue of flooding and had a dialogue with the beneficiary families and with local authorities and assessed the level to which the

foundations of each house and latrine should be raised to avoid flood waters. The UN-Habitat also prepared designs for raised foot paths with pipe crossings to access the new houses as well as for raised internal roads.

The Donor, Japanese Red Cross Society to the proposal made by UN-Habitat to provide the additional funds required for these activities and the local authority after much persuasion by the UN-Habitat ultimately

granted planning approvals subject to several conditions including a wider approach road, and the conversion of a part of the land into a water retention area. The beneficiary families guided by the UN-Habitat agreed to these conditions as well as to provide their own labour towards fulfilling them. The housing construction process thus commenced through much delayed.

In the midst of this progress and all the efforts of the UN-Habitat a new problem arose. Dissension set in amongst the beneficiary families mostly due to provocation and misinformation by outside elements. Some families came to believe that if they drop out of the programme, they would be able to persuade the Government and the Donors to provide them funds to procure new land. They attempted to



Houses nearing completion



disrupt the community mobilization process. Some families who had even obtained the advance payments from the CRRP abandoned the construction process and spent this money on other needs. But the UN-Habitat pressed on and continued to place its trust on the beneficiary families in the building process. In the process of

demonstrating this trust the families who abandoned the programme returned one by one and joined the construction process. Now all 23 families but one has constructed their houses. The UN-Habitat is proud to have assisted this vulnerable and disadvantaged community in the midst of several obstacles and setbacks.



LINKING LIVELIHOODS TO RECOVERY EFFORT

The CRRP was designed with integrating aspects such as community infrastructure, water and sanitation, environmental management and livelihoods development into housing construction as these enhance the quality of settlements, particularly in a post disaster context. Innovative provisions for home based livelihood activities were in fact higher in owner driven programmes as compared to donor built housing projects. Where the participating families had a free hand with the design of the houses as in the CRRP, livelihood activities such as small grocery shops, barber saloons etc. prospered. A small but significant intervention was also made in the setting up of small savings groups under the CRRP. These groups operated

revolving funds with their savings based on traditional financing methods practiced in the country. However working in parallel with several strands of development – housing construction and income generation for



Fishing and Poultry Farming are some of the popular livelihood activities undertaken by the beneficiaries in the Jaffna District.



example- raised its own problems. The families themselves already heavily committed in their active involvement in the reconstruction process found it difficult and confusing to devote time and resources to tackle major innovations in other areas of their lives. The Community Development Councils, already working mainly voluntarily, found it difficult to initiate and support additional activities. These were the challenges which should have been recognized in designing an integrated holistic development programme in a post disaster situation.

As in common with other Sri Lankan reconstruction programs, the CRRP livelihood element was introduced rather late, and it is important to note that funds within the project for livelihoods developments were quite meager (USD 10 per Household) allowing only a very modest investment. The programme's original intention to use these funds to leverage links with agencies in specialized in livelihood development had only partial success mainly due to the shortage of such specialized agencies themselves and shortage of trained professionals in the field as well.



*Eking out a livelihood:
Collecting & selling firewood by some
beneficiaries in the Batticaloa District*



LESSONS FOR THE FUTURE

The CRRP is perhaps one of the largest post disaster reconstruction programmes ever implemented through a peoples process. However certain key factors which have proved crucial to the final outcome have to be recognized. They can provide a better understanding about the contents and the conditions which would be conducive to the implementing of scaled up owner driven housing programmes in other post disaster scenarios.

1. The CRRP amply demonstrated that the involvement of large scale partnerships and organizations - in this case the UN Habitat and IFRC, in post disaster reconstructive programme can result in substantial and active participation of the affected families and in contributing to development and to vulnerability reduction which has often been associated with participatory projects.
2. Housing ,specially the provision of permanent shelter, will remain the most complex area in any post disaster recovery process. One of the key factors for the success of the CRRP was that it was able to mobilize affected households to build a habitable homes through an incremental process rather than insisting upon a “finished” house. The ultimate programme goals have to be focused on the wider process of recovery and on creating resilient and sustainable human settlements in contrast to claiming responsibility for the construction of a defined number of good looking houses.
3. The CRRP recovery experience demonstrated the essential need of an unambiguous, clearly defined reconstruction policy and the inclusiveness of all levels of governments (i.e. Central Government Agencies, Provincial Councils, District Secretariats and local Governments in Sri Lanka) in the planning and implementation process, specially in order to avoid confusion, uncertainty and dissatisfaction amongst the beneficiaries as well as amongst other stake holders.
4. The CRRP aptly demonstrated the high level of beneficiary ownership and satisfaction in the owner - driven strategy. Much of this success was achieved through the Community Development Councils which supported the reconstructions activities through motivating people, assisting in procurement, logistics and exchange of technical advice as well as in the provision of financial and organizational assistance. It built the capacity of communities to face social, financial, environmental and economic challenges beyond immediate reconstruction. In addition, families engaging in their own recovery and reconstruction activities received positive therapeutic effects after the unforeseen calamity of the Tsunami.
5. All infrastructure development activities including water supply and sanitation works as well as the procurement of construction equipment funded under the



CRRP were undertaken by Community Development Councils through contracts awarded to them. It is important to note that all community contracts emerged from a process of community consultation at which the communities themselves identified their needs, prioritized their problems and agreed upon the solutions and strategies. Through the community contracting process the communities and their members became involved in the construction of the facilities and were in a better position to undertake their management, maintenance and repairs. The CRRP communities derived a great deal of satisfaction and a sense of ownership in being involved in the community contracting process. The procedures and the exhaustive documentation on the community contracting process developed under the CRRP will remain useful tools in any future effort.

6. Consultation and engagement with beneficiary families and their communities led to the sustainability of the reconstructed settlements which has to be further strengthened through a consolidation process. The CRRP evolved a novel process with the Sri Lanka Red Cross Society to take over and incorporate the Community Development Councils in to their own branch network and continuing with consolidation activities, specially livelihood development, environmental protection and maintenance of infrastructure.
7. Internal procedures of the programme were initially designed in a highly protective and prohibitive manner, placing donor's and implementer's risk and management interests above the needs of beneficiaries. These procedures resulted in double checking and parallel database administration leading to delays in the receipt of payments. Payment procedures in future projects need to be designed with a higher beneficiary focus.
8. One of the objectives of the CRRP was to improve access to banking. Success of a programme also depended, to a large extent, on the availability of funding at the correct time. However a major concern was that banks were always not sensitive to the needs of the poor beneficiaries were familiar with the owner driven programme of the Government. The Banking sector therefore has to be made an important stakeholder in similar reconstructing efforts.
9. Livelihood development has been identified as a major objective of the CRRP programme . However due to the strong financial emphasis on the housing component livelihoods did not receive proportional attention through out the programme. In future operations, the housing reconstruction component, needs to be integrated into a wider recovery and livelihoods strategy from the very commencement of the operation.



10. The CRRP was found sometimes wanting in adapting its management structure to cope with local differences in the demand for technical support, while the inbuilt reluctance to decentralize financial management

slowed down implementation. These shortcomings were products of deeply entrenched formal management systems of large organizations and have to be addressed in the design stage itself in future projects.

A House for an orphan boy Ajmeer Khan at Kalmunai.

Abdul Rahuman Ajmeer Khan, a ten year old child was living with his parents at Hospital Road, Sainthamarathu in Kalmunai in the Ampare district of Sri Lanka. He attended Al Jalal Vidyalaya in Sainthamarathu as a student in Grade 5. The Tsunami of December 2004 changed his life completely when he lost both his parents and when their house was completely destroyed. He became an orphan without a house to live in and no parents to look after him.

A brother of Khan's father, his uncle, Mr. M.H.M. Haroon, who came forward to take the boy under his care and help with his life and education, had to go before the courts to obtain an order confirming him as the legal guardian of the parent less Ajmeer Khan. Even though the house he lived was completely washed away, Ajmeer Khan could not get any assistance as he was a minor and was not entitled to any of the grants under existing rules.



Ten year old Ajmeer Khan In front of the new house

The UN-Habitat District office in Kalmunai, as the implementing agency for CRRP Project, intervened on behalf of Ajmeer Khan with the Donor, Australian Red Cross, which was already providing top-up grants to house builders in the same area. The Community Development Council too endorsed the inclusion of Ajmeer Khan as a beneficiary and pledged support for the construction of his house.

With grant of from the CRRP, and with the support from his uncle and from the CDC, Ajmeer Khan now has a house of his own, a sanitary latrine and a secure future to look forward to.



In Retrospect

It is seven years since the Tsunami that devastated many coastal regions of Sri Lanka and five years since the CRRP commenced its implementation. The CRRP, became not only the most extensive Tsunami recovery project in Sri Lanka but also one of the largest programmes of the Red Cross Movement worldwide. At its completion, the Project had reached almost 6000 families in several districts in Sri Lanka, not only in the peaceful and relatively prosperous districts of Colombo and Kalutara, but mainly in areas which suffered most of the effects of the then civil war in Ampara, Batticaloa, Troncomalee and Jaffna.

But can the CRRP be viewed as an ideal solution to post disaster shelter recovery? Could the recovery process have been planned and implemented better? What were the drawbacks and weaknesses in the CRRP process and could the issues have been addressed better or quicker? These are some of the issues which could be reflected upon in retrospect.

The CRRP, undoubtedly, presents an interesting case of a large scale housing reconstruction project undertaken with community based participation and aiming to provide a foundation for integrated planning and development at the local level, after an unprecedented disaster. The UN-Habitat has been advocating for inclusive participation in human settlements development at the local level. Such participation would, it is assumed, foster partnerships, allow the spread of ideas and develop an increased citizen base which

participates in discussions and enable pro-poor policies.

The Project, during its five years of implementation, attempted to empower the people through a participatory process through strengthening deeply rooted local decision making processes and taking advantage of the local social values and traditions. The CRRP, in this way, has had a definite impact in up-scaling a participatory integrated recovery process.

This large scale programme, during its implementation, was able to reinterpret its guidelines and its management structure to address local and family preferences and priorities both in house design and construction. It fostered the development of local governance structures and improved livelihood developments and poverty reduction thus reducing economic, social and physical disparities and vulnerabilities.

As envisaged by its planners, the CRRP had to work in parallel on several strands of development; construction, social mobilization, income generation etc. These raised their own problems. There were difficulties in managing concurrent participatory processes in a given community because of the potential for confusion. Most people, already heavily committed because of their active involvement with the construction process faced difficulties in finding resources to tackle major innovations in other areas of their lives. These people, already working mainly voluntarily in community rebuilding, faced



difficulties involving themselves fully in Community Development Councils and in initiating and supporting livelihood activities. These were the challenges which could have been recognized in designing an integrated programme like the CRRP- specially in its post disaster situation.

Another challenge faced by the CRRP, was in capacity building. In the post disaster urgency,

there was no time in advance, for community education and for staff training. The UN-Habitat was fortunate to obtain the services of personnel, already experienced in the work of the National Housing Development Authority. However, the promotion of livelihood development on the other hand suffered. The Partner, which was entrusted with this activity, had no staff with a background in livelihood development and little experience in



CRRP conducted an Art Competition among the children of tsunami affected families. This painting which won an award was submitted by P. Pushpakanthan of Sivananda National School, Batticaloa.



Painting submitted for the Art Competition by Dinusha Madumalee Perera of Wadduwa Balika Vidyalaya, Kalutara

mobilizing participation in this area. In the context of the shortage of skilled staff following the Tsunami, it was difficult to expand and train a cadre of staff on a suitable scale.

The designers of the CRRP had included a livelihood development component from the outset. Despite this and despite working with families who were building on their own land, the CRRP found that these people were not ready to commence livelihood activities until after near completion of house construction. The funds within the Project for livelihood development were very small, and allowed only modest investments. The intention to use these funds to leverage links with agencies

associated in income generation projects had only partial success, largely because of the dearth of partners.

In practice, flexibility had usually been lacking in adopting management structures of large organizations to cope with local differences in the demand for sufficient technical management and practices. Nevertheless the CRRP demonstrated that the involvement of large scale partnerships and organizations in an extensive reconstruction programme can actually result in constructive and sustainable partnerships of the people themselves as well as in the production of development benefits for vulnerability reduction which are closely associated with participatory development.



Annex 1 - The Project Implementation Check List

The success of the CRRP, to a great extent, depended on the procedures, systems & guidelines that were formulated and introduced by the UN Habitat as the Implementation Agency of the Project, to facilitate and streamline the process of reaching the people. The Project Commencement check list issued to implementation teams was one such innovative step.

Notes

1. Please note that this check list supplements the required action as per Implementation Guidelines.
2. The beneficiary files should be built-up, updated and maintained by the Administrative and Financial Assistant, in each District office.
3. The District Engineer will be responsible for the monitoring of sanitary latrine construction and for community contracts.
4. A specific officer should be designated by the District Manager to be responsible for the Community mobilization process in each project.
5. Entries to the data base will be only by the Data Base Operator (DBO) in the District Office. The DBO will attend to day today routine operations such as new records, frequent reports, construction progress etc.
6. The District Manager should assign a separate officer to be responsible for monthly progress reports.

W.D. Ailapperuma

UN-Habitat National Project Manager

Community Recovery and Reconstruction Partnership Project

08.01.2007



Commencement of CRRP Projects

THINGS TO DO

No	Action	Done
A Confirmation of Funds		
01	Receive confirmation from National Project Manager	✓
02	Receive copy of work programme from Housing Advisor	✓
03	Inform GA in writing	✓
04	Inform DS in writing	✓
05	Inform District SLRC Branch	✓
06	Inform other agencies	✓
07	Inform Grama Niladhari	✓
08	Inform Local Authority	✓
09	Inform Public Health Inspector	✓
10	Explain the project to staff	✓
11	Entrust responsibilities to staff	✓
12	Explain fund request form to staff	✓
13	Re-check beneficiary list	✓
14	Re check information with Project Commencement Sheet	✓
15	Obtain Tripartite Agreement from the Legal Officer	✓
B Community Mobilization		
01	Convene a community meeting	✓
02	Read out beneficiary list	✓
03	Note down objections if any	✓
04	Explain the quantum and the payment schedule of CRRP grant	✓
05	Explain grant and eligibility criteria for sanitary latrine	✓
06	Explain fund request form to beneficiaries	✓
07	Explain NHDA standards for house construction	✓
08	Form Community Development Council	✓
09	Adopt constitution and elect office bearers	✓
10	Explain community Action Planning Process	✓
11	Explain grant for community infrastructure development	✓
12	Explain community contract system	✓
13	Explain grant for promotion of livelihood development	✓
14	Explain how to establish a CDC Bank A/C	✓
15	Confirm establishment of bank A/C and relevant details	✓
16	Explain Tri-Partite Agreement	✓
17	Obtain CDC registration	✓



Commencement of CRRP Projects THINGS TO DO

No	Action	Done
C Beneficiary File		
01	Start a file for each beneficiary	✓
02	Mark file cover with Project name and beneficiary name	✓
03	Insert a copy of GOSL DAT form	✓
04	Insert site audit check list	✓
05	Insert copy of beneficiary NIC	✓
06	Insert copy of building plan approved for the GOSL grant	✓
07	Insert copy of local authority approval (if available)	✓
08	Insert copy of beneficiary bank pass book showing name, A/C No. and GOSL first payment	✓
09	Insert documents showing title to land	✓
10	Insert signed Tri-Partite agreement	✓
11	Insert copy of site plan	✓
12	Insert any other documents as required by the DM	✓
D Sanitary Latrine		
01	Explain design of sanitary latrine to beneficiaries	✓
02	Explain essential components of sanitary latrine	✓
03	Distribute drawings to technical staff and beneficiaries	✓
04	Explain sanitary monitoring and evaluation form to staff	✓
05	Decide on eligible beneficiaries for latrine grant by deleting those who have received donor/NGO assistance	✓
06	Determine donor assisted latrines which have to be re-built	✓
07	Obtain PHI approval for latrine construction	✓
08	Liaise with agencies for health education programme.	✓
09	District Engineer provides technical instructions to staff	✓
E Data Base		
01	Re-check final beneficiary list	✓
02	Check beneficiary data for accuracy	✓
03	Enter beneficiary data into data base	✓
04	Examine “inactive data” due to incomplete information	✓
05	Stamp DAT form to avoid duplication	✓
06	Collect and enter data from fund request form as they are received and approved	✓
F Progress Reports		
01	Obtain reporting format from National Project Office	✓
02	Fill in monthly progress and forward to Manager (P&M)	✓



Annex 2 - Community Contract Flow Chart

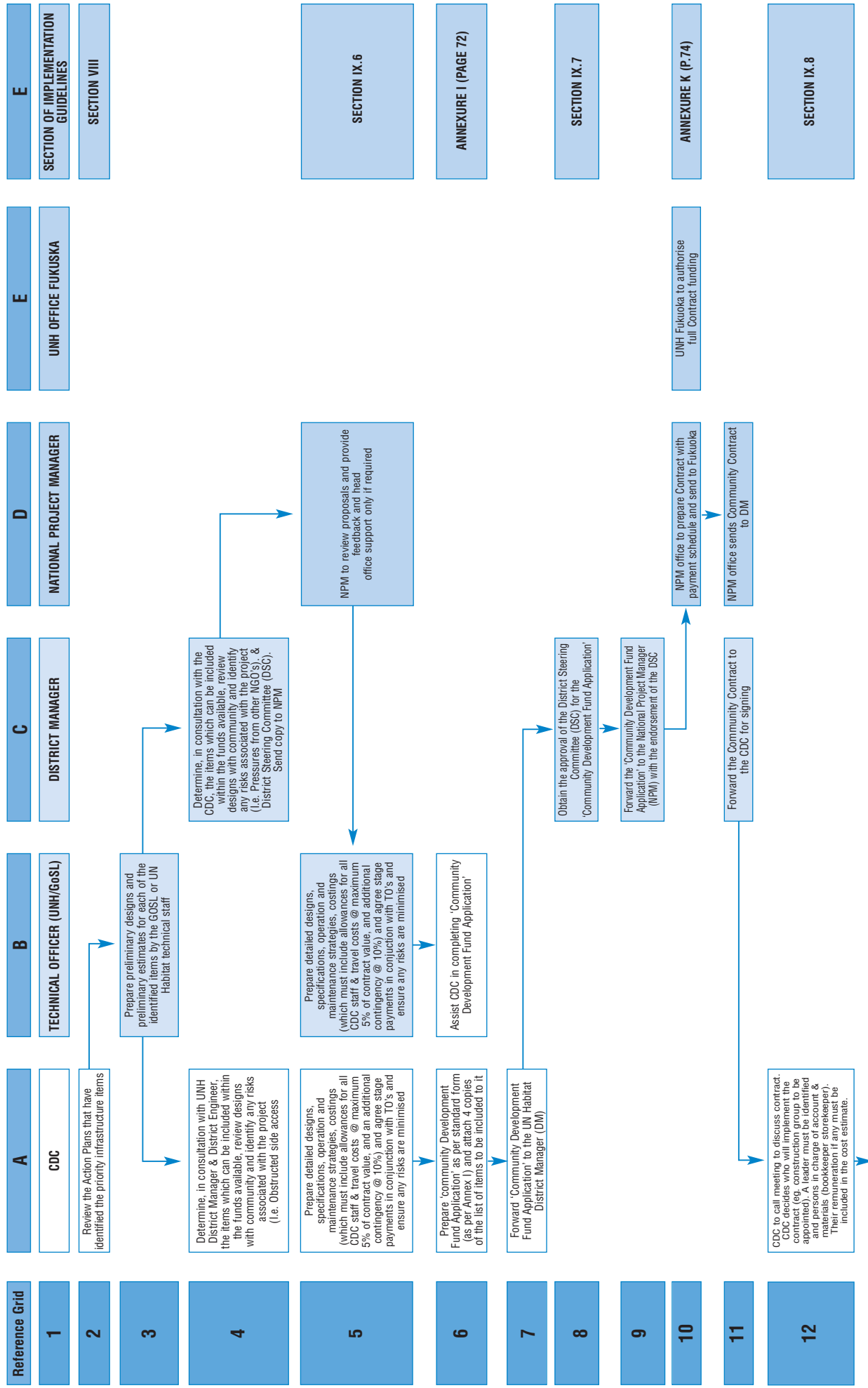


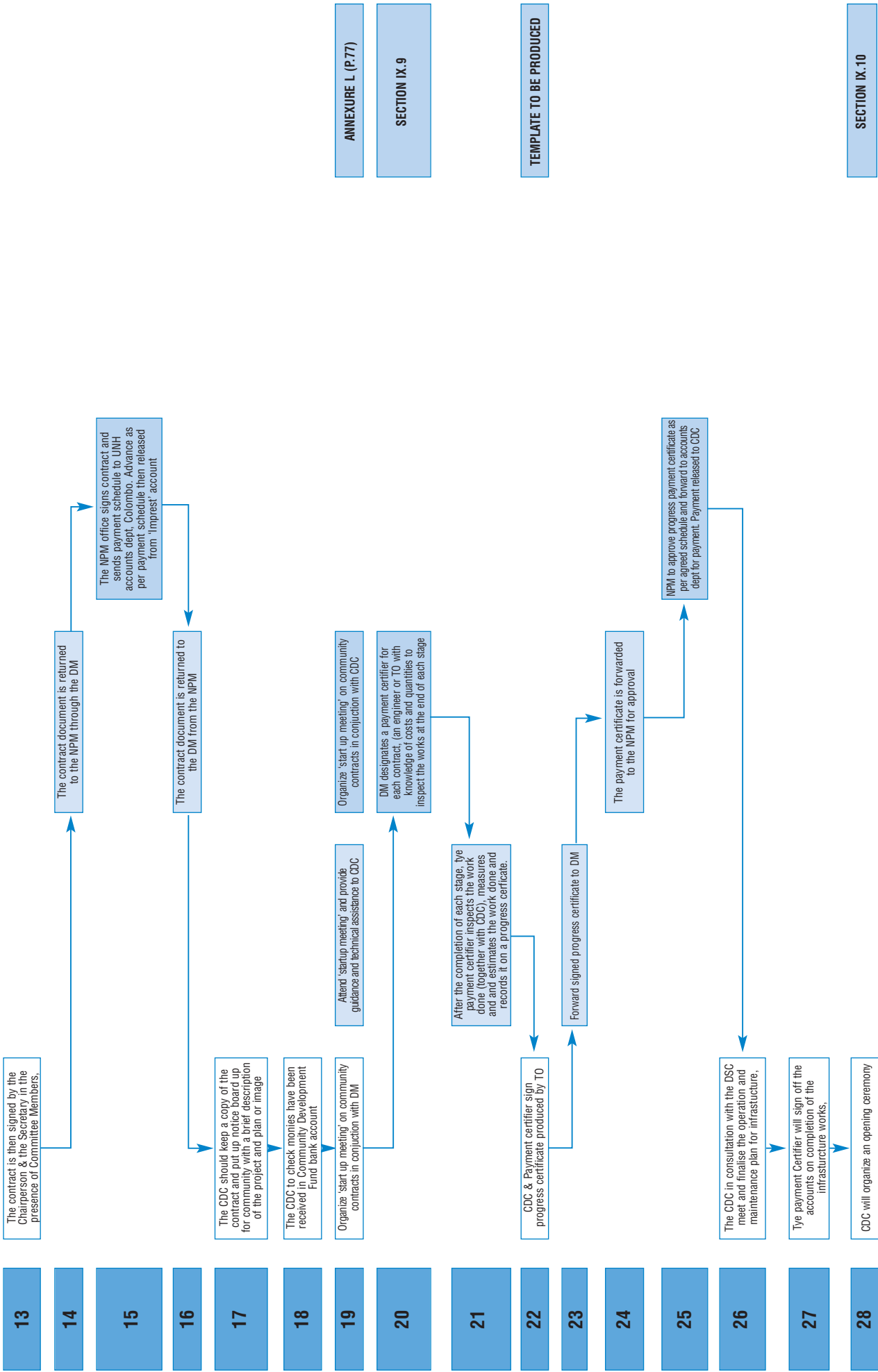
Community Recovery & Reconstruction Partnership

COMMUNITY CONTRACTS - PROCESS FLOWCHART

The following flowchart outlines the individual responsibilities of each party in order to implement the Community Infrastructure projects in each district. The following must be in place in prior to this process commencing:

1. CDC has been established and registered with the District Secretary
2. CAP workshop has been carried out and Actions Plans agreed by the CDC through UN Habitat facilitation
3. A separate Community Development Fund bank account has been set up by the CDC
4. CDC have been fully briefed on the relevant sections of the Implementation Guidelines including Annexures and this flowchart process





ANNEXURE L (P.77)

SECTION IX.9

TEMPLATE TO BE PRODUCED

SECTION IX.10

NOTES: 1. MAXIMUM COMMUNITY CONTRACT BUDGET IS HAS BEEN APPROVED BY FUKUDKA AT RS. 2,000,000. \$ 20,000 2. PAYMENT CERTIFICATE FORMAT IS CURRENTLY BEING DEVELOPED AND WILL BE ISSUED SHORTLY
3. IT IS THE RESPONSIBILITY OF THE CDC TO TENDER ANY WORKS AND/OR SUB CONTRACT ANY WORKS



Annex 3 - Details of Housing Projects Implemented by CRRP

COLOMBO/KALUTARA

District	Project No	Project Name	No of Beneficiaries	Donor
COLOMBO/ KALUTARA	CMB 01	Egoda Uyana South	14	New Zealand RC
	CMB 02	Egoda Uyana North	19	New Zealand RC
	KLT 24 -A	Kahawitagehena – top-up	02	New Zealand RC
	KLT 01	Wadduwa South & West	19	American RC
	KLT 02	Uyankele	21	American RC
	KLT 03	Pinwatta West	15	American RC
	KLT 04	Maha Waskaduwa	06	American RC
	KLT 06	Kalutara North	13	American RC
	KLT 07	Deshastra West	26	American RC
	KLT 08	Kudawaskaduwa	18	American RC
	KLT 09	Nagoda West/Atawila	06	American RC
	KLT 10	Maradana	13	American RC
	KLT 11	Welikala	45	Japanese RC
	KLT 12	Rigamwatta	18	Japanese RC
	KLT 13	Delgahawatta	17	Japanese RC
	KLT 14	Gorakagahalanda	05	Japanese RC
	KLT 15	Indunil Uyana	08	Japanese RC
	KLT 16	Heenwagurupillewa	04	Japanese RC
	KLT 17	Koongahawatta	04	Japanese RC
	KLT 18	Sooriyapurawara	08	Japanese RC
	KLT 19	Maswila	05	Japanese RC
	KLT 20	Thanipolgahawatta	08	Japanese RC
	KLT 21	Weralugaha godella	23	Japanese RC
	KLT 22	Kahatagahalanda	10	Japanese RC
	KLT 23	Kalugetahena	06	Japanese RC
	KLT 24	Kahawitagehena	12	Japanese RC
	KLT 25	Galewatta	14	Japanese RC
	KLT 26	Duwewatta	09	Japanese RC
	KLT 27	Liyangodakanatta	11	Japanese RC
	KLT 28	Gorakathudewawatta	11	Japanese RC
	KLT 29	Gonagahakanatta	05	Japanese RC
	KLT 31	Serene Court	07	Japanese RC
	KLT 34	Katukurundalanda	03	Japanese RC
	KLT 35	Millagahawatta	05	Japanese RC
	KLT 36	Atukolakanatta	05	Japanese RC
	KLT 37	Nanduwa	05	Japanese RC
	Colombo/Kalutara Total			420

Note : Project No. 11 to 37 are full grant projects



BATTICALOA

District	Project No	Project Name	No of Baneficiaries	Donor
BATTICALOA	BAT 01	Thiraimadu	189	Irish RC
	BAT 02	Thiruchenthoor	181	Canadian RC
	BAT 03	Araiampathy East	144	French RC
	BAT 04	Selvanagar East	87	Hong Kong RC
	BAT 05	Palamunai	200	Japanese RC
	BAT 07	Kallady Muhathuvaran	92	Japanese RC
	BAT 08	Kallady Uppodai	21	Japanese RC
	BAT 10	Puthudiyiruppu	197	Hong Kong RC
	BAT 11	Kaluthvalai Central	73	Canadian RC
	BAT 15	Thettative South – 02	86	British RC
	BAT 16	Mankerny South	99	Australian RC
	BAT 17	Mankerny South	116	Hong Kong RC
	BAT 23	Vaharai North	56	Canadian RC
	BAT 26	Kirimichchai	216	Canadian RC
	BAT 19	Kandalady	100	British RC
BAT 22	Kovilkudiyiruppu	182	French RC - 25 Japanese RC - 50 New Zealand RC - 90	
BAT 21	Kathiraveli	163	Hong Kong RC	
BAT 24	Uriyankattu	94	New Zealand RC Japanese RC Hong Kong RC	
Batticaloa District Total			2296	

TRINCOMALEE

District	Project No	Project Name	No of Baneficiaries	Donor
TRINCOMALEE	TCM 04	Sooranagara	130	Hong Kong RC
	TCM 05	Elankaithurai Muhathuwaram	166	Swedish RC
	TCM 06	Anaithivu	30	Japanese RC
	TCM 07	Anaithivu II	50	
Trincomalee District Total			376	

Note : Project No. 24, 25 and 26 are full grant projects



AMPARA

District	Project No	Project Name	No of Beneficiaries	Donor
AMPARA 1	AMP 01	Maligakadu, Karativu	100	Australian RC
	AMP 02	Sainthamaruthu	100	Australian Rc
	AMP 02	Addendum 01 (Sainthamaruthu)	47	Australian Rc
	AMP 02	Addendum 02 (Sainthamaruthu)	14	
	AMP 03	Kalmunaikudy	100	Australian RC
	AMP 04	Kalmunaikudy	100	Finnish RC
	AMP 05	Karathivu	100	Finnish RC
	AMP 06	Karathivu	70	British RC
	AMP 07	Ninthavur	111	British RC
	AMP 01	Addendum 01	31	Australian RC
	AMP 09	Alayadivembu	60	American RC
	AMP 10	Thirukkovil	294	American RC
	AMP 11	Pothuvil	598	American RC
	AMP 10	Addendum 01 (Thirukkovil)	30	American RC
	AMP 11	Addendum 01 (Pothuvil)	130	American RC
Ampara District Total			1885	

JAFFNA

District	Project No	Project Name	No of Beneficiaries	Donor
JAFFNA	JFN 24	Polikandy West	15	Swedish RC
	JFN 25	Athikovillady	57	Swedish RC
	JFN 26	Revaddy	77	Swedish RC
	JFN 27	Nagarkovil	120	New Zealand RC
	JFN 12	Alwai West	161	New Zealand RC
			Manmunai (On hold)	248
Jaffna District Total			678	

Note : Project No. 24, 25 and 26 are full grant projects



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