

# ASSESSMENT OF THE TSUNAMI RECOVERY IMPLEMENTATION IN GALLE DISTRICT<sup>\*</sup>

## A. OVERVIEW OF DISTRICT

2. The focus of this report is Galle District, located in the wet zone of the southern part of the island. The geographical boundaries of Galle District are Kalutara to the north, Matara to the east, and the coast on the south-west. A total of around one million people reside in an area of approximately 164,000 hectares, with a coastline of 73 kilometres making it ideal for supporting a thriving tourism industry.

3. In Galle, 132 Grama Niladhari divisions were affected out of a total of 363. An estimated 4,200 persons died from the tsunami, with over 500 missing, almost 130,000 persons displaced, and around 11,500 houses either partially or completely damaged in the district (end-January 2005, Department of Census and Statistics). About a quarter of the population in Galle live in poverty (Department of Census and Statistics) and this situation is likely to have worsened with the destruction the tsunami has caused. The financing needs for post-tsunami recovery in Galle are substantive, roughly estimated at \$ 211 million, which constitutes about 16 percent of the island-wide post-tsunami recovery needs (ADB, JBIC, and World Bank Joint Needs Assessment - JSA). The resounding consensus on the immediate need of the hour in Galle is housing, followed by the need to restore livelihoods, and water and sanitation facilities in camps and other temporary shelters. Tension is mounting in the district over the delay in providing housing, as reflected by a demonstration staged in front of the Government Agent's Office on the day the team arrived in Galle. People threatened to move their tents to the roads to block traffic if the housing issue is not resolved soon.

## B. FINDINGS OF POST-TSUNAMI DAMAGE & NEEDS ASSESSMENTS FOR GALLE

4. **Local economy.** More than half of the asset losses in Galle were sustained by the private sector. Of the estimated \$211 million post-tsunami recovery needs in Galle<sup>1</sup>, the tourism sector requires the largest amount of resources, in order to reconstruct hotels, guesthouses, restaurants, souvenir shops, and other tourism related infrastructure (\$57 million) followed by railways (\$38 million), housing (\$29 million), health (\$28 million), and power (\$20 million). The Galle District Chamber of Commerce and Industries estimates the number of businesses affected in the district to be around 1,000. Fisheries also sustained significant damage. Around 1,300 fishing vessels were affected by the tsunami and will require approximately \$17 million to restore assets in this sector. In relation to the rest of the island, Galle District suffered the worst damage in tourism, health, power, and railways.

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<sup>1</sup> At the time of writing, the sectoral cost estimates from the various needs assessments have not yet been harmonized. This report has therefore used the estimates from the Joint Needs Assessment led by ADB, JBIC and the World Bank. These figures will be subject to change, once all major stakeholders have agreed to a final version.

5. **Employment.** The impact of the tsunami on overall employment in Galle has been limited. Although, Galle is ranked second in terms of fish production in Sri Lanka and sustains a vibrant tourism sector with around 40 hotel establishments containing approximately 2,000 rooms, the affected sectors do not constitute a large portion of the labour force (4% of the labour force in Galle is directly employed in fisheries, hotels, and restaurants). Nevertheless, about 22,000 jobs are estimated to have been lost in the district as a result of the tsunami. Families appear to be able to manage day-to-day needs through the Government's cash transfer payments. The major sectors that provide employment in Galle are agriculture (29% of the labour force), manufacturing (15%), trade (11%), and public administration (9%). An estimated \$17 million is required to restore livelihoods in Galle District, both in the short and medium term (JSA).

6. **Housing, water and sanitation, and power.** About 4% of housing stock in Galle was affected (11,500 houses were fully or partially destroyed). In the power sector, the distribution lines in almost all parts of the district were affected, but power has been restored to all permanent undamaged buildings. The power sector in Galle lost the most assets and affected the most number of consumers (20,000 consumers) island-wide. This proportion is partly due to the fact that the electrification rate is higher in the Southern districts than in the North and East. The financing needs are significantly lower in water and sanitation (\$7 million). The effects of the tsunami on the existing water supply schemes have been restricted to the distribution networks adjacent to the shoreline. However, scarcity has been noted in water and sanitation services in refugee camps and temporary shelters.

| <b>Galle District Tsunami Recovery Financing Requirements (\$ Mns.)*</b> |     |
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| Education  | 7   |
| Health   | 28  |
| Housing  | 29  |
| Power  | 20  |
| Water and Sanitation   | 7   |
| Fisheries  | 16  |
| Tourism**  | 57  |
| Roads  | 11  |
| Railways   | 36  |
| Total  | 211 |
| % of Total island-wide   | 16% |

Source: ADB, JBIC, and World Bank. Sri Lanka 2005 Preliminary Joint Tsunami Damage Assessment. (This table does not include environment and agriculture needs due to district level data unavailability.)

\*Includes estimates for livelihoods of fishermen, small farmers, and small businesses in tourism totaling \$ 17 million.

\*\*Includes large hotels, guest houses, small hotels, and hotel related assets such as souvenir shops, vehicles, etc.

7. **Transport infrastructure.** In the transportation sector, destruction was concentrated mostly on the railway line linking Galle to Colombo, which was restored within two months. The damage sustained by the roads was relatively limited (about \$5 million in total for the Colombo-Galle-Hambantota-Welleyaya Road / A2), and all A, B, C, and D class roads have already been repaired. Minor roads have only been cleared but not repaired due to shortage of funds in Pradheshia Sabhas.

8. **Health and education.** The tsunami took the heaviest healthcare toll district-wise in Galle. About 18 healthcare institutions were partially or completely destroyed in Galle as a result of the tsunami, as well as the Southern Province prosthetics centre, which was forced to relocate. In the education sector, of the total 10 districts affected island-wide, Galle sustained the fourth highest amount of damages (20 out of 168 schools affected in the country). Several donors have pledged to rebuild schools and hospitals. However, reconstruction within 100 meters from the sea has not started.

### C. KEY CONTEXTUAL ISSUES

9. There are a number of contextual issues that have to be taken into consideration for the successful implementation of tsunami recovery plans in Galle. Some of the main issues discussed in this section include social and political considerations, capacity issues, gender, environment, land entitlements, and human rights.

10. **Socio-political tensions.** Frustrations are mounting over the lack of clarity and action regarding the provision of housing by the Government. People attribute the slow implementation of recovery in Galle to the reluctance of policy makers to take swift and difficult decisions and to the lack of political commitment. Most of the local councils in the district are from the opposition party. People in Galle have the perception that Hambantota's recovery implementation is leaving them behind. This is further aggravated by perceived subjectivity of international NGOs/Foundations and politicians in selecting beneficiaries for cash transfers and other in-kind donations. Government officials also note the political pressures they face in unnecessarily extending benefits to those less deserving. These political and social tensions are expected to continue into the recovery phase, mainly due to the lack of transparent and uniform criteria in identifying beneficiaries and the lack of confidence in the information base used for decision-making. In addition, several international NGOs/Foundations currently operating in Galle work in isolation, choosing not to collaborate with local Government officials on the ground. This has resulted in duplication of benefits and inappropriate targeting of beneficiaries. These issues are negatively affecting the social cohesion of villages. Villagers are also concerned over the transparency of international NGOs/Foundations operating in Galle and suspect corruption.

11. **Local governance capacity.** There is an asymmetric distribution of local capacities to undertake reconstruction in Galle and an uneven distribution of responsibilities and finances. The Government Agent's office and the Divisional Secretaries appear overworked and overwhelmed in coping with tsunami relief and recovery efforts. They do not have adequate managerial and technical staff to coordinate and deal with issues. The Provincial Council, on the other hand, appear to have enough technical staff to effectively participate in recovery efforts; however, their involvement is limited. Management of some sectors, especially those that are devolved to the provinces by the Constitution, should be delegated to the Provincial Councils, such as the reconstruction of schools, hospitals, and C and D class roads. Similarly, the Pradheshia Sabhas are interested and have the capacity to rehabilitate minor roads and manage water needs in camps, but they have not been given resources and the mandate for this work although they have formally submitted this request to the Southern Provincial Council.

12. **Land acquisition for resettlement.** The issue of land acquisition and allotment is the key impediment to recovery in Galle. Frustrations are heightened over conflicting messages on this issue, despite there being adequate land in Galle to relocate communities. Land is required to relocate approximately 7,500 houses, at least 7 schools, and a number of hospitals. However, most of these lands have still not been clearly

identified. The procedures for land acquisition are lengthy. Some note that there is plenty of crown land to relocate communities, but the acquisition of private land is being employed as an opportunity for individual profits. If delays in land acquisitions are not resolved soon they will further delay the rebuilding of houses, schools, and hospitals, resulting in social unrest. Land also has a bearing on planning necessary water, sanitation, and power requirements. The prolonged residence of families in refugee camps also has negative impacts on their health and on the environment. Some densely populated camps are already littered with garbage and stagnant water, increasing people's exposure to vector borne and water borne diseases. Part of the frustration stems from the uncertainty and lack of information about resettlement plans and process.

13. **Human rights.** People's fundamental right to shelter has been grossly violated after the tsunami, with many families in Galle living in tents that are inappropriate, too warm, inaccessible for some disabled people and not secure. Water and sanitation facilities remain poor in certain camps. People's right to information has also been taken for granted. People are not informed and consulted on important plans that have a bearing on their overall lives and well-being. Information on entitlements is scarce. In addition, women and children living in camps and temporary shelters are especially vulnerable to abuse. Some children are even kept out of school to beg on the streets. Many fishermen have not gone back to sea because of worries regarding the security of their wives and daughters in the camps. Camps do not have appropriate facilities to cater to the elderly and disabled, who find living in camps especially challenging. Counselling services are also needed to cater to those who have lost family members and remain traumatized.

14. **Gender.** Women who live in refugee camps are vulnerable to abuse, with some cases of rape and harassment reported. The services provided in refugee camps do not pay much attention to gender-specific needs. Disabled women face double discrimination and are too often the objects of abuse. Temporary shelters are usually single room structures where women do not have privacy. Water provisions in camps are usually only for drinking and do not address women's sanitation and bathing needs. Access to sanitary provisions is difficult in some camps. There appears to be a scarcity of women's organizations in the district involved in relief and recovery, who would be in a position to promote gender issues.

15. **HIV/AIDS risks.** The risk of contracting HIV/AIDS may have elevated slightly in the aftermath of the tsunami due to social disruption and the lack of access to condoms, resulting in an increase in unprotected sexual behaviour. In addition, adequate attention was not paid to universal precautions such as using gloves and changing needles in treating tsunami victims. However, contracting HIV/AIDS through blood transfusions following tsunami inflicted injuries is unlikely, as blood transfusion cases were limited.

16. **Environmental impact of the tsunami and recovery work.** The local environment was significantly affected by the tsunami. The coastal vegetation, including mangroves and swamp plants, which provided coastal protection, were destroyed in many areas. There has also been significant soil erosion in beaches and riverbanks and coral reefs were disturbed. These risks are likely to heighten during the rough sea season. Increased dumping and burning of garbage after the tsunami create toxic wastes. Accumulation of debris is polluting the beaches and the coral reefs and negatively affecting nesting sites of endangered marine turtles. Stagnant water in inland coral mining pits create breeding grounds for mosquitoes. Drainage systems in many tsunami-affected areas, including refuge camps, have become blocked with garbage. A number of wells are still contaminated with saline water. There are no proper waste disposal mechanisms for debris removal in the area. Locals note that some municipal councils dump the garbage they collect directly into the sea. The recovery work could further negatively affect the environment, especially during the construction of houses.

Relocating new houses can further destroy natural vegetation. Rebuilding toilets and drainage systems, re-tarring roads, and restoring livelihoods could increase pollution levels if adequate attention is not paid to proper waste disposal mechanisms. Care should also be taken to ensure that construction of future settlements be located a considerable distance away from mass burial sites to avoid contaminations.

17. **Risk reduction measures.** Environmental NGOs, the Coastal Conservation Department (CCD), and the Central Environmental Authority (CEA), together with other environmental scientists, should study and identify solutions that exist in nature, such as mangroves and coral reefs, to reduce the risks people face from natural disasters and promote awareness of these means. Government officials together with the police and navy within the district should develop an early warning signal system that takes into account those with communication difficulties, to inform residents in the event of natural disasters. However, everyone is currently so inundated with relief and rebuilding work that no attention is being paid to ways of handling future natural disasters.

#### **D. IMPLEMENTATION OVERVIEW**

18. The successful implantation of a cohesive and effective tsunami recovery program in Galle will require:

- (i) clear national policy directives from the top;
- (ii) the systematic coordination of all efforts affecting the district;
- (iii) a sound, uniform, consolidated and accessible database of needs for everyone;
- (iv) an effective, ongoing dialogue and feedback mechanism with affected communities through the local Grama Niladharis and local community leaders;
- (v) adequate recurrent budget allocations to the district to implement programs; and
- (vi) implementation that is decentralized as far as possible.

For example, rebuilding of provincial schools and hospitals can be devolved to the Provincial Councils, the reconstruction of minor roads and provision of water and sanitary facilities in camps to Pradheshia Sabhas, so the District Secretaries can concentrate on housing and water/sanitation plans for the displaced families. These steps are key to all sectors both in the short and medium-term. In addition, the Government's medium-term budget framework needs to be revised to reflect the changes in needs and priorities that have arisen since the tsunami. Taking into account the contextual issues discussed above, sector-specific recommendations on implementation mechanisms for recovery are described below.

19. **Housing needs.** Some limited reconstruction of houses outside the 100 meter zone has commenced with the assistance of international and local NGOs and the National Housing Development Authority (NHDA). About 65 percent or 7,500 of the houses destroyed in the district fall within 100 meters of the sea. However, most construction has not yet started. The first step in addressing district housing needs is fast tracking Urban Development Authority (UDA) land acquisitions to relocate communities whose houses were less than 100 meters from the sea. Second, Government policy, roles, and procedures that agencies involved in this work need to follow have to be clarified and communicated. Third, the 100-meter policy can be implemented in Galle, as the majority of people do not object to this policy as long as they are not relocated to remote areas. However, people need to be consulted to ensure that the community to which they will be relocated matches their social and economic needs. People also need to be kept up to date on implementation progress and timelines. Such consultations can be done through the Grama Niladharis.

Fourth, housing needs to be closely coordinated with the relocation of schools and hospitals, and the providers of water and electricity. Fifth, since many organisations are involved in rebuilding houses, clear housing reconstruction guidelines need to be issued by the NHDA to ensure quality, accessibility and safety standards. Some in Galle are afraid to move to houses already built by NGOs as they do not trust the safety of the new houses. In parallel, some alternative temporary shelters need to be built for the monsoon season with NGOs such as Habitat for Humanity.

20. **Water and sanitation.** Water and sanitation plans need to be consultative and go hand in hand with housing reconstruction. The National Water Supply and Drainage Board (NWSDB) and the Office of the Deputy Provincial Director for Health Services (DPDHS) have been providing water and sanitation facilities to refugee camps free of cost. In addition, several NGOs and donors financed the construction of toilets in camps, which the communities are maintaining. However, the NWSDB and DPDHS are short of staff, vehicles and funds to meet demands, resulting in gaps in water and sanitation provision in some camps. Drainage is a problem in some places and needs to be addressed immediately to prevent the spread of water borne diseases during the coming monsoon season. The Pradeshia Sabhas should now take on the responsibility of managing water needs in camps to enable the NWSDB to concentrate on developing water supply plans for permanent new houses and schools. The implementation of necessary water and sanitation programs for resettling communities, schools, and hospitals should be carried out by the NWSDB in close coordination with the UDA, NHDA, Government Agent's Office, the ministries of education and health and NGOs. The NWSDB has the capacity and technical expertise to carry out all required water supply schemes in the Galle District, but additional funds and staffing need to be allocated to enable them to effectively carry out this work. Construction of new sewage systems and wastewater treatment plants are also currently being considered by donors such as AUSAID.

21. **Livelihoods.** The livelihoods sector can be broadly classified into three areas: cash transfers, public works, and microfinance. The cash transfer and public works programs should be seen as complementary programs that need to be closely coordinated. For the Rs. 5,000 monthly cash transfer per family and the Rs. 375 weekly per person programs, clear island-wide verifiable criteria and instructions need to be issued to the Government Agents and Grama Niladharis (GNs) on how to identify beneficiaries. Government officials are facing political pressures in Galle to unnecessarily expand coverage. There is also confusion among people as to who is entitled to cash transfers. The list of beneficiaries should be vetted by community groups to minimize exclusion and inclusion errors and to facilitate transparency. There is currently no uniformity in how GNs select beneficiaries. While, one GN restricted the transfers to the displaced, another gave them to anyone who does not have a job and where water entered their houses, even if the structure was not affected. The generous cash transfers are discouraging people from returning to work. Therefore, we must ensure that the cash transfer programs will only be used as a stopgap measure and understood as such by beneficiaries. Errors of exclusion appear to be minimal, but there is extensive scope for consolidating. The starting point for identifying beneficiaries should be the displaced from the electoral lists.

22. Public works can be implemented on a small-scale basis through NGOs and CBOs. There are conflicting views as to whether this will work in Galle. Some think people should work for their benefits to foster a work culture and prevent dependence on handouts, while others say that people would not be willing to undertake paid manual jobs for status reasons. The public works should be decided by the communities with the Grama Niladharis and be simple, e.g. minor road repairs, debris removal, construction of community centre, etc. Alternative options should be considered for those unable to carry out physical work. If

the pilot is successful, public works should be expanded, while the cash transfers are phased out and limited only to the most vulnerable. A substantial public works program cannot be run side by side with a sizable cash transfer program, as already the cash transfers are discouraging people from going back to work. There is a huge demand for micro-finance in Galle as there are many affected micro-businesses. Micro-finance can be effectively delivered by providing seed money for revolving funds to existing micro-finance institutions such as the Galle District Chamber of Commerce and Sanasa. There is a lot of demand on the ground, but not enough information on programs is available. Many of those who require micro-finance assistance do not have collateral. Therefore, group lending should be explored as much as possible.

23. An effective information campaign through the Grama Niladharis need to be launched in regard to the three areas of livelihoods described above, to ensure affected families are made aware of their entitlements, the rules and the duration of the programs so people can plan their lives accordingly. There is confusion, for example, as to whether the Rs. 5,000 transfer is per family or per household. Many, although interested in micro-finance, do not seem to be aware of any available programs in their area, including the Central Bank program for the tsunami-affected.

24. **Needs of fisherfolk.** Many fishermen have lost their homes and are currently living in tents. Most have not returned to fishing because either they have lost their boats and fishing gear or they are concerned for the safety of the female members of their households when they are at sea for a number of days. The police need to ensure the security and safety of women and children in camps immediately, to enable the fishermen to go back to sea. The focus of restoring the livelihoods of fishermen should be on improving their productivity beyond the status quo that existed prior to the tsunami and on protecting the coastal environment. Even before the tsunami there was already over-fishing near the coasts, while more profitable deep sea fishing remained largely unexplored. Micro-finance institutions and private donors should be encouraged to provide funds or group loans to fishermen towards the purchase of multi-day boats that are more productive, more profitable, and do not threaten Sri Lanka's coastal resources. Large-scale donations of small boats by a variety of NGOs for coastal fishing can potentially further aggravate over-fishing in coastal belts resulting in smaller catches and the deterioration of the coastal environment.

25. **Needs of businesses.** A substantial portion of asset losses sustained in Galle was sustained by the private sector with regards to hotels, restaurants, trade, and other small enterprises. Around 1,000 small and micro-businesses were affected by the tsunami, most of which did not have their assets adequately insured. Some assistance can be extended to small and micro-enterprises by providing grants to top up the lending capacity of micro-finance institutions already operating in the district and to continue revolving funds such as the one started by the Galle District Chamber of Commerce and Industry. The concerns of local businessmen over the economic viability of moving their shops outside the 100 meter buffer zone need to be reviewed and taken into consideration by the UDA before applying the Government's blanket policy on this to safeguard the local economy and the welfare of small businesses in the area.

26. **Social protection.** Despite substantial Government cash transfers to those affected by the tsunami, gaps still exist in providing appropriate safety nets to the vulnerable such as orphans, female-headed households, the elderly, and the disabled. Refugee camps do not have the necessary facilities to cater to the disabled. There are no counselling services available to children who have been traumatized, especially those who have lost family members. A number of children remain depressed and refuse to go back to school. Some children are being exploited by withholding them from going to school in order to beg on the

streets. Women, disabled people and children who live in camps are also vulnerable to abuse. However, the Provincial Councils appear to have the capacity through social welfare officers to assist the vulnerable by providing to the disabled necessary facilities to help them become active members of society, and to assist families taking care of orphaned relatives through grants or stipends. Social welfare officers together with the Provincial Ministry of Health officials should together develop trauma-counselling programs appropriate for a range of beneficiary needs, taking advantage of international experts interested in volunteering in this area. This will also entail increasing the allocation of resources to the Provincial Social Welfare Department. The police also need to ensure the security of women, disabled people and children living in refugee camps.

27. **Health.** Much of the immediate health relief in Galle was provided by UN agencies, international NGOs and foreign doctors. A number of hospitals need to be relocated as a result of the Government's 100 meter buffer zone policy. Only two affected hospitals in Galle fall outside the 100 meter zone. Reconstruction in this sector is also stalled due to land acquisition issues. The central Ministry of Health is expected to implement recovery plans for the entire island. However, devolving this to the Southern Provincial Council (SPC) would ensure more effective implementation. Therefore, the reconstruction of hospitals, identification of suitable land for relocation of hospitals, mobilization of resources from donors, and monitoring should be decentralized to the SPC to ensure that recovery plans match the needs on the ground. This will also facilitate local ownership and long-term sustainability. The provision of trauma counselling could be delegated to NGOs and international donors such as UNICEF, coordinated by the Ministry of Health.

28. **Education.** Most of the affected schools in Galle are provincial schools. Only two of the affected schools are national ones. Temporary arrangements have been made by the Provincial Education Authority to continue the schooling of children in affected schools. However, the quality of education in temporary schools is poor. Temporary buildings designated for schooling are congested, too warm, under-staffed and poorly equipped. Water and sanitation facilities are also inadequate in many of these schools and are rarely accessible for disabled people. Lighting is inadequate in camps for students to study. Guidelines for reconstructing affected schools were issued by the Department of Education in Colombo; however, despite substantial donor pledges, no reconstruction has started to date due to delays in land acquisitions. The reconstruction of schools in Galle should be delegated to the SPC instead of managed from Colombo, as should the selection of school sites, in collaboration with the UDA to ensure compatibility with housing resettlement and commercial buildings. The participation of private donors needs to be encouraged by giving the SPC the authority to mobilise resources.

29. **Transport.** The affected railway tracks and carriages in Galle were restored by the Railway Department within two months of the tsunami and the trains are already running normally, so no further work is needed in the short-term for railways. Similarly, longer-term railway upgrading plans, including the accessibility of stations and carriages for the disabled, should be implemented by the Railway Department. In roads, all of the main A and B class roads have been cleared and temporarily restored by the Road Development Authority, C and D class roads have been restored by the SPC, while the minor roads have been cleared but not re-paved. The allocation for road repair and maintenance to Pradheshia Sabhas should be increased this year to allow them to repave minor roads and to ensure that road crossings are safe for children and the disabled. Next year, budget allocation to the Road Development Authority, the SPC and the Pradheshia Sabhas should be increased to enable them to maintain and replace temporarily repaired roads.

30. **Power.** There are two agencies involved in providing electricity in the Galle district, namely, the Ceylon Electricity Board (CEB) and the Lanka Electricity Corporation (LECO). Power has been restored to the district including refugee camps, but not temporary huts, which pose a fire hazard. This was done by shifting resources originally meant for other projects. Therefore, CEB and LECO should continue to be responsible for power. However, regarding new buildings that were set up after the tsunami, most of which are either temporary or not permitted buildings, power connection is not allowed without permission of the UDA and the CCD. No such authorizations have been granted to date. Therefore, coordination with other agencies such as the GA's office, the UDA, and the CDD are critical for the efficient provision of necessary power infrastructure for new houses and buildings both in the short-term and long-term. There is also an unanswered question of how to balance resources between the affected and non-affected districts.

31. **Coastal protection.** Coastal vegetation, such as mangroves and swamp plants, needs to be restored as soon as possible. This will provide natural protection from sea surges. Illegal coral and sand mining need to be stopped. Debris accumulated on beaches and coral reefs should be cleared. Future construction near natural coastal ecosystems needs to be closely monitored, while proper garbage disposal mechanisms must be employed to reduce waste pollution. Education and awareness programs should be conducted for communities, school children and policy makers on the importance of preserving marine and coastal ecosystems as natural means of reducing the impacts of natural disasters. The CCD, Fisheries Department, Wildlife Department, Police, and the Navy should be directly involved in coastal conservation and management activities, including enforcement. Environmental NGOs, CBOs, school children, and communities can assist state agencies in restoring the destroyed coastal habitats and in creating awareness of coastal conservation among the general public to ensure sustainability.

32. **Governance capacity needs.** The need of the hour in managing tsunami recovery is developing a systematic coordination and monitoring mechanism to improve accountability and guarantee effectiveness. Activities in Galle remain fragmented. In addition to the presence of a number of institutions and layers of Government in the district involved in recovery, several NGOs are also providing ad hoc interventions that are not integrated into Government plans. Weekly sectoral coordination meetings have not been effective in improving coordination, especially given that large donors are not represented. Secondly, operational manuals need to be developed by concerned central line ministries to provide clarity on the criteria for identifying beneficiaries and how to implement and monitor programs such as housing and cash transfers. Many of the delays in the district are due to confusion over procedures.

33. Third, an inventory of available staff and skills available within the various Government structures in the district needs to be undertaken, facilitated by the Management Services Department with external human resource management experts, before deciding on reconstruction capacity building programs. There is a mismatch of staffing versus workload in the various governmental agencies in Galle. There are shortages of managerial and technical staff in the GA and Divisional Secretary offices, while such staff are available in the Provincial Council but are not being utilized. Based on the assessment, relevant staff should be temporarily redeployed or seconded as necessary. Thereafter, gaps can be filled through fresh recruitment and capacity building programs.

34. In parallel, TAFREN should develop an effective monitoring system through an integrated management information system (MIS) to assist the district in improving the overall management of tsunami relief and reconstruction, notably coordination and accountability. This can also be used as an effective tool to match resources and donations

with needs, increase the transparency of selecting beneficiaries for programs, minimize duplication and overlap, facilitate the effective management and deployment of staff and identify appropriate budgets. Finally, the Auditor General's Department needs to develop uniform financial accountability and auditing guidelines for NGOs and other donors involved in reconstruction, to ensure transparency and guard against corruption.

35. By and large, people in Galle are confident that the local construction industry will be able to cope with the rebuilding needs of the district in terms of necessary manpower and materials, with the exception of the availability of sand and bricks. The price of sand and bricks will likely escalate when reconstruction accelerates. Cement, on the other hand, is available in the district, especially given the presence of a large cement factory in Galle. The private sector is confident that there is no need for special training or capacity building in the construction sector to undertake reconstruction as the Southern Province is known for supplying construction workers and materials to other parts of the country. There are also adequate architects, engineers, and contractors in the area to lead rebuilding.

## **E. OBSERVATIONS / RECOMMENDATIONS**

36. Some of the recommended approaches and mechanisms for implementation discussed in the preceding section may increase the cost and duration of the recovery efforts. Nevertheless, they are crucial and key to effective recovery in the district. This section will highlight the main approaches and mechanisms recommended in the preceding section, notably those that may have cost and time implications if not given adequate due attention.

37. The development of a systematic coordination mechanism for recovery efforts for the district will require additional time in the short run, but it will save time and resources in the future by minimizing duplication and streamlining implementation.

38. Designing and implementing an effective information exchange strategy, accessible to those who face communications barriers, that both informs and asks for feedback from affected communities, including scheduled briefings for communities, would increase costs. However, this is critical in ensuring accountability. This will also enable affected families to manage their resources better and empower them to plan their lives accordingly.

39. Developing uniform island-wide criteria for identifying beneficiaries for the cash transfer and housing programs may temporarily delay implementation, but will ensure proper targeting of the schemes, improve the governance of these programs, minimize political pressures to extend benefits to those who are not deserving and limit overall costs.

40. Involving communities in selecting beneficiaries for housing and cash transfers and in protecting the environment adds to the time it takes to implement programs. However, in cash transfers and housing, this substantially improves the accuracy of targeting beneficiaries, increases people's confidence in the identification of beneficiaries and minimizes political interference and pressures. In environmental protection, community involvement ensures long-term sustainability.

41. Developing and updating an MIS to improve the coordination and monitoring of recovery activities and programs will have cost implications. However, this is crucial for monitoring results on the ground and will enable policy makers to make any necessary mid-stream adjustments during implementation to maximize effectiveness. This will also promote

transparency and accountability and enable officials to effectively match different sources of funds and donations with needs. It may not necessarily delay the process of recovery.

42. Developing operational manuals (or disseminating those that exist already) relevant to the tsunami recovery will entail additional costs and resources. However, this will save administrators time when implementing programs and ensure transparency and uniformity in applying policies island-wide.

43. A review of the Government's 2005 budget allocations and the medium-term budget framework will require substantial staff time and require that the next budget process commences earlier than normal. The budget needs to reflect the changes in priorities that have arisen from the tsunami. Relevant departments and ministries will not be able to effectively carry out recovery programs if not adequately and appropriately funded.

44. Developing uniform financial accountability and auditing guidelines for NGOs and other donors to follow in undertaking tsunami recovery programs will entail additional costs and may delay the implementation of some programs. However, this is essential in ensuring that the funds that are donated and allocated are used for their intended purposes.

45. Conducting a staffing review and redeploying existing staff to fill gaps in the district may delay the implementation of a capacity building program to strengthen the tsunami recovery plan implementation in the district. However, this will boost the effectiveness of implementation; save the Government money in the medium to long-term by minimizing the cost of additional permanent staff and improve coordination between the various levels of Government in the district.

Description of Picture Inserts:

Picture 1: Galle team consults civil society in Makoluwa Temple, Galle.

Picture 2: Galle team visits residents of a refugee camp in I.P.H. watte, Dadalla, Galle.

Picture 3: Donated small boats by foreigners in Pareliya South.

Picture 4: "*How many people do we have to tell these things to?*" Frustration from one of the students consulted.

Picture 5: View of the coast in Hikkaduwa.

The team would like to thank Mr. P. Hewavitharana (Galle Government Agent) and Mr. R. Wickramaratne (Southern Province Chief Secretary) for facilitating meetings with the Grama Niladharis and Pradeshia Sabhas; and Ms. Sara Dahanayake (Provincial Education Department), Mr. Chandra Vithanage (Ceylon Chamber of Commerce), and Ms. Sharmilla Weerasinghe (Foundation for Co-existence) for the meetings with civil society.