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Good Urban Governance in South Asia (GUGSA)



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Good Urban Governance in South Asia (GUGSA)

DEMONSTRATION PROJECT

INDIA

***Demonstrating Principles of Good Urban
Governance through preparation of
'Strategic Development Plan' for Colachel,
INDIA***

Prepared by

**B.R.Balachandran &
Sowmya Haran**

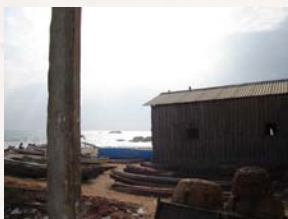
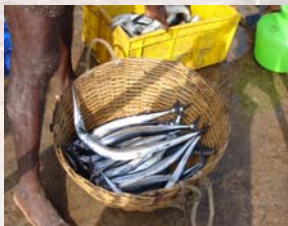


Good Urban Governance in South Asia (GUGSA), India Phase II – Post Tsunami Recovery



STRATEGIC DEVELOPMENT PLAN FOR COLACHEL, TAMIL NADU

Supported by the Commissioner of Municipal Administration, Tamil Nadu



THE COMMUNITIES GROUP
INTERNATIONAL, LLC (TCGI)

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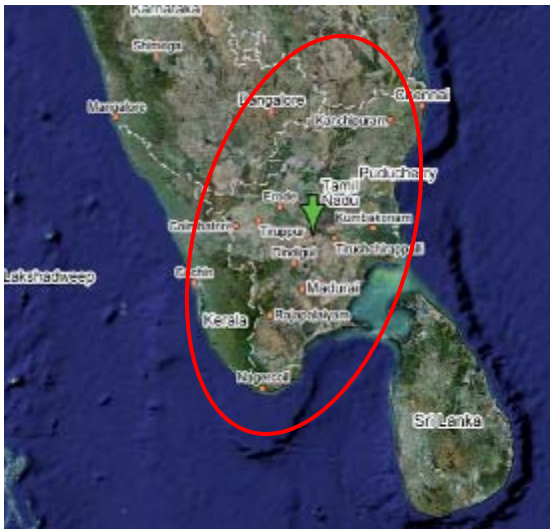
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Demonstrating Principles of Good Urban Governance through the Strategic Development Plan for Colachel

1 Background

USAID's Regional Urban Development Office for South Asia (RUDO/SA), in collaboration with the region's bilateral USAID Missions, initiated a three-year, three-location (Bangladesh, Nepal, and Sri Lanka) activity in October 2001 to promote Good Urban Governance In South Asia. GUGSA activities document, disseminate and demonstrate best practices from local government bodies to improve the response capacity of local urban governments within the country and will culminate in a Regional Conference for dissemination. The five principles that define good governance are Transparency, Predictability, Accountability, Rule of Law and Participation.



In the aftermath of the Tsunami it was felt that the scope of GUGSA should be modified to include post – Tsunami works in India (as well as Thailand and Indonesia) to be able to build on GUGSA's strength of regional networking. The pilot project will involve local institutions in The Tsunami affected Indian state of Tamil Nadu advocating Good Governance and Disaster Mitigation practices. It will also help to create relationships for facilitating the exchange of information that can continue well beyond the tenure of the project. The ultimate outcome of the activities will be presented at the Regional Conference so that the dissemination benefits are available to all the cities participating in the GUGSA work.

1.1 GUGSA in Tamil Nadu

Additional funds have been made available to the GUGSA program for documenting and strategically supporting Tsunami affected communities in Sri Lanka, India, Indonesia and Thailand. International funding has been abundant in the post tsunami situation in India for relief and rehabilitation. The GUGSA team met with government stakeholders in Tamil Nadu state (most affected in the Tsunami). The stakeholders suggested that, while Nagapattinam and Cuddalore were worst affected, a lot of resources had already gone into various activities in these two areas.

Therefore in order to extend strategic support to affected communities and illustrate the need for integrating disaster mitigation into mainstream planning for the city, it was decided to undertake a strategic planning exercise for Colachel. Colachel is a port town on the West Coast, in the Kanyakumari district of Tamil Nadu, India. Colachel was the thirdly most badly affected area in the entire State with a death toll of about 600 people. The government stakeholders suggested that a demonstration project in Colachel would be most useful.



1.2 Strategic Development Plans

The objective of the strategic planning exercise in Colachel, Kanyakumari is to enhance future disaster resilience of the urban settlement and improve efficiency of the post-Tsunami recovery through managerial capacity building for the urban local body and implementation of management reforms; thereby demonstrating a good governance initiative. The specific objectives of the exercise are as follow:

- Facilitate the Municipality in articulating a post-Tsunami development vision for the town through a participatory consultative process involving citizens and as wide a range of stakeholder groups as possible
- Clearly benchmark the current status of the Municipality in the delivery of services to citizens and in its internal management, with special attention to Transparency, Predictability, Accountability, Rule of Law and Participation in the post-disaster recovery and disaster mitigation process.
- Facilitate the Municipality in identifying broad strategies and specific actions for managing growth and development and enhancing disaster preparedness of the city
- Assist the Municipality in formulating a shelf of well-defined post-Tsunami recovery projects ready for approaching potential funding agencies for assistance in implementation

The deliverables under this exercise include a spatial strategy that is futuristic, a bundle of infrastructure projects and an investment plan.

1.3 Colachel – An Introduction

Colachel is a minor Town situated on the west coast of Kanyakumari District in Tamil Nadu state. The tip of the peninsula, Kanyakumari is only 40 Km, along the cost in the south – easterly direction, where the three major seas, viz. Arabian Sea, Indian Ocean and Bay of Bengal meet. The nearest town is Nagercoil, which happens to be the district headquarters and commercial center.

1.4 The Post Tsunami situation in Colachel

In the state of Tamilnadu about 8,90,885 people were affected by the tsunami (Dec 26 2003). This includes the loss of 7981 human lives in 376 villages/ hamlets. Of this the death toll in Kanyakumari district was 815. A big portion of human lives lost (nearly 418 people) was from Colachel.

Of the 24 wards in Colachel, 11 are along the coast and are dominated by the fishing community. They have been greatly affected by the tsunami. Majority of the rehabilitation works have been to manage immediate needs and are therefore piecemeal attempts.

About 50 houses have been allotted in the adjacent village panchayat of Karungal; where land has been reclaimed from salt pans to build houses for those affected by the tsunami. About half the numbers of new houses has been constructed in Colachel Municipality area and have been allotted. Colachel Municipality does not own land and has been unable to assemble land for public or other purposes. Land acquisition is becoming increasingly difficult and therefore the state government has been unable to construct more houses or adequate common infrastructure. The houses which are to be constructed in the same location as the old house have been exempted from CRZ regulation.

Many NGOs have contributed to enhancing economic recovery through livelihood rehabilitation programs. Self help groups of women especially in the fishing community have become stronger and very active. While isolated initiatives in reconstruction of houses or livelihood rehabilitation is prominent, there is a general lack of an integrated approach to long term planning.

1.5 Stakeholder Mapping and Core Team

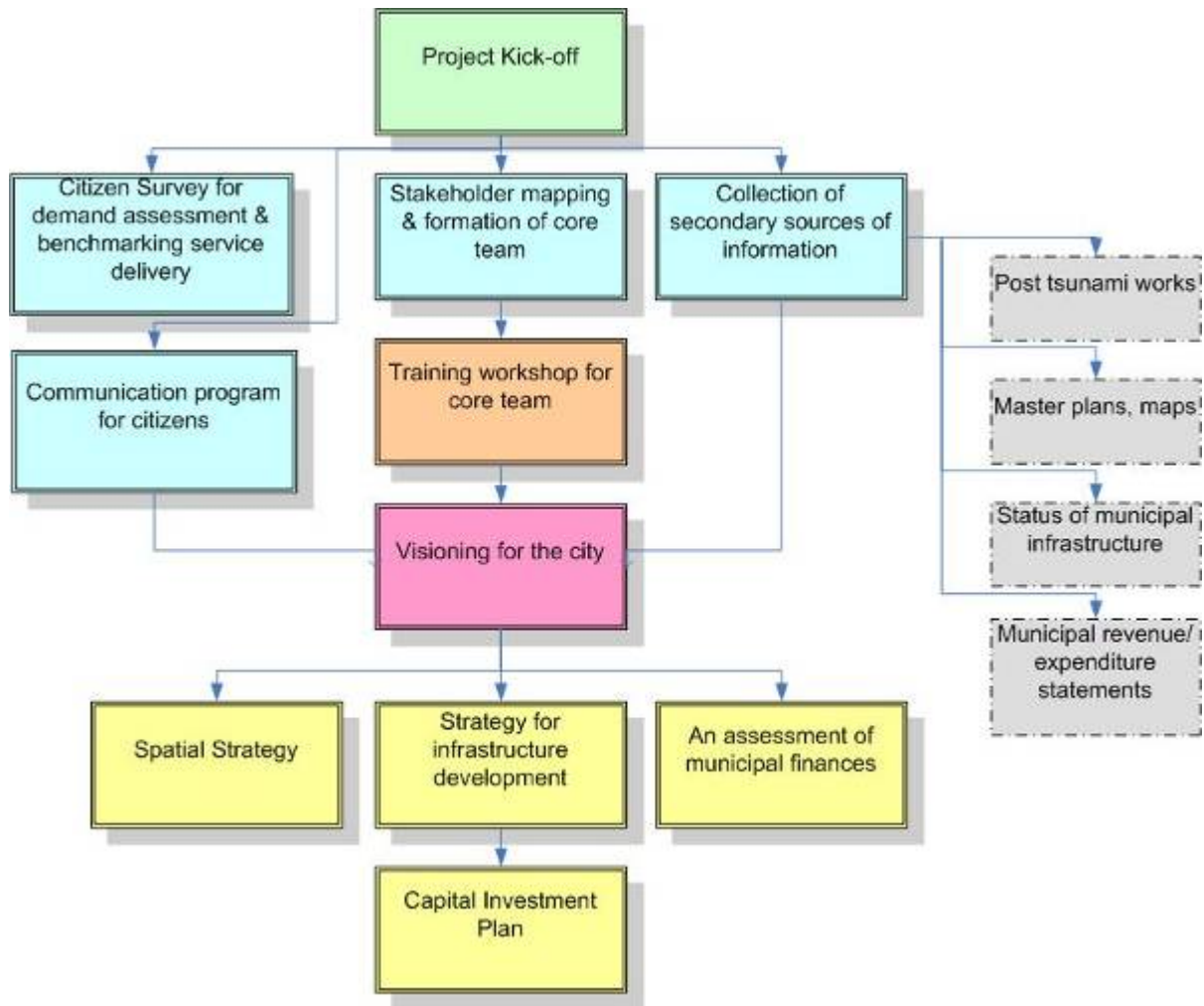


Colachel town has a total of 24 wards. About 11 wards are along the coast and are dominated by the fishing community. They are predominantly Christians consisting both of fishermen and daily wage laborers. There is also a significant proportion of Muslims. These people are mostly laborers working in hotels and petty shops. Some local NGOs working in the region pointed out that there are many families whose male members have migrated to nearby cities in search of economic opportunities. Many self help groups have been formed and micro-credit assistance has been extended to them by the NGO's working in the region.

The Chairman of the municipal council was requested to name 20 members belonging to a wide range of stakeholder groups to form the core team. This group includes the municipal engineer, municipal accountants, some ward councilors, representatives of different types of self help groups & vulnerable groups, etc.

2 The Process

The following methodology was adopted for the preparation of the Strategic Development Plan. At every stage innovative methods of ensuring public participation was undertaken. The entire process has been documented here to provide for a ready reference on the learning's and experiences from the project.



2.1 Stage 1 – Rapid Assessments

The objective of this stage was to assess the nature of post-Tsunami recovery issues in the city and establish the Municipality's current status in terms of municipal service delivery and in terms of its internal management processes.

At this stage preliminary stakeholder consultations were carried out to establish the key concerns of the Municipality, citizens and stakeholder groups. The following tasks were carried out and data collected was analyzed:

2.1.1 Preliminary Consultations and Stakeholder mapping

A kick off meeting was organized, with key stakeholders of the city including both the members of the Municipality and key officials of other relevant government agencies to identify the areas of concern (Mission Areas) and to identify stakeholder groups to participate in the exercise.

The consulting team met with the Municipal Engineer (the commissioner in charge) and the Chairman (of the council) in Colachel and explained the Scope of Work for the preparation of a Strategic Development Plan for Colachel. It was also explained that the crux of this process was to institutionalize and demonstrate a participatory approach to planning for the future. In order to introduce the consultant team and formally kick start the project, the Chairman of the municipal council called for a meeting (in their premises) with key stakeholders and decision makers on the 7th of November, 2006.

The meeting was chaired by the Chairman of the Municipal Council. Other participants included the municipal engineer, ward councilors, Urban Development Specialist to the Commissioner of Municipal Administration, representatives from important NGO's and other stakeholders (besides the consultants).



Preliminary consultations at the kick off workshop helped establish contacts with various stakeholders. Interviews of various NGOs working in the area gave insights into the internal dynamics of the social fabric of the town.

It was decided that a two day training workshop would be conducted by the consulting team for municipal officials and a few elected representatives. Primarily three types of people need to be trained - the city manager, city engineer and the city finance manager. However in the social context such as in Colachel, it was essential that the elected representatives of the wards also be trained as these people greatly influence implementation of plan proposals. This would also ensure better understanding of issues in each ward, greater public participation and more realistic and pragmatic approach to implementation of plan proposals.

It was therefore decided that a group of 30 to 35 people including the key stakeholders of the Municipality, the ward councilors, representatives of citizen groups (Self help groups, NGO's); etc will be asked to participate in the training workshop. However the Chairman requested that all elected councilors be included in the training program as it would be beneficial in the long term. This would help cultivate systematic thinking and analytical reasoning. Besides it would also serve as a platform for the consulting team to build rapport with the key stakeholders and understand the town better in order to ensure a smooth process.

It was important that a few experts with local knowledge be involved in the workshop. Besides it had to be organized at a neutral venue so that each stakeholder felt at ease to express his point of view. The conference room of a Hotel close to the Municipality was utilized for this purpose. Key experts included Dr. S.P. Sekar (Professor at Anna University, Chennai) an expert in land management, Dr. Abdul Razak (Professor at Anna University, Chennai) a social scientist, Dr. Johnson Raj (Kanyakumari Resource Centre) a person with similar strategic planning experience in the southern region and Mr. B.R.Balachandran (Urban Planning Expert).

The workshop was held on the 5th and 6th of November. It was inaugurated by the District Collector Mr. Sunil Paliwal, IAS and was also covered by the media. Each day was organized such that there were presentations in the morning sessions by the experts and break out sessions/site visits in the afternoon. There were about 35 to 40 participants on each day.

2.2 Communication Strategy

It has been 2 years since the Tsunami struck the coast of Tamil Nadu. However the people of small towns and hamlets in coastal Tamil Nadu are still in hope of external assistance and free money. It is in the long term interest of these people to create awareness and build capacities of how they could help themselves. In order to enhance awareness and improve public outreach for the Strategic Planning Exercise that has been started a communications strategy is essential. Different stakeholder groups have been approached and asked to contribute to ideas for improvement of the town with a vision for the future. The following events have been conducted for the citizens of Colachel.

- Focus group discussions & generation of ideas – (Age Group: 35 and above) Self help groups, Elders, Professionals, etc.

5 focus group discussions (with about 10 people each) have been conducted in different zones of the town to involve diverse groups of people. Problems and potentials of Colachel town were discussed and a competition on generation of ideas for tomorrow was conducted in each of these groups. There are more than 300 self help groups in Colachel. Members of these groups have actively participated. Each of these discussions has been documented and minutes prepared.



- Youth discussions & debates (Age group 18 to 35)

4 youth debates have been conducted. The topic of debate was, "Do the youth of Colachel have a future here?" It was found that almost every community in Colachel had a Youth group that contributed to social activities in small ways. These were utilized to assemble participants in the debates.



- Competition for Children (Under 17)

Essay writing, drawing and elocution competitions were conducted in the schools of the city on 'Ideas for tomorrow'. There has been active participation on most fronts.



2.2.1 Assessment of post-Tsunami recovery and disaster mitigation

The issues covered included rehabilitation/reconstruction of housing and infrastructure, restoration of livelihoods and initiatives for disaster preparedness and mitigation. Through data collection and public consultations an assessment of the Municipality's recovery programs and their impact on beneficiaries as well as their overall usefulness was assessed. Reports of NGO's and the Kanyakumari District website proved helpful in this process.

2.2.2 Assessment of urban growth management and serviced land delivery

The issues covered included the legal and institutional framework for local spatial planning, status of land use planning and development control/ regulation. Spatial Planning practices were analyzed for their periodicity, timeliness and appropriateness of approach. An extrapolation of trends and analysis of potential opportunities and threats has also been done to assess future growth directions and need for augmentation of serviced urban land.

2.2.3 Assessment of status of municipal service delivery

An assessment of the status of municipal services delivery was carried out through a combination of data collection and consultations with citizens as well as concerned officials. Services covered included roads and transport, water supply, sanitation, primary health and education, etc.

2.2.4 Assessment of management capacity of the Municipality

Managerial efficiency of the Municipality in terms of finance management and human resource management has been assessed. Accounts statement over a period of 3 years has been collected for Revenue and Capital funds and analyzed. Further issues regarding organizational structure and roles and responsibilities have also been detailed out.

2.3 Stage 2 – City Visioning, Strategic and Action Planning

The consultants have assisted the Municipality in organizing a series of structured consultation processes leading up to a participatory Town Hall meeting. For each Mission Area, based on the rapid assessments, the consultants assisted the Core Team in carrying out SWOT analyses and arrive at objectives, strategies and proposed actions. These analytical outputs were presented at the Town Hall meeting to a larger gathering of stakeholders and further refined. The consultants also helped the Core Team in building consensus on a Vision Statement for Colachel, Mission Statements (objectives) for each mission area and an outline of specific actions.

The people of Colachel have formulated a vision based on their aspirations for the future as follows.

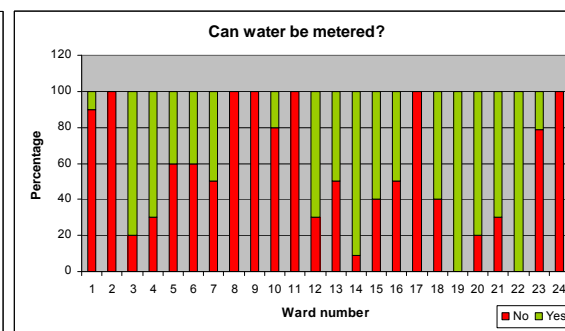
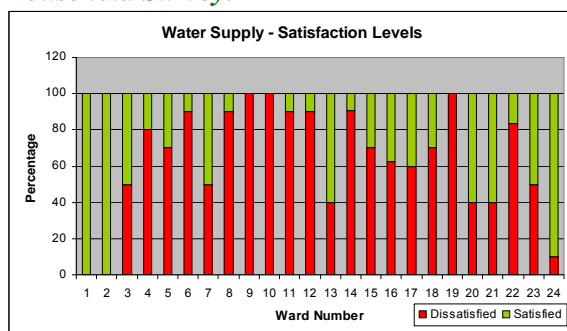
“An Attractive Tourist Destination and a Place of Diverse Economic and Education Opportunities for the Entire Region, and a Safe and Hygienic Living Environment”

Key plan components were decided upon by the stakeholders themselves in the training workshop. Other important sectors which cannot be ignored in the long term interests of the town have also been included. Each sector or focus area was then subjected to a SWOT analysis. This was done by the stakeholders with facilitation from the consultants. Key issues were identified in the stage 1 report and were further substantiated by the household surveys. About 250 households were surveyed (nearly 5 % of the households) and the data has been compiled. Considering the above, an objective has been worked out for each focus area. A set of strategies have then been formulated to achieve the objectives.

To illustrate, the status of water supply was analyzed as follows:

WATER SUPPLY**SWOT Analysis:**

Strengths Most of the houses have access to municipal water supply. Public taps are also adequate in most places The Pambur Vaikal, a fresh water stream, is a good source of water that presently flows into the sea	Weaknesses Municipal water supply is untreated. Due to frequent power failures the municipal water supply is unreliable and inadequate. Wells belonging to the Municipality are not maintained properly and many have become unusable.
Opportunities Water meters were in use earlier and can be brought back to use if service delivery is improved. The fresh water stream can be diverted and utilized before it reaches the sea.	Threats In the event of improved economic activity, a surge in population level is expected which will aggravate the current water inadequacy problem.

Household Survey:**Demand Supply Gaps**

No	Parameter/Component	Existing Levels & Norms				Service Gap				
		Service Level	Unit	Norms	Remarks	Existing	Current Demand	Gap	Demand By 2020	Unit
1	Water Supply	72	lpcd	120	Inadequate	17.13	28.54	11.42	42	lakh liters
2	Treatment Capacity	0	% of supply	100	Ground water does not require treatment	0	6	6.00	19.46	lakh liters
3	Storage capacity	80	% of supply	33	Adequate	13.9	9.42	-	13.86	lakh liters
4	Distribution system coverage	97	% of roads	85	Good but existing length of roads are inadequate for the town	29.92	42.5	12.58	12.58	Km
5	Non revenue water/ Unaccounted For Water	NA	% of supply	15	NA	NA	NA	NA	NA	

Objectives

Every household should have a water supply connection and 120 lpcd of water will be supplied.

Approach and Cost Estimates

At present 17.12 lakh liters of water are sourced from Vellipilliyar coil (a ground water source) and distributed. The quantity of supply is 72 lpcd and water is supplied for 15 minutes to an hour. If the benchmark for water supply is taken as 120 lpcd as prescribed by Tamil Nadu government then the present gap is estimated at 11.5 lakh liters. The Vellipilliyar coil source is quickly depleting and therefore we assume that of the total shortfall only 5.5 lakh liters may be sourced from there. It is assumed that another 6 lakh liters may be obtained from the Pambur Vaikal (a surface water source). This must be treated and distributed. There are 7 OHT with a total capacity of 13.9 lakh liters. Another 3 OHTs with capacity of 3 lakh liters have been proposed under the Tsunami reconstruction program.

Cost Estimates					
No.	Item	Unit	Rate per Unit	Quantity	Cost
Capital Projects					
1	Source Augmentation	Lakh Liters	75000	11.5	862500
2	Treatment	Lakh Liters	150000	6	900000
3	Reservoirs	Lakh Liters	60000	3	180000
4	Distribution Network	Sq Km	300000	20	6000000
	TOTAL				7,942,500.00
Awareness & Training Programs					
1	Rain Water Harvesting				25000
	TOTAL				25,000.00
Detailed Assessments					
1	Preparation of Master Plan for Water Supply				200000
	TOTAL				200,000.00

Support Systems and Sustenance Measures	Other Actions and Measures
<p>Introduce slabs for connection and monthly charges depending on income levels – at present Rs.1200 is collected as 1 time charge and Rs.42 as monthly charges for domestic connection</p> <p>Improve water tax collection efficiency to 80%</p> <p>Revision of tariff every five years starting 2008-09 by 25%</p> <p>Promote rain water harvesting</p> <p>Position well trained and reliable staff in the regular operation and maintenance of pumps, etc</p>	<p>Prepare an asset inventory and map the water supply system for effective monitoring</p> <p>Protect catchment area of the Pambur Vaikal from contamination</p> <p>Commission a detailed study for assessing future water requirements</p> <p>Develop a comprehensive watershed management plan for the town including details of groundwater availability, use, potential and develop a policy and legal framework to use and replenish groundwater</p> <p>Promote individual water House Service Connections even in slum locations and discourage Public Service Points as a policy measure to increase accountability</p>

Implementation Strategies

The municipality has undertaken the construction of 3 water tanks of 3 lakh liters capacity and 3 bore wells for augmenting their water supply by 2 lakh liters under the tsunami relief and reconstruction works in the current year. The Tamil Nadu Urban Finance & Infrastructure Corporation Limited (TNUFICL) channels funds through various programmes of the Government of India for urban infrastructure. The municipality has also prepared project reports for funding under the UIDSSMT (Urban Infrastructure for Small and Medium Town) project of government of India. Besides this, TNUFICL is also willing to provide loans to urban local bodies for creation of assets for basic infrastructure. Therefore the town must ideally utilize the tsunami funds to create the first phase of assets and improve its financial situation and then avail of the loans available from the state government.

Other action plans include a growth management plan consisting of proposals for augmentation of infrastructure and serviced urban land (as necessary), an institutional reform agenda, and capacity building initiatives for the urban local body. Each infrastructure project has been described in terms of its coverage, general specifications, and financial implications, possible sources of finance and implementation strategy. A road map for institutionalizing the process of preparing strategic plans from time to time has also been prepared. The consultants have prepared the proceedings of the City Visioning Town Hall Meeting and all preparatory consultations.

2.4 Stage 3 – Investment Planning

The third and last stage of work involved detailed discussions with potential implementing agencies for sharply defining the proposed strategies and actions. During this stage we prepared standardized project briefs for all the proposed actions outlining the objective of the proposed action, its rationale/ beneficial outcomes, specific tasks to be performed, implementing agency and estimated costs and revenues. A preliminary viability assessment for the projects has been carried out. Special emphasis has been given for strategizing Public - Private Partnerships.

The third workshop where projects were prioritized was held on 7th April 2007. Most of the members who participated on the training and visioning workshop were present. As the chairman suggested, some other important citizens such as doctors, missionaries and heads of institutions were also invited.



Each member was given a list of projects belonging to different sectors and was asked to rank them in the order of importance. The following is a consolidated list of projects with their ranking. As a general rule this prioritization has been considered while preparing the phasing plan.

Prioritization of projects at the third workshop

Sector	Projects	Final Rank
Water Supply	Increasing Water Supply to 120 lpcd	1
Water Supply	Treating water that will be obtained from the surface water source	2
Water Bodies	Desilting and cleaning of the entire length of AVM Channel	3
Waste Water Treatment	Decentralized Waste Water Treatment Systems through out the city	4
Solid Waste Management	Decentralized Solid waste management and vermi composting for the town	5
Storm Water Management	Upgradation of about 8 km. of open drains to closed drains	6
Solid Waste Management	Acquisition of additional handcarts to collect the non-biodegradable waste	7
Storm Water Management	New formation of about 25 km. of closed drains	8
Water Bodies	Desilting and cleaning of Valliyar Kullam,	9
Waste Water Treatment	Atleast 50 km length of shallow sewer lines to feed into the DEWATS systems	10
Water Bodies	Development and beautification of surroundings & connection lines from storm water drains to AVM Channel	11
Development of Roads & Networks	Widening, strengthening and proper designing of arterial & sub-arterial roads (about 15 km)	12
Water Bodies	Desilting and cleaning of Pambur Vaikal	13
Development of Roads & Networks	6m wide internal roads as proposed in the drawing (assuming that people contribute the land) with pedestrian pathway	14
Waste Water Treatment	Public convenience systems – 20 additional units of 6 seats each, either as ‘pay & use’ or between a group of families to ensure better maintenance	15
Development of Roads & Networks	12m wide road along the length of Pambur Vaikal (assuming that people contribute the land) with pedestrian path way	16
Water Bodies	Strengthening and lining of banks of water bodies	17
Development of Roads & Networks	Upgradation of 8 km of earthen road to BT road	18
Storm Water Management	Desilting and strengthening of about 5 km. of primary drains in city	19
Local Economic Development	Setting up of two fish peeling and processing units near existing ice plants	20
Water Supply	Distribution network augmentation by 25 km length	21

Sector	Projects	Final Rank
<i>Social Infrastructure</i>	<i>Setting up vocational training institutes</i>	22
<i>Local Economic Development</i>	<i>Marketing strategies for hand woven garments produced locally</i>	23
<i>Land Management</i>	<i>Wards 16 & 17 could be taken up for a land pooling and reconstitution exercise for creation of better access and infrastructure if the stakeholders are willing to participate and cooperate</i>	24
<i>Local Economic Development</i>	<i>Setting up of two coconut processing units in sick industrial units in the northern wards</i>	25
<i>Social Infrastructure</i>	<i>Set up a city level library</i>	26
<i>Social Infrastructure</i>	<i>Utilize un-buildable areas within the CRZ for games, playgrounds, etc.</i>	27
<i>Development of Roads & Networks</i>	<i>Street lights – about 88 nos.</i>	28
<i>Social Infrastructure</i>	<i>Part fund schools to set up libraries and maintain playgrounds</i>	29
<i>Organizational Development</i>	<i>Creation of zone offices each serving a few wards for better interface with citizens</i>	30
<i>Social Infrastructure</i>	<i>Setting up of a good college</i>	31
<i>Organizational Development</i>	<i>Property tax thru GIS</i>	32

A Capital Investment Plan in line with the identified vision for Colachel has been prepared through a comprehensive process of assessment of the physical and social infrastructure sectors and stakeholder consultations. The strategies adopted primarily have three dimensions; improving service delivery by efficiency measures, improving service delivery by creating infrastructure assets, and improving the governance aspects of Colachel.

The consolidated cost estimates for the projects proposed under the strategic development plan and the suggested phasing of investments are as follows:

Summarized Capital Investment Plan & Phasing										
Sector/Component	Total Investment	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	
	(Rs. Lakhs)									
1	<i>Water Supply</i>	81.7	18.3	13.9	16.5	16.5	16.5	0.0	0.0	0.0
2	<i>Conservation of Water Bodies & Storm Water Drains</i>	659.5	121.9	135.6	135.6	135.6	46.8	28.0	28.0	28.0
3	<i>Waste Water Treatment</i>	562.3	149.3	126.0	126.0	84.0	77.0	0.0	0.0	0.0
4	<i>Solid Waste Management</i>	30.5	15.5	15.0	0.0	0.0	0.0	0.0	0.0	0.0
5	<i>Roads</i>	1125.5	13.0	32.5	32.5	227.5	220.0	200.0	200.0	200.0

Summarized Capital Investment Plan & Phasing										
Sector/Component		Total Investment	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15
		(Rs. Lakhs)								
6	Local Economic Development	31.0	0.0	5.0	4.0	12.0	10.0	0.0	0.0	0.0
7	Social Infrastructure	6.0	0.0	0.0	0.0	0.0	6.0	0.0	0.0	0.0
8	Organizational Development	42.5	0.0	0.5	17.0	3.0	3.0	3.0	8.0	8.0
TOTAL		2538.9	317.9	328.5	331.6	478.6	379.3	231.0	236.0	236.0
					<i>Investment up to 2011-12</i>	1835.9	<i>Investment up to 2014-15</i>		2538	
					<i>Percentage of total investment</i>	72	<i>Percentage of total investment</i>		100	

3 Constraints and Key Learnings

While the process adopted follows the scope of work drawn in the beginning of the project, slight modifications and mid-course corrections were required in the course of the process considering the complexity of the situation and requirements of the context.

3.1 Preparedness of the Town for the Strategic Development Plan exercise

Availability of databases

Maps for the jurisdiction of the urban local body were available with the directorate of town and country planning, which were used for preparation of the master plan. While these had physical features and plots marked, the ward boundaries had changed since these maps were made. Moreover no information was available in digital format. These had to be digitized in the course of the process.

Other demographic information was obtained from the census data and information collected post tsunami. Details of assets of the municipality, services and other cadastral information were also available with the municipality. However details of accounts were not available. Details of revenue and expenditure obtained from different sources seemed unreliable as there were many discrepancies between them. In the absence of a municipal accountant there was no one to clarify our queries. The process of collection of data took longer than expected as these had to be obtained from various sources.

Earlier planning processes

The town had no precedence of such strategic planning exercises and therefore it took a while to communicate the merit of such an exercise to the important stakeholders of the municipality. Statutory Master plans were made from time to time (this has been reviewed in great detail in the Strategic Plan report). However there was no public consultation involved in this process and there

is no means of implementing plan proposals or integrating proposals with the municipal budget. Moreover quite often the master plans have no correlation to ground reality.

Financial status/reforms in place

Double entry system of accounting has been implemented in all the ULBs of Tamil Nadu state. However as there is no accountant in the municipality, accounts are not up to date. We were able to obtain only hand written accounts (which were incomplete). Also the implementation of accounting reform does not naturally lead to better financial health of the municipality. No proactive efforts have been undertaken to improve their financial health. The dependence on state devolution of funds is extremely high.

Leadership and managerial capacity of the municipality

While the chairman of the municipality is pro-active and takes interest in ensuring smooth functioning of the municipality, the executive functions have had a rough course in the recent past. Three municipal commissioners were changed in the time taken to complete the strategic development plan. Also many positions in the municipality are vacant and therefore functional efficiency of the municipality is far lower than optimal.

Availability of Organized Stakeholder groups

A phenomenon common to a post disaster situation, is that stakeholder groups are more or less organized. This is usually requirement for doles, relief and later to receive monies for reconstruction and rehabilitation. Therefore not only were the stakeholder groups well organized, they were also well represented at meetings and were active participants through out the strategic planning exercise.

3.2 Community Participation in the process

Community participation and involvement in each step of the planning process was very good and therefore we are sure that the proposed projects are grounded in reality and are useful for the town in the long term.

Communication Strategies

This formed a very important part of the exercise as it helped the field team build rapport with the citizens. The consultant team would often be asked in the consultations if they were donating money for construction of houses or other reconstruction/rehabilitation efforts. It was only through the various strategies applied for different age groups that we were able to communicate why such an exercise is required for the town and why citizens should participate with enthusiasm. However if this step was anticipated in the beginning of the exercise this could have been incorporated into the work schedule more effectively.

Visits to each ward

The elected representatives of each ward were important stakeholders in the process as they represented concerns of different groups. But as it was often difficult for them to communicate the situation in their respective areas, this step was useful. Visits were made to each ward and detailed documentation was carried out.

Citizens' survey

About 250 households (roughly 5%) of the population were covered. This process provided a good understanding of the qualitative aspects of municipal service delivery. The citizen's survey also played a vital role in prioritizing projects.

Workshops

Workshops at every stage were check posts of the work done in that stage and brought out useful insights to the planning process. The workshops also provided a formal platform for the interaction of various stakeholder groups.

3.3 Making projections and preparation of project briefs

A note by the TNUDP III in 2004 estimates Colachel's population at 26672. However the average decadal growth rate in the last 5 decades has been 12 %, but in the last decade there was a decrease in the population. Projection of population for a town of this size is complex and can at best be intuitive. Therefore for the purpose of calculation the population is taken as 35000 by the year 2020. This will however happen only if there is substantial improvement in land management and infrastructure development and subsequently the urban local body enters into a positive cycle of investment and services. Therefore for the purpose of the capital investment plan, only the present shortfall in infrastructure has been accounted for (which in itself is substantial), although the future requirement has been calculated in each case.

3.4 Making a Financial Operation Plan

The next step in the process would be the preparation of a Financial Operation Plan where these investments will be integrated with the financial projections of the municipality. Further the viability gap can be analyzed based on an assessment of the financial sustainability of the investments after factoring in availability of loans and grants. However this has been difficult to achieve within the scope of the GUGSA project owing to time constraints and unavailability of accurate data on income and expenditure.

4 Demonstrating Principles of Good Urban Governance

Participation

The tangible outcomes of this project are clearly defined as deliverables (such as the visioning exercise, the spatial strategy, the bundle of infrastructure projects and the investment plan). The entire process integrates participatory approaches at every stage. Thus it is a 'plan by the people' rather than a 'plan for the people'. The more intangible, but greater benefit of this exercise for the people of Colachel town is the inculcation of methodical thinking and analytical approach to urban management.

Transparency

At every stage in the process, decisions and proposals have been made public through consultations and publications. Thus a lot importance has been given to transparency in the entire process

Predictability

The proposals in the Strategic Development Plan lay great emphasis on the public private partnerships and community managed assets and infrastructure over centralized systems. This in itself promotes predictability in service delivery

It is envisaged that the process of preparation and periodic review of Strategic Development Plans will be institutionalized; and thus Colachel Municipality will serve as a role model for good governance and growth management practices in the region. In the reform action plan suggested as part of organizational development of the urban local body, emphasis has been given on the need for increased transparency and accountability.

5 Outcomes of the Demonstration Project

A few projects that evolved as important in the prioritization were taken up for further work.

Solid Waste Management

Following the identification of projects for the recovery and development of Colachel Municipality through the preparation of the Strategic Development Plan, the key stakeholders of the Colachel Municipality felt that it was important to see live examples of the projects identified under improvement of sanitation for the town.

The implementation strategy of the projects such as decentralized solid waste management and waste water management, included participation of self help groups from the town in order to enhance livelihood opportunities for them. As sanitation is of utmost importance to the town, the chairman of the municipal council organized a group of 7 members including him, to visit case studies as suggested by the consultants. The consultants organized a two-day trip to Pondicherry, Auroville and Chennai.



DEWATS at Auroville



Vermi-Composting, Pondicherry

Subsequently the consultants helped the municipality write a scope of work and draft an MOU with a consultant for training and implementation of decentralized solid waste management and vermicomposting in the municipality

Creating a Data Base

As part of the planning process, the consultants have already created a digital base map of Colachel town with all physical features marked in the Master Plan. All property/block boundaries with respective survey numbers and building boundaries have also been digitized. This base map will now be converted to an appropriate GIS platform that the municipal officials can use.





Good Urban Governance in South Asia (GUGSA)

DOCUMENTATION OF CASE STUDIES

INDIA

Good Urban Governance Practices in India after the Tsunami – Case Studies from Tamil Nadu

Prepared by
Community
Consulting India
(CCI)





Good Urban Governance in South Asia - Tamil Nadu, India

Experience of Nagapattinam and Kanyakumari Districts

தெற்கு ஆசியாவில் சிறந்த நகர உள்ளாட்சி
– தமிழ்நாடு, இந்தியா

நாகப்பட்டினம் மற்றும் கன்னியாகுமரி மாவட்டங்களின் அனுபவங்கள்



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Case Study Development - Introduction

Background of Study

In an effort to promote Good Urban Governance in South Asia (GUGSA), USAID, as part of RUDO's GUGSA project, in collaboration with the bilateral USAID Missions of the region, had initiated an activity in October 2001 in three locations. Documentation, dissemination, and demonstration of best practices from the Local Government Bodies are the essence of this activity.

On 26th December 2004, a tsunami struck the coastal areas of Tamil Nadu, Andhra Pradesh, Pondicherry, Kerala, and Andaman Nicobar islands. After this tragedy, the scope of GUGSA was modified to include post-Tsunami Rehabilitation works and the coverage was also extended to include India, Thailand and Indonesia.

Topical Inventory: As part of RUDO's project, a Topical Inventory has been prepared by CCI providing comprehensive information on such of the relief efforts undertaken by notable actors, in the wake of tsunami in Tamil Nadu. The best among these relief efforts have also been validated against the good governance principles in this inventory.

CCI's Case Study Report: As a follow up of this inventory, CCI has also developed a case study report covering Nagapattinam and Kanyakumari which were the worst affected districts in Tamil Nadu by December 2004 tsunami (Fig: 1). Here is the abridged version of CCI's case study report.

General Information

Coastal belt of Tamil Nadu: The State of Tamil Nadu has a coastal belt of 1,016 Km stretching all along its East side and another belt of 60 Km stretching along its West side. The entire length of coastal belts of Tamil Nadu constitutes around 12% of the total length of coastal belts of India and it is spread across 13 districts of the State.

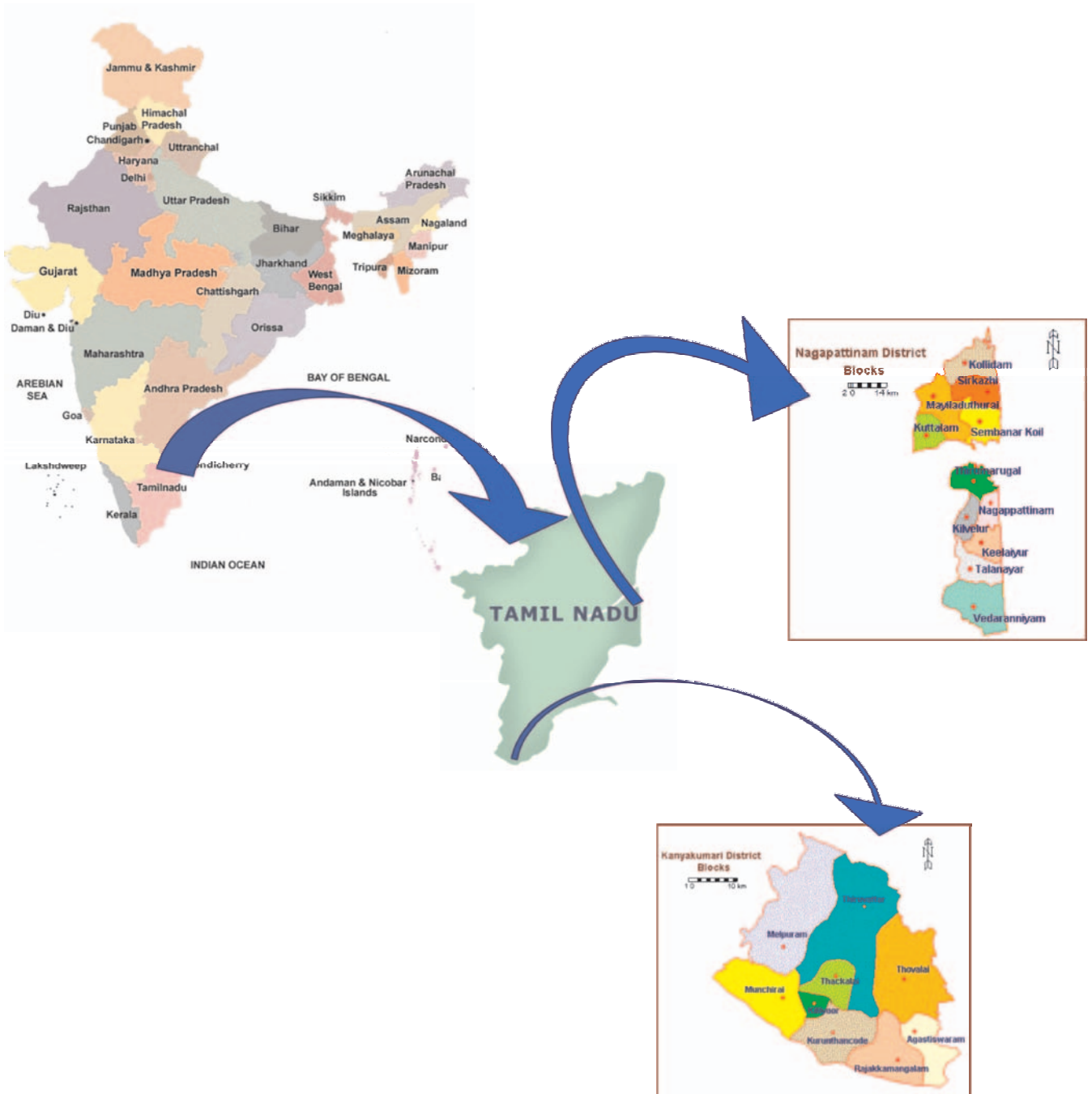
Local Governance in Tamil Nadu: The present system of local governance in Tamil Nadu follows the 73rd and 74th Amendment to the Constitution of India. Subsequently, the GoTN, enacted the Tamil Nadu Panchayats Act, 1994, replacing the earlier Act, and also amended the relevant provisions of various Acts relating to urban local bodies.

The prevailing local governance bodies in Tamil Nadu are categorized into 'rural local bodies' and 'urban local bodies'. Panchayat Unions and

Panchayats come under rural local bodies category. Urban local bodies include Municipal Corporations, Municipalities, and Town Panchayats (earlier designated as Special Village Panchayats).

Disaster Management System in Tamil Nadu: Tamil Nadu State is one of the largest States in India consisting of 30 districts, 206 taluks, 6 municipal corporations, 152 municipalities and around 12,500 village panchayats. Even before the Tsunami, a disaster management system existed in the Government of Tamil Nadu. At state level, Office of the Commissioner of Municipal Administration and, at district level, the Collectors have always been the focal points during disaster management occasions. At local level, Non-governmental Organizations and Faith-based Organizations spontaneously come forward to complement the efforts of GoTN during disasters.

Figure 1 - Map of India, Tamil Nadu, Nagapattinam District, and Kanyakumari District



Considering the severity of the Tsunami and the extent of relief activities needed, the GoTN decided to dispense with the usual disaster management system and, instead, created a special system to mitigate the devastating after effects of tsunami. Similarly, the NGOs and FBOs evolved their own systems to support / complement the activities GoTN.

Location and Actors

The December 2004 tsunami crippled the Tamil Nadu coastal economy as never before. However Nagapattinam and Kanyakumari were the worst affected districts considering the loss of lives and properties. Most notable actors who were involved in the relief operations in Nagapattinam district were the District Administration and the Velankanni Church. In Kanyakumari district it was the District Administration and the Kottar Social Service Society (KSSS) who were predominantly involved in the relief operations



Figure 2 - Mr. Kandaswamy, Relief & Rehabilitation Officer of Nagapattinam District Administration, explaining relief measures undertaken by the District Administration

Methodology

For the development of the Case Study, tools and methodology used include discussions and the questionnaires that were used in individual and group interviews and household surveys. The respondents' perception about the adherence of five principles of good governance practices were inferred from the replies given by them during household survey and discussions.

Discussions: Discussions were held with the selected government and non-government organizations, including faith based institutions.

Questionnaires: Two questionnaires were designed. The first questionnaire was used in the survey among the Tsunami affected sample households. Questions had been framed to collect information about the various post-Tsunami relief activities with reference to their quality, quantity, and timeliness. The quality of relief activities was with reference to the level of satisfaction of the affected households. Additional questions were framed to ascertain the views of the affected households as to which of the activities they considered unique or stood out. The second questionnaire was designed to gather particulars from the institutions / organizations about their specific / specialized activities they were engaged in during the post Tsunami relief operations and which activity they considered unique.

Good Governance Practices: The practices claimed as best by the relief providers were further validated by applying the principles of Good Urban Governance viz Transparency, Predictability, Accountability, Rule of Law, and Participation

Comparative Picture

A comparative picture of the relief efforts in these two districts by the respective district / local administration vis-à-vis that undertaken by a faith based institution has been presented. The purpose of this comparison is only to bring out the complementary nature of the best practices of the relief providers and not to judge the best relief provider.

Attributes: The relief practices of the District Administration vis-à-vis a FBO could be compared only based on certain attributes displayed by the two

relief providers in the post-tsunami scenario. Following are the attributes considered for the comparative study.

- Promptness and speed of relief operations
- Mode of operations
- Scale of operations
- Professional / scientific way of carrying out relief practices
- Flexibility shown during operations
- Coordination and cooperation with other relief providers
- Coverage of victims
- Quality of operations

Case Study Development

Comparative Study

Nagapattinam District

Figure 3 : Velankanni Church



Profile Of Nagapattinam District

Nagapattinam District lies on the east coast to the south of Cuddalore district and to the east of Tiruvarur district. Most part of the district is flat plain, sloping very gently to the coast on the east. The total geographical area of the district is about 3536.38 sq. km. The district has a 187.9 km long coastline stretching from Kodiyampalayam in the North to Kodikarai in the South which constitutes about 15 per cent of the coastline of Tamil Nadu.

Relief Activities Undertaken In Nagapattinam

The District Administration and the Velankanni Church were the notable actors in the post tsunami scenario in Nagapattinam district according to the result of the survey undertaken by CCI. The Relief activities undertaken by the Nagapattinam District and Velankanni Church are tabulated below.

Activities Undertaken - An Comparison

Nagapattinam District Administration

Rescue of Survivors
 Removal and Disposal of Deceased
 Emergency Transportation
 Counseling
 Providing Health Care
 Sustenance Support Supply of Food
 Restoration of Water Supply
 Establishing Relief Camps
 Provision of Sanitary Facilities
 Restoration of Electricity
 Restoration of Communication Facilities
 Supply of Non-food Materials
 Providing Logistics
 Coordination with NGOs
 Monitoring Relief Operations
 Media Management
 Tackling tsunami rumours
 Education
 Children Care (Orphaned Children)
 Cash/Food Program

Velankanni Church

Rescue of Survivors
 Removal and Disposal of Deceased
 Emergency Transportation
 Counseling
 Providing Health Care
 Sustenance Support Supply of Food
 Restoration of Water Supply
 Establishing Relief Camps
 Provision of Sanitary Facilities
 Not Undertaken
 Restoration of Communication Facilities
 Supply of Non-food Materials
 Not Undertaken
 Coordination with NGOs
 Monitoring Relief Operations
 Media Management
 Not Undertaken
 Education
 Not Undertaken
 Cash/Food Program

Comparative Picture - Nagapattinam District Administration and Velankanni Church

Following is the comparative analysis carried out by applying the attributes seen, to the various activities undertaken by the District Administration and the Velankanni Church.

Promptness and speed with which relief operations were carried out: Both the Nagapattinam District Administration and the Velankanni Church were prompt and fast in carrying out relief operations. However, the District Administration's services were more commendable for the swiftness shown. Following are the description of the relief activities that would indicate the promptness and speed with which relief operations were carried out in Nagapattinam district.

Rescue of affected people: Even though the rescue operations were undertaken spontaneously by the local community, the Nagapattinam District Administration swiftly chipped in to carry out the rescue operations with the support from Navy and Army, and under the direction of GoTN. Navy was drafted into relief works particularly for rescue works, so that stranded and affected people were rescued in time. Navy performed helicopter reconnaissance to locate and rescue stranded people in inaccessible areas. Velankanni Church also carried out rescue operations through its volunteers in association with local NGOs, but the major portion of the rescue activity was shouldered by the local community with the support of local NGOs.

Emergency transportation: To expedite the process of transporting affected people to safe

places, the District Administration pressed into service the Tamil Nadu State Transport Corporation's (TNSTC) fleet of 176 buses. The Transport Corporation buses started carrying the affected public to far off places from the seashore. On the day of the disaster, 1,16,320 passengers were transported to various safer places. Similarly on the instructions of the local revenue and police officials, the passengers were brought back to their nearest relief camps set up by the District Administration. Velankanni Church was also swift in providing transportation services though it operated on a minuscule basis in transporting affected people to hospital or relief camps, by operating its own fleet of vehicles and by hiring additional vehicles.

Formation of Special Teams: To carry out relief activities on war-footing, the District Administration formed 11 Special Teams that covered all the worst affected areas in Nagapattinam district. Velankanni Church covered only the affected town area.

Mode of operations: The District Administration is headed by the District Collector from Indian Administrative Services (IAS) . Regional heads of all of the state departments report to the Collector. The Collector is assisted by Deputy Collectors, District Revenue Officer and the Project Officer of the District Rural



Figure 4 Temporary shelters for affected people

Development Agency. District Administration functions under the orders/directives of the Government of Tamil Nadu. During tsunami, the Relief Commissioner headed the State's entire relief operations and directed the District Administration.

Velankanni Church: The Rector & Parish Priest is the head of the Shrine administration, followed by the Procurator who controls the financial transactions. Five other Priests look into the various departments in the Shrine. In addition to these Rev. Fathers who are put up in the administrative set-up of the Shrine, aged Priests appointed here, extend their cooperation in the smooth running of the administration. During Tsunami, the Rector & Parish Priest and few other priests undertook relief activities, with the support of local NGOs

Scale of operations

To fully comprehend the scale of relief operations undertaken by the Nagapattinam District Administration and the Velankanni Church, the following two factors need to be considered:

- Geographies / regions covered
- Number of activities undertaken

Geographies / regions covered: The Nagapattinam District Administration undertook relief operations through out the district. The District Administration covered all the tsunami affected municipalities, town panchayats, and villages during its relief operations. Velankanni Church's operations were confined to the Velankanni Town Panchayat area alone.

Number of activities undertaken: The District Administration divided relief operations into three phases. The first phase consisted of search, rescue and evacuation, organizing cremation / burial of the dead and organizing

relief camps. The second phase focused on providing immediate relief and the third phase on permanent rehabilitation. The District Administration undertook as many activities as needed to rescue and relieve people. Velankanni Church too followed a similar type of relief plans, though the number and coverage of relief activities were less compared to that of the District Administration.



Figure 5 Public convenience in a temporary shelter

Professional / scientific way of carrying out relief practices

The District Administration, with the guidance of the State government, planned and executed many of its entire relief operations professionally. Formation of 11 Special Teams, establishing coordination forum for NGOs, performing mass burial of deceased, and utilizing the services of Army and Navy were some of the examples for the professionalism exhibited by the District Administration. Though Velankanni Church's efforts, were effective and timely, they were not unique and professional

In disposing the deceased, the District Administration performed a praise-worthy and replicable professional practice. To prevent outbreak of any epidemics, the dead bodies should be disposed as quickly as possible and in a scientific way. To make the disposal or burial very scientific to avoid any possible health hazards, the District Administration used Cellrich, a bio-decomposing agent which fastens the process

of decomposition. Mapping of these new burial grounds was done and regular monitoring was also carried out by the government officials.

In providing counseling services, the Nagapattinam District Administration leveraged the services of doctors / psychiatrists of almost all the government hospitals in Tamil Nadu, besides accepting / allowing the non-governmental agencies to serve the psychologically affected people. The professional and para medical professional mental health staff infrastructure were strengthened at the village, primary health centre and district level. Training was provided to these staff at all levels.

Flexibility shown during relief operations: Flexibility is a critical factor for the success of any relief efforts. Receiving feedbacks and making necessary changes in the relief practices are very important in providing relief to affected people after any disaster.

Organizational Structure Created During Relief Operations: As mentioned earlier, the District Administration works under the orders given by the State government. The issuance of orders by the State government and the implementation of the orders is a procedural system. Moreover, the entire government machinery works in a hierarchical way to ensure order and uniformity. During the tsunami relief operations, the GoTN was extremely flexible to ensure that procedural adherence does not impede or slow down the relief operations.

Disposal of Deceased: It is the usual practice of the government to perform postmortem of the deceased in a calamity. The GoTN did away with the usual procedure of doing post-mortem and enabled the District Administration to carry out the disposal of deceased quickly and effectively.

Sustenance Support: The District Administration started supplying food to the affected people, right from the day of the disaster. After few days, it came to the notice that the people in relief camps were not interested in taking food packets, which was packed hours earlier and distributed much later and desired fresh food. The District Administration immediately took remedial action through the area teams whose first task was to start local cooking-centres in the relief camps itself.

Formation of Area Teams: To meet the challenge of reaching out to every one of the affected habitations equally and effectively, a team of Ministers headed by the PWD Minister had a brainstorming session with the available officials. It was in this meeting that the innovative idea of formation of 11 self-contained Area Teams, each of which will cover 6-7 contiguous habitations came up. This turned out to be a master stroke in the relief phase. Each team was supervised by a Minister / Board Chairman with one Indian Administrative Service (IAS) officer as the team leader. Each team leader (IAS officer) was given Rs. 0.5 million in cash and the financial freedom to take on-the-spot decisions regarding expenditure. There was no need for him / her to take prior permission from headquarters to spend this amount. Due to this freedom, the team leaders were able to speed up activities like hiring of vehicles for transport of relief materials, hiring of earth moving



Figure 6 Interiors of a temporary shelter

hiring of water tankers, engaging of sanitary workers, etc. This approach proved to be a blessing to speed up the process of relief. The members of the team were as follows:

Chairman,
 Team Leader (IAS Officer),
 Project Officer of the District Rural Development Agency,
 Tahsildar
 Deputy Tahsildar,
 Deputy Collector,
 Representatives from Electricity Board, Highways Department, Public Works Department, Tamil Nadu Water Supply and Drainage Board, Town Panchayat, Fisheries Department, Municipal Administration, and Public Health Department.

Each team leader and member brought in his / her capacity and experience coupled with men, material and machines under his / her control. This ensured that the local and existing staff got the much needed support of spot decisions.

Presence of Ministers and elected representatives to oversee relief activities of the teams gave the feeling of visible governance while teams took quick commonsense decisions and also started producing the much needed results. Daily press briefings gave correct information, and complaints about missing persons could be registered in the Collectorate. The 11 Teams literally functioned as mini-collectorates in the field with daily debriefings in the Collectorate late in the nights for stocktaking on the requirements of men, materials and other issues in the field which required Collectorate level co-ordination. Needless to add Area Team formation was the most important turning point in relief phase. The overall coordination by the PWD Minister and the innovative efforts put in by IAS officers and their teams, sharing of best practices from the field, healthy competition among the teams to finish the tasks on hand were instrumental in speeding up relief operations.

- The Teams took charge of the relief activities in the worst affected Nagapattinam District and was assisting the Nagapattinam District Administration. The formation of the above Teams by the GoTN was widely appreciated and it was felt that the following critical factors were observed to be the key for strong institutional response:
- To provide adequate, credible decision-making capacities, the postings of senior officers, the IAS included, was executed rapidly in a well-thought out manner. Most of these officers were those who were well-known for their competency, commitment, knowledge of local conditions, and familiarity with the affected communities.
- While Ministers accompanied the Teams, political representatives seemed to have been given clear guidelines that led to minimal political interference in the work of the administration.
- The devolution of powers, administrative and financial, was also promptly given effect to. Initially, each Collector was authorised to draw up to Rs. 10 million to deal with a range of immediate requirements according to their discretion.

The administrative and financial devolution continued further. Designated officers, normally having only limited powers, who were responsible for relief camps were also given administrative and financial powers. This made administrative and financial decision-making faster and more adaptable to local needs and conditions.

Coordination and cooperation with other relief providers

Both the Nagapattinam District Administration and the Velankanni Church cooperated and coordinated with various relief providers whenever necessary and wherever possible. Velankanni Church worked with the local NGOs during the rescue phase and in a few relief activities like providing sustenance support, clothes, medical kits etc. But the District Administration's efforts caught the attention of many because of its efforts to set up a forum for coordination between government and NGOs and among the NGOs themselves.

Immediately after the tsunami struck Nagapattinam, scores of Non-Governmental Organisations (NGOs) and also several voluntary groups, corporate houses, charities, public and private sector enterprises rushed in to undertake relief practices for the benefit of the people of Nagapattinam. In the initial stages, in Nagapattinam alone 419 different organizations came with various offers of assistance. Knowing the risks of fragmented approach in relief operations of a large -scale, an NGO Co-ordination Centre was immediately set up and more importantly the control of the Centre was handed over to the NGOs themselves.

With a view to effectively use the services of NGOs right from day one, the District Administration maintained a very cordial relationship with them. In the initial days, daily co-ordination meetings were conducted with NGOs to sort out the issues then and there. The NGO Co-ordination Centre was provided a permanent place in the Collectorate and the receipt and disbursement of the NGO relief material was coordinated smoothly.

The District Administration and all its senior officials including District Collector, Additional Collector, Project Officer of DRDA, District Revenue Officer and the Special Deputy Collectors were also readily accessible to individual NGOs to redress issues faced by them immediately, in addition to conducting periodic review meetings on livelihood, temporary shelters, permanent shelters and other emergency issues requiring continued co-ordination.

Coverage of victims: Velankanni Church deserves special mention for its massive humanitarian efforts undertaken during the period of crisis. But the Church's relief efforts addressed only the needs of the local community majorly the Christians, as they resided in the neighbourhood of the Church.

Moreover, the focus during relief was only on human beings and not on livestock. The District Administration's practices in this connection, which are given below, merit consideration

Livestock: Most of the livestock died due to asphyxiation and drowning. The staff of the Animal Husbandry Department arranged and supervised the burial of these carcasses scientifically using disinfectants to prevent outbreak of epidemic. Relief in cash was given for the loss of cattle, graded murrh, calves, goats and sheep. Injured animals were also treated by the departmental staff.

Tsunami-orphaned children: An orphanage was opened under the Social Welfare Department for the benefit of children orphaned by tsunami. The Home (orphanage) provided residential school-cum-study facilities for the most unfortunate survivors of tsunami, i.e. children who had lost both or either of their parents. The Social Welfare Department took care of all the needs such as shelter, food, clothing and education. The students up to the age of 10 were given classes in the orphanage itself, while the student above the age of 10 were facilitated to attend formal schools close to the orphanage. In the initial days counseling was given to the children by professional counselors. Periodic medical check up

Figure 7 Children in the temporary camps



and treatment were given to the resident children on alternative days by the Health Department. Entertainment programs such as music, magic show, mimicry, special dance, songs have also been arranged for the children. Sports materials for indoor and outdoor games were provided to children so that they get opportunity not only to study but also to play. On Sundays, yoga and karate classes were conducted by voluntary organizations. A library containing books, dictionaries, comics, drawing, painting, etc was also set up in the premises.

Women who had lost their child / children: In tsunami 6,065 persons lost their lives out of which around 1,800 were children. Some of the families lost all of their children and expressed desire to reverse their sterilisation to have children again. Such women opted for recanalisation, which is a procedure that reverses sterilisation through a microsurgery in the abdomen. The Government had provided Rs. 25,000/- for each case of recanalisation and around 18 such women have undergone sterilisation.

Quality of operations: Quality of relief practices is ascertained by the number and adequacy of activities undertaken to address various needs of the different categories of the affected people.

Velankanni Church operating within the town, undertook relief activities in an appreciable manner taking the help of many stakeholders, including the Nagapattinam District Administration. But considering the scale of operations, the Nagapattinam District Administration deserves praise for providing best quality services to the affected community. Quality of relief practices can be understood by looking at a few of its practices that are given below:

- Special care was taken to supply only good quality clothes to the affected people so that the dignity of the receiver is maintained.
- After the opening of schools in the tsunami affected areas, buses were operated exclusively for the benefit of the tsunami affected school going children.
- All the injured persons brought to the government hospitals were given treatment without any usual procedure followed by the hospital such as enquiry or recording.
- The tsunami caused extensive damages to the water sources and supply installations. As an ad-hoc initiative, HDPE tanks were installed in all the affected villages and the relief centres and drinking water was supplied through water tankers. The District Administration worked on war-footing to restore the water supply to affected people on permanent basis.
- Apart from the temporary shelters, the Nagapattinam District Administration also created common spaces to set up community hall, children's park, anganwadi for children, training center and schools.
- The electric supply to various parts of the town got interrupted immediately after the disaster struck. The first task undertaken was to disconnect the faulty portions of the electrical network. By checking and with minor rectification, electricity was extended to most parts of Nagapattinam town by 5:40 PM on 26.12.2004. Similar restoration of power supply in all the major town areas was completed in a short period of time.



Fig No:8 Anganwadi near the Temporary Campus

Good Urban Governance Practices In Nagapattinam District

The five principles of good urban governance have been applied to the five of the best practices selected from among the relief practices of Nagapattinam District Administration and are explained in the following table.

Principles of Good Governance	Good Governance Practices of Nagapattinam District Administration				
	Rescue of Survivors	Removal & Disposal of Deceased	Arranging Emergency Transportation	Coordination with NGO's	Monitoring Relief Activities
Transparency					
Predictability					
Accountability					
Rule of Law					
Participation					

The principles of good governance were explained to the relief providers during discussions and interviews. Any claims to the following of the principles of good urban governance by the relief providers were validated through the household survey conducted. The two relief practices, given below, best illustrate the following of the principles of good urban governance

a. Coordination with NGOs

After the tsunami hit Nagapattinam District inflicting immeasurable damages and losses, hundreds of NGOs came forward to support / undertake relief activities. To avoid chaos and to utilise the overwhelming response of NGOs, the District Administration set up NGOs Coordination Centre in the Collectorate itself. NGOs Coordination Centre was then renamed as NGOs Coordination and Resource Centre (NCRC) to aptly reflect its continued involvement in rehabilitation initiatives also.

Mr. C.V. Sankar, IAS, Officer on Special Duty (Relief & Rehabilitation) and Mr. Kandaswamy Relief and Rehabilitation Officer, Nagapattinam District Administration spoke highly of the model (NCRC) adopted by the Nagapattinam District Administration in cooperating with NGOs and coordinating their relief activities. Mr. Darwin, Coordination Officer, NCRC, Collectorate Office, also, explained the vital role played by the District Administration in the formation of NCRC, besides the continuous support extended to them presently for the rehabilitation activities. Almost all the NGOs/FBOs interviewed appreciated the government's efforts in the formation of NCRC.

- Transparency: The officials in NCRC and in the District Administration were easily accessible for Eliciting for any tsunami related information needed
- Predictability: The support / guidance / participation from the District Administration were regular and predictable. The organizational / operational structure of the NCRC was defined clearly and it functioned in adherence to the defined guidelines / rules to ensure predictability in all its operations. The District Administration did only what was expected of it, never overdoing anything, leaving the NGOs to perform their tasks efficiently.
- Accountability: Even though the District Administration did not have any representative in the Steering Committee of the NCRC, officers concerned in the District Administration attended to the problems brought before them by NCRC.
- Rule of Law: District Administration did not show any favour to any NGO working in / with the NCRC to ensure that decisions by NCRC are carried out according to the rule / guidelines already defined.
- Participation: The model of NCRC is entirely based on the participation of NGOs and the success of the model was the result of the continued participation enjoyed by all NGOs involved in it.

B. Monitoring of Relief Operations

The second good urban governance that stood out as unique in Nagapattinam was monitoring of relief operations done by the District Administration. Discussion with Mr. C.V. Sankar IAS, Officer on Special Duty (Relief & Rehabilitation) threw more light on the innovative practice adopted by the government in monitoring relief by forming Special Teams exclusively for the worst-hit district of Nagapattinam. Following is a validation of this practice against the good governance principles:

- **Transparency**: The structure of the 11 Special Teams formed to carry out and monitor relief activities were clearly defined and all the members of the teams including the team leaders carried out their tasks as per the clearly defined instructions.
- **Predictability**: The relief operations of the 11 Special Teams were predictable as it functioned like a mini-Collectorate with representatives from various departments.
- **Accountability**: The team leaders of the Special Teams were made accountable for their actions and there were regular interactions among the teams themselves, besides interactions of the team leaders with their higher officials.
- **Rule of Law**: No bias or prejudice was shown during relief operations and the entire relief support was offered based on need and urgency.
- **Participation**: Team leaders were authorised to make decisions on the field so that there was no rigidity in the practice so as to ensure that the concerns of the affected people were addressed satisfactorily. This ensured participation of the affected people.

Case Study Development

Comparative Study

Kanyakumari District

Profile of Kanyakumari District

Kanyakumari is the southern-most district of Tamil Nadu. It is bound by Tirunelveli District on the North and the East. The South Eastern boundary of the district is the Gulf of Mannar. On the South and the South West, the district is bounded by the Indian Ocean and the Arabian Sea. On the West and North West it is bounded by State border of Kerala. The district, once called 'The Granary of Travancore' is, even now, fertile with hundreds of water bodies and an excellent canal irrigation system. The district is generally hilly, with a few plains found near the coast. The land from the sea-coast gradually rises from sea-level to the Western-Ghats hills on the other side of the town. The District has 62 km of coast on the Western side (Arabian Sea coast) and 6 km of coast on the Eastern side (Bay of Bengal coast). The coastline is rocky in several places, while sandy in other areas. They coast has rich Flora and Fauna

Kanyakumari district suffered the death toll of 799, coming next only to Nagapattinam. Extensive damages were caused to boats, boat yards, fishing nets, agricultural, horticultural lands, houses etc. Thousands of big boats were damaged leaving even the generally better-off fishers shattered.



Figure 9: Thiruvalluvar statue and Vivekananda Rock Memorial

Relief Activities Undertaken In Kanyakumari District

The District Administration and the Kottar Social Service Society (KSSS) were the notable actors in the post tsunami scenario in Kanyakumari district according to the result of the survey undertaken by CCI. The relief activities undertaken by these two actors are tabulated below:

Activities Undertaken - An Comparison

District Administration	KSSS
Rescue of Survivors	Rescue of Survivors
Removal and Disposal of Deceased	Removal and Disposal of Deceased
Emergency Transportation	Emergency Transportation
Counseling	Counseling
Providing Health Care	Providing Health Care
Sustenance Support Supply of Food	Sustenance Support Supply of Food
Restoration of Water Supply	Restoration of Water Supply
Establishing Relief Camps	Establishing Relief Camps
Provision of Sanitary Facilities	Provision of Sanitary Facilities
Restoration of Electricity	Not undertaken
Restoration of Communication Facilities	Restoration of Communication Facilities
Supply of Non-food Materials	Supply of Non-food Materials
Providing Logistics	Not undertaken
Coordination with NGOs	Coordination with NGOs
Monitoring Relief Operations	Monitoring Relief Operations
Media Management	Media Management
Tackling tsunami rumours	Tackling tsunami rumours
Education	Education
Children Care (Orphaned Children)	Not undertaken
Cash / Food Programme	Cash / Food Programme
Special Police Patrolling	Not undertaken

Comparative Picture - Administration Vs Kottar Social Service Society (KSSS)

In Kanyakumari district the main relief operators after tsunami struck were the District Administration and the Kottar Social Service Society. As in the case of Nagapattinam district, the relief practices of the Kanyakumari District Administration and the KSSS are compared with the same attributes displayed by the two relief providers in the post-tsunami scenario and presented below.

Promptness and speed with which relief operations were carried out

The Kanyakumari District Administration was reported to be slow compared to that of Nagapattinam in the rescue activities and relief operations. The main reason for the initial paralysis of the District Administration was that the news about the disaster and the damages caused by tsunami reached the District Administration a little late. KSSS, too, was unaware of the disaster and the devastation caused by tsunami. After the news reached, KSSS carried out rescue operations through its volunteers with support from local people. It was reported that Kanyakumari District Administration was able to get news about tsunami only later and it was the KSSS that showed more swiftness in organising rescue works.



Figure 10: Discussion with Fr. G. Joseph Romald, Executive Director & Treasurer, KSSS

Mode of operations:

Kanyakumari also is headed by the District Collector from the IAS cadre. Regional heads of all of the state departments report to the Collector. The Collector is assisted by Deputy Collector, District Revenue Officer and the Project Officer of the District Rural Development Agency. District Administration functions under the orders / directives of the Government of Tamil Nadu. During tsunami, the Relief Commissioner headed the State's entire relief operations and directed the District Administrations. Kottar Social Service Society is an official social work organ of The Diocese of Kottar, Nagercoil municipality of Kanyakumari District. The vision of KSSS is to build an egalitarian society that fosters freedom, fellowship, and justice, whereas its mission is to assist the marginalised sectors to attain human dignity and self-reliance through a process of empowerment. Its objectives are to facilitate the poor and the marginalised to identify their development needs and to plan, organise, implement, monitor and evaluate programmes for the development of the poor and marginalised.

Scale of operation

Both KSSS and the Kanyakumari District Administration carried out relief operations in affected areas through out the district. Both the relief providers were headquartered in Nagercoil municipality, an ideal location to undertake and monitor relief practices in the affected coastal areas of the Kanyakumari district. Relief practices undertaken by both these relief providers were also similar, though the District Administration's coverage in final stages of relief and rehabilitation operations was much larger compared to the coverage achieved by KSSS.

Professional / scientific way of carrying out relief practices

Even though Kanyakumari district was the second most affected district in Tamil Nadu,

The damages in Kanyakumari was far less compared to Nagapattinam. Both the Kanyakumari District Administration and KSSS undertook few replicable practices that were scientific and professional. KSSS' practices stood out as the most professional practices because of not only the method in which the relief services were offered but also because of the positive results borne by those practices.

Provision of sanitary facilities: Sanitary conditions in the relief camps deteriorated steadily after a few days. KSSS undertook the task of maintaining the camps in a hygienic way. Clearing debris, cleaning polluted / contaminated water sources, setting up toilets, bathrooms, washing areas came under KSSS' practices of providing / improving sanitation facilities. KSSS also supplied disinfectants, bleaching powder, bleaching tablets to the affected people. These practices demonstrated a simple yet professional approach adopted by KSSS in providing relief to the affected people.

Dissemination of vital information: KSSS used Nanjil Natham, the official TV media of the Diocese, to telecast helpline phones, phone numbers to be contacted in relief camps and phone numbers of various persons to be contacted for relief and allied activities. KSSS also created awareness about tsunami by giving details of the magnitude of the devastation, details of losses etc.



Figure 11: Kottar Social Service Society (KSSS)

Nanjil Natham proved to be very effective especially to counter rumours that were spread by anti-social elements to create panic among people.

Counseling: Tsunami shattered the hopes and aspirations of the victims, especially the fishing community. The whole fishing community was living in hopelessness. After offering basic counseling services to the affected people, KSSS realised that counseling had to be more professional to meet the different psychological needs of the victims. KSSS evolved psycho-social support counseling, mass healing programmes and motivational programmes which proved to be more successful means to instill hope in the minds of the victims.

KSSS designed a well thought-out counseling programme with the active participation of experts in trauma counseling. 70 volunteers, who had interest and experience, formed into nine groups headed by a coordinator. Counselors, though found difficult to break the ice with the people initially, broke the silence of the victims through sustained efforts. Once the victims started to speak, things started changing and counselors tailored their approach to the specific needs and mental conditions of each of the persons counseled. KSSS offered counseling service for over one year.

To offer support to affected children, KSSS organised children's rally and cultural festival in which around 550 children participated and benefited. Besides this, folklore training was also provided to around 80 children. KSSS also created children's park with many entertainment and recreation facilities. KSSS felt that various art forms may be used to build confidence among the affected people. This led KSSS to launch an innovative cultural programme to the benefit of the tsunami victims, who appreciated the efforts of KSSS and felt psychologically benefited.

Varghese, father of three unmarried women, is one of the survivors of tsunami, living in Colachel town of Kanyakumari district. Mr. Varghese, who was sleeping when tsunami struck, woke up on hearing his neighbours yell out of panic, and went out of his house to learn what was happening. As his house was situated very closer to the shore, he could sense something fishy and dangerous, though he did not know what was happening. Instead of scurrying to a place of safety along with his family members, as many would have done, Mr. Varghese went to the shore to rescue people who were on the jaws of death. Mr. Varghese when came back to his family was physically unhurt, but depressed mentally. The disturbing scenes that he witnessed during and after the tsunami coupled with the fact that he lost everything for which he had toiled through out his life, and the fear about his three unmarried daughters' future depressed him. Mr. Varghese went into a shell from which he never came out for months. He stopped communicating with anyone and it exerted additional pressure on his wife and daughters, who were already shattered by the ruthless tsunami.

Things started to change at snail's pace for KSSS counselors. Initially the counselors were finding it hard to break the ice as Mr. Varghese did not speak out. Fortunately for everyone, counseling yielded the desired result, with Mr. Varghese coming out of the self-created shell to reveal everything that gnawed his mind. Now Varghese is a re-invented man showcasing almost all of his usual virtues. He now sails deep into sea for fishing, works hard, speaks out freely and above all looks courageous and brings respite to his family members.

Positive Psycho-Social Intervention by KSSS



Fig :12: Varghese with his wife and Daughter

Flexibility shown during operations:

As there was chaos initially, both the District Administration and KSSS found the initial stages of relief operation quiet challenging. Relief plans sometimes did not yield desired results as in the case of excessive supply of old / poor quality clothes, more than adequate supply of food and other kits in one place and short-supply in another place etc. Both the District Administration and KSSS modified their relief practices later to suit the needs and demands of the affected people. KSSS practices stood out mainly because that they had a special committee to monitor relief practices and to modify operations with necessary changes after a feedback got from the victims.

Coordination and cooperation with various relief providers:

Initially, the whole district was in utter chaos till the District Administration responded.

Though delayed response by the District Administration was mainly attributed to performed exceedingly well in coordinating with NGOs, during the rehabilitation phase.

As soon as the tsunami struck, many NGOs and INGOs rushed to the villages and initiated relief operations. To execute the relief work systematically and to avoid duplications, KSSS organised a network of all NGOs functioning in the affected area. Initially 27 NGOs came under the network and divided the relief works among themselves. KSSS played the role of a convener. Many INGOs also came to the area and expressed their willingness to take part in relief operations. KSSS organised these INGOs and formed a forum called "Kanyakumari District Tsunami Relief and Rehabilitation Forum" in order to plan and execute relief and rehabilitation work in the affected areas to channelise the efforts appropriately.

Coverage of Victims:

Both the District Administration and KSSS addressed to the needs of all the affected people. However KSSS took extra efforts to focus their attention more on the Catholic Christian community, one of the worst affected community. KSSS also focused their activities more on the affected children and organised children's rally and cultural festivals in which around 550 children participated and benefited. Besides this, folklore training was also provided to around 80 children. KSSS also created children's park with many entertainment and recreation facilities.

Quality of operations:

Even though, the District Administration and KSSS undertook relief measures, KSSS' practices were perceived to be more beneficial by the affected people. KSSS could not match with the District Administration in the number and scale of relief practices carried out. However it received higher level of appreciation for its practices. Because of its focused activity on the select communities though the scale of operation was relatively smaller compared to that of the District Administration.

Here is a case where KSSS got appreciation by its focused attention at community level in providing relief support.



Relief Support Offered by KSSS

Pappammal is one of the victims to survive the tsunami. Before tsunami, she was surviving with her only son, Anish and her elder brother. Her brother took care of the family and financed Anish's education. Tsunami took away the life of her brother, who was then the only bread-winner of the family.

KSSS supported Pappammal and her son after tsunami by offering temporary shelter and other basic amenities. Besides offering basic counseling service to both of them, KSSS also financed Anish's education and he has now completed a hotel management course. Both Pappammal and Anish thanked KSSS for supporting them generously after the merciless tsunami took away

Good Urban Governance Practices In Kanyakumari District

The principles of good governance were explained to the relief providers during discussions and interviews. All practices claimed as best were validated through the household survey conducted.

PRINCIPLES OF GOOD GOVERNANCE	GOOD GOVERNANCE PRACTICES OF KSSS	
	Counseling	Coordination with NGO's
Transparency	✓	✓
Predictability	✓	✓
Accountability	✓	✓
Rule of Law	✓	✓
Participation	✓	✓

The five principles of good urban governance have been applied to the two of the best practices selected from among the relief practices of KSSS. The following table indicates the application of the five good governance principles to the counseling and coordination with NGOs activities of KSSS.

a. Counseling provided by Kottar Social Service Society

Many of the rescued persons were in a state of trauma due to the shock brought by the sudden disaster. Such affected people were to be brought back to normal conditions slowly. KSSS undertook counseling programmes by engaging domestic and foreign professionals. Children's park was established to engage the rescued children so as to divert their mind from the agony. Motivational programs were also conducted for the benefit of the affected people. (Refer story titled "Positive Psycho-Social Intervention by KSSS"). KSSS staff Mr. Darwin, Ms. Sylvia, Ms. Sunitha explained about the way counseling was carried out and also the difficulties faced by them

- Transparency: KSSS employed professionally qualified counselors to bring people out of the trauma. People to be counseled were selected by its staff on the basis of need. All the necessary details (like age, progress made after counseling) of the people who received counseling were collected and well documented to make the entire practice of offering counseling very transparent.
- Predictability: Relief Monitoring Committee oversaw the entire relief operations to ensure that its entire relief activities were in consonance with the expectations and perception of the people supported by it. Family members of Mr. Varghese (one who received counseling from KSSS) validated this point by saying that they received continuous support from KSSS in a predictable manner (Refer the story titled "Positive Psycho-Social Intervention by KSSS").
- Accountability: Any lapse by a team in any relief activity was immediately brought to the notice of the head of the KSSS and corrective actions were taken in time. This ensured accountability of all the team members. KSSS had tailored its counseling practice to suit varied requirements of the recipient of aid/services, which proves that accountability existed in the system it followed.

- Rule of Law: No bias or prejudice was shown during relief operations and the entire relief support was offered based on the need and urgency. As mentioned earlier, people who were in need of counseling were identified by its staff, only on the basis of need.

- Participation: The Relief Monitoring Committee had constant interactions with the affected people to get feedback from them. Inter-team meetings were held to incorporate changes in counselling efforts based on feedbacks received. Each team was also allowed to make changes in their operations to accommodate the concerns of the affected people, after getting approval from the head of KSSS. This ensured effective participation by all concerned. (Refer the story titled "Relief Support offered by KSSS" narrating about the continued support given by KSSS to an affected family.)

b. Coordination with NGOs / FBOs / Government:

KSSS mobilised the support of religious leaders of various faiths and local political leaders and organised the relief operations along with the District Administration. This was particularly helpful wherever the District Administration was not able to cope up with the required speed in responding to the situation after the calamity struck the district. KSSS also coordinated domestic and international NGOs in the relief activities very effectively since these organisations were reluctant to work with the district administration through set government procedures. Fr. G. Joseph Romald, Executive Director & Treasurer, Kottar Social Service Society, narrated the whole efforts carried out by KSSS in organising meetings with leaders of various faiths, political parties and government officials, in the initial phase of relief, and also the way they cooperated and coordinated with various local and international NGOs.

- **Transparency:** KSSS made decisions only after having discussions with relevant partner NGOs/INGOs and in some cases with the Kanyakumari District Administration wherever necessary. All financial transactions were accounted for and all of its activities were well documented, so that transparency is maintained throughout their operations.
- **Predictability:** KSSS was always on the forefront in relief operations and the Catholic Community expected KSSS to offer support in the post-tsunami situation as it had always supported them during difficult situations in the past. KSSS supported the affected people continuously during the relief phase in a commendable manner and still carries on with rehabilitation activities in association with few partner NGOs/INGOs and District Administration.
- **Accountability:** KSSS functions under the direction of the Diocese of Kottar and both KSSS and the Diocese of Kottar have made themselves answerable and accountable to the people they serve. It is only because KSSS assumed responsibility and accountability for all its actions, it invited leaders of various faiths, political parties etc., during the initial phase of relief operations. Since KSSS utilises funds of few NGOs/INGOs, it maintained its accountability by constantly producing intended results from its relief operations, besides having accounts for all the details of financial transactions involving partner NGOs/INGOs.
- **Rule of Law:** Relief practices of KSSS were unbiased towards any one community, though their attention was more focused on Christians, who were the majority of the affected. Partnering and coordinating with NGOs were also based on factors that were necessary for performing effective and efficient relief operations. As said earlier, in fact, it was KSSS which invited various religious and political leaders to chalk out relief plans.
- **Participation:** KSSS invited various political and religious leaders ensuring wider participation in the initial relief phase. KSSS also tailored its relief plans / practices to incorporate feedbacks received from the affected people, partner NGOs, and the District Administration. Involving people in the relief measures was one of the chief reasons for which the KSSS practices has been highly appreciated by the affected people.

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