

# TSUNAMI TEN YEARS ON, **STORIES OF CHANGE**

2004–2014: Community Perceptions of the  
Indian Ocean Tsunami Response and Recovery



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Cover photo: An ecstatic 4-year-old girl in a coastal village of Batticaloa, Sri Lanka. (Photo: Egan Hwan/Save the Children)

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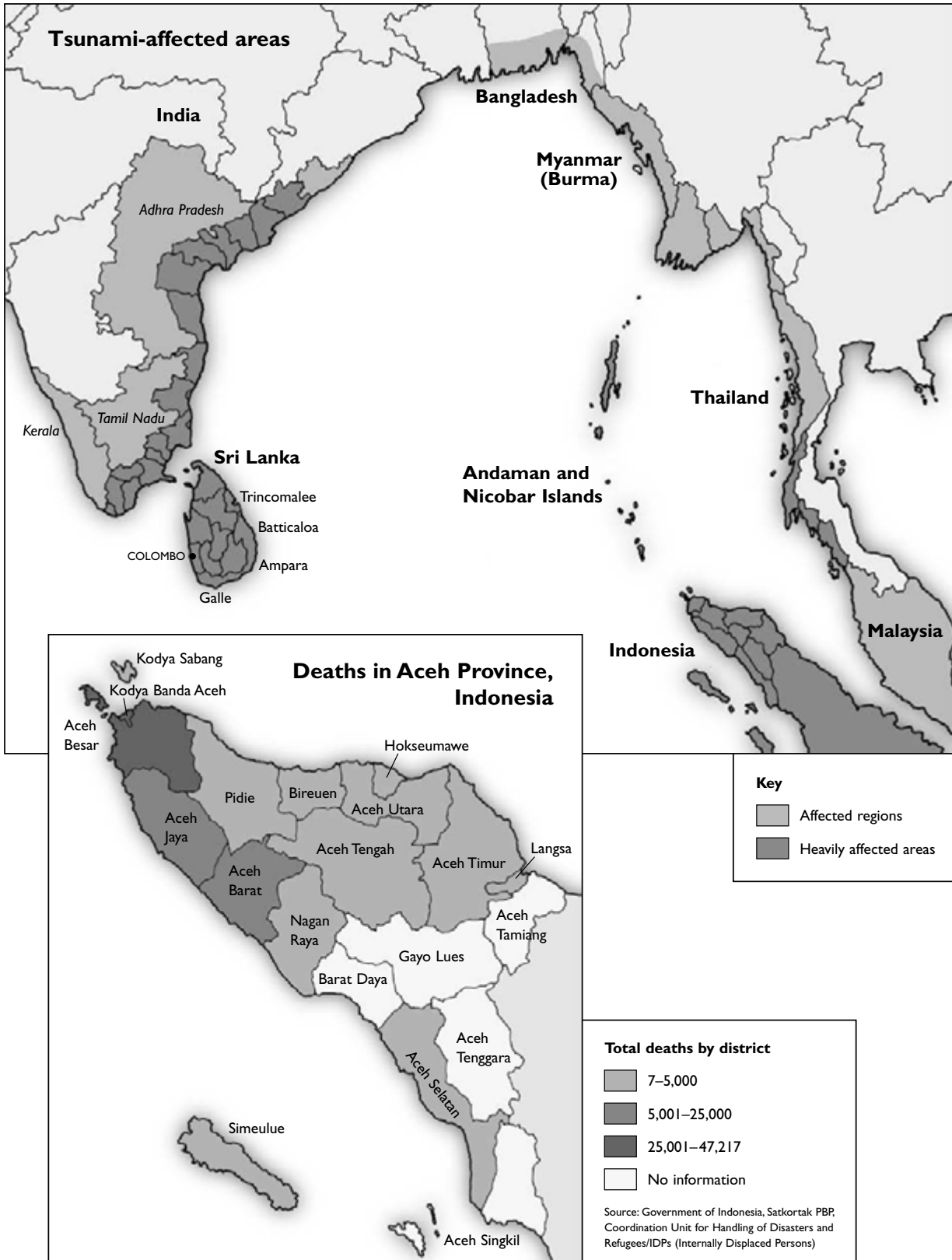
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# ABBREVIATIONS

BAPPENAS	Badan Perencanaan dan Pembangunan Nasional
BRR	Badan Rehabilitasi dan Rekonstruksi
CLDRR	Child-led Disaster Risk Reduction
CLC	Community Learning Centre
DEC	Disasters Emergencies Committee
DMC	Disaster Management Centre
DPCCS	Department of Probation and Child Care Services
DRR	Disaster Risk Reduction
ECCD	Early Childhood Care and Development
GAM	Free Aceh Movement
INEE	Inter-Agency Network for Education in Emergencies
NGO	Non-Governmental Organisation
SIDA	Swedish International Development Cooperation Agency
TEC	Tsunami Evaluation Coalition
UN	United Nations
UNICEF	United Nations Children's Emergency Fund

# THE IMPACT OF THE TSUNAMI<sup>1</sup>



# EXECUTIVE SUMMARY

## INTRODUCTION AND PURPOSE OF THE STUDY

On 26th of December 2004, an earthquake 240 kilometres off the coast of Indonesia triggered a massive Tsunami which devastated nearby coastal areas of South-east and South Asia and affected countries as far away as East Africa. In total, an estimated 230,000 people were killed and 1.8 million people were displaced and in Indonesia, Thailand, Sri Lanka and India there was widespread destruction of houses and livelihoods.

### PURPOSE OF THE STUDY

10 years after the tsunami, through the eyes and voices of the affected communities, the objective of this study is to analyse the strengths, weaknesses, sustainability and impact of the tsunami response in 2 countries, Sri Lanka and Indonesia (Aceh Province). Cutting across these themes is an assessment of whether communities are now better prepared to respond to and cope with disaster.

### METHODOLOGY

The study was undertaken in Aceh Province of Indonesia and the South and East coast of Sri Lanka over a period of two weeks with 5-days spent meeting with community members in each of the countries. As such, the study is not an evaluation but is more a collection of experiences and reflections of affected communities in tsunami-affected areas.

## FINDINGS OF THE STUDY: STORIES OF CHANGE FROM ACEH PROVINCE AND SRI LANKA

### HOMES THAT ARE SAFER

Today, both Aceh and Sri Lanka bears few of the scars inflicted on them by the tsunami and it is difficult to imagine the wounds that the earthquake and tidal wave left on the built landscape. Many community members consider the houses that they received to be strong and safe.

*“Before the tsunami, most people lived in wooden shelters but now they have received permanent housing and their own land. The quality of the houses is good.”*

Former children’s club member, Matara, Sri Lanka.

*“The house is strong; the timber is good and has not been affected by pests and I’ve not had to replace the fixtures or fittings. I added a fence around the garden and I’ve excavated beneath the house to add a bedroom. I didn’t like the toilet being located outside the house as it was inconvenient, particularly at night, but I’ve now attached this to the home.”*

Home-owner in Aceh Besar, Aceh Province.

### TRIAL AND ERROR SUPPORTING LIVELIHOODS

Fishermen were among the worst-affected by the tsunami and paid a heavy toll in terms of lost lives and damaged livelihoods and as a consequence the group were singled out for livelihoods support with considerable success. The sustainability of other livelihood interventions was more mixed and while some have benefitted from the assets and skills they acquired, others received only short-term benefit.

*“After 10-years, I still have the boat that I received after the tsunami; I’ve also maintained the engine and still use it...the boat is stronger than what we had before and so we can use it even in December when the seas are rough.”*

Fisherman, Batticaloa, Sri Lanka.



*“My business was washed away by the tsunami... It took about a year to get back on my feet. At first I took on small repair jobs and then received a cash grant from a UN agency. I had to be tenacious to get the support I needed but I was eventually successful... My business is now at a similar level to what it was before the tsunami.”*

Shoemaker, Matara, Sri Lanka.

*“For the years immediately after the tsunami when we had a lot of international assistance, there were lots of positive changes and businesses were established – but some of these were dependent on the NGOs and since their departure, progress has been reduced. The changes were not sustainable.”*

Shelter focus group member, Aceh Besar, Aceh Province.

## STRENGTHENING THE HEALTH SECTOR

The tsunami response made an important contribution to the upgrading of infrastructure and capacity building of health staff which have contributed to an improvement in services and in both Aceh Province and Sri Lanka the health service is now better-prepared to respond to disasters.

*“We have used the tsunami experience to prepare for future disaster; we have a training course each year on disaster preparedness and response and are now far better prepared... We have also relocated our intensive care unit to the 2nd floor of the hospital to avoid damage and maintain functionality in the event of another tsunami [when the ground floor of the hospital was flooded].”*

Senior hospital staff member, Banda Aceh, Aceh Province.

*“Before the tsunami we weren’t open 24 hours and had far fewer facilities...In addition to a larger staff, we have also received training...and feel more confident in the skills that we have. We now have twice as many patients as we had before the tsunami.”*

Senior health centre staff member, Sigli, Aceh Province.

## REBUILDING SCHOOLS AND PROMOTING RISK REDUCTION

10-years after the tsunami, new schools are standing in the place of those that were destroyed and in both countries there has been progress made in incorporating DRR into the school curriculum.

*“The school was completely washed away by the tsunami and 50 students and teachers died in the*

*disaster...Within a year of the tsunami, work started on reconstruction and 9 classes were built and equipped. We received two further years of support during which the teachers received training on topics such as class management, and peer-to-peer exchanges were facilitated between schools which were very helpful. Since we received the assistance our class sizes have doubled. In 2009 the school was formally handed back to the District Education Officer.”*

Headmistress, primary school, Sigli, Aceh Province.

*“The school has a disaster risk reduction club which has seven sub-teams including early warning, mock drills and evacuation, first aid, search and rescue and site security. The Disaster Management Centre provided us with a DVD to raise awareness which we’ve shared with the other school children...People now have more knowledge of disasters and confidence about how to react to them.”*

School teacher, Batticaloa, Sri Lanka.

## SUPPORTING CHILD PROTECTION SERVICES

The tsunami highlighted the importance of child protection and beyond the support provided to the relevant government departments, the establishment of broad-based child protection committees has contributed to a heightened awareness of child protection throughout the tsunami affected areas and has also assisted in building community capacity for child protection.

*“After the tsunami we lacked human and financial resources and so the material and training support we received from Save the Children and UNICEF was essential. The social care centre that was constructed has allowed us to be based here permanently. Before it was constructed we had no space to talk with children in private but we now have counselling rooms.”*

Probationary service staff member, Batticaloa, Sri Lanka.

Despite receiving continuing support, for many young people who lost family and friends during the tsunami, the trauma continues to be keenly felt.

*“I have a lot of friends here who are still trying to recover...I’ve received psychosocial help and counselling from the Probation and Child Care Services but it’s difficult to think about the future.”*

Youth, age 10 at the time of the tsunami, Batticaloa, Sri Lanka.



## STRENGTHENING DISASTER MANAGEMENT

Progress has been made in both Sri Lanka and Indonesia in strengthening disaster management policy and in bolstering government capacity. Improvements in the quality of the built environment and the incorporation into houses and public buildings of modifications to enable them to withstand disasters in the future represent important changes, and these have been complemented by investment in early warning systems and tsunami evacuation infrastructure. At the community level there is now a far greater awareness of what to do in the event of a disaster in the future.

*“We’d heard about landslides but had no knowledge of tsunamis. Now we’ve had two tsunami drills with the support of the police and Disaster Management Centre and have identified the best place to go to if a disaster strikes.”*

Former children’s club member, Matara, Sri Lanka.

*“The community now knows what to do in the event of another tsunami. Sirens have been installed near to the coast and there are escape buildings for people to run to.”*

Female community member, Aceh Besar, Aceh Province.

## A CATALYST FOR PEACE AND PROGRESS IN ACEH

For many people, the greatest positive impact of the tsunami was the end of the decades long conflict. Despite geographic limitations imposed on the use of tsunami funding, humanitarian organisations were able to provide assistance to some of the conflict-affected areas that were close to the coast and the opening up of these areas to the international community was considered to be a factor that supported the move towards peace.

*“Tsunami- and conflict-affected communities were equally needy and we had to make some pragmatic decisions about how to support both...It was also important to build trust as we had to move through the conflict-affected areas to provide assistance.”*

Former Aceh-based NGO staff member.

*“Since the tsunami, the situation has improved for the better. The conflict is finished and we no longer fear moving around. We have also received new houses built by an NGO, a school was opened nearby and we can receive free healthcare.”*

Fisherman, Aceh Besar, Aceh Province.

## CHANGE FOR GOOD? LESSONS 10-YEARS AFTER THE TSUNAMI

### LESSON 1: PARTICIPATION AS THE CORNERSTONE OF HUMANITARIAN RESPONSE AND RECOVERY

Many of the impact stories hide an important detail; the importance that was attached to participation which is an essential part of accountability between humanitarian organisations and recipients of assistance. When people were able to determine their own future they tended to have greater ownership of the outcome. Where they received items as passive recipients, they were often grateful but were more critical. This lesson has made an important contribution to a broader move within the humanitarian system to strengthen its accountability to disaster-affected people. For child-centred organisations it has played an important part in the adoption of methodologies for child-led disaster risk reduction (CLDRR) and has also contributed to a step change in the way that children participate in decisions that affect their lives in disasters.

### LESSON 2: PARTNERSHIP AS A PREREQUISITE FOR LONG-TERM CHANGE

10-years after the tsunami response, that some of the most visible changes are those that were undertaken by UN agencies and NGOs alongside government staff and departments serves to underline the importance of partnership for long-term change. That is not to say that the relationship between aid providers and governments is easy to manage or execute but it does have the potential to provide a level of sustainability that is rarely achievable through other means. With an increase in the frequency and occurrence of disasters globally, strengthening the relationship between the international humanitarian system and disaster-affected governments, supported by local and national aid organisations has become more important than ever.

### LESSON 3: THE IMPORTANCE OF MAINTAINING MOMENTUM FOR RISK REDUCTION

At a global level, the tsunami has provided an important foundation for global action to reduce disaster risks which has gained momentum with successive disasters and loss of life. The transformational work on children’s participation in disaster risk reduction (DRR) has been followed by the drafting and agreement by a global coalition of

agencies of child-centred DRR policy frameworks which include the Children’s Charter for Disaster Risk Reduction which outlines a set of priorities identified by children themselves for DRR, and the global framework for Comprehensive School safety which provides a comprehensive approach to reducing disaster-related risks to the education sector.

## CONCLUSION: BUILDING ON TSUNAMI LESSONS TO STRENGTHEN HUMANITARIAN EFFECTIVENESS

Despite the 10th anniversary of the Indian Ocean tsunami coming at a time when the world is facing an unprecedented scale of humanitarian need, there is also the potential for the members of the international community to use the lessons learned to transform and strengthen the global response to crises.

The 3rd UN World Conference on Disaster Risk Reduction (to be held in Japan in March 2015) offers an important opportunity to further build on the lessons that we learnt from the tsunami response and recovery programmes. The conference will adopt a post-2015 framework for disaster risk reduction (to succeed the Hyogo Framework for Action 2005–

2015). Drawing on the experience of those affected by disasters, particularly children whose future will be determined by the decisions that are made, will need to be at the core of the new framework. Partnership is also an important lesson from the tsunami response. Actions by governments working in partnership with communities and with civil society will provide the best chances for a resilient future that people want and that the world requires.

Just over a year after the UN World Conference on DRR closes, the **World Humanitarian Summit** will open in Istanbul, which is a global initiative to improve humanitarian action. Through a two-year consultation process, the aim is to build a more inclusive and diverse humanitarian system by bringing all key stakeholders together to share best practices and find innovative ways to make humanitarian action more effective. To this initiative, the tsunami response offers some important lessons about the importance of partnership with government for sustainable recovery and the potential that exists to improve the impact of humanitarian response through the participation of communities and by strengthening accountability to them more broadly. 10-years after the tsunami, there can be little doubt that partnership and participation must be at the heart of humanitarian practice.



PHOTO: EGAN HWANISAVE THE CHILDREN

Fishermen of Batticaloa told us how they were devastated by the tsunami but have now achieved stability for their families with the help of Save the Children.

# I INTRODUCTION AND PURPOSE OF THE STUDY

## I.1 INTRODUCTION

On 26th of December 2004, an earthquake 240 kilometres off the coast of Indonesia triggered a massive Tsunami which devastated nearby coastal areas of South-east and South Asia and affected countries as far away as East Africa. In total, an estimated 230,000 people were killed and 1.8 million people were displaced and in Indonesia, Thailand, Sri Lanka and India there was widespread destruction of houses and livelihoods. The Province of Aceh bore the brunt of the disaster with 166,000 people dead or missing and more than half a million people left homeless. The response to the tsunami was one of the largest humanitarian interventions ever launched; international donors pledged \$13.6 billion and in Aceh alone, up to 300 aid organisations participated in the humanitarian response.

## I.2 PURPOSE OF THE STUDY

Ten years after the tsunami, through the eyes and voices of the affected communities, the objective of this study is to analyse the strengths, weaknesses, sustainability and impact of the tsunami response in 2 countries, Sri Lanka and Aceh Province in

Indonesia. Cutting across these themes is an assessment of whether communities are now better prepared to respond to and cope with disaster. The study highlights key lessons for the humanitarian sector – both those that have been learnt and that are yet to be learnt.

## I.3 METHODOLOGY

This report presents people's experiences and views about the local, national and international response to the tsunami and their perceptions of how these actions have contributed to change 10-years after the event. While Save the Children supported the research and the communities that they assisted provided an entry point for key informant interviews and focus group discussions, where possible, discussions focused on the humanitarian and recovery response of actors more broadly. A list of questions was used to guide each of the interviews, but discussions were two-way and space was given for participants' to steer the discussions. Information generated through the consultations was translated and documented by the researcher. The notes were then analysed and synthesized into this report.

### BOX 1: SAVE THE CHILDREN'S RESPONSE TO THE INDIAN OCEAN TSUNAMI<sup>2</sup>

Save the Children's five-year humanitarian response represents the largest in the agency's history. Our staff members were on the ground in many coastal areas when the disaster struck, and their work has benefited an estimated 1 million people in over 1,000 towns and villages. Save the Children responded immediately in the countries hardest hit, including Indonesia, India, Sri Lanka and Thailand, as well as in Somalia.

The agency provided emergency food, water and medical supplies; set up community kitchens in temporary shelters; created safe play areas and temporary classrooms for children; distributed educational materials; provided cash-for-work opportunities and offered other immediate relief activities. It also reunited more than 1,300 children with their families.





PHOTO: EGAN HWAN/SAVE THE CHILDREN

Students of Cot Lee Reng Primary School in Aceh that was supported by Save the Children.

The study was undertaken in Aceh Province of Indonesia and the South and East coast of Sri Lanka over a period of two weeks with 5-days spent meeting with community members in each of the countries. As such, the study is not an evaluation but is more a collection of experiences and reflections of affected communities in a small number of tsunami-affected areas.

In total, 116 people from Indonesia and Sri Lanka participated in the study. 36 key informant interviews and 14 focus group discussions were undertaken in which a total of 44 women and 72 men participated. Of these, 11 were children at the time of the tsunami.

## 1.4 STRUCTURE OF THE REPORT

The introductory chapter is followed by an analysis of the context in Aceh Province and Sri Lanka and a description of the impact of the earthquake and tsunami on lives and livelihoods. Chapter 3 outlines some of the most significant changes in the last 10-years that can be attributed to the tsunami response. Chapter 4 synthesizes some of the key lessons and chapter 5 concludes the study.

# 2 BACKGROUND TO THE TSUNAMI, THE HUMANITARIAN RESPONSE AND RECOVERY

## 2.1 THE IMPACT OF THE EARTHQUAKE AND TSUNAMI IN ACEH PROVINCE AND SRI LANKA

The epicentre of the earthquake that created the tsunami was just off the coast of the province of Aceh, in western Sumatra. The wave rose from 20 to perhaps 40 metres in height, and the strength of this wall of water is illustrated by the fact that it lifted a 10,000-ton boat from Banda Aceh harbour over rooftops and dropped it into the town. The destruction wrought by the tsunami primarily affected the coast, although in some places it reached up to 8km inland. It devastated Aceh Province and marked Indonesia's deadliest natural disaster in living memory. It claimed 167,000 lives, displaced 500,000 people and caused billions of dollars of damage. All told the disaster affected 680,000 people among whom were 227,000 children.<sup>3</sup>

*"I was out in the sea fishing at the time the tsunami occurred and was behind the big wave. When I returned to land I didn't recognise anything. I thought*

*the world had changed. My wife and 4 children were all killed by the tsunami."*

Fisherman, Aceh Besar, Aceh Province.

For Sri Lanka, the tsunami was the most destructive disaster in living memory. On the flat north-east coastline it struck isolated fishing towns and villages still trying to recover and rebuild from a three-decade long conflict. In towns and villages close to the sea, brick, mud-brick and concrete buildings were destroyed; it claimed more than 31,000 lives and displaced over 443,000 people and more than 3,000 children lost a parent.<sup>6</sup> Although the impact of the tsunami was less intense than in Aceh, it still resulted in considerable loss of life and destruction in an area more densely populated than Aceh.

*"When we saw the wave we ran and my father helped my sister and I climb a tree so we would be safe. He then went back to help others. I found his dead body by the house when the water subsided. I stayed with my brother at a temple for several days and now I live with my grandma."*

Youth, Batticaloa, Sri Lanka.

### BOX 2: THE IMPACT OF THE TSUNAMI IN NUMBERS

#### **Aceh Province<sup>4</sup>**

- 166,564 people were killed or missing
- 1,488 schools were destroyed
- 49 primary healthcare centres and two hospitals were lost
- Approximately 270,000 of Aceh's 820,000 homes were flattened or badly damaged
- 230km of roads were rendered impassable and large areas of mangroves destroyed

#### **Sri Lanka<sup>5</sup>**

- Over 31,000 people were killed or missing
- 168 schools, 4 universities and 18 vocational training centres were damaged
- 92 local clinics were either damaged or destroyed
- Over 99,000 homes were destroyed and a further 46,000 were damaged
- Over 443,000 people were displaced immediately after the tsunami
- More than 900 children were orphaned or became separated from their parents

## 2.2 THE CONTEXT OF THE HUMANITARIAN RESPONSE IN ACEH PROVINCE AND SRI LANKA

While prior to the tsunami Indonesia had a National Disaster Management Board with capacity at provincial and district levels, there were no contingency plans in place at the time the tsunami hit and over 20-years of conflict between the Government of Indonesia and the Free Aceh Movement (GAM) and long periods of martial law had limited both its capacity and operational effectiveness. The conflict, which had resulted in the deaths of an estimated 10,000 people and displacement of 35,000 people<sup>7</sup> had also caused significant damage to infrastructure and livelihoods and had played a part in contributing to Aceh's status as one of the poorest of Indonesia's provinces. Because of the history of conflict, few international Non-governmental organisations (NGOs) were present immediately before the tsunami and only a small number of national NGOs existed in the Province.

In Sri Lanka, while government coordination mechanisms for disaster response existed, there was no national disaster management plan or structure in place before the tsunami. The two decades of conflict had resulted in a large international humanitarian presence, particularly in the north and east of the country, both of which were affected by the tsunami.

In these areas, the long duration of the conflict had significantly eroded the state's capacity and people's own ability to cope and had also resulted in both regions being amongst the poorest in the country.

It was in this context of long-term conflict, poverty and marginalisation in both Aceh province and parts of Sri Lanka that the tsunami smashed its destructive path and it was against this backdrop that the governments of each country, assisted by national NGOs and the international humanitarian community embarked on the gargantuan task of providing assistance to those in urgent need.

## 2.3 THE COMPLEXITY OF RESPONDING AT SCALE

The earthquake and tsunami caused death and destruction on an unprecedented scale and necessitated a rapid mobilisation of assistance. While in the first hours and days after the tsunami, the response was largely local and national in character, foreign governments, the United Nations (UN) and international NGOs quickly started to deploy teams of staff and relief goods to provide much-needed humanitarian assistance.

*"I immediately went to the hospital and within two hours we had received 70 dead bodies and a few injured people. Out of 1,400 staff, there were only*



PHOTO: EGAN HWAN/SAVE THE CHILDREN

The principles of reducing disaster risk should be taught to everyone, young and old.

*11 of us present and everyone was in panic. Health services were devastated as the Regional Health Director's office was flooded and the central drug store was also destroyed...we sent messages to get reinforcements from the interior hospitals and by the evening 20 doctors arrived from Colombo. By the second day, several INGOs had arrived and were providing assistance."*

Medical doctor, Matara, Sri Lanka.

Both national and international responders were hampered by the time it took to fully understand the extent of the damage the tsunami had caused, particularly in the case of Aceh where it was only after the visit of the Vice President on 27th December that foreign assistance was called for. In both Aceh and Sri Lanka, the local response was bolstered by the assistance of the military which provided important search and rescue and logistics assistance. As the focus moved from saving lives to the provision of first aid and support for basic needs, local and national capacities continued to play the lead role but were quickly complemented by assistance from international organisations.

As news of the impact of the tsunami spread across the world, there was a massive outpouring of donations from governments and private citizens alike; by mid-2006 it was estimated that almost \$14 billion had been pledged or donated by the international community for emergency relief or reconstruction<sup>8</sup> (although this is considered by many to be an underestimate). The generous donations proved to be both a blessing and a challenge; they permitted a massive scale-up in the level of assistance that could be provided but also resulted in a crowding of humanitarian space which brought criticism from some observers due to the challenges it presented to those tasked with coordinating the response and the potential that existed for duplication. In Aceh alone, the Tsunami Evaluation Coalition (TEC) noted that an estimated 300 international NGOs arrived in Aceh in the first two months of the response.<sup>9</sup>

## 2.4 IMPROVING IMPACT? THE CHALLENGE OF 'BUILDING BACK BETTER'

As the need for emergency assistance was replaced by the need to rebuild infrastructure and assist communities in their recovery, new challenges were faced by those seeking to provide assistance. The humanitarian community has often been criticised for the inadequacy of its efforts to link response with recovery and build stronger, more peaceful and just communities and it was these issues that the UN Special Envoy for the Tsunami Recovery and former US President, Bill Clinton sought to place at the centre of recovery efforts. The desire to 'build back better' in the tsunami-affected countries, emphasized the importance of not only restoring what existed previously, 'but seizing the moral, political, managerial, and financial opportunities the crisis offered governments to set communities on a better and safer development path.'<sup>10</sup> While recent studies suggest that the phrase itself meant different things to different actors depending on their mandate and the scope they had to effect change,<sup>11</sup> there was consensus on the importance of maximising the added value of the recovery by using the opportunity to foster wider change – variously to the built environment, disaster policy or society more broadly. This consensus was spurred by the adoption in January 2006 of the first global agreement<sup>12</sup> to focus much more attention on reducing disaster risk, rather than just trying to respond better to emergencies when they had happened.

Returning to Aceh and Sri Lanka ten years after the tsunami offers an opportunity to shed some light on the extent to which these aspirations have been realised – albeit through the stories of those that the tsunami response sought to assist.



# 3 FINDINGS OF THE STUDY: STORIES OF CHANGE FROM INDONESIA'S ACEH PROVINCE AND SRI LANKA

## 3.1 REBUILDING ACEH'S COASTAL BELT

### SHELTER – THE PRE-DISASTER SITUATION AND TSUNAMI DAMAGE AND LOSS

Prior to the tsunami about 90% of Aceh's houses were classified in the semi-modern category with about 7% of houses being classified as traditional and 3% were classified as modern. Census data suggests that about 83% of the residents owned their homes and about 8% had some form of rental agreement, with an additional 3% living in government-provided housing. Of the pre-tsunami homeowners, less than 10% were reportedly able to provide valid legal titles to their land. Overall, it is estimated that about 19% or 151,600 of the estimated 820,000 houses in the affected districts suffered an average of about 50% damage while about 14% or 127,300 houses were completely destroyed.<sup>13</sup>

In Sri Lanka the tsunami surge completely destroyed around 99,480 homes and partially damaged about 44,290. The completely and partially damaged houses together comprise 13% of the housing stock in the administrative divisions along the coast.<sup>14</sup>

Today, Aceh bears few of the scars inflicted on it by the tsunami and it is difficult to place the wounds that the earthquake and tidal wave left on the built landscape. While many NGOs and organisations struggled with the task of reconstructing Aceh's housing stock in a way that met the needs for quality and timeliness, there is little doubt that efforts to go beyond the provision of simple shelters to offer homes that were the equal to or an improvement on what existed have been largely successful, with

the obvious exception of some of the more wealthy community members that lost large houses.

Community members were broadly satisfied with the quality of the houses, and those which were visited during the study were sound and in good condition. While some lamented the lack of diversity within the built environment as a consequence of the provision of standardised dwellings, there were signs that significant investment had been made in properties including painting them in vibrant colours to personalise them and the construction of extensions and modifications to make them suitable to the needs of their owners.

*"The house is strong; the timber is good and has not been affected by pests and I've not had to replace the fixtures or fittings. I added a fence around the garden and I've excavated beneath the house to add a bedroom. I didn't like the toilet being located outside the house as it was inconvenient, particularly at night, but I've now attached this to the home."*

Home owner, Aceh Besar, Aceh Province.

That is not to say that ownership of the properties has remained static since the houses were built and allocated. While sensible precautions were made to try to limit the potential for profiteering from the new housing stock which included the provision of a clause in the NGO-issued title deeds to deter the immediate sale of property, understandably, some properties have changed hands. Reasons for this vary; for fishermen who were allocated housing away from the sea, a return to the coast was necessary to rebuild livelihoods, for others, the challenges of living in families that had been decimated by the tsunami were too great and so they moved in with relatives, either in Aceh or elsewhere in North Sumatra. Of the examples that were given, the need to move from the allocated shelters made perfect sense



PHOTO: EGAN HWAN/SAVE THE CHILDREN

One of the shelters built by Save the Children in Sigli, Aceh, Indonesia.

and the sale of properties provided access to capital with which to set up elsewhere or to rebuild damaged livelihoods.

*“I bought the house in 2010; there are 16 houses here and most have new owners. Most of the previous owners of the properties were fishermen who moved back to the coast to work. Some of the people also left to move in with their relatives.”*

Home owner, Aceh Besar, Aceh Province.

The multi-donor evaluation undertaken 5-years after the tsunami<sup>15</sup> documents similar findings; in Aceh the evaluation encountered many families who initially decided to stay in the relocation house but then decided to move back to their transitional shelter on the site of their former houses, not only because they wanted to be united, but also because women could resume former livelihood activities such as drying and salting fish and selling it to the market.<sup>16</sup> In many cases, the families interviewed spoke of their intention to use the new houses eventually. The Disasters Emergency Committee (DEC) 5-year evaluation noted a similar finding, observing that ‘in some cases, although initially houses were thought to be unoccupied further investigation established ‘technical occupancy’; there was satisfaction with the house and it

*was welcomed as an asset but the owner was choosing to live elsewhere.’<sup>17</sup>*

In the context of life having returned to normal in the Province and given the understandable need for some people to relocate, the safeguards that were put in place at the time the houses were allocated are now a potential barrier and have left those that have purchased post-tsunami housing stock in a vulnerable position, uncertain of whether the title deeds that have changed hands will be recognised and formally transferred to them as new owners. While this is unwelcome, the existence of NGO-issued title deeds for many of the properties that were constructed constitutes important progress given the small percentage of pre-tsunami home-owners that had such documents. However, this remains a complex area and there continue to be significant barriers to formalising titles.<sup>18</sup>

*“We bought the house a few years ago from a fisherman who was the original owner but who moved to be closer to the coast but the deeds are only valid until 2029 and we don’t think ownership can be officially transferred until that time...We have agreed an MOU with the local chief to get round this.”*

Home owner, Aceh Besar, Aceh Province.

One of the unintended impacts of the wholesale rebuilding of Aceh's coastal areas has been the 'equalising effect' that it has had on communities. Those who lost large houses received replacement shelters that were the same size as all the others.

*"The houses we live in now are better than before. They are all quite similar which is a shame but at least there was no difference between those of us that were rich and poor – we all received the same houses!"*

Fisherman, Aceh Besar, Aceh Province.

Commenting on this phenomenon, the multi-donor 5-year evaluation observed that *'there is considerable qualitative and quantitative evidence of a levelling effect on society, particularly in Indonesia.'*<sup>19</sup>

While the issue of how to address the needs of pre-tsunami renters and squatters was a particularly vexed issue in the years after the disaster and resulted in many people spending prolonged periods in government-constructed 'barracks', in February 2007 a policy of free land and housing was finally announced in Aceh. Community discussions undertaken during the study suggested that despite the long time it took for this policy to be agreed, many renters and squatters were ultimately provided with a house which has offered security of tenure to some of the poorest members of communities.

*"We were poor and some of us lived in temporary houses made of bamboo near to the coast and others of us rented but our homes were all destroyed by the tsunami. We stayed in a displaced camp for almost 3-years but were allocated shelter in 2007."*

Fisherman, Sigli, Aceh Province.

Another extremely vulnerable group that benefitted from shelter provision were those orphaned by the tsunami. While there were challenges in interpreting the government policy concerning the status of guardians and how it applied in instances where there was more than one sibling, it was largely considered to be a success.<sup>20</sup>

*"I was at secondary school when the tsunami struck. I lost my parents and both my sisters. I spent 3-days looking for them before moving into a camp where I stayed for 6-months... After waiting some time, I received a house. I've now extended it and built a kitchen."*

Youth, Aceh Besar, Aceh Province.

While there is little doubt that the allocation and reconstruction of shelters was uneven and at times the targeting was imperfect, it is difficult to

overstate the benefits it had on social exclusion, a sentiment that was reiterated time and again in many communities who were among the most vulnerable prior to the tsunami. While this might have been an unintended consequence, it has been an important one.

### 3.2 THE CONTRASTING FORTUNES OF FISHER FOLK IN ACEH AND SRI LANKA

#### FISHERIES – THE PRE-DISASTER SITUATION AND TSUNAMI DAMAGE AND LOSS

Aceh and Nias had a vibrant fisheries sector which accounted for 6.5% of Aceh GDP and provided employment to 100,000 people in the disaster-affected area. Many were inshore fishermen who used canoes (15,000 canoes) with a smaller number who fished further offshore (5,600 boats). This sector was one of the hardest hit by the tsunami with an estimated 15–20% of fisher people in the affected area killed. Most of the infrastructure and facilities were destroyed or damaged and many of the communities lost their houses, boats and fishing gear.<sup>21</sup>

In Sri Lanka, sea fishing was the most severely hit sector, industry, and livelihood as a result of the tsunami. About 27,000 fishermen and their family members died, with the largest number (approximately 20,000) in the North and East. In addition, about 90,000 fishermen's families were displaced due to the loss of housing and other household assets. Of the country's boat fleet (about 29,700), around 65 percent was either fully destroyed or damaged, including 594 multi-day boats, 7,996 motorized day boats and approximately 10,520 traditional non-motorized boats. Fishing implements such as outboard motors, ice storages, fishing gear and nets were also destroyed.<sup>22</sup>

Fishermen were among the worst-affected by the tsunami and paid a heavy toll in terms of lost lives and damaged livelihoods and as a consequence the group were singled out for livelihoods support. While this was delivered through a diverse range of interventions, the most frequent assistance provided came in the form of the replacement of assets which included boats, nets and fishing gear. Discussions with fisher folk revealed mixed results of the livelihoods interventions:



*“I received a boat, a net, fishing gear and a rod. I needed to be proactive to get assistance but it came eventually. The boat was made of plywood and so lasted only 3-years and the nets have long since broken, but they allowed me to earn an income and with this I’ve bought a new boat.”*

Fisherman, Aceh Besar, Aceh Province.

An unintended impact of the widespread distribution of boats was that many fishermen who had previously rented boats from wealthy people received their own boats and paid them a proportion of their catch to repay the debt. While this was considered a benefit by the fishermen and many members of the local community, it did disrupt the previous social and economic status.

*“One of the blessings of the tsunami was that many of the survivors were able to improve their situation; before the disaster, people rented boats but after it they were given their own; before, they were staying in a small hut but after they received a house.”*

Community Health worker, Sigli, Aceh Province.

While the 3-year lifespan of the boats exceeds a prediction that 40% of the small boats distributed in Aceh would be unusable within 12–18-months which was made by the Agency for the Rehabilitation and Reconstruction of Aceh and Nias (BRR) in 2005,<sup>23</sup> there is little doubt that those receiving assets, did face a lottery of sorts. For some communities in Aceh, the provision of wooden boats, often hastily constructed by organisations keen to kick-start the livelihoods of communities were considered a missed opportunity as other materials would have provided far greater longevity. This was confirmed by fishing communities on the east coast of Sri Lanka which had received fibreglass boats as part of a package of support which included boats, outboard motors and fishing gear (including nets, rods, spot lights and cool boxes). The fibreglass boats were considered to be far more robust than wooden boats, they were suitable for deeper sea fishing because of their greater weight, and as a consequence the fishermen who received them were well satisfied and even reported a modest up-turn in their income compared with the years prior to the tsunami.

*“After 10-years, I still have the boat that I received after the tsunami; I’ve also maintained the engine and still use it...the boat is stronger than what we had before and so we can use it even in December when the seas are rough.”*

Fisherman, Batticaloa, Sri Lanka.

Because of the additional time it took to procure the boats, those who received wooden boats tended to take ownership of them more quickly and so the challenge that presents itself is in striking a balance between the conflicting demands of a timely response versus the provision of higher quality assets. Fisher folk in both Aceh and Sri Lanka had benefitted from the intervention and had been able to sustain their livelihoods as a result, but from an impact perspective, the assistance provided in Sri Lanka would appear to have provided the greatest benefit.

In Aceh, fishermen were optimistic about the changes that had occurred in the Province noting significant improvements in the built environment and investment in infrastructure such as roads and services since the tsunami. However, they also considered that their livelihoods were becoming marginalised.

*“There have been a lot of improvements in the infrastructure in Banda Aceh and we now have a school nearby and access to free healthcare but while we benefitted from some assistance, life remains difficult. Our income is similar to what it was before the tsunami, but prices have increased and so we’ve gained very little.”*

Fisherman, Aceh Besar, Aceh Province.

In contrast, in the east coast of Sri Lanka in areas still recovering from the conflict, fishermen had seen their incomes steadily improving, buoyed by the assistance they had received after the tsunami.

*“In comparison with our situation 10-years ago, our lives have improved. While fish prices have remained the same and catches are unchanged, the equipment we received was better than we had previously and has allowed us to increase our income over time...the extra income has allowed us to make choices about healthcare and education for our children.”*

Fisherman, Batticaloa, Sri Lanka.

Where support to coastal livelihoods was least effective was for those who derived income either from the mangroves or from the myriad fish ponds which were scattered along Aceh’s coastline and within estuaries and wetlands. Several fishing communities spoke of the support they had received to restart their fishing activities but a lack of support to aquaculture activities which many depended on for their livelihoods.

*“The fishponds we used to rely on for our livelihoods were devastated by the tsunami. They were inundated by saltwater and the sea level is now higher which*

*has increased the rate of erosion. We've received no support to assist us rehabilitate them."*

Fisherman, Aceh Besar, Aceh Province.

While the tsunami caused changes in coastal areas which precluded the reinstatement of some fish ponds, this was not always the case and while environmental concerns linked to aquaculture, particularly shrimp farming may have been considered a threat to sustainable livelihoods by some NGOs, the absence of support for this or viable alternatives has meant that communities have struggled to sustain themselves.

### 3.3 RECONSTRUCTION AND CAPACITY DEVELOPMENT IN ACEH'S HEALTH SECTOR

#### HEALTH – THE PRE-DISASTER SITUATION AND TSUNAMI DAMAGE AND LOSS

Before the tsunami the health status of people in Aceh was the lowest in the country with high rates of severe under-nutrition and infant mortality, low utilisation of health services and low immunisation rates. Some health facilities had been destroyed in the conflict or were in a poor condition and health staff tended to be based in the towns, having fled from the conflict areas resulting in under-staffing. The number of hospital beds in Aceh was low in comparison with the national average. The tsunami resulted in the destruction of five hospitals from a total of 17 public. Nineteen health centres (from a total of 239) were destroyed and a further 13 health centres were either significantly or partially damaged.<sup>24</sup>

While there was a functioning health service in Aceh at the time of the tsunami, the destruction it caused to hospitals and health centres and the loss of life of health workers was significant. Lagging behind much of Indonesia in the provision of facilities, and in the knowledge and specialism in key areas of medicine, a focus by the government, international donors and NGOs since the tsunami on the upgrading of infrastructure and capacity of health staff has resulted in significant upgrading of services in the coastal areas and the Province more generally.

The immediate focus after the tsunami was on rebuilding infrastructure and in this regard, the

availability of significant funding for reconstruction played an important part in offering an opportunity to significantly upgrade health facilities. Funded by international donors, the Banda Aceh General hospital is an example of a state of the art facility, yet even as recently as 2010, there were concerns raised about the lack of qualified specialist health staff to work in the upgraded facilities.<sup>25</sup> A similar concern about the prioritisation of short-term infrastructural support over long-term capacity development has also been directed toward district- and provincial-level capacity in the health structure.

*'Many successful emergency actions in Aceh were not articulated with long-term development goals for the health system. Aid workers were more engaged in programmatic activity than in strengthening local planning and management capacity. In retrospect, it is clear that these actions worked to rapidly re-establish a minimal system of care. But inadequate attention to pre-existing weaknesses in the government's health and administrative systems has produced the same key constraints that existed prior to the tsunami.'*<sup>26</sup>

Interviews with senior staff in Aceh General Hospital suggest that in the 4 years since these concerns were raised, some progress had been made to address capacity gaps and there was considerable optimism about the sustainability of the health sector in the Province:

*"There has been support for the hospital from outside the country including for infrastructure and equipment, but we have also received training support in recent years for a range of medical staff and for the administration unit and sanitation unit as well... We have also established our own medical training university...and have partnered with a hospital in Jakarta. Aceh is more self-sufficient now."*

Senior hospital staff member, Banda Aceh, Aceh Province.

Interviews also suggest that 10-years after the hospital was inundated by flood waters and trauma cases, lessons have been learned about preparedness and response:

*We have used the tsunami experience to prepare for future disaster; we have a training course each year on disaster preparedness and response and are far better prepared...We have also relocated our intensive care unit to the 2nd floor of the hospital to avoid damage and maintain functionality in the event of another tsunami [when the ground floor of the hospital was flooded]."*

Senior hospital staff member, Banda Aceh, Aceh Province.

At the district level, community health centres that were damaged or destroyed by the tsunami have also been rebuilt and expanded. Having been relocated away from the coast after the original structure was destroyed by the tsunami, the Trienge-Adeng health centre in Pidie Jaya re-opened in 2009 as an expanded facility offering a much broader range of services. In the same year the provincial government introduced a programme providing free health care to all citizens which has greatly increased demand for services. With on-site accommodation permitting 24-hour health assistance and with a staff of 96, working 4 shifts, the health centre has so far been able to accommodate the additional demand.

*“Before the tsunami we weren’t open 24 hours and had far fewer facilities...In addition to a larger staff, we have also received training from Save the Children and feel more confident in the skills that we have. We now have twice as many patients as we had before the tsunami.”*

Senior health centre staff member, Sigli, Aceh Province.

The mid-term evaluation of the Save the Children programme in 2008 was cautiously optimistic about the important issue of sustainability, but warned that this would only be possible in the event that the district and provincial government continue to support the programme – support which they are currently providing.

### 3.4 SOWING THE SEEDS FOR FUTURE SUCCESS? SKILLS DEVELOPMENT AND LIVELIHOODS SUPPORT

#### LIVELIHOODS – THE PRE-DISASTER SITUATION

Despite a high level of market integration, there were considerable problems in livelihood development in the pre-tsunami context. Due to the conflict and other factors, an economic reversal was underway in Aceh before the tsunami. Urban employment was declining and people were returning to small-scale agricultural production. In Sri Lanka as well, fears of renewed conflict were discouraging new investment in many areas. In both countries the costs of transport have risen faster than either wages or prices paid for commercial crops both before and after the tsunami.<sup>27</sup>

Although there has been some progress made in recent years, historically the humanitarian sector has proven to be poorly equipped to support livelihoods that fall outside of stereotypical groups such as subsistence farmers and fisher folk and there has been a tendency to provide standard-package solutions which can be blind to the context. For this reason it is encouraging that in many of the affected countries, ‘*although the tsunami devastated livelihoods for many, it did not result in mass, entrenched unemployment.*’<sup>28</sup> The Tsunami Evaluation Coalition (TEC) attributes this to three factors; the speed and scale of cash-for-work programmes, the buoyancy of the construction industry and above all, the industrious efforts of the affected populations.

Efforts to support life skills training in Banda Aceh were diverse, but have made a contribution to supporting young men and women gain skills for employment. In a small block at the edge of Banda Aceh, the founder of the community learning centre was proud of the contribution she has made to the local communities:

*“We supported 70–80 students at the centre and taught basic life skills and provided training in livelihoods activities. I am still in contact with some of the students who work in a variety of different jobs – some are in government offices, working in banks and even in the police force...Although Save the Children stopped supporting us in 2009, we’ve taken out bank loans to continue our training activities and have expanded our work.”*

Community Learning Centre Founder, Banda Aceh, Aceh Province.

In addition to skills development, many organisations provided assistance in the form of cash grants – both cash for work but also unconditional cash transfers which provided greater scope for small-scale businessmen to re-invest in their pre-tsunami livelihood activities. In southern Sri Lanka, a 60-year old shoe-maker who works out of a small room at the side of his house spoke of his dismay when his house was inundated by sea water and his tools and stock of shoes was ruined. His experience of accessing assistance was similar to that of others who spoke of the ‘lottery’ of being selected to receive post-tsunami cash grants, but once the grant had been made, it played an important part in allowing him to re-establish his business:

*“My business was washed away by the tsunami... It took about a year to get back on my feet. At first I took on small repair jobs and then received a cash*



*grant from a UN agency. I had to be tenacious to get the support I needed but I was eventually successful... My business is now at a similar level to what it was before the tsunami."*

Shoemaker, Matara, Sri Lanka.

A second shoemaker, also based in Matara gave a similar story of the impact of a cash grant provided to him by Save the Children:

*"Around the fifth month [after the tsunami] Visura Foundation came in search of us. They said that Save the Children is supporting families to start businesses and income generation activities. I was also selected because I had children. Save the Children provided us with 15,000 rupees. Visura foundation also supported us by linking me with the Industrial Development Board who provided the machines...I know that I am more successful than before."*

Shoemaker, Matara, Sri Lanka.<sup>29</sup>

While the shoemakers' experience shows the important role that cash grants played in re-establishing businesses, when partnered with skills training, organisations have also been successful in targeting specific groups. Reports of the impact of the tsunami suggest that women were disproportionately affected by the tsunami and efforts were made by many organisations to provide assistance to support women's recovery. While evaluations suggest that this support often fell short of expectations,<sup>30</sup> the study found several women

whose livelihoods had been transformed as a consequence of the training provided:

*"I was part of a women's group that received vocational training and support from an international NGO. I used the skills I learnt to set up my own business and can now stand on my own."*

Women's group member, Banda Aceh, Aceh Province.

While some members of the community benefitted from capacity development which has allowed them to start businesses, the impact on many others was shorter-term and many received no support. These people raised concerns about flaws in the targeting of assistance and criticised the lack of sustainability of some of the livelihood support initiatives.

*"The targeting of livelihoods assistance was not always fair. Some people received support who weren't affected by the tsunami and some who were affected received nothing. It was more difficult for the outsiders who were responsible for providing assistance to know which members of the community were most affected."*

Former children's club member, Matara, Sri Lanka.

*"For the years immediately after the tsunami when we had a lot of international assistance, there were lots of positive changes and businesses were established – but some of these were dependent on the NGOs and since their departure, progress has been reduced. The changes were not sustainable."*

Shelter focus group member, Aceh Besar, Aceh Province.



PHOTO: EGAN HWAN/SAVE THE CHILDREN

A dance room in Mahajana School is one of many facilities built by Save the Children.



### 3.5 INSTITUTIONALISING EDUCATION IN EMERGENCIES

#### EDUCATION – THE PRE-DISASTER SITUATION AND TSUNAMI DAMAGE AND LOSS

Although the education sector in Aceh had been severely affected by the conflict with several hundred schools burned down in 2002 and 2003, it was still functioning at the time the tsunami occurred. While primary and secondary school net enrolment rates were considered to be similar to the national average, participation rates were considered to be lower. Estimates of the impact of the earthquake and tsunami suggested that as many as 45,000 students and 1,870 teachers were killed and 1,962 schools were destroyed or damaged in Aceh. 100,000 children were in need of temporary schooling.<sup>31</sup>

In Sri Lanka the tsunami caused damage to a total of 168 public schools, 4 universities, and 18 vocational/industrial training centres. The major proportion of damage has been to primary and secondary schools, which account for over 90 percent of the number of institutions damaged and about 92 percent of the cost. Relief camps were also set up in about 275 undamaged schools to provide temporary shelter for displaced individuals. 91 destroyed or damaged schools were located too close to the seashore and had to be relocated to new locations further away from the coast.<sup>32</sup>

Much of the initial response in the education sector was focused on shorter-term objectives of providing temporary Early Childhood Care and Development Centres (ECCD) to get young children and teachers back to school to secure children's right to education but also to give them a sense of normalcy by enabling them to re-engage in their day-to-day activities. For primary and secondary school children, the focus was on minimising the disruption of education by supporting children and teachers to return to school and through the provision of temporary classrooms.

Beyond the short-term, priority was placed on reconstruction and rehabilitation of education facilities and efforts to foster institutional development in education. 10-years after the tsunami, new schools are standing in the place of those that were damaged and destroyed in 2004.

*“The school was completely washed away by the tsunami and 50 students and teachers died in the disaster... We initially restarted classes in 3 temporary classrooms with school furniture and equipment provided by Save the Children. Within a year of the tsunami, work started on reconstruction and 9 classes were built and equipped. We received two further years of support during which the teachers received training on topics such as class management, and peer-to-peer exchanges were facilitated between schools which were very helpful. Since we received the assistance our class sizes have doubled. In 2009 the school was formally handed back to the District Education Officer.”*

Headmistress, primary school, Sigli, Aceh Province.

The situation was similar in Sri Lanka where rehabilitation of damaged and destroyed schools led to significant improvement in the structure but also in the quality of education that the school was able to provide. These improvements were considered to be instrumental in attracting better quality teaching staff as well as increasing the number of children at the school.

*“Our school was one of a number in Batticaloa that was rebuilt after the tsunami and like the others the structure is much better than before... As well as having the classrooms rebuilt we also have a computer room and a library which has led to an increase in our intake. Before the tsunami the school was poorly attended but now it is widely respected and the number of children has increased from 800 to 1,500.”*

Primary school teacher, Batticaloa, Sri Lanka.

A high priority was placed by communities on the importance of their children's education and the post-tsunami support for reconstruction and training was considered to have laid important foundations for subsequent changes that have occurred. In Sri Lanka, there has also been much progress made in incorporating DRR into the curriculum. Prior to the tsunami, school children and teachers had little knowledge of what a tsunami was let alone how to prepare for and react to one.

*“When the ocean receded before the tsunami we ran to the seashore to see the fish that had been washed up. It was only when saw the first wave that we started to run away... We had no knowledge of what a tsunami was.”*

Former children's club member, Matara, Sri Lanka.

*“At school we now have lessons where we learn about disasters in Grade 8. This change happened since the tsunami.”*

Former children’s club member, Matara, Sri Lanka.

After the tsunami hit Sri Lanka, the Ministry of Education and NGOs started to develop programmes to create disaster awareness and preparedness among teachers and students as well as to introduce emergency management plans in schools. Building on this momentum, the Sri Lankan Ministry of Education took steps to incorporate disaster risk reduction into school life which culminated in 2008 with the publication of National Guidelines for School Disaster Safety.<sup>33</sup> This document comprises a set of guiding principles to promote a culture of safety in schools. They were developed in a joint effort of the Ministries of Education and Disaster Management and Human Rights with the support of several international and regional organisations. Where these principles have been applied, the difference in knowledge and attitudes is palpable.

*“The school has a disaster risk reduction club which has seven sub-teams including early warning, mock drills and evacuation, first aid, search and rescue and site security. The Disaster Management Centre provided us with a DVD to raise awareness which we’ve shared with the other school children... People now have more knowledge of disasters and confidence about how to react to them.”*

School teacher, Batticaloa, Sri Lanka.

*“We’d heard about landslides but had no knowledge of tsunamis. Now we’ve had two tsunami drills with the support of the police and Disaster Management Centre and have identified the best place to go to if a disaster strikes.”*

Former children’s club member, Matara, Sri Lanka.

While not every school that was visited during the study was implementing the policy, that it exists and is in the process of being adopted by schools across the country represents significant progress given the lack of knowledge and preparedness that existed prior to the tsunami. As a consequence school children have a much better understanding of what they needed to do in the event of another tsunami, even those attending primary school.

Question: *“what do you know about the tsunami?”*

Answer: *“The sea retreated 1 kilometre and all the fish died and when it returned it washed away the school and the people.”*

Question: *“What have you learned about how to act if there is a tsunami in the future?”*

Answer: *“We run away!”*

Question: *“Where to?”*

Answer: *“To a place in the hills behind the school, away from the sea.”<sup>34</sup>*

But as well as knowledge, there is also fear. Parents are now more vigilant and take action themselves if they are concerned that there is an increased threat of disaster and even school children who were born since the disaster carry the collective trauma with them.

*“People still remember [the tsunami] so if there is an earthquake in Indonesia reported on the news they will take their children out of school.”*

Religious leader, Matara, Sri Lanka.

*“Until now, children are very nervous if it rains or if it is windy. Sometimes they are kept off school as their parents are concerned.”*

Primary school headmistress, Sigli, Aceh Province.

### 3.6 SUPPORTING CHILD PROTECTION SERVICES IN BATTICALOA

#### PROTECTION – ORPHANS AND VULNERABLE CHILDREN AND THE IMPACT OF THE TSUNAMI IN SRI LANKA

Apart from in the north east of the country, probation and childcare in Sri Lanka is the responsibility of provincial authorities. In 2004, 186 probation officers, supported by 65 trainees, functioned as officers of the court and dealt with children in conflict with the law and child protection. 694 orphans were registered after the tsunami in Sri Lanka and a further 4,583 children lost one of their parents. Government and relief agencies initially provided water, food, blankets and clothing, then began building temporary shelters. NGOs organised safe spaces for children, playgrounds and activity centres. Probation officers were responsible for registering all guardians caring for children who lost one or both parents in the tsunami. Almost all children were immediately taken in and cared for by relatives<sup>36</sup>

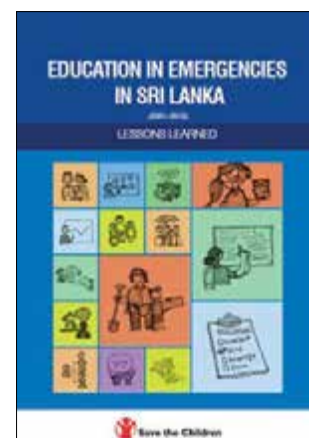
## BOX 3: GOOD PRACTICE IN EDUCATION IN EMERGENCIES

Sri Lanka has experienced two major emergencies in the period 2010–2013 including the final phase of a protracted civil war of over 30 years, which ended in May 2009, and the Asian tsunami in 2004. Drawing from these experiences, Save the Children has published a lessons learned paper on education in emergencies.

Overall, the Sri Lankan experience in providing emergency education has been a relative success. Several factors contributed to the education response during the conflict and following the tsunami. Through both major emergencies, a wide range of actors – including state, non-state and international agencies, and community members – joined forces to ensure that education services were resumed within the shortest possible interval and with minimal disruption. While

education services are not considered to be life-saving, there has always been a strong commitment to education among the people, public servants and decisions makers that contributed to its success.

This Lessons Learned review was undertaken in order to detail and analyse Sri Lanka's experience in providing emergency education through the war and after the tsunami and identify key lessons that may be useful for future practice not only in Sri Lanka but also in emergency contexts around the world.<sup>35</sup>



In Sri Lanka there is a functioning system of social work and social welfare, which has a specific mandate in emergencies. The tsunami placed an exceptional demand on the state social work and social welfare systems, particularly in the north-east, where recruitment and retention of staff is more difficult. Some probation officers saw their protection caseload rise sevenfold. In such a situation, the provision of both short-term and longer-term support played an essential role in assisting it to meet its obligations to children.

*“After the tsunami we lacked human and financial resources and so the material and training support we received from Save the Children and UNICEF was essential. The social care centre that was constructed has allowed us to be based here permanently. Before it was constructed we had no space to talk with children in private but we now have counselling rooms.”*

Probationary service staff member, Batticaloa, Sri Lanka.

10-years after the tsunami, many of the children whose parents' lives were lost have seen an improvement in some aspects of their lives with the allocation of shelter and in some cases livelihoods support which has assisted in aiding their physical recovery although life for many orphans and care givers continues to be extremely difficult.

*“[My grandson] received a house in place of his parent's house that was destroyed by the tsunami... He and his brother receive a grant of Rs5,000 each month from the government but this is small and now that the children are older, education is expensive so it's a challenge to afford to bring the children up.”*

Care provider for 2 youths orphaned by the tsunami, Batticaloa, Sri Lanka.

As well as having physical needs, it is the emotional recovery of those who lost parents and loved ones during the tsunami which continues to be a struggle and which will require support for many years to come.

*“I have a lot of friends here who are still trying to recover...I've received psychosocial help and counselling from the Probation and Child Care Services but it's difficult to think about the future.”*

Youth, age 10 at the time of the tsunami, Batticaloa, Sri Lanka.

The tsunami has highlighted the importance of child protection and beyond the support provided to the Ministry of Social Work and Probationary Services, the establishment of child protection committees made up of parents, teachers, doctors and other community members to improve the coordination and implementation of child protection services have contributed to a heightened awareness of

## BOX 4: GOOD PRACTICE IN STRENGTHENING CHILD PROTECTION IN EMERGENCIES

Understanding among humanitarian agencies of the nature of children's vulnerability in emergencies, and particularly the impact of the loss of parental care, grew significantly as a result of the tsunami response. In both the countries covered in this report, most interventions by local and international agencies were based on international standards and principles of best practice, which were agreed by an inter-agency working group on separated children.

During the tsunami there was an acute awareness of existing protection challenges facing children in the countries affected, which added to the sense of urgency that shaped a very rapid protection response. There is a general view among practitioners that the emphasis on

child protection was greater in this emergency than in any previous disaster which offered important lessons that could be learned from the unprecedented protection response.

The publication 'Picking up the Pieces' looks at the responses to the care needs of children affected by the tsunami in India, Sri Lanka and Indonesia. It explores the responses in all three countries, considers the lessons to be learned, and highlights some ways forwards.<sup>37</sup>



child protection throughout the tsunami affected areas. It has also made an important contribution to building community capacity for child protection more broadly.

### 3.7 STRENGTHENING DISASTER MANAGEMENT AND RISK REDUCTION IN THEORY AND IN PRACTICE

#### DISASTER RISK REDUCTION – PRE-DISASTER SITUATION

Prior to the tsunami, no warning system had been installed in the Indian Ocean and so there was no formal warning issued to the countries. The scale of the destruction it caused was unprecedented and highlighted the lack of national disaster preparedness plans in many countries. Where plans existed, they were not based on a wide enough assessment of the hazards and vulnerabilities or the capacities that existed to respond at national, local and community levels. Community members were rarely informed of, or involved in disaster preparedness.

While the assumption that disasters offer 'windows of opportunity' for risk reduction was questioned in the TEC study, there is little doubt that the proximity of the tsunami to the World Conference on Disaster Risk Reduction held in Kobe, Japan in January 2005 helped raise the profile of the event and ensured that the importance of risk reduction was foremost in the minds of policy-makers the world over. The UN conference had been planned long before the tsunami, and only low-level government representatives were expected to attend. 'Due to the tsunami, many countries instead sent high-level delegations that made strong sounding commitments.'<sup>38</sup>

At the national level, progress has been made in both Sri Lanka and Indonesia in strengthening disaster management policy and in bolstering government capacity for disaster management. In Sri Lanka, the Ministry of Disaster Management was established in 2005 which oversees the work of the Disaster Management Centre (DMC) which now has established a presence across the country. When it was written in 2009, the 5-year multi-donor tsunami evaluation considered it too early to say if the new structures would be sustained, but in 2014, the DMC continues to play an important role at both a national, district and community level.



In Indonesia, although disaster management structures have been in place for over 30 years, 2 years after the tsunami in 2007 a new disaster management law was passed which went beyond disaster response to address all aspects of risk management including prevention. The new law also established protection against disaster threats as a basic human right and widened responsibility for disaster management to include communities. Disaster management structures have also been decentralised with the creation of provincial and district disaster management agencies.

In both countries, an emphasis was placed on reconstructing in such a way as to reduce risks and while the lack of institutional knowledge, and the lack of capacity in the construction sector (in Aceh in particular) hampered the realisation of these aspirations, 10-years on there can be little doubt that important progress has been made. The changes are particularly noticeable in Aceh where the Provincial capital which bore the brunt of the infrastructural damage is unrecognisable from its pre-tsunami past. Roads have been widened to serve the dual purpose of growing commerce but also as a lesson from the struggles that residents had in fleeing from the advancing tidal wave; in coastal areas, tsunami escape routes are clearly signed, and many people consider that the houses they now live in offer a greater degree of protection from potential disasters.

*“The timber used to construct the house is of good quality and has lasted well. The house was constructed away from the coast and so there’s no threat of it being affected by a tsunami in the future...Because of the timber construction, we also feel confident that it would survive an earthquake.”*

Home owner, Sigli, Aceh Province.

*“There have been significant improvements made to infrastructure in Matara. Houses that were destroyed by the tsunami have been built back stronger, infrastructure has been rebuilt to withstand disasters and public services have been relocated away from the coastline. Matara hospital is in the process of being shifted inland for this reason.”*

Senior health staff member, Matara.

Improvements in the quality of the built environment and the incorporation of modifications to enable buildings to withstand disasters in the future

represent important changes, and these have been complemented by investment in early warning systems and tsunami evacuation infrastructure. Since June 2006 both Sri Lanka and Aceh have been connected to the Indian Ocean Tsunami Warning System and both have established coastal early warning systems and have held drills and rehearsals.

*“There are two early warning systems in the area; there is a siren that is situated in the temple and another in the police station. A 4 storey building has been constructed nearby for the community to go to in the event of an emergency. There is another one 5 kilometres away for the neighbouring community. We’ve had 3 drills in the last year.”*

Religious leader, Matara, Sri Lanka.

*“In order to protect and sustain the positive changes made since the tsunami, we have developed a tsunami disaster management system which includes sirens, 4 escape buildings and clearly identified evacuation routes. We have trained the fire brigade in search and rescue and have an evacuation plan for each city in the Province.”*

Senior Provincial official, Aceh Besar, Aceh Province.

Beyond improvements in infrastructure, changes in the knowledge attitudes and practices of communities are an essential accompaniment if risks are to be reduced and coping capacities strengthened. In the first 48-hours after a disaster communities themselves play the lead role in disaster response and so preparedness is crucial. In this regard there has been important progress made in strengthening community awareness. At the most basic level, communities now have a far greater awareness of what to do in the event of a tsunami but there has also been changes in how communities organise themselves to prepare for potential disasters.

*“The community now knows what to do in the event of another tsunami. Sirens have been installed near to the coast and there are escape buildings for people to run to.”*

Female community member, Aceh Besar, Aceh Province.

*“We had no knowledge of tsunamis but now the community has identified safe areas and we’ve had 2 mock drills with the police and the local Disaster Management Centre staff.”*

Teacher, Matara, Sri Lanka.

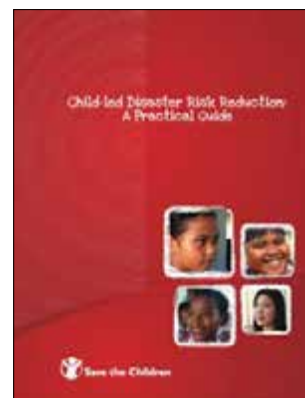
## BOX 5: GOOD PRACTICE IN CHILD LED DISASTER RISK REDUCTION

The tsunami response heralded some important innovations in disaster risk reduction which sought to strengthen community participation in disaster risk reduction through the involvement of children. While the first attempt by Save the Children to pilot an approach to empower young people to become involved in their community's preparedness and mitigation plans occurred in Cuba, the tsunami offered an opportunity to replicate child-led disaster risk reduction (CLDRR) programme.

Following the tsunami, Save the Children made CLDRR one of their key priorities in reconstruction and the policy of improving what existed prior to the disaster. This led to a workshop in Hanoi in June 2006, which brought together practitioners from across the region to

work on a common CLDRR definition and framework. Save the Children held a follow-up workshop in Agra in December 2006, which cemented these ideas and allowed for the drafting of a common framework and process of implementing CLDRR.<sup>39</sup>

Given concerns about the lack of community participation in the tsunami response outlined in the TEC synthesis report which were later reiterated in the 5-year multi-donor tsunami evaluation, the contribution that tsunami programming made to formalising the approach to CLDRR is a good outcome.



## 3.8 THE TSUNAMI AS CATALYST FOR PEACE AND PROGRESS IN ACEH

### THE CONFLICT IN ACEH – PRE-DISASTER SITUATION

The 30-year old conflict between separatist rebels and the central government had claimed between 15-25,000 lives, displaced over 400,000 people and contributed to Aceh being ranked the fourth-poorest province in Indonesia. While faltering steps towards peace had already started before the tsunami hit, only limited progress had been made and martial law had been in place for 18-months, enforced through the deployment of 40,000 soldiers.

While the international response to the tsunami had very limited influence on the resolution of the conflict between GAM and the Indonesian military, it would be remiss not to refer to it as the resolution of the conflict is considered by many in Aceh to be one of the most significant outcomes of the disaster.

*“At the time the tsunami occurred, this area was considered a conflict-affected area. We stayed close to our bamboo plantations as we were too afraid to move around the area because of the insecurity.”*

Fisherman, Aceh Besar, Aceh Province.

After the tsunami, peace initiatives gained a new momentum and a Memorandum of Understanding signed by both parties in August 2005 opened up the possibility for a peaceful settlement of the conflict. While the access that was granted offered significant space for international organisations to provide assistance, it also posed a difficult dilemma; agencies that would normally consider themselves to be ‘humanitarian’ struggled with the conundrum of having funding only for tsunami-affected populations when they could see that in many respects the conflict-affected communities had greater needs. That is not to say that there was a complete absence of assistance provided to conflict-affected areas as some were also affected by the conflict or were sufficiently close to benefit from the investment made in rebuilding and upgrading infrastructure.

*“Since the tsunami, the situation has improved for the better. The conflict is finished and we no longer fear moving around. We have also received new houses built by an NGO, a school was opened nearby and we can receive free healthcare.”*

Fisherman, Aceh Besar, Aceh Province.

Some NGOs which were providing assistance to tsunami-affected communities used the flexibility that existed within the funds they received to extend support to communities that had recently emerged from conflict.

*“Tsunami- and conflict-affected communities were equally needy and we had to make some pragmatic decisions about how to support both...It was also important to build trust as we had to move through the conflict-affected areas to provide assistance.”*

Former Aceh-based NGO staff member.

*“After the tsunami we had some members of the conflict-affected community come down from the hills to enrol in the courses we were offering. The political changes that occurred allowed this to happen.”*

Founder of community learning centre,  
Aceh Besar, Banda Aceh Province.

While it is overly simplistic to assume a causal link between the tsunami response and the dynamics

of the conflict, the TEC report found that ‘most Acehnese see the opening up to the international community and the aid presence as a significant factor supporting this sudden change. Their fears of central government authorities were reduced, and (surprisingly) the authorities’ fears of the population seem to also have been mitigated.’ The contribution that the presence of the international community made to transforming Aceh is still recognised and appreciated today.

*“Previously people associated Aceh with conflict and it was a closed society whereas today our culture is much more open...We have moved on and are mindful of the need to protect and sustain this change.”*

Senior government official, Banda Aceh, Aceh Province.



PHOTO: EGAN HWAN/SAVE THE CHILDREN

Children are now seen playing along the river leading into Banda Aceh that once saw absolute destruction from the tsunami.



# 4 CHANGE FOR GOOD? LESSONS 10-YEARS AFTER THE TSUNAMI

This study has documented some of the key changes that have occurred in Aceh Province and Sri Lanka as a result of the tsunami response as articulated by those who were affected by the disaster 10-years ago. The discussions that took place over the two week period offer numerous lessons about the strengths and weaknesses and successes and failures of the international community in supporting humanitarian response and recovery – but what makes this different from other studies is its focus on the voices of those who experienced the changes and in many cases contributed to them and it is this that offers some important lessons.

## 4.1 LESSON 1: PARTICIPATION AS THE CORNERSTONE OF HUMANITARIAN RESPONSE AND RECOVERY

Many of the impact stories contained in this report hide an important detail; the significance that was attached to participation which is considered an essential part of accountability between humanitarian organisations and recipients of their assistance. When people were able to determine their own future they tended to have greater ownership of the outcome. Where they were given items as passive recipients, they were grateful but it was easier to criticise. The shoemaker in Matara had struggled to get the cash grant that permitted him to restart his business and he was able to choose how he used the money and the fishermen in Batticaloa felt a stronger attachment to and ownership of their equipment having debated what to choose from a menu of items. The discussion about whether the Yamaha or the Suzuki engine was the better of the two engines offered by Save the Children still makes for lively conversation 8-years after the distribution. The central finding of an Oxfam

study summed up the importance of participation: *‘disaster-affected communities want a chance to guide their own recovery – and humanitarian programmes will probably work better if they do so.’*

Conversely, those communities that were given hand-outs as passive recipients or that were offered no choice had greater reason to complain. 10 years after the tsunami, the village chief in Aceh Besar spoke of the difficulties that people had in weaning themselves off free handouts – a struggle that he and many others considered worthwhile. Across the Indian Ocean in Sri Lanka, the years of relief assistance after the tsunami and which continued during the conflict which did not end until several years after the tsunami meant that the transition away from relief assistance is still in process and aid providers and receivers alike are still trying to come to terms with the implications of the change and how to move to more sustainable and longer-term support.

Reviews of the tsunami response suggest that children’s participation in decisions that were made about how to best meet their needs was rarely prioritised by organisations and as a consequence they were often overlooked. The conclusion of a study undertaken by Plan International in 4 tsunami-affected countries showed that *‘the active engagement of children can mitigate the impact of loss of loved ones and assets resulting from natural disasters, and that such children’s involvement is essential to the recovery of the community in the short, medium and long-terms.’*<sup>40</sup> While the lesson is not new, and the principle of participation is one that most aid organisations would espouse, it is in putting the principle into practice that appears to be more challenging. The participation study by Plan International, the preparation of CLDRR guidelines by Save the Children both of which are still widely used today point towards the contribution that the tsunami response has made to a transformational change in children’s participation. And it is important



Children of an early childhood development centre in Matara, Sri Lanka where teachers received training from Save the Children as part of recovery after the tsunami.

also to note the contribution that this important lesson has made to a broader move within the humanitarian system to strengthen its accountability to disaster-affected people. Along with the provision of information, and recourse for those affected by disasters to feedback or complain about their assistance and receive redress, participation is at the heart of inter-agency efforts to strengthen accountability to affected people.

## 4.2 LESSON 2: PARTNERSHIP AS A PREREQUISITE FOR LONG-TERM CHANGE

The United Nations General Assembly Resolution 46/182 asserts the state's primary responsibility for the *'initiation, organization, coordination and implementation of humanitarian assistance within its territory'*,<sup>41</sup> but also asserts that where state capacity is insufficient they should seek international assistance. In addition to this, the concept of 'build back better' implies a high degree of coordination and agreement of objectives between the state and those organisations that assist it. While responsibilities are clear, the humanitarian community has a patchy record of working with state authorities to provide

humanitarian assistance and recovery. In the tsunami-affected countries, the nature of the catastrophe which caused wholesale destruction of communities and public services made it essential that the response undertaken in coordination with the state. In both Aceh and Sri Lanka while new structures were created to manage the humanitarian response, both had existing systems of governance with devolved ministries and departments that played key roles in sectoral leadership and while the capacity of these was variable, their leadership held the key to sustaining the benefits of the response.

10-years after the tsunami, the assistance which has some of the most enduring impact is that which was undertaken in concert with the state. At the most basic level, health centres that were rebuilt better and bigger than before are now being staffed and resourced in greater numbers and as a consequence are able to meet the needs of more patients. In a similar way schools that have been rebuilt to a higher standard and have doubled their intake, have also been resourced with greater numbers of teaching staff and are now offering a better quality of education than they did previously.

Beyond the support provided to rebuild the structures, some of the most important changes

have occurred as a result of support that has been provided by international organisations to government staff and departments that are mandated to provide assistance to affected communities. Teachers spoke enthusiastically of what they had learnt from training that was provided on issues such as education in emergencies and school management; probation officers valued the knowledge they had acquired on issues of identification, document tracing and reunification and case management. Partnership between international organisations and government departments has contributed to some of the longer-term changes.

With an increase in the frequency and occurrence of disasters globally, strengthening the relationship between the international humanitarian system and disaster-affected governments, supported by local and national aid organisations has become more important than ever. That is not to say that the relationship between aid providers and governments is easy to manage or execute but it does have the potential to provide sustainable change. 10-years after the tsunami response, that some of the most visible changes are those that government staff and departments participated in serves to underline the importance of partnership for long-term change.

### 4.3 LESSON 3: CREATING MOMENTUM FOR RISK REDUCTION

The tsunami provided a devastating example of the forces of nature and with it provided a compelling justification for international action to manage and reduce disaster risk. While there is still work to do, in both Sri Lanka and Indonesia, important progress was made post-tsunami in establishing legislation for disaster preparedness and management and more recently these systems have not only been sustained but are continuing to gain in strength and effectiveness.

At a global level, the tsunami has provided an important foundation for action in support of disaster risk reduction which has gained momentum with successive disasters. The transformational work undertaken after the tsunami on children's participation in DRR has been succeeded by the drafting and agreement by a global coalition of agencies of two child-centred DRR policy frameworks, the Children's Charter for Disaster Risk Reduction which outlines a set of priorities identified by children for DRR and the global framework for Comprehensive School Safety which provides a comprehensive approach to reducing disaster-related risks to the education sector.

#### BOX 6: OVERVIEW OF THE CHILDREN'S CHARTER FOR DRR AND FRAMEWORK FOR COMPREHENSIVE SCHOOL SAFETY

The Children's Charter for DRR<sup>42</sup> was developed through consultations with more than 600 children in 21 countries in Africa, Asia and Latin America. The charter identifies priorities for reducing the impacts of disasters before they happen and its aim is to raise awareness of the need for a child-centred approach to DRR and for stronger commitment from governments, donors and agencies to take appropriate steps to protect children and utilise their energy and knowledge to engage in DRR and climate change adaptation. The consultations were undertaken by a coalition of organisations which included Save the Children, Plan International and World Vision with the support of UNICEF.

The comprehensive framework for Comprehensive School Safety<sup>43</sup> aims to bring child-centred and evidence-based efforts to promote disaster risk

reduction throughout the education sector and to assure universal access to quality education, into a clear and unified focus in order for education sector partners to

work more effectively, as well as to link with similar efforts in all other sectors. It rests on three pillars: (i) safe school facilities; (ii) school disaster management, and (iii) risk reduction education; and is addressed by education policy and practices aligned with disaster management at national, regional, district and local school site levels. The framework includes the Hyogo Framework for Action (HFA)'s strategic goals, priorities for action and indicators for the education sector.



# 5 CONCLUSION: BUILDING ON TSUNAMI LESSONS TO STRENGTHEN HUMANITARIAN EFFECTIVENESS

While the 10-year anniversary of the Indian Ocean tsunami arrives at a time when the world is facing an unprecedented scale of humanitarian need which is stretching the international humanitarian system to its limit, there is also the potential for the members of the international community to fundamentally transform the way the world responds to crises.

In March 2015 the 3rd UN World Conference on Disaster Risk Reduction will be convened in Sendai, Japan and a year later, in May 2016 the World Humanitarian Summit will take place in Istanbul, Turkey. Both of these global events will shape the humanitarian response landscape and can build on the lessons that were learned during the tsunami and which came at such a high cost to those whose lives and livelihoods were destroyed.

During the 3rd UN World Conference on Disaster Risk Reduction the world will debate the post-2015 policy framework that will replace the Millennium Development Goals which will offer an important opportunity to agree a blueprint for building the resilience of nations and communities to disaster risks

and climate change which have been recognised as a significant gap in the existing framework. Addressing this gap in a way that draws on the experience of those affected by disasters, particularly children whose futures will be determined by the decisions that are made, and that provides a strong basis for action by governments working partnership with civil society will provide the best chances for a resilient future that people want and that the world requires.

The World Humanitarian Summit is an initiative to improve the effectiveness of humanitarian action. Through a two-year consultation process, the aim is to build a more inclusive and diverse humanitarian system by bringing all key stakeholders together to share best practices and find innovative ways to make humanitarian action more effective. To this initiative, the tsunami response offers some important lessons about the importance of partnership with government for sustainable recovery and the potential that exists to improve the impact of humanitarian response through the participation of communities and by strengthening accountability to them more broadly. 10-years after the tsunami, there can be little doubt that partnership and participation must be at the heart of humanitarian practice.



# ANNEX I: STUDY PARTICIPANTS

## INDONESIA

### BANDA ACEH – KEY INFORMANT INTERVIEWS

Mrs. Khairini, leader of Save the Children-supported Early Childhood Development Centre and Community Learning Centre

Mr. Isnandar, Social Welfare Department

Mr. Burhunnudin, Secretary of Social Welfare Department

Mr. Bakri A Bakar, Head of Research, Department of Agriculture

Dr. Heru, Haematology and oncology specialist, Banda Aceh Hospital

Dr. Nurjannah, Paediatric Specialist, Banda Aceh Hospital

Mrs. Erlina Wati, mother who gave birth on 26/12/2004

Mr. Tulus Sugianto, Save the Children shelter owner, Aceh Besar

Mr. Md. Nurdin S. SOS, Assistant III Mayor, Banda Aceh

Mr. Nurdiansyer Yusuf, Village Head, Lambaro Skep village

Mr. Manmagilan, Save the Children Provincial Manager

Mustafa Kamal, Driver and businessman

Ms. Rina Augustina, Youth

Mr. Martunis, Youth

### BANDA ACEH – FOCUS GROUP DISCUSSIONS

Shelter focus group discussion, 8 women and 1 man, Geundring village, Aceh Besar, Banda Aceh

Government representatives, 8 men and 2 women, Public Relations Officer, Education Officer, Planning Board, Health Officer, Religious Department, Social/Cultural Department

Fisher folk focus group discussion, 6 men Ujung Panch Lam Pagew village, Aceh Besar

Peri-urban village focus group discussion, 2 women and 7 men, Lambaro Skep village

Fisher folk and business men focus group discussion, 3 men and 1 youth, Ujung Pancu village, Aceh Besar

Fisher folk focus group discussion, 5 men, Ujung Pancu village, Aceh Besar

### SIGLI – KEY INFORMANT INTERVIEWS

Mrs. Haniffah, headmistress, Cot Lee Reng Primary School, Pidie Jaya

Mrs. Nurhayati, Head, Trienggadeng Community health Centre, Pidie Jaya

Mr. Nazar, Midwife, Trienggadeng Community health Centre, Pidie Jaya

Mrs. Nurleli, Head, Rawasari Health post, Pidie Jaya

Mr. H Ibrahim, Head, Panteraja Community Health Centre, Pidie Jaya

### SIGLI – FOCUS GROUP DISCUSSIONS

Shelter focus group discussion, 9 women and 6 men, Pidie Jaya

School teachers focus group, 2 men and 5 women, Cot Lee Reng Primary School

## SRI LANKA

### COLOMBO

Mr. Julian Chellappah, Programme Director, Save the Children

Mr. Gamini Samarasinghe, Director, Awards Management and Compliance, Save the Children

Mr. Chandima Liyanagamage, Senior Manager, Education, Save the Children

### MATARA – KEY INFORMANT INTERVIEWS

Mr. Pelwehera Suseema, Monk, Pelana, Weligama

Mrs. Nelca, Children's club teacher, Pelana ECCD, Weligama

Mrs. Thilni Laskshika, Programme Manager for ECCD (formerly), Save the Children

Mr. Suhaim Nizari, Finance and admin coordinator, Save the Children

Dr. Ekanayaka, Director, Matara Hospital (now retired)

Mrs. Sunila Jayamali, Singhiti ECCD Centre, Pamburana

Mrs. Amitha Damayanthi, Singhiti ECCD Centre, Pamburana

Shoemaker, Livelihood support recipient, Matara

### MATARA – FOCUS GROUP DISCUSSIONS

Former children's club members, 7 youths – 3 boys and 4 girls

School teachers focus group, 2 women, Thalaramba East Primary School

### BATTICALOA – KEY INFORMANT INTERVIEWS

Mr. Mark Patterson, Area Manager for Eastern Province, Save the Children

Mr. Andrew Lazarus, Senior Programme Manager for Child Protection, Save the Children

Mrs. Vithya, Disaster Risk Reduction Programme Manager, Save the Children

Mrs. Shanmuganathan, teacher, Mahajana school

Mr. Thankarasa Thileepkumar, Project Coordinator, Trincomalee District Youth Development (AHAM)

Mr. Nadarajah Mohinathas, Project Manager, People's Progressive Development and Rehabilitation Organisation (PPDRO)

### BATTICALOA – FOCUS GROUP DISCUSSIONS

Batticaloa Government Protection Department focus group discussion, 3 men

Batticaloa Government Social Service Office staff focus group discussion, 4 men and 2 women

Recovery focus group discussion, 2 youths (male) and 1 woman, Thalankopha village

Fisher folk focus group discussion, 6 men, Kaluwarney village

### OTHER

Mr. Mike Novell, Regional Director, Save the Children International (formerly Aceh Country Director and in charge of all tsunami humanitarian and recovery programmes for SC US)

Mr. Greg Duly, Regional Director, Save the Children International (formerly Sri Lanka Country Director for SC UK)

Mr. Said Faisal, Executive Director, ASEAN Coordination Centre for Humanitarian Assistance on disaster management

Mr. Nick Ireland, Disaster Risk Reduction and Climate Change Adaptation Manager, Save the Children Australia

Mr. Nick Hall, Head of DRR and CCA, Save the Children UK

Ms. Lillian Fan, Research Fellow, Humanitarian Policy Group, Overseas Development Institute

Mr. Oliver Lacy-Hall, Regional Head, UNOCHA Regional Office for Asia and the Pacific

# ENDNOTES

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- <sup>34</sup> Conversation between the evaluator and a mixed class of 8-year old children in a primary school in Sigli, Aceh Province.
- <sup>35</sup> The publication *Education in Emergencies in Sri Lanka (2001–2010): Lessons Learned*, developed by Save the Children Norway is available at <http://www.ineesite.org/en/resources/education-in-emergencies-in-sri-lanka-lessons-learned>
- <sup>36</sup> Dunn, A., Parry-Williams, J and Petty, C. (2006), *Picking up the pieces: Caring for children affected by the tsunami*, Save the Children, p.32.
- <sup>37</sup> The publication *Picking up the Pieces: Caring for children affected by the tsunami*, developed by Save the Children is available at <http://resourcecentre.savethechildren.se/library/picking-pieces-caring-children-affected-tsunami>
- <sup>38</sup> Christoplos, I. (2006), *Links between Relief, Rehabilitation and Development in the Tsunami Response: A Synthesis of Initial Findings*, Tsunami Evaluation Coalition. P.69.
- <sup>39</sup> The framework *Child-led Disaster Risk Reduction: A Practical Guide* developed by Save the Children is available at <http://resourcecentre.savethechildren.se/library/child-led-disaster-risk-reduction-practical-guide-part-1>
- <sup>40</sup> Plan International (2005), *Children and the Tsunami – engaging with children in disaster response, recovery and risk reduction: Learning from children's participation in the tsunami response*, Plan Ltd.
- <sup>41</sup> Source: United Nations General Assembly (1991) *Strengthening the coordination of humanitarian emergency assistance of the United Nations*, A/RES/46/182, 78th Plenary meeting, 19 December 1991.
- <sup>42</sup> The Children's Charter for disaster risk reduction for children by children is available at <http://www.savethechildren.org.uk/resources/online-library/children%E2%80%99s-charter-action-plan-disaster-risk-reduction-children-children>
- <sup>43</sup> The comprehensive framework for Comprehensive School Safety is available at <http://resourcecentre.savethechildren.se/library/comprehensive-school-safety-working-towards-global-framework-climate-smart-disaster-risk>



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