

**EVALUATION  
OF THE  
PUMA – CASA TSUNAMI PROJECT**

**FINAL REPORT**

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**TABLE OF CONTENTS**

ABSTRACT.....v

EXECUTIVE SUMMARY.....vi

1 INTRODUCTION ..... 1

1.1 Background ..... 1

1.2 The PUMA Consortium ..... 1

1.3 The Project ..... 2

1.4 Objectives of the Evaluation ..... 3

1.5 Methodology ..... 3

    a) Evaluation Framework ..... 3

    b) Data Gathering and Analysis Methods ..... 4

1.6 Evaluation Schedule..... 5

2 ACHIEVEMENT OF RESULTS ..... 7

2.1 Outputs Realized To Date ..... 7

    a) Restoration of Livelihood and Reconstruction ..... 7

    b) Community Organization..... 11

2.2 Outcomes ..... 16

2.3 Impacts ..... 19

2.4 Results : Summary and Conclusion ..... 23

3 COST EFFECTIVENESS ..... 27

3.1 Evolution of the Project Budget..... 27

3.2 Costs vs. Results ..... 30

3.3 Leveraging and Potential for Replication ..... 30

3.4 Other Factors Affecting Cost-effectiveness ..... 30

4 RELEVANCE OF RESULTS ..... 31

4.1 Consistency with Population Needs..... 31

4.2 Consistency between CIDA’s KARs and Project Expected Results ..... 31

4.3 Consistency between CIDA Policies, MDGs and Project Expected Results..... 33

4.4 Advantages for Canada ..... 35

5 SUSTAINABILITY OF RESULTS ..... 37

5.1 Sustainability of Income Earning Activities and Supported Organizations ..... 37

5.2 Local Ownership of Project Activities..... 39

5.3 Institutional Framework and Government Support ..... 40

6 PARTNERSHIP..... 41

6.1 Relationships within the Executing Agency Team..... 41

6.2 Relationships between CASA and other NGOs..... 41

7 APPROPRIATENESS OF DESIGN ..... 42

7.1 Creativity..... 42

7.2 Measuring Performance ..... 42

7.3 Risk Management ..... 43

8 APPROPRIATENESS OF RESOURCE UTILIZATION..... 44

8.1 Management Efficiency ..... 44

8.2 Financial Management and Control..... 45

8.3 Matching of Funds ..... 46

8.4	Application of Results-based Management .....	47
9	INFORMED AND TIMELY ACTION.....	48
9.1	Communication Strategy .....	48
9.2	Reporting and Monitoring System.....	48
9.3	Financial Reporting.....	48
10	CONCLUSION.....	49

## LIST OF TABLES

Table 1	PUMA-CASA and ACT Villages in Tamil Nadu.....	5
Table 2	Main Project Outputs - Restoration of Livelihood and Reconstruction Expected as per LFA and Achieved To Date .....	7
Table 3	Direct Project Beneficiaries in each Village, and Other Relevant Data (September 2006) .....	10
Table 4	Overview of Main Village Groups Organized.....	13
Table 5	Village Groups – Number of Meetings and Total Attendance (July-September 2006)...	14
Table 6	Project Results: Overview of Target Achievement as at 2006.09.30 .....	23
Table 7	Evolution of the Project Budget (kRs.).....	29
Table 8	CIDA’s Development and Enabling KARs and Project Components and Results .....	32
Table 9	CIDA Policies, MDGs and Project Components and Results.....	34
Table 10	Overview of Main Public Engagement Actions by PUMA Consortium Members .....	36
Table 11	Matching Funds Contributed by PUMA Members (\$) .....	47

## ANNEXES

1. Evaluation’s Terms of Reference
2. Evaluation Framework
3. Data Gathering and Interview Guide
4. List of Persons Interviewed
5. List of Main Documents Reviewed

## LIST OF ACRONYMS AND ABBREVIATIONS

ACT	Action of Churches Together
CASA	Church’s Auxiliary for Social Action
CDPF	Country Development Programming Framework
CEA	Canadian Executing Agency
CEAA	Canadian Environmental Assessment Act
CIDA	Canadian International Development Agency
CPB	Canadian Partnership Branch
EA	Environmental Assessment
EMP	Environmental Management Plan
GoC	Government of Canada
GoI	Government of India

GoTN	Government of the State of Tamil Nadu
KARs	Key Agency Results
LFA	Logical Framework Analysis
MCC	Mennonite Central Committee
MDGs	UN’s Millennium Development Goals
NGO	Non Government Organization
PUMA	Consortium of PWS&D, PWRDF, UCC, MCC
PWRDF	Anglican Primate’s World Relief & Development Fund
PWS&D	Presbyterian World Service & Development
RBM	Result-based Management
TRRP	Tsunami Rehabilitation and Reconstruction Project
UCC	United Church of Canada
VSPD	Voluntary Sector Programs Directorate

**CURRENCY**

All dollar values quoted in the report are in Canadian dollars, unless otherwise noted.

**RATE OF EXCHANGE**

Unless otherwise indicated, the rate of exchange used to convert values from Indian rupees to Canadian dollars is 37.5 Rs./\$.

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**ABSTRACT**

The PUMA-CASA Project is part of the Canadian response to the December 2004 tsunami that affected several countries surrounding the Bay of Bengal. The project aims to provide disaster relief to 6 coastal villages of the Tamil Nadu State in India, mainly by reconstructing destroyed housing, restoring the income earning means of some of the affected families, providing psycho-social support, improving disaster preparedness and regenerating the environment. The project is executed by a group of four Canadian churches, the PUMA consortium, financed by a \$6 million CIDA contribution, provided on a matching basis. The consortium, formed by PWS&D (lead), PWRDF, UCC and MCC, has entrusted its partner in India, CASA, a large ONG specializing in disaster relief, with the implementation of the project in the field. The project started in July 2005 and is to end in November 2007.

An analytical evaluation grid, linking the evaluation key issues to relevant questions, indicators and potential sources of information, was the main methodological tool used in the evaluation. A one week fact-finding visit was made to the project sites and to CASA's main office in Delhi.

In terms of results, the anticipated project outputs were found to be well on their way to be realized, the most important of them in financial terms, namely the reconstruction of 737 disaster-resistant houses, having been completed at the time of the field visit. The most significant project outcome was found to be the restoring of the income earning capacity of a fairly large number of poor or disadvantaged individuals or families. The installation of the displaced families in their new housing will also be another important outcome, as well as the forming of village groups able to take a collective and autonomous approach to the development of their community. The project's impacts so far concern mainly the alleviation of the extreme poverty affecting the disadvantaged members of the communities. But little impact has obtained so far on improving the sustainability of the fishing activity, the mainstay of the villages' economy.

The cost effectiveness of the project was found to be satisfactory; a certain amount of leveraging was obtained and replication of efficient activities is probable in some additional neighbouring villages that it was decided to include in the project while the evaluation was taking place.

The project has been found to be highly consistent with the needs of the communities, especially of their

most disadvantaged groups. Its results are also consistent with CIDA's policies and development KARs and were found to promote the achievement of 5 out of 8 MDGs.

Some of the results obtained are likely to be sustainable; however additional training, guidance and capacity building of most of the groups formed by the project, be they for income generation or for a collective approach to community development, should be provided in the project's remaining timeframe. The fisher folks community also needs increased attention, which requires a longer time span and resources than presently provided.

As regards the success factors, it was found that the project's organization included a good combination of delegation of responsibility and accountability, that its design is suitable and that its overall organization and management is efficient. The risks identified at the outset of the project are now attenuated, with perhaps the exception of that regarding the sustainability of the fishing economy. Financial management and control are adequate, the amount of matching funds provided exceed the requirements and the principles of RBM are applied, as materialized by a suitable LFA, but not systematically used when reporting on results.

On the basis of the globally positive results of the project, the evaluator recommends that CIDA consider favourably an additional contribution to the CEA to extend the project, should it be requested. Other main recommendations bear on:

- the development within the villages of an autonomous capacity to maintain the newly built infrastructure;
- better monitoring of and reporting on the participation of women in project-led activities and on changes in their status and empowerment;
- strengthening the CASA project team in the area of small business venture development and management;
- Increase the project's interactions with the fisher community in each village, with a view to improving the long-term sustainability of their activities. A subsequent phase to the present project, considered by CASA, would likely be needed to achieve significant results in this area;
- Applying more fully the principles of RBM by internalizing the LFA and comparing more systematically achieved and expected results in the reports.





**EXECUTIVE SUMMARY****1. Introduction**

The PUMA-CASA Tsunami Project forms part of the Canadian response to the December 2004 tsunami which caused extensive loss of life and damages in the coastal areas of the countries surrounding the earthquakes' epicentre in the Bay of Bengal. In India, the south-eastern state of Tamil Nadu, where the project is located, suffered the highest losses. The Canadian Government committed \$425 million to its response to the disaster, of which \$383 million is managed by CIDA. The churches of the world responded also generously, coordinated by Action of Churches Together (ACT), based in Geneva. ACT sent an appeal for \$75 million.

The churches of Canada have responded to the ACT appeal. Four of them and/or their respective development and relief agencies: PWS&D, PWRDF, UCC and MCC, have formed the PUMA Consortium, in order to define the present project and propose it to CIDA. The Agency agreed to provide a \$6 million contribution on a matching basis. The Consortium, led by PWS&D, has a dependable and highly experienced Indian partner, CASA, specializing in the relief of emergencies and disasters. CASA was given responsibility for implementing the project, under the overall direction of a Steering Committee, meeting semi annually, where PUMA and CASA have equal representation. CIDA's contribution is governed by a Contribution Agreement between the Agency and each member of the consortium, stating the respective obligations and responsibilities of the parties.

The project focuses on 6 coastal villages of the Tamil Nadu State. Its objectives are:

- To restore the livelihoods of some of the village families affected by the disaster, mostly by helping them to re-establish means of earning income;
- To reconstruct destroyed housing;
- To improve disaster preparedness;
- To provide various forms of support to the villages' children;

- To help in trauma recovery through psycho social support;
- To regenerate the environment by planting trees.

As the project got underway, the distribution of funds among the activities was partly modified, within the same overall budget, and the LFA was adjusted. This was to better respond to the needs of the communities and also to put more emphasis on developing the long-term capacity and self-reliance of the villages to collectively address their problems. To do this, activities were added in the areas of counselling and communications, community organization and networking and capacity building and awareness.

The project started in July 2005 and is to end in November 2007.

**2. Methodology**

The basic methodological tool used is the analytical evaluation grid, linking the evaluation key issues to relevant questions, indicators and potential sources of information. The gathering of the data for the evaluation included the following steps:

- A review of the project's documentation;
- Interviews with the responsible CIDA officer and with PUMA's project staff in PWS&D's headquarters in Toronto;
- A field trip, including visits and working sessions in CASA's Tirunelveli and New Delhi offices, and field visits to the six villages covered by the project.

**3. Achievement of Results**Outputs

The anticipated project result of restoring the livelihoods of 1100 families, as stated in the LFA, is well on its way to be met. At the end of September 2006, 891 individuals or families had received assistance aiming to restore or improve their social and economic conditions, with a high proportion of women among the beneficiaries.

Nevertheless, the project seems to fall short of its objectives in assisting artisans and small individual businesses, and creation/training of SHGs. This shortcoming may be in time corrected by the planned extension of the project's coverage to six additional villages.

The planned number of new houses (737) has been constructed. However, site visits reveal that GoTN has been slow in putting in the required infrastructure, such as the electrical lines serving the housing clusters. This should be closely followed up on by CASA (R1). Only one shelter was built out of the 5 that were planned. The other shelters were not required but will be constructed in the neighbouring villages that it has been recently decided to include in the project.

In the area of community organization, the project has focused on the creation of village groups, ranging from the main community Core Group down to special interest groups, such as handicapped persons, widows, youth, etc. This action aims to the gradual introduction of a collective, autonomous approach to the identification and solution of the problems directly affecting the communities and their sub-groups, especially the women and the most disadvantaged villagers. The functioning of these groups has begun under CASA field staff guidance and reveals a high level of participation, interest and satisfaction on the part of the concerned persons. The effectiveness and autonomy of these groups is to be enhanced in the remaining project time by their continued strengthening and capacity building.

#### Outcomes

The income earning capacity of a fairly large number of poor or disadvantaged individuals and families has been restored, to their satisfaction, improved morale and enhanced pride and dignity. How their post-project income will compare with pre-tsunami conditions will not be easy to establish, but the evidence points to an improvement, on the basis at least of reports and interviews. The installation of displaced persons in the newly constructed houses is only starting but should now proceed apace, with the affected families rapidly returning to a more normal life. The trauma of the disaster seems to have been

overcome by the great majority of people. The capacity of the groups that have been formed to address the needs of their members, be they groups created for income generation or for taking a collective approach to organizing the communities' life, will be reinforced in the remaining project time. The capacity of each village to maintain both its newly built and existing infrastructure needs to be developed (R2).

#### Impacts

The extreme poverty which affects the marginal and excluded members of the six communities has been alleviated for a significant number of families. Through the development of income generation activities, mostly involving these disadvantaged groups, the contribution of the villages to the larger economy has been restored to some extent, with some efforts being still necessary towards ensuring the viability of some of the new commercial ventures established with the project's assistance. But the project has had so far little impact on improving the contribution of the mainstay of the villages' economy, namely the fishing activity. This was not an explicit project priority, but will sooner or later require increased attention, as it is probably the key to the future development of the coastal communities.

The project's impact on trauma recovery is deemed to be positive; it is still to be worked on in the area of disaster preparedness.

Regarding the environment, little impact has yet resulted from the modest tree plantations realized so far. The possible negative impacts of construction have been duly mitigated, and precautions taken to make the new settlements environment friendly. The representation of women among direct project beneficiaries is overwhelming (75%), with the attending supposed impact of enhanced status and increased empowerment. Yet more effort should be exercised in properly monitoring this impact (R3). As well, reaching out to the women of the fisher families is not deemed to have taken place in any significant way.

#### **4. Cost Effectiveness**

The project's budget can be said to have been fairly stable in spite of some justified changes and adjustments that do not affect its overall total. The costs incurred in obtaining the project results accounted for so far are reasonable. The cost effectiveness of the project is deemed to be satisfactory.

Some leveraging was obtained through the enhanced capacity of the assisted communities and groups to make representations towards obtaining additional government funding or assistance. Replication of efficient activities is possible and indeed probable in the additional villages being included in the project.

#### **5. Relevance of Results**

The project has been found to be highly consistent with the needs of the target communities, especially as regards the most disadvantaged groups within them. Also, CASA's intervention is seen as evolving with the changing needs of the beneficiaries, with the focus moving from meeting urgent needs through emergency measures (before the project started), to livelihood restoration and trauma recovery and on to responding to the long term needs of the communities, particularly by giving increased attention to the development and capacity building of community groups. The project has not responded to the long term needs of the communities in the area of disaster preparedness, yet to be addressed before the project runs its course, nor in the area of enhancing the sustainability of the fishing industry, which probably requires more resources and time than is available within the project's ambit.

The consistency between the project components and expected results and CIDA's development KARs is high. A satisfactory coherence between the project and 3 out of 5 enabling KARs is also present. Not unexpectedly, the project is also found to be highly consistent with all CIDA policies. Comparing the project's results with the Millennium Development Goals shows that it is contributing to the realization of 5 out of 8 of these goals. MDGs concerning health are not directly aimed at by the project. Nevertheless, CASA should inform the communities on the

preventative measures that could be taken against the chikun gunya fever epidemic which is affecting some of them (R4).

The advantages of the project for Canada result from the public engagement efforts of the PUMA Consortium members, directed to their constituencies and to the public at large.

#### **6. Sustainability of Results**

The expected sustainability of the income earning capacity of individuals and groups assisted by the project seems to be fairly assured for all simple activities that were introduced and in which most beneficiaries already had experience. It is more questionable at this time in the case of activities that are slightly more sophisticated, and where it is felt that additional training and guidance is needed, especially for preparing basic business plans and for developing markets (R5). In order to function efficiently on their own, community groups also need additional capacity building, planned to be provided before the project runs its course.

As the project Monitor before him, the evaluator has noted that the future of these coastal villages is highly dependent on the sustainable exploitation of marine resources. The project has had so far little interaction with the less disadvantaged groups that constitute the fishing community. Yet it would seem judicious to give increased attention to the fishing industry and its members (R6). This may be started within the project timeframe, but will probably require more time and resources to obtain sustainable results.

Local ownership of the project activities has been observed as being satisfactory, and will probably increase through the consultation and discussion opportunities provided by the community groups that have been formed.

The legal framework covering new housing ownership was found to be satisfactory. The Government's contribution to the rehabilitation and reconstruction seems adequate, although sometimes slow in being implemented.

#### **7. Partnership**

The relationships within the executing agency team are functioning smoothly and efficiently.

The responsibility for the implementation of the project has been clearly entrusted to CASA by the PUMA Consortium, under the overall guidance of the project's Steering Committee. CASA is exercising this responsibility in a prudent and dependable way.

On the Canadian side, the project's implementation is overseen by the Project Director at PWS&D, who is also responsible for the relations with CIDA. Regular consultations take place with the other members of the Consortium, and major orientations or decisions are made on a consensus basis. The project's organization includes a good combination of delegation of responsibility and accountability, with the result that the project's implementation takes place in an efficient manner, in spite of distance and diversity of stakeholders.

The relationships between CASA and other NGOs intervening in the same villages with the same purpose of tsunami relief was characterized, in the early days of the project, by a lack of coordination and even competition for territory, for attention of the villagers and for personnel. This situation has been corrected today with the creation of formal NGO coordinating committees in each of the project's districts.

### **8. Appropriateness of Design**

Whether the creativity exerted by the project team has been adequate is hard to judge for the outside observer. By and large, the income generation activities that have been set up seem fairly traditional, but perhaps there are no other viable opportunities in these resource-deprived communities. A moderate amount of creativity has been observed in training and education, in introducing means of access to outside information and in the process of forming and developing community groups.

The project's LFA proposes performance indicators that are well chosen and deemed to adequately reflect the achievement of results. Some of them will be difficult to apply due to insufficiencies in baseline data, but it will be still worth attempting to use them in due course, especially to report on some of the project's impacts.

A risk analysis was duly conducted at the outset of the project. Most of the risks identified then have fortunately not materialized, and those that remain are considerably attenuated. Now that most project actions are well engaged or even successfully completed, the risks affecting the project seem to be low. Nevertheless, giving more attention to the problems of the fishing activity would diminish the risks that the project's results be jeopardized by an unfavourable evolution of the overall village economies.

### **9. Appropriateness of Resource Utilization**

The overall organization and management of the project is found to be efficient. The structure put in place by CASA, with a project office in the town most central to the assisted villages (but still at a fair distance from most of them), support and supervision provided by the zonal office in Chennai and overall management exerted by the head office in New Delhi, gives good results. The project's field team appears to be competent and very dedicated. Turnover of field staff has been a problem, to the extent that most of the staff directly assisting the villages have only recently joined the team. CASA however does not deem this as significantly affecting the project's results. Adjoining to the field team one person with experience in small business development would be useful (R5).

Financial management and control is carried out efficiently. The quarterly financial accounts submitted by CASA to PUMA are clear and professional. CASA's project accounts are submitted to a yearly external audit.

The total amount of matching funds provided by the Consortium are so far in excess of \$9 million, and thus exceed the requirements stipulated by CIDA.

The principles of RBM are applied on the project, to the extent that an LFA has been prepared that constitutes an adequate result framework. It is not however systematically used to report on results. Doing so would demonstrate a stronger commitment to run the project on an RBM oriented basis, and would provide reports more useful to the project management and to CIDA (R7).

## 10. Informed and Timely Action

CIDA's and PUMA's contributions are identified on the large information boards that have been installed in each project village, at the entrance of each new housing cluster. CIDA's contribution is mentioned in PUMA members' communications to their constituencies and to the public whenever the PUMA-CASA tsunami relief project is alluded to.

Reports consistent with the requirements of the Contribution Agreement are submitted to CIDA in a timely manner. They are well presented and informative. They would gain however by using more systematically the LFA's performance indicators as a basis for reporting results (R7).

Financial reports provide all the necessary information to the project principals and to CIDA. The ratio of management costs to total costs, which these reports readily permit to calculate, is quite reasonable and compares favourably with many development projects.

## 11. Conclusion

On the basis of the globally positive results of the evaluation, and in view of the improved prospects for the project results' sustainability that would obtain if more attention would be given to ensuring the long-term viability of the fishing activity, a course of action which would require an extended project budget and timeframe, the evaluator recommends that CIDA consider favourably an additional contribution to the Canadian Executing Agency, should such a request be forthcoming and duly supported by the required justification and documentation (R8).

## 12. Recommendations

### *Recommendation 1*

*That CASA follow up closely with the pertinent representatives of GoTN on the completion of the infrastructure services they have committed themselves to provide to the new housing developments. (p. 8)*

### *Recommendation 2*

*That, in each village covered by the project, CASA assess, in collaboration with the local*

*Panchayat, the existing capabilities and resources for maintaining the new infrastructure that has been put in place. In the case that such capabilities be found to be insufficient, that a suitable maintenance team be trained in each village during the remaining time left for the project, using if needed some of the project's funding. As well, that CASA make the necessary representations and obtain reasonable assurances on the part of the relevant authorities that the funding needed to cover the recurrent costs of such maintenance will be made available on a sustainable basis. (p. 19)*

### *Recommendation 3*

*That CASA be more accurate in its reporting on the participation of women in the community groups, for example by providing attendance by gender of all mixed group meetings and reporting in more details on the roles and interventions of women in all meetings. That a survey be made before the end of the project to evaluate the advances made with respect to the status and empowerment of women and to assess to what extent and how their roles in the community and the household has changed.(p. 22)*

### *Recommendation 4*

*That CASA organize, through the suitable community groups, sessions of information on the chikun gunya fever, its causes, the precautions to be taken to prevent it and the curative measures to take once a person is affected. As the best means of preventing the fever is probably through the use of impregnated mosquito nets, ways and means to procure the nets at an affordable cost or free of charge should be sought with the assistance of CASA. (p. 33)*

### *Recommendation 5*

*That CASA arrange for a small business venture development and management expert to intervene in the project and provide training and guidance as needed to the income generation groups, especially the training cum production units based on relatively sophisticated products and/or processes. That this assistance include the preparation of basic business plans, help in*

*identifying and establishing markets and in other business areas as needed. (p. 38)*

**Recommendation 6**

*The project team should attempt to establish a more intense interaction with the group of fishers in each village, so as to seek jointly with them ways and means to improve or maintain their social and economic conditions, while ensuring the long-term viability of the fishing activity. This may include for example: better conservation measures, diversification of the resources marketed and of the ways of harvesting them, better prices through changes in the structure in the market, incentives for decreasing the number of active boats, etc. To give sustainable results, such actions would probably require more time than is provided in the present project timeframe. Hence the advantage of allowing an extension of the project's duration, if CASA judged that more time was needed to spend the remaining funds more effectively. Also, changing the ways of the fishers would likely require more resources than provided by the present project, although some initial steps could be usefully undertaken within its current scope. An ulterior phase, as CASA has indicated it is considering, would more than likely be required. (p. 39)*

**Recommendation 7**

*That CASA make a greater effort of applying the principles of RBM by internalizing the LFA and by including, in its reports to PUMA, a systematic comparison of results achieved with results expected, using the performance indicators as yardsticks. In cases where the information necessary to do so is not available, it should be briefly stated why, and when and how it is proposed to obtain it. In turn, this would enable PUMA to apply the same principles in the narrative reports that it prepares and submits to CIDA, thus making these reports more RBM oriented and hence more useful to CIDA's officers managing the project. (p. 48)*

**Recommendation 8**

*That CIDA consider favourably an additional contribution to the Canadian Executing Agency, should such a request be made in order to*

*undertake an ulterior phase of the project. This additional work would permit to augment the project's impact on poverty reduction and to foster the long term sustainability and development of the assisted villages' economies, especially by interacting more strongly and directly with the fishing community. (p. 50)*

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## **1 INTRODUCTION**

### **1.1 Background**

On December 26, 2004 the southern and eastern coasts of India were hit by a massive tsunami, caused by a series of earthquakes in the Bay of Bengal. Waves of between 3 and 10 meters devastated the coast and penetrated inland up to three kilometers, causing extensive loss of life (14,000 killed and missing) and considerable damage (over \$1 billion in property damage). The south-eastern state of Tamil Nadu, where the project is located, suffered the highest losses, with over 8,000 deaths and property damage estimated at \$800 million.

The public of many countries of the North has responded to this disaster with remarkable generosity, which expressed itself through the bilateral and multilateral donors and development organizations throughout the world. The Canadian Government committed \$425 million over 5 years towards a comprehensive response to the tsunami, aimed principally at Indonesia and Sri Lanka, of which an amount of \$383 million is managed by the Canadian International Development Agency (CIDA). The response of churches and related agencies throughout the world has been also vigorous. Coordinated by Action of Churches Together (ACT), based in Geneva, an appeal for funds was sent out, requesting a total of US\$75 million from its members around the world and identifying both crisis relief and longer term rehabilitation and reconstruction projects appropriate for each affected country.

Four churches of Canada and/or their respective development and relief agencies: the Presbyterian World Service & Development (PWS&D), the Anglican Primate's World Relief and Development Fund (PWRDF), the United Church of Canada (UCC) and the Mennonite Central Committee (MCC) have responded to the ACT appeal. Acting as a group, they have defined the present project. The group has an Indian partner with considerable experience in responding to emergencies and disasters and recognized capacity to deliver development assistance: Church's Auxiliary for Social Action (CASA). CASA is implementing a much larger relief and reconstruction response to the tsunami, of which the Canadian-funded project forms a component.

Once broadly defined, the project was proposed for financing by CIDA on a matching basis. CIDA was to provide a grant of \$6 million to finance the project as defined by the group (formally established, for contracting purposes, as a consortium, led by PWS&D, known as the PUMA Consortium). The group, though its member churches, was to contribute matching funds of at least equal value, to be applied to financing other tsunami relief/reconstruction projects in Asia.

### **1.2 The PUMA Consortium**

PUMA is an acronym for a joint initiative by four Canadian church agencies: the Presbyterian World Service & Development (PWS&D), the Anglican Primate's World Relief and Development Fund (PWRDF), the United Church of Canada (UCC) and the Mennonite Central Committee (MCC)<sup>1</sup>. These agencies have formed the PUMA Consortium for the purpose of accessing matching funds provided by CIDA for contributing to the tsunami rehabilitation and construction effort. PUMA itself is not an incorporated body but only an alliance of the four

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<sup>1</sup> PWS&D is incorporated under The Trustee Board of the Presbyterian Church in Canada; UCC is incorporated as the United Church of Canada; the Mennonite Central Committee is a binational organization, incorporated in the USA and in Canada, with offices in both countries; PWSRDF is a separately incorporated organization. All four organizations have on-going programs with the Canadian Partnership Branch.

churches, acting through their development agencies, to carry out the project being evaluated. The decision by PUMA members to define one project in India was based on i) coordination among donor country members of ACT in the allocation of projects, ii) the perceived consistency of the proposed project with CIDA's program priorities and iii) the recognized capacity of their Indian partner, CASA, to deliver the required development assistance.

The contribution of \$6 million in matching funds committed by CIDA is governed by a Contribution Agreement between CIDA and the individual PUMA members. The roles of the Consortium members and the relationships between them are governed by a Memorandum of Understanding (MOU), which states that decisions related to the project are to be taken by consensus among the members, unless specifically authorized otherwise. The implementation of the project is carried out by PUMA's Indian partner, CASA. The relation between PUMA and CASA is also governed by a MOU. The final responsibility for the project's implementation rests with a Project Steering Committee that meets semi-annually. The Steering Committee has three members representing CASA and three members representing PUMA.

### 1.3 The Project

The project focuses on six villages, situated on the coast of the Tamil Nadu State. In its initial conception, the project had six basic objectives:

- 1) to restore the livelihoods of some of the village families most affected by the disaster, by helping them to re-establish means of earning income through provision of equipment, supplies, inputs, training and capacity building, and by supporting the organization of production units (cooperatives, self-help groups) and/or of the communities themselves;
- 2) to reconstruct housing destroyed by the tsunami by building disaster resistant houses;
- 3) to improve disaster-preparedness by building disaster-resistant, multipurpose shelters;
- 4) to improve children's lives by providing school supplies and uniforms and by building parks with playground equipment;
- 5) to provide psycho-social support to help the village people in coping with the trauma caused by the disaster;
- 6) to regenerate the environment along the coast, mostly by planting trees.

As the project got underway, it was proposed to put additional emphasis on the objective of developing the internal capacity of the villages to collectively address the issues affecting them and to become more effective and self-reliant in working towards the social and economic progress of their own communities. To support this objective, three activities were added:

- Community organization and networking
- Capacity building and awareness
- Disaster mitigation and preparedness

The original budget structure was modified to reflect this change, within the same total amount. As well, the original project Logical Framework Analysis (LFA) attached to the Contribution



Agreement was also adjusted (with the assistance of PUMA's project Monitor), to reflect this change and also to make it correspond more closely to the now better known realities in the field. In particular, the initially denominated assistance to farmers was redefined and targeted to other types of beneficiaries, as no farmers as such existed in these coastal villages deprived of agricultural land. These changes were approved by the project Steering Committee and by CIDA in December 2005. The LFA as revised at that date is the current framework for the project's implementation. The expected results and performance indicators that it contains will be amply described and commented upon in the relevant sections of this report.

The project is directly supervised and implemented on-site by PUMA's Indian partner, CASA. The latter is also carrying out relief work, outside of the present project and financed by other donor organizations, in the same villages and in others, in Tamil Nadu and in other affected States. Other NGOs are also active in the project villages, carrying out other tsunami relief initiatives, along with the ones financed by Canada. The Government of the State of Tamil Nadu (GoTN) is another important actor, having committed itself to providing the land for new housing and the public infrastructure necessary to make the villages and new housing clusters viable: roads and streets, water and electricity.

In September 2006, it was proposed to CIDA, and approved by the latter, to include in the project 6 additional villages that CASA was already assisting under ACT financing, but on a smaller scale.

The project started on July 5, 2005 and is expected to end in November 2007, unless the Executing Agency asks for a time extension, and obtains the approval of CIDA.

#### 1.4 Objectives of the Evaluation

The objectives of the evaluation are as follows:

- 1) To evaluate the organizations' activities and results achieved in the years of its development program/tsunami project co-financed by CIDA and compare these to the program proposal and contribution agreement originally signed. The objectives of the program evaluation are to document the results achieved, strengths, and weaknesses of the Program/project. The evaluation is restricted to the parts of the organization's foreign development program/tsunami project supported by CIDA's VSPD, as well as their related Canadian development education program, and may provide a basis for informed decisions regarding funding of any new program proposals submitted by PUMA or any of the consortium's members in the future.
- 2) To assess the current and potential PUMA contribution towards CIDA's new strategic development requirements.

#### 1.5 Methodology

##### a) Evaluation Framework

The proposed methodology is based essentially on the elaboration and use of an analytical evaluation table or evaluation framework (see Annex 2). The framework presents, in an orderly and systematic way:

- The main issues to be addressed by the evaluation

- The questions and sub-questions to be answered under each main issues
- The performance indicators
- The expected sources of information

The evaluation framework has served as a general guide for the evaluation, providing directions as to the information and data to be sought as well as for the interviews. A data gathering and interview guide was also prepared and used (See Annex 3).

b) Data Gathering and Analysis Methods

The gathering of data and information was carried out in three steps:

Preparatory Phase

This phase was conducted in Canada with the following activities:

- Review of CIDA's files;
- Preparation of the draft Workplan;
- Discussion of the Workplan with the VSPD Officer in charge of the project and finalization of the Workplan.

Visit to PUMA's offices in Toronto

Interviews with PUMA's Project Director and other PUMA staff as needed. Examination of PUMA documentation pertaining to the project, including financial records and reports;

Field visit

Visit to CASA's project office in Tirunelveli and to the project villages.

Visit to CASA's Head Office in New Delhi.

The main purposes of the field visit were to meet with CASA personnel and to visit villages where project activities are being implemented (see following table). The evaluator spent 6 days in the project's region, of which two full days were taken up by traveling from Delhi to Trivandrum on to Tirunelveli and back. All PUMA-CASA villages were visited, two of them quite briefly due to lack of time (travel time from the Tirunelveli office to any of the project villages is significant, especially in the rainy season). An ACT village was also visited in the Kanyakumari district, part of the set of additional villages now included in the project.

In the six PUMA-CASA villages, a good cross-section of groups and individuals receiving assistance from the project in one form or another were interviewed. The house construction sites were all visited. On all trips the evaluator was accompanied by the CASA Tirunelveli sector team leader, as well as by two senior project coordinators from the Chennai zonal office. These two persons provide technical guidance and training to the project field officers on a regular basis, and are therefore quite familiar with the project's on-site activities. In addition to site visits, two extended work sessions were held with the CASA staff in the Tirunelveli Office and work sessions in CASA's office in Delhi, with members of CASA's management and staff and with the

Managing Director of the Methodist Engineering Company (MEC), the contractor retained by CASA for constructing the disaster resistant houses in the project villages (as well as in the other tsunami-affected villages of the Tamil Nadu State where CASA is conducting rehabilitation and reconstruction work under ACT financing). Annex 4 gives the list of persons interviewed during the evaluation.

Table 1  
PUMA-CASA and ACT Villages in Tamil Nadu

District	Name of Village	Approx. distance from Tirunveli in kms	Ditto in driving time (hours)
<b>PUMA-CASA villages</b>			
Tuticorin	Periyathalai	100	2.5.
	Veerapandiapattinam	65	2.0.
	Vembar	120	3.0
Tirunelveli	Idinthakarai	90	2.5
	Thilliavanamthoppu	85	2.5
	Thomaiyarpuram	87	2.5
<b>ACT villages</b>			
Tuticorin	Kayalpattinam	65	2.0
	Keelavaipar	100	2.5
	Tharuvaikulam	72	2.0
Tirunelveli	Periyathalai (1)	100	2.5.
Kanyakumari	Chinnathurai	120	3.0
	Eraviputhenthurai	120	3.0

(1) This village straddles the boundary between the districts of Tuticorin and Tirunelveli

### 1.6 Evaluation Schedule

<b>Activity</b>	<b>Dates</b>
CIDA briefing and initial contacts with PUMA	August 15, 2006
Review of CIDA Files	August 25 to 30
Submission of draft Workplan	September 12
Visit to PUMA's Offices	September 18 to 20
Submission of Final Workplan	September 22
Mission to India	Oct. 21 to 31
Mid-term Report	November 2nd
Submission of Draft Evaluation Report	December 8
Submission of Final Report	February 12, 2007
<b>Evaluation Report</b>	<i>Econotec inc.</i>



**2 ACHIEVEMENT OF RESULTS**

2.1 Outputs Realized To Date

a) Restoration of Livelihood and Reconstruction

The following table shows a comparison of the outputs expected in these important project areas (91 % of the total project’s budget) as per the Logical Framework Analysis (LFA), with the outputs achieved as of September 30, 2006.

Table 2  
Main Project Outputs - Restoration of Livelihood and Reconstruction  
Expected as per LFA and Achieved To Date

Description	Project targets as per LFA	Achieved 2006.09.30
<b>1) Restoration of livelihoods</b>		
Fishing families( fish vending eqpt., promotion of fishing coops. and service centres); (number of fish vending kits)	400	342
Distribution of livestock to supplement income (families)	200	193 (note 1)
Tools for artisans (families)	250	98
Small individual businesses (families)	250	96
SHGs & groups for income generation	25	7 (note 2)
Vocational training cum production units	10	8
Boats for squid fishing people (families)	20	6
<b>2) Support to children</b>		
Children’s parks	9	2 (note 3)
Tuition centres	6	6
<b>3) Reconstruction</b>		
New, earthquake-resistant houses	737	737
Multi-purpose shelters	5	1
Restoration of infrastructure services (number of villages)	5	Initiated, but not completed
<b>4) Environmental regeneration (saplings)</b>	140,000	20,000

(1) 168 trios of goats, 25 pairs of cows

(2) At the request of the communities, 9 more SHGs were formed without any financial contribution from CASA, in order to qualify for the Government support scheme for this type of group

(3) 6 more children’s parks were installed in neighbouring, non PUMA-CASA villages

The table shows that the LFA’s objectives are fully met as far as reconstruction of new housing is concerned (except for some finishing details here and there and delivery and installation of doors in some of them, as the evaluator could observe during his field trip). This is indeed a key result in terms of relative budget share, as the housing reconstruction represents 71 % of the approved budget.

The expected outputs are also already fully met in the case of tuition centres, and close to being fully achieved in the cases of assistance to fish vending women (distribution of fish vending kits), assistance to poor families through the distribution of livestock, and creation of groups receiving vocational training with the purpose of becoming an income earning production unit. The creation of self-help groups (such as groups running small village dry goods shops, rice sellers, groups of fish-drying women, idli<sup>2</sup> makers, etc.) falls quite short of the initial objective, and so does support to artisans and small individual businesses. The extension of the project to an additional set of 6 villages will, by increasing the target population, provide opportunities for identifying and assisting more artisans, small businesses and SHGs. The same applies in the case of multi-purpose shelters: 5 were to be built in the 6 PUMA-CASA villages but it turned out that there was need for only one (in Iddinthakarai), the others having been taken charge of by GoTN. CASA proposes to use the excess funds under this budget line for building four more shelters in the villages newly included in the project.

Although all the houses to be built under the project were found in the field to be practically completed, as mentioned above, it was noticed that most of them were not yet connected to the electrical grid, most of the low voltage lines running along the housing complex internal roads having not yet been constructed. These have to be put in by GoTN. Representatives of both CASA and the MEC, the contractor responsible for building the houses, gave assurances to the evaluator that this would be done in the next few days. Indeed, in one of the villages visited, one team of electricians was seen proceeding with the installation of the feeder lines. It is nevertheless recommended that CASA follow up closely with the pertinent representatives of GoTN, on the electrical supply of the houses as well as on any work that remains to provide the PUMA-CASA built housing developments with the required services, including water supply (to be provided in public taps, one for ten houses). Now that the houses are built, whatever remains to be done to allow the beneficiaries to move in should be done quickly.

### **Recommendation 1**

***That CASA follow up closely with the pertinent representatives of GoTN on the completion of the infrastructure services they have committed themselves to provide to the new housing developments.***

Table 1 shows also that only a small percentage the planned number of saplings has been distributed. During the field visit, the casual inspection of village houses and backyards made by the evaluator did not reveal a great number of freshly planted saplings. Lack of proper protection against roaming goats seems to be a problem, of which CASA is aware and is to address by working through the various village groups that have been formed. More saplings will be planted in the newly constructed housing clusters and along their streets. It seems that GoTN is also planning to plant trees in and around the tsunami affected villages, some of the plantations being in the form of disaster barriers along the coast. CASA is waiting for the GoTN's plans to be known, before planting more trees or distributing more saplings. At any rate, CASA have stated that care would be taken to make the village population aware of the needs to protect any distributed saplings from cattle and, if need be, to demonstrate to them how to do so. If some of the remaining saplings to be planted are to be part of a coastal disaster barrier, CASA would call upon an agriculturist or forestry specialist to help in the planning and implementation of its participation in such a scheme.

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<sup>2</sup> Steam-cooked rice or lentil flour patties, a popular and inexpensive snack

To present in a more detailed way the project outputs achieved up to now in livelihood restoration and reconstruction, the following table has been prepared. It indicates the number of direct beneficiaries of the project in each village, as individuals or as members of groups. The data is broken down by gender, with physically challenged persons (Ph. Ch.) being accounted for separately. To put the project results in a more meaningful perspective, the table also includes additional relevant data on each village, such as population, number of houses built by the project, number of boats distributed by CASA (under ACT financing), total number of boats in each village before and after the tsunami and numbers of saplings distributed. Note that there is no fishing activity in Thillaivanamthoppu, which explains the absence of boats in this village.

Table 3  
Direct Project Beneficiaries in each Village, and Other Relevant Data (September 2006)

Village	Vembar		Thillaivanamthoppu		Veerapandiappattinam		Thomaiyarpuram		Idinthakarai		Periyathalai		Total													
	W	M	W	M	W	M	W	M	W	M	W	M	W	M												
<b>Actions</b>																										
<b>Individuals</b>																										
Goats	23	10	14	4	2	24	1	18	1	18	3	34	4	12	131	22	3	12								
Dairy	3	2	4	1		4		1		3	1	4	1	1	19	5		1								
Small business	6	11	2	2	6	4	6	1	5	1	13	1	1	1	15	3	8	5	45	28	10	13				
Rural artisans	12	7	1	3	4	17	1	2	2	1	11	5	3	4	18	2	3	2	63	20	8	7				
<b>Groups for income generation</b>																										
Boats (little boys)		6																					6			
SHG - Fibre Brush	Not yet started (1)																									
SHG - Vessels for rent																										
SHG - Net accessories sales								20							12									12	20	
9 SHGs created with no financial contribution		36		28		12	12	24		12	24	12	12		88									88	84	
Food processing unit											10				10										10	
Rice sellers															12										12	
<b>Education &amp; Vocational Training</b>																										
Tuition centers (students)	13	12	28	24		13	7	No tuition center		20	11	23	9		97									97	63	
Computer Training Center			12	10											12										12	10
Artificial flowers	10														10										10	
Dry fish processing units						11	4					15			26										26	4
Coconut matmaking			40												40										40	
Palm Black Cake		12																							12	
Fibre craft making unit			20					10							30										30	
<b>Fish vending equipment</b>																										
Kits distributed	55		1			70		11		65		140			342										342	
<b>Totals</b>	122	96	3	152	49	2	155	30	4	5	71	23	152	45	4	5	285	31	11	20	937	280	21	33		
Women beneficiaries in each village (%)		55%			76%			82%				76%		76%				85%							75%	
Population		3163			359		2581		324		7290		6808		20525										20525	
Houses built by PUMA-CASA		75			65		23		79		450		45		737										737	
<b>Distribution of fishing boats by CASA (under ACT financing)</b>																										
Boats		6									8		7		21										21	
Families		24									32		28		84										84	
<b>Total number of boats</b>																										
before tsunami		88				102		30		350		342		912												
after tsunami		69				151		65		650		406		1341												
Increase (decrease) in %		-22%				48%		117%		86%		19%		47%												
Saplings distributed		5000			2000		1500		1500		5000		5000		20000										20000	

(1) Alternate activities will be sought, as the market for the product/service is uncertain



The figures shown by the table permit to make the following observations:

- The priority given to women stands out clearly: the row and column totals by gender show that women represent the overwhelming majority of the project beneficiaries (75 %). The table reflects also the attention given to physically challenged people (4 % of the total number of beneficiaries).
- Not obvious from the table, but strongly supported by interviews in the field as well as by CASA quarterly reports and by the latest monitoring report, is the fact that livelihood restoration support provided by the project is mostly directed to disadvantaged people: widows, woman-headed families, members of scheduled castes, notably dalits, the elderly and the disabled. For example, all the small business operators and artisans supported by the project are either poor families, widows or handicapped persons. It is also the case for the members of the SHGs, and most if not all of the members of the vocational training cum production centres. In fact, as the evaluator could observe in the field, most of the individuals or groups that were interviewed belonged to disadvantaged groups or castes and lived in extremely precarious conditions. This is particularly the case for the beneficiaries of the livestock distribution, for the group of squid fisher folk in Vembar, for the group of families, also in Vembar, making a living by selling candy made from the sap of the tall palmyra palm trees (*Borassus aethiopicum*), which has to be collected by climbing three times a day to the top of the trees, a very strenuous work indeed!
- The previous table also shows the considerable increase in number of the fishing boats in the six fishing villages: from 912 to 1341, or an increase of 47 %. This is not however an output of the project: most of the new boats were distributed by various NGOs immediately after the tsunami. CASA also donated 21 boats, distributed in three villages, at an early stage of their intervention, but this was financed by ACT appeal funds, not by the project. Each of the boats provided by CASA was allocated to a group of 4 fishermen employed before the tsunami as lowly paid salaried workers. Thus each of these boats aims to raise the income of four poor fishing families. Nevertheless, the multiplication of fishing boats increases the danger of overexploiting the fish stocks, which at best are not increasing. Even if the supply of fish remains stable (there are diverging opinions on the subject), there is no doubt that the catch per boat is bound to decrease. CASA is monitoring the monthly catches obtained by the owners of the boats it has distributed in Vembar, Idinthakarai and Periyathalai. The data obtained so far, which covers only a few months, is inconclusive. Nor are the observations made in the field during the evaluator's visit of any help: October is the peak period for fishing and catches seemed to be fairly abundant and of high quality (e. g. prawns, lobsters, crabs, huge marlins caught by the larger boats). Nevertheless, the issue of dependence of the village economies on a probably dwindling resource, raised in his last report by the Monitor, needs to be addressed, and additional efforts be made to decrease that dependence as much as possible. CASA's management in Delhi is aware of this problem, and has expressed its intentions to give further attention to it, in the context of a longer term assistance program to the coastal villages of Tamil Nadu.

The evaluator includes a recommendation along these lines in Chapter 7.

b) Community Organization

This general theme is addressed by four activities corresponding to the following budget lines:

- 3.0 Counseling & communications
- 4.0 Community organization & networking

- 5.0 Capacity building & awareness
- 6.0 Disaster mitigation & preparedness

The LFA does not provide any quantitative indication of expected outputs in these areas. It only mentions: “socio-psychological intervention, community organization and capacity building, disaster mitigation interventions”. The presently approved budget is a little more explicit: in explanatory notes for budget line 4.0, it provides target figures for number of village meetings (36), important day celebrations (18), health camps (36) and networking meetings (8). The explanatory note for budget line 5.0 mentions 18 village workshops and 9 training programs for voluntary organizations. There is no explanatory note for budget line 3.0, but it is understood that it covers training for community groups and women’s collectives, and a certain number of activities addressing the recreation and cultural needs of young village people.

Setting objectives in terms of number of meetings, number of training sessions, etc. may be useful as a basis for budgeting, but not very meaningful as output indicators to include in a LFA. The evaluator thus agrees that they should not appear there. There is however one important indicator of community organization that could have been included among the expected outputs, and that is the number and types of village groups organized under CASA field team’s guidance, within the 6 communities. This is perhaps the most important result achieved so far in this area, as it provides the basis for the community’s participation in discussing the various issues that affect their social and economic well-being, in reaching decisions on issues that are within their control and in making representations to the relevant authorities on issues which are not.

As understood by the evaluator, the traditional power structure in the villages rests with two groups:

- The elected local council, or Panchayat Raj, which is the official governing body of the village, with whom the State government interfaces, through the district Collector<sup>3</sup>;
- The village council or traditional Panchayat, made up of village elders, village religious authorities, richer folks, etc.

The poor people, and the people of lower caste who form a significant part of the villages’ population, are not likely to be well represented in these bodies. To correct this situation, CASA has initiated the formation of a “Core Group” in each of the six villages, where both of these entities are represented.

The process of the Core Group’s formation started by a general village meeting, attended by a fairly large number of people, during which the idea of forming such a group was presented, and accepted in all 6 villages. Other groups were also formed in each village (see following table), particularly a women’s collective. The latter allows village women to come together, discuss common issues and even “sing and dance together”, an expression of freedom apparently quite new to them. Other groups include various classes of project beneficiaries, widows, youth, etc. The Core Group, which is intended to become the village core decision making body, includes one representative from the elected village council, one from the traditional Panchayat, three women from the Women’s collective and one from each beneficiary group. Fifty percent of the core group members are supposed to be women, although this could not be confirmed in all cases.

The following table provides an overview of the groups organized to date.

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<sup>3</sup> Chief executive officer and head of the district administration

Table 4  
Overview of Main Village Groups Organized

Name of Group	Idinthakarai	Thillaivan-amthoppu	Thomayar-puram	Periyathalai	Veerapan-diapattinam	Vembar
Initial Village Meeting						
- Date	N/A	2006.02.17	2006.02.10	N/A	2006.04.27	N/A
- Attendance	100	60	50	250	150	125
Core Group						
- Date initiated	2005.12.14	2006.04.17	2006.04.22	2006.02.25	2006.04.27	2006.04.25
- No. of members	14	12	8	21	12	14
Women’s Collective						
- Participants	30	22	25-50	25-50	25-50	36
Association of Widowed Women	26		15-20	100-120	20-25	12
Association of Elderly Women					75-100	
Association of Physically Challenged			80-150	80-150		80-150
Boat Beneficiaries	32					12
Parent-Teacher Associations (Tuition centres)	31	40-50		32	20	
Youth Groups		15		15-20	15-20	

N/A: not available

The groups formed meet quite frequently, with a fair degree of participation, as shown in the following table.

Table 5  
Village Groups – Number of Meetings and Total Attendance  
(July-September 2006)

Name of Group	Idinthakarai	Thillaivan-amthoppu	Thomayar-puram	Periyathalai	Veerapan-diapattinam	Vembar
Core Group						
- No. of meetings	3	3	1	3	3	3
- No. of participants	36	34	10	38	35	35
Women's Collective						
- No. of meetings	1	3	-	2	3	1
- No. of participants	26	64	-	56	95	72
Other Women's Groups						
- No. of meetings	2	-	-	2	2	-
- No. of participants	41	-	-	54	75	-
Association of Physically Challenged						
- No. of meetings	-	-	-	2	-	-
- No. of participants	-	-	-	52	-	-
Youth Groups						
- No. of meetings	3	3	3	2	-	-
- No. of participants	45	57	56	52	-	-
Other Beneficiary Groups						
- No. of meetings	4	3	4	4	4	3
- No. of participants	92	52	58	133	98	68

Some of the topics touched upon, and actions taken during the meetings listed in the preceding table, are reported to include:

- Representations to GoTN for establishing a bus service liaison between the project-built housing development in Veerapandiapattinam and the centre of the village (3 kms.) and the extension of the bus service to Thillaivanamthoppu;
- Conservation of the fish stocks: preventing the discharge of waste in the sea and avoiding the use of under regulation mesh size nets;
- Protection of the village environment: maintenance of drainage, plantation and protection of trees;
- Steps to be taken and representations to be made in order to establish government regulated fish markets, to avoid price fixing by colluding wholesale merchants;

- Countering the increase of child labour brought about by the proliferation of boats<sup>4</sup>

The numbers shown by the table, and the examples of issues quoted as discussed during the meetings, indicate a high level of interest on the part of the communities, and of various disadvantaged groups within them, to collectively discuss and seek solutions to problems of direct concern to them. This is not believed to have existed in any form before the tsunami, and is considered by the evaluator as being an important contribution of the project to the social and economic progress of the village communities. The creation of these groups is an expression of the community-based approach to disaster-relief favored by CASA. This approach goes beyond correcting the immediate effects of a calamity by restoring livelihoods and reconstructing infrastructure, to working with communities and their representative groups towards the long term improvement of their members' social and economic conditions. The key objectives sought by this approach include empowerment of disadvantaged groups within the community, particularly women, and of the community as a whole, the development of advocacy and lobbying capabilities, the building up of self-reliance and the intensification of networks and coordination.

Capacity building is an important issue, as the organization of the groups and conduct of the group meetings rely very much at the moment on the presence and guidance of the CASA field staff. At some point in the future, the groups will need to continue to function on their own. Various training and capacity building activities are being carried out by CASA, directed to the groups themselves and also to CASA's own field staff. It is difficult to ascertain, through the field visits and the existing reports, the extent and quality of the capacity-building activities aiming to make the various village fora autonomous and effective in identifying local needs and taking remedial action<sup>5</sup>. If the expenditures to date under the budget lines presumably corresponding to this activity (3.0 Counseling and Communications and 5.0 Capacity building and awareness) are to be taken as an indication, respectively 5.1 and 4.2 % of budgeted amounts as at September 30, 2006, much remains to be done in this area. This will be touched upon again in Chapter 5.

To be noted also are the various events which the CASA field staff help to organize, which tend to promote the communities' collective lives and bridge the gaps between the castes present in the villages, especially between fisher folks and Dalits<sup>6</sup>. Such typical events are for example: Panchayat Raj Day, International Women's Day, etc.

The last item under the general chapter of community organization corresponds to budget line 6.0: Disaster mitigation and preparedness. No activity has yet been undertaken in this area, as the budget for it is still untouched. It is understood that CASA's intervention in disaster preparedness will require close coordination with, and participation of the GoTN and perhaps of the GoI. A disaster early warning system

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<sup>4</sup> Apparently, some NGOs would not give a new boat to a fisherman's family unless it had three male members (like the father and two sons) able to go out to sea. As a result, some village boys quit school at 10 to go out fishing with their fathers.

<sup>5</sup> The evaluator witnessed an impromptu meeting of part of the Core Group of Vembar. One of the issues discussed was the number of project-built houses (75) vs. the number of families needing proper housing (140). The CASA staff present explained how to make application to GoTN for the construction of additional housing. The meeting could not be considered as typical, as it was dominated by the 3 senior CASA staff present.

<sup>6</sup> Although most fisherfolks belong to the socially disadvantaged categories of "Most Backward Classes" and "Backward Classes", they consider themselves superior to the Dalits and tend to discriminate against them, for example by forcing them to live in designated areas on the periphery of villages. Fisherfolks have expressed reticence to live side by side with Dalits in some of the new housing developments, but the problems seem to have been for now overcome. This mixing up of castes in the housing clusters is a deliberate attempt on the part of CASA to overcome class discrimination within villages.

is being put in place<sup>7</sup>, which will, by some appropriate communications means, provide an advance signal to the threatened communities. A proper response to such signals has yet to be organized at the community level. This is to take place in the time remaining for the project to be completed.

To conclude this section on output realization, it can be said that the anticipated project result of restoring the livelihoods of 1100 families, as stated in the LFA, is well on its way to be met. At the end of September 2006, 891 individuals or families had received assistance aiming to restore or improve their social and economic conditions, with a high bias in favour of women and in favour of disadvantaged members of the communities. Nevertheless, the project seems to be falling short of meeting its objectives in the areas of assistance to artisans and small individual businesses, and creation/training of SHGs. This shortcoming may be in time corrected by the planned extension of the project's coverage to six additional villages.

The physical outputs of the project, essentially the construction of 737 houses, have also been realized, the only exception being the construction of multi-purpose shelters, of which only one was required. The savings under that budget line will be used to build shelters in the newly included villages. The evaluator therefore estimates that the project's outputs in this area are in full accordance with the objectives set out in the LFA, given that the project is yet to go on for another 10 months.

In the area of community organization, most of the work has only started in 2006, and is therefore not as advanced as the previous category of interventions, to which priority had to be given. Nevertheless, an important achievement in this area is the gradual introduction of a collective, autonomous approach to the identification and solution of the problems that directly affect the communities and their various sub-groups, especially the women and the most disadvantaged villagers. This is materialized by the creation of village groups, from the main community core group down to special interest groups, such as handicapped persons, widows, youth, etc. The functioning of these groups has begun under CASA field staff guidance and reveals a high level of participation, interest and satisfaction on the part of the concerned persons. The issues touched upon in meetings of these groups are highly relevant and some groups have already seen some concrete results through their collective action. This component of the project merits to be given continued or even increased priority in the time that remains, especially as regards the strengthening and capacity building required to make these groups effective and autonomous.

## 2.2 Outcomes

As listed in the LFA, the expected outcomes of the project include:

- Capacity of some 1100 families to earn income from sustainable livelihoods as fisher folks, artisans and small businesses;
- Return to a more normal life of some 737 households in rebuilt houses;
- Renewed capacity to overcome trauma as an effect of project socio-psychological interventions;
- Capacity of 40 groups to address the needs of their members and to improve their socio-economic conditions;
- Capacity within five villages to maintain basic services such as schooling, roads, water sanitation and electricity;

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<sup>7</sup> Tsunamis and cyclones are the most likely disasters to affect Tamil Nadu coastal villages, as the region apparently does not present a high seismic risk.

- Increased capacity to absorb similar natural disasters in the future.

The extent to which each of these expected outcomes is realized to date will be examined in the following paragraphs.

#### Income generation

As mentioned earlier, to date the project has assisted 891 families in regaining some capacity to earn income following the tsunami, by supporting individuals or groups through an initial capital donation permitting to generate income (and to provide a source of food in the case of the goats and cows that have been distributed to the poorer families). The evidence gathered in the field as well as from follow-up data gathered by CASA points to a fairly positive picture as regards the renewed capacity of the assisted families to earn income. Naturally, some income earning activities are only beginning to be established with CASA's assistance, so the income generated so far is nil or very small. Some others have been affected by unexpected setbacks, such as the spread of the Chikun Gunya fever in the communities of Thilaivananthoppu and Thomayarpuram, which has prevented the women of two self-help groups from working for several weeks, in spite of the orders they had in hand for their products. Also, some of the individuals and groups selling products in their own communities, have seen their revenue decrease during the breeding season moratorium on fishing, which points to a high level of dependence of the village economies on this activity.

But overall, the assisted families have been able to earn a regular income, modest as it may be in some cases. The case studies included in the village profiles prepared by CASA for the May 2006 Steering Committee Meeting, are very revealing in this respect (some of these case studies are summarized in the latest report of the Monitor): they tell the stories of village people, usually disadvantaged for one reason or another, who are again able to fend for themselves, support their family, pay back their debts, send their children to school, etc. thanks to the modest aid package provided by the project, be it a cow, a pair of goats, tools or implements to exercise their trade, etc. That picture was very much confirmed by the evaluator's interviews in the field: most if not all of the persons interviewed who have had their livelihood restored through the project's assistance expressed their great relief and satisfaction for having regained some income and, perhaps equally important, their dignity. This seems particularly the case of the many assisted fish-vending women, who have not only secured a reliable source of income but also enhanced their image and self-respect by using the brand new fish conservation kits provided by the project. Particularly striking to the evaluator was the enthusiasm and dynamism shown by many of the project beneficiaries: by talking to these people, one gets the feeling that the trauma associated with the tsunami has been overcome, and that the villagers are now ready to get on with their lives and work on improving their conditions with renewed energy.

Two questions however arise with respect to income generating activities:

- Are these activities sustainable in the long run?
- How does the income generated compare with pre-tsunami conditions?

The first question will be addressed further on, when discussing the sustainability of project actions. Answering the second question is very difficult, for two reasons: first, the baseline survey that was conducted in the 6 villages at the beginning of the project does not present income data in a way that would permit meaningful comparisons; secondly, the present income of the supported families is monitored by CASA's field staff but not (yet?) compiled and presented in a systematic way. Nevertheless, many of the persons interviewed during the field visit did state that their income had increased as a result of the project's support. This had the ring of truth, especially because most of the people assisted, were,

and still are, in spite of their improved living conditions, poor or extremely poor. Whether the project had any impact on the income of fishermen is doubtful, as it had little interaction with this segment of the communities' population (except in the case of the low caste squid fishers of Vembar, which were provided with small boats to replace the homemade Styrofoam contraptions they were using before). The effect of the boat donations by other NGOs (and by CASA outside of this project) is not known. CASA however is monitoring the catches of the beneficiaries of its boat donations, and may form an idea as to the evolution of their revenues. There is no doubt, in the evaluator's mind, that increasing the project's interactions with, and influence over, the fishermen would be a desirable avenue to follow. This may not be possible within the present project's timeframe<sup>8</sup>, as the remaining time and resources need probably to be fully committed to continuing and completing the work that has been started with the most disadvantaged members of the communities. But the long term viability of these coastal villages, dependent as they are on the sea, their only significant resource, would be better assured if more attention were eventually given to fishing and other sea-based activities.

#### Installation in rebuilt houses

The houses are now built, the moving in of the selected families has already started (in Periatthalai), and will probably proceed apace between now and the end of the year. This depends however on the timely electrical connection of the houses, and the completion of the infrastructure (water supply, drainage) that is at the charge of GoTN. Assuming this comes through reasonably quickly, here is an outcome that is about to be fully realized. But there are many poor families still living in palm leaf shanties. Through the village groups, CASA is to help the eligible families apply for new Government housing, in the context of a commitment apparently made by GoTN to build a significant number of additional houses.

#### Overcoming the trauma of the disaster

The project actions in this area were taken at an early stage. They include various activities with children and teenagers (creation of parks, picnics, sports, cultural activities) and elderly women. Information centers were established in all villages which provide dailies, periodicals, employment opportunity bulletins and general knowledge books. These are not, unfortunately, equipped with an Internet connection. Volunteers were trained in each village to provide psycho-social support to the affected people, under the guidance of psycho-social facilitator provided by CASA.

Today, the trauma of the disaster is no longer visible to the casual visitor, and it is not believed that the project is taking any more actions aiming directly at providing psychological support to the tsunami affected persons. All individuals and groups that were met seemed to be in good spirits (except the members of two groups of women still suffering from the painful after effects of the chikun gunya fever), the children were found to be cheerful, and very few signs of the catastrophe are still visible in the villages. Of course, the direct tsunami victims, such as widows, bereaved parents and orphans are bound to suffer still, but the return to normalcy of village life, and the enhanced capacity for mutual help and solidarity provided by the community organizations that have been created, are probably the best remedies for overcoming whatever trauma from the disaster may still linger.

#### Capacity of 40 groups to address the needs of their members

It is not known whether the LFA here lumps together the groups created for income generation, such as SHGs and vocational cum production units, and the groups that constitute the components of the community organization that is being instituted under the project's guidance and support. The relevant

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<sup>8</sup> Although the group discussions on the creation of government-controlled fish markets opens up an interesting area of intervention



project budget lines call for the creation of 25 SHGs and 10 vocational training cum production units, but does not allude specifically to the creation of community groups, although it provides for the organization of meetings and for the training of such groups. At any rate, as of the end of September 2006, 7 SHGs and income generating groups had been created<sup>9</sup>, 7 vocational cum production units and, as shown in Table 3 (p. 10), about 30 community groups. The evaluator submits that the emphasis of the expected outcome in this area should not be so much on a target number as on providing the “Capacity to address the needs of their members”. Possessing such a capacity implies that the groups that have been formed, be they for income generation or for collective discussion, representation and/or decision on community issues, are viable and can function effectively on their own. This will be commented upon in Chapter 5 on sustainability.

#### Capacity to maintain infrastructure

Once the new housing complexes are completed with finished streets, a suitable drainage system and the required water supply system, the village Panchayat will be responsible for maintaining the infrastructure, excepting the electrical system that will be maintained by the district government. It is not sure at this stage whether each community possess the suitably trained manpower to carry out this work. It appears that some local persons in each village were employed in the construction of the new housing, but mostly as unskilled labour, with little or no training provided. Given the need to preserve, for many years to come, the integrity of this major investment represented by the realization of the housing complexes and associated infrastructure, the evaluator makes the following recommendation:

#### **Recommendation 2**

***That in each village covered by the project, CASA assess, in collaboration with the local Panchayat, the existing capabilities and resources for maintaining the new infrastructure that has been put in place. In the case that such capabilities be found to be insufficient, that a suitable maintenance team be trained in each village during the remaining time left for the project, using if needed some of the project’s funding. As well, that CASA make the necessary representations and obtain reasonable assurances on the part of the relevant authorities that the funding needed to cover the recurrent costs of such maintenance will be made available on a sustainable basis.***

#### Increased capacity to absorb similar disasters.

At this juncture, the only tangible additional means of resisting future disasters, be they cyclones or tsunamis, result from the resistant housing that has been built at a suitable distance from the high water line. To this must be added the multipurpose shelter in the final stage of completion at Idinthakarai. The activities that are planned in connection with additional physical protection (such as the planting of tree barriers), the organization of an early warning system and the organization and training of the village people on procedures to follow in response to disaster alerts have not been undertaken yet.

### 2.3 Impacts

The expected impacts of the project, as they appear in the LFA, can be summarized as follows:

- Alleviation of extreme poverty for selected marginal and excluded members of the 6 villages;
- Restoration of the communities to contribute to the larger economy;

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<sup>9</sup> Not counting the 9 additional SHGs created at the request of the beneficiaries without CASA providing any funds to constitute the initial capital.

- Improvement of personal and social capability to deal with the trauma of the disaster;
- Increased ability of the villages to mobilize and deal with future disasters;
- Restoration of the natural environment by planting of trees;
- Enhanced status of women within households and the community, with increased participation in decision making.

#### Alleviation of extreme poverty

This is definitely a project impact which is already well on its way to being realized. As shown in the previous sections of this report, it can be safely said that all the families assisted so far under the livelihood restoration component belong to disadvantaged segments of the communities' population: poor families, widows and women-headed families, scheduled caste groups (dalits), physically challenged persons. The allocation of new houses has probably been much less biased in favor of poor people, as the criterion to get a new house is not based on revenue, but on having one's house fully damaged by the tsunami or located within 200 meters of the high water line. It seems however that richer folks who had more than one house were not allocated a new one. Also there are more families eligible for a new housing than the number of houses constructed, particularly in Vembar and in some other communities as well. This problem is supposed to be solved in due course by an additional housing construction program to be undertaken by GoTN. Through the relevant community groups that have been formed, CASA is to help the villages still in need of replacement housing to make the proper representations with the State Government.

Alleviation of poverty is also an impact which can be reliably observed in the field (as opposed for example to individual and social recovery from the disaster's trauma): many obviously poor people were met and interviewed during the evaluator's visit to the villages; the overwhelming majority of them were quite vocal in describing the improvements in their social and material conditions which resulted from the assistance received through the project, as modest as it may have been in many cases.

#### Contribution to the larger economy

Restoring the economic life and promoting the further progress of the assisted communities is the impact which is being sought here: producing, in a sustainable way, more marine products for meeting local needs and for exports to the neighboring districts and beyond, producing and exporting handicrafts, developing and maintaining local small scale businesses and services to meet the needs of the communities, establishing income generating activities for the poor and the needy, having all the children attend school for better employment opportunities in the future, these are all avenues that the project has followed, leading generally to concrete results and a good probability of a lasting impact, especially as regards the welfare of some of the most disadvantaged people. The comments provided in the previous sections have described these results in some details, pointing out the areas where the project impacts are already felt, where they are still in the making, and where they require that more effort be exerted, within this project and beyond, in order to materialize.

#### Dealing with trauma

The subjective evidence, described earlier, suggests that the assistance provided by the project has led to a positive impact in this area.

### Dealing with future disasters

No significant project impact can be observed under this heading, as the activities pertaining to it still have to be implemented.

### Restoring the natural environment

The expected impact of the project on the environment implies some restoration of the coastal landscape as it existed before the tsunami, mostly by plantation of trees. Although not specifically mentioned in the LFA, it also involves ensuring that the project's implementation has no adverse effects on the environment, especially the construction of its infrastructure components.

Since the Tsunami Rehabilitation and Reconstruction project activities constitute a “project” as defined by the Canadian Environmental Assessment Act (CEAA), it is subjected to its provisions: an Environmental Assessment (EA) had to be conducted at an early stage of the project to assess the potential environmental impacts due to the construction and operation of the project activities and to integrate environmental considerations in the project's implementation. The EA was duly conducted by an Indian environment specialist retained by CASA. The resulting document identifies the anticipated positive and negative impacts resulting from the construction and operation of the project, gives an account of the key concerns with respect to human health and provides an Environmental Management Plan (EMP) for mitigating the anticipated adverse impacts likely to result from the project.

The EA, carried out at the six village sites, concludes that the construction of housing and shelters will have no significant detrimental effect on the environment: there are no sensitive features in the area, construction will take place on wasteland and the practices proposed and followed by the contractor are environment-friendly: manual construction, use of natural materials, etc. However, the EMP advises that monitoring be exercised by CASA during project implementation, with a specific list of do's and don'ts to be followed-up on, such as avoiding to disturb adjacent land, suppressing dust, making proper disposal of non recyclable construction waste, etc. As far as the evaluator could observe, the contractor for the housing developments, monitored by the two CASA construction supervisors, has been respectful of the environment: the sites looked quite orderly and clean, and no unsightly heaps of discarded materials caught the attention of the visitor.

Once the housing clusters are occupied, the EA report underlines the positive impacts of piped water, construction of internal roads with proper water drains<sup>10</sup>, etc. but points to a possibility of adverse impact due to disposal of human waste. As the evaluator could witness in the field, each house is duly equipped with a proper latrine, leading to a twin-pit disposal arrangement, which is supposed to be harmless to the environment, provided the dry waste is regularly removed from the pit and disposed of in the proper manner<sup>11</sup>. The main question is whether the latrine will be effectively used for its purpose, and not as a storage room, and whether the dual-pits will be properly maintained. It is too early to tell. It behooves the CASA field teams to bring up the subject in the relevant community groups, so as to increase the awareness of the house dwellers regarding the proper use of the facilities that have been provided. But, it must be added, environmental concerns in and around the villages are much broader than the proper use of latrines by the minority of villagers that were given new houses. Much could be done by the villagers themselves to improve solid waste disposal, reduce the reported dumping of waste material in the sea and in general work towards a cleaner village environment and reduced hazards to human health. There

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<sup>10</sup> Rainwater flowing from the houses' terraced roofs is piped into pits designed to recharge the aquifer.

<sup>11</sup> In Iddinthakarai, there was doubt as to whether the dual pits could be put in place, due to the rocky nature of the terrain underlying the housing site. As the evaluator could observe, it proved in the end possible to make the required excavations and install the concrete dual pits.

appears therefore to be considerable scope for discussion and awareness raising on environmental issues that could be addressed through the community groups that have been created. Some of this has already started, as reported in the CASA quarterly reports.

The planting of trees has been discussed before. Only a small quantity of saplings have been distributed and planted near and around existing village houses, mostly fruit trees. Not very many could be seen by the evaluator, perhaps due to inadequate protection from cattle. More trees will be planted around the houses and along the internal roads of the new housing clusters. Protection from cattle is a must. This has already begun to be taken up in community group meetings. Another lot of PUMA-CASA saplings could be planted as part of a natural protection barrier along the coast<sup>12</sup>. This is held in abeyance until GoTN makes its own tree-planting scheme known.

### Enhanced status of women

As shown in Table 3 (p. 10), the representation of women among direct project beneficiaries is overwhelming. As well, although Table 4 (p. 13) does not provide a breakdown by gender of the mixed community groups, it does show a fairly high level of participation in the women's collectives, associations of widows and of elderly women. The core groups are supposed to have equal gender representation, but this was not ascertained in the field. What could be observed however, is the satisfaction of all women interviewed with the attention and support provided by the project. Many expressed pride in being able to earn an income again, especially the fish-vending women whose traditional lowly status has been elevated by the brand new vending kits they now use for exercising their trade, sometimes in fairly remote interior villages to which they travel by public transport.

So there is no doubt that the impact of the project on the status of the numerous project assisted women, is already felt and is probably quite significant. Less obvious is the influence of the project on the women of the less disadvantaged groups, i.e. the women of the fisher families. These are reached in a more indirect way, through the community groups where they are presumably represented. Whatever can be done to enhance the status and influence of the fishers' womenfolk in their own groups and families is felt to be important, as this would reinforce their role as agents of change. The latest CASA quarterly report does mention several topics touched upon in community group discussions which concern fishing practices and their impact on the marine environment, and also the employment of child labor in fishing boats. To what extent women participate, or even take the lead, in these discussions has not been reported upon. As well, it would be interesting to know whether their increased ability to earn income as well as their involvement in the newly created community groups are starting to enhance the influence and decision-making power of village women. It would thus be useful to seek more detailed information on the impact of the project on the status and empowerment of women and on their changing role in the community and the household. No baseline data seems to have been collected on this aspect. The measurement of changes would therefore be somewhat inaccurate. It would still be worth trying to assess them.

### Recommendation 3

***That CASA be more accurate in its reporting on the participation of women in the community groups, for example by providing attendance by gender of all mixed group meetings and reporting in more details on the roles and interventions of women in all meetings. That a survey be made before the end of the project to evaluate the advances made with respect to the status and empowerment of women and to assess to what extent and how their roles in the community and the household has changed.***

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<sup>12</sup> In some other coastal areas of India affected by the tsunami, it is planned to replant mangrove, a particularly effective coastal protection against waves. The coastline in and around the 6 PUMA-CASA villages does not lend itself to mangrove plantation.

2.4 Results : Summary and Conclusion

The detailed presentation of the results achieved up to the end of September 2006, provided in the preceding pages, is summarized in the following table, with an emphasis on showing to what extent the results meet the project objectives stated in the LFA.

Table 6  
Project Results: Overview of Target Achievement as at 2006.09.30

Expected Results	Level of achievement
<p><b>Outputs</b></p> <p>Restoration of livelihoods</p> <p>Support to children</p> <p>Reconstruction</p> <p>Environmental regeneration</p> <p>Counselling &amp; communications (1)</p> <p>Community organization &amp; networking (1)</p> <p>Capacity building &amp; awareness (1)</p> <p>Disaster preparedness (1)</p>	<p>Realizations still short of targets, especially as regards numbers of individual artisans and small businesses assisted, and creation of groups for income generation</p> <p>Targets are practically 100 % achieved</p> <p>Housing reconstruction: target is 100 % achieved</p> <p>Multi-purpose shelters: only 1 out of 5 built so far</p> <p>Infrastructure services: in progress</p> <p>15 % of target realized</p> <p>Counselling &amp; psycho-social support was provided</p> <p>About 25 community groups formed in the 6 villages</p> <p>In progress through the community groups</p> <p>Not started</p>
<p><b>Outcomes</b></p> <p>Sustainable livelihoods restored for 1,100 families</p> <p>737 families get a new house</p> <p>Trauma overcome</p> <p>40 groups formed to address the needs of their members</p> <p>Village capacity to maintain basic services</p> <p>Increased capacity to absorb future disasters</p>	<p>80 % of target achieved; work still to be done to improve the prospects of long-term sustainability</p> <p>All houses are built, families are moving in</p> <p>Subjective evidence points to full achievement</p> <p>Shortfall in numbers of income generation groups; a significant number of community groups has been formed to jointly address group/community issues</p> <p>Significant work still to be done</p> <p>Most of the work still to be done</p>
<p><b>Impacts</b></p> <p>Alleviation of extreme poverty for selected groups of the 6 villages</p> <p>Restoring the contribution of the communities to the larger economy</p> <p>Social and personal capability to deal with trauma of the disaster</p> <p>Increased ability to deal with future disaster</p> <p>Restoration of the natural environment</p> <p>Enhanced status of women</p>	<p>Project is intensely focused on excluded/marginal groups; significant impact well on its way to be obtained</p> <p>Impact is modest in this area; more assistance needs to be provided, especially aimed at the fishers communities</p> <p>Impact of project is positive</p> <p>No significant project impact observed</p> <p>Adequate environment protection measures taken during construction; most of tree plantation has yet to take place</p> <p>Representation of women among project beneficiaries is considerable; impact on status and influence enhancement not adequately measured nor reported</p>

(1) No quantitative indications of expected outputs included for these items in the LFA

The table, as did the previous detailed presentation, suggests a mixed performance as regards the achievement of project targets, at all three levels of results,. Some quite important results were fully achieved, or well on their way to be achieved, while some others still need important efforts for the objectives to be met by the time the project runs its course. As the table shows, the project performance meets expectations in the following main areas:

- Construction of housing, support to children, counselling and psycho-social support, community organization and networking
- Relocation of displaced families, and trauma attenuation
- Alleviation of extreme poverty for excluded/marginal groups

Shortfalls are observed in the following areas:

- Restoration of livelihoods, construction of shelters, environmental regeneration and disaster preparedness
- Number of families provided with renewed and sustainable income, village capacity to maintain infrastructure/services and to absorb future disasters
- Contribution of the villages to the larger economies.

In discussing these discrepancies, and the prospects of their being overcome, it is important to take account of two factors:

- There are still 10 months for the project to run its course after the date of the situation reflected in the table;
- It has been decided, and approved by CIDA, to extend the project to 6 additional neighbouring villages, that were also affected by the tsunami. CASA is already conducting disaster relief work in these communities, but with a level of funding that does not permit to offer the range of assistance provided in the 6 original PUMA-CASA villages.

The inclusion of additional villages increases the project's target population of potential beneficiaries, and permits to extend assistance to a larger number of disadvantaged/marginal families and groups, especially as regards regeneration of income. Some of the successful development actions applied in the original village set, can be replicated in these new communities. Also, 4 of the 5 protection shelters, budgeted for but still not built, will be erected in the new villages now included.

Bearing in mind these two factors, the following conclusion can be made:

The evaluator deems that all project results which were still found to be below targets at the time of the evaluation can be realized, give and take some minor variances, i. e. falling slightly short of some objectives, and perhaps exceeding some others. Nevertheless, in order for this to be realized, some specific measures have to be taken by the project team, as indicated in recommendations 1 and 2, made above, on exerting pressure on the GoTN for completing the village infrastructure they have committed to build and making sure the necessary resources are made available and mobilized to maintain the village infrastructure. In addition, the project's impact on enhancing the status of the large proportion of women it attends to needs to be more closely monitored in order to know what it is (recommendation 3). Two other recommendations made further on in the report address the question of sustainability of the commercial

ventures developed by some income-generating groups (recommendation 5 p.38 ) as well as the long-term viability of the fishing activities (recommendation 6 p.39 ). In this latter case, the evaluator believes that the issue, to be properly addressed, needs a longer timeframe and more resources than provided by the project.





### **3 COST EFFECTIVENESS**

#### **3.1 Evolution of the Project Budget**

One of the first tests of cost effectiveness is the frequency and amounts of variances observed in the budget over the life of the project. The following table shows:

- The original budget as presented in the contribution agreement
- The revised budget approved by CIDA on December 6, 2005
- The revision to the budget proposed by CASA on November 16, 2006

The latter revision is understood to be provisional. It was prepared by CASA's Head Office before the November Steering Committee meeting and needs further interactions with the project field team and zonal office before being finalized. It must be noted that this latest budget is to cover the inclusion of 6 additional villages in the project. These are neighboring coastal communities where CASA has undertaken some tsunami reconstruction and rehabilitation activities under financing from the ACT appeal, but of a smaller scope than in the PUMA–CASA villages. CASA now proposes to divert some of the funding earmarked for the latter to finance additional development actions in the 6 ACT villages.

The table suggests the following comments:

- The total budget of the project in Canadian dollars is shown to decrease in the latest revision. This is however due to rate of exchange fluctuations and the provisional nature of the latest budget. It is understood that it is CASA's intention to ask that any gain accruing from the fall of the rupee may be applied to additional actions by the project under the approved budget lines, just as is allowed for by the Contribution agreement in the case of accumulated interest on advance payments. So the project budget in Canadian dollars can be considered as not likely to fluctuate.
- Although not insignificant, the changes from the original Contribution Agreement budget to the one approved in December 2005 seem fully justified by the fact that the original cost projections had not been based on a full needs assessment survey of the villages to be assisted. The latter revealed that there were not any farmers as such to be supported, but rather a number of poor families that could be greatly helped by providing them with some goats and/or cows, at a much reduced cost. The Rs. 2.275 million saving thus made was reallocated to fisher folks (Rs. 800,000), other categories of needy people (Rs. 300,000) and children (Rs. 230,000), and also permitted a reduction of the overall livelihood restoration budget of Rs. 945,000.
- As well, the reconstruction budget was increased by Rs. 800,000, corresponding to the cost of building 4 additional houses. Three new budget lines were added, with a corresponding additional cost of Rs. 2,357,000: Community organization and networking (Rs. 422,000), Capacity building and awareness (Rs. 135,000), and Disaster mitigation and preparedness (Rs. 1,800,000). These additions reflect the evolution of CASA's approach to disaster relief: beyond aiming to return to the status quo ante situation of the villages through rehabilitation and reconstruction, an increased emphasis is placed on their longer term development. Hence the added provision for assistance in promoting a collective approach to the solving of community problems through the creation of community groups, raising their awareness regarding their rights and strengthening their capacities for networking and alliance building, lobbying and advocacy. The training of the communities in preparing themselves for future disasters and mitigating their effects is also part of this longer-term perspective. Since these additional interventions can only enhance the sustainability of the project's

results, and could be fully covered by the gains made through the rupee's depreciation, they were duly approved by CIDA.

- As for the new budget currently proposed, the only significant change with respect to presently approved budget is an increase of Rs. 3,685,000 in the cost of housing reconstruction. This corresponds to the final house unit cost paid to the contractor MEC, which has increased from Rs. 200,000 to Rs. 205,000. This increase is justified by the escalation in the local cost of raw materials since the beginning of the project, especially cement and steel. It was approved by CASA as a result of negotiations, as the MEC contract does not include any price escalation clauses.

It can be concluded that the project's budget has been fairly stable. Whatever changes that have taken place are relatively small in percentage, adequately justified and fully covered by the gains in rupees made through interest and the fall in the currency's rate of exchange with respect to the Canadian dollar. Although the final proposed budget is expected to be further adjusted, it is believed at this time that these adjustments will be small, and mostly aim to apply the surplus in rupees accruing from the exchange rate to additional development actions in the 12 villages that are now covered.

Table 7  
Evolution of the Project Budget (kRs.)

Description		1	2	3	Variation from 1 to 2	Variation from 2 to 3
		Contribution agreement	Approved 2005.12.16	Proposed 2006.11.16		
<b>1.0</b>	<b>Rehabilitation – Livelihoods</b>	<b>13,487</b>	<b>12,542</b>	<b>12,492</b>	<b>- 945</b>	<b>-50</b>
	1.1 Support to fisher folks	1,200	2,000	2,000	800	-
	1.2 Supplementatry income generation (1)	3,975	1,700	1,700	-2,275	-
	1.3 Support for others	4,700	5,000	5,000	300	-
	1.4 Environmental regeneration	2,150	2,150	2,100	-	-50
	1.5 Support to children	1,462	1,692	1,692	230	-
<b>2.0</b>	<b>Reconstruction</b>	<b>175,925</b>	<b>176,725</b>	<b>180,410</b>	<b>800</b>	<b>3,685</b>
	2.1 Construction disaster resistant houses	146,600	147,400	151,085	800	3,685
	2.2 Multipurpose shelters	10,000	10,000	10,000	-	-
	2.3 Village infrastructure	18,500	18,500	18,500	-	-
	2.4 Technical consultancy	825	825	825	-	-
<b>3.0</b>	<b>Counseling &amp; Communications</b>	<b>1,250</b>	<b>1,250</b>	<b>1,250</b>	<b>-</b>	<b>-</b>
<b>4.0</b>	<b>Community organization &amp; networking</b>	<b>-</b>	<b>422</b>	<b>422</b>	<b>422</b>	<b>-</b>
<b>5.0</b>	<b>Capacity building &amp; awareness</b>	<b>-</b>	<b>135</b>	<b>135</b>	<b>135</b>	<b>-</b>
<b>6.0</b>	<b>Disaster mitigation &amp; preparedness</b>	<b>-</b>	<b>1,800</b>	<b>1,800</b>	<b>1,800</b>	<b>-</b>
<b>7.0</b>	<b>India: Logistics &amp; Administration</b>	<b>8,110</b>	<b>8,110</b>	<b>8,110</b>	<b>-</b>	<b>-</b>
	7.1 Transport, warehousing & handling	2,408	2,408	2,408	-	-
	7.2 Personnel, administration, operation & support	1,800	1,800	1,800	-	-
	7.3 Staff salary & compensation	3,716	3,716	3,716	-	-
	7.4 Audit funds & auditor’s field visits	186	186	186	-	-
	<b>Total</b>	<b>198,772</b>	<b>200,984</b>	<b>204,619</b>	<b>2,212</b>	<b>3,635</b>
<b>8.0</b>	<b>Canadian management costs</b>	<b>5,972</b>	<b>6,038</b>	<b>6,038</b>	<b>66</b>	<b>-</b>
	<b>Total project costs</b>	<b>204,744</b>	<b>207,022</b>	<b>210,657</b>	<b>2,278</b>	<b>3,635</b>
	<b>Total project CAN k\$</b>	<b>6,000</b>	<b>6,000</b>	<b>5,693</b>	<b>-</b>	<b>-</b>
	<b>Rupees/CAN \$</b>	<b>34.12</b>	<b>34.50</b>	<b>37.00</b>		

(1) This item was called “Support to farmers” in the original contribution agreement budget

### 3.2 Costs vs. Results

The highest cost item in the project budget correspond to the construction of 737 disaster resistant houses (72 % of the total budget). At a final unit cost of Rs. 205,000, this is equivalent to about \$5,500 per house, which seems to be good value for money by Canadian standards. It is of course difficult for the evaluator to assess whether this is also good value for money by Indian standards, but the interviews with CASA's and MEC's management and staff lead one to believe that this contractor is a reputable and responsible company and that its costs are reasonable. It was retained through a proper tendering process. CASA has used MEC repeatedly in the past for post-disaster reconstruction, and found its performance to be satisfactory.

Many other cost items appear to be fairly reasonable, at least to a Canadian observer. For example, the initial grants to small artisans (Rs. 5000 or \$133), Rs. 6,000 for small business operators (\$160), Rs. 40,000 (\$1,067) for an SHG, Rs. 120,000 (\$3,200) for a training cum production centre. As of September 30, 2006, the livelihoods of 343 fish vending women were restored by providing them with proper kits, at a total cost of Rs. 999,840, or approximately \$78 per woman. The results obtained by the project to date, other than those associated with reconstruction, as detailed in table 2 (p. 7), have cost approximately Rs. 9 million, or about \$240,000. Given the number of disadvantaged families that could be provided with a renewed source of income out of these funds, the project appears to be fairly cost-effective.

### 3.3 Leveraging and Potential for Replication

The main leveraging effect of the project is believed to be through the representations made to the GoTN by the community groups that the CASA team has helped to form. For example, as a result of these representations, the bus service has been extended to one remote new housing complex, and is likely to be also extended to Thillaivanamthoppu, one of the poorest project villages, situated some ways from the main road. The new SHGs formed with the assistance of the project, financial or otherwise, become eligible for applying to the support schemes provided by the government. The project has made the handicapped people aware of the government support they are entitled to, and is currently helping them to obtain it. Eligible families that were not awarded a new house financed by the project, will continue to be assisted in applying for a house or financial support under the yet to be started GoTN house rebuilding scheme. The income generation groups that have been formed, once they become commercially viable enterprises, will be helped in getting additional financing from one of the Government-run micro-finance schemes.

Some additional leveraging may have been obtained through financing by other NGOs, but this has not been brought to the attention of the evaluator.

The potential for successful replication accrues mainly from the extension of the project to the additional neighbouring villages. The assistance provided so far by CASA to these villages did not include the whole range of actions carried out in the original 6. For example, there was no cattle distribution to poor families, nor any creation of vocational training cum production centres. Depending on the needs, the experience gained so far can serve to implement interventions of these types in the new villages, similar of modified on the basis of the experience now in hand. The formation and capacity building of community groups can also take advantage of the experience so far, especially as these tasks will be carried out by the same teams.

### 3.4 Other Factors Affecting Cost-effectiveness

The evaluator did not come across any evidence of other factors that may have affected costs one way or the other. Nevertheless, the lack of coordination between NGOs intervening in the tsunami affected

villages, reported to have occurred shortly after the disaster struck, may have been a source of inefficiencies, even though there has not been any mention of a direct effect on costs. The somewhat indiscriminate distribution of fishing boats in coastal villages has been mentioned earlier as probably undesirable, in view of the uncertain evolution of fish stocks. Undue competition between NGOs to get the attention of the villagers, which apparently also took place in the past, may have fostered a culture of dependence to the detriment of self-reliance. It is reported also that CASA has lost some field staff to competing NGOs offering higher salaries. As well, it can be suspected that some duplication of effort took place at the early stage of the relief campaign, perhaps even before the present project started or at its very beginning, but this is perhaps unavoidable during the immediate rush to help the affected communities. At the present time, the tendency for improved coordination has prevailed: there exist now an NGO coordination committee in each of the two districts (Tirunelveli and Tuticorin) where the assisted villages are located. These committees meet regularly, and the amount of coordination is reported to be satisfactory, to the extent that some NGOs collaborate with CASA on specific actions, such as for example in the area of tree plantation where CASA is planning on setting up a nursery jointly with another NGO.

#### **4 RELEVANCE OF RESULTS**

##### **4.1 Consistency with Population Needs**

The initial conduct of a baseline survey (after the essential village needs for emergency relief, such as basic foodstuffs, household goods and temporary shelter had been provided for) permitted to focus rapidly on the social and economic needs of the affected communities, especially of the more disadvantaged groups within them. As indicated in the Monitor's reports, and confirmed during the evaluator's field visit, the actions taken by the project have responded well to the most urgent needs of the population, namely the obtaining of a secure, permanent shelter by the eligible families, and letting the poorest people recover some means of earning income. These needs evolved with time, from basic foodstuffs, household goods and temporary shelter immediately after the tsunami (and before the project), to trauma recovery, permanent reconstruction and restoration of income-earning capabilities and on to the enhancement of the long-term collective ability to influence the community's future. Accordingly, the project's actions are also evolving with the relative urgency and nature of the community needs. For example, since the beginning of 2006, increasing attention to the development and capacity building of community groups has been given. The only areas where perhaps the project has not yet responded to the long term needs of the communities are disaster preparedness and enhancing the sustainability of the fishing industry. The former is covered by an explicit budget line and is to be attended before the end of the project. The latter is a more involved area of intervention, likely to be covered only indirectly (through the core and other community groups) within this project's timeframe. CASA has expressed the intention to turn to this important issue as part of the continued presence and action is it planning to have in these villages after the present project is completed.

##### **4.2 Consistency between CIDA's KARs and Project Expected Results**

The following table presents side by side CIDA's key agency results and the corresponding project components and expected results. The table shows that the project is highly consistent with all development KARs, particularly those that concern economic well-being and social development. Environmental sustainability is also addressed through the environmental regeneration component of the project, as well as through the precautions that have been taken to avoid undesirable environmental impacts during and after construction of the infrastructure. As well, environmental issues having a bearing on the sustainable economic and social progress of the villages are beginning to be touched upon in community group meetings. The achievement of good governance at the community level is being sought through the groups that have been formed.

The project is also consistent with three of the 5 enabling KARs:

- The high extent of local ownership that is being achieved is one of the priorities of an appropriate programming orientation;
- The sectoral and thematic focus of the project is highly appropriate, as indicated by its coherence with the development KARs, shown above. As well, the expected result of engaging Canadians is being realized through the efforts of the PUMA Consortium members to use the tsunami project as a concrete example to educate their constituency on the importance and results of ODA in general and CIDA's aid program in particular.
- Consistency with the geographic focus of CIDA's programming is not felt to be relevant, as the project is meant to be a response to a humanitarian crisis, for which all developing countries are eligible. The project does not include components aiming to strengthen the Canadian and Indian partners that jointly constitute the Executing Agency for the project.

Table 8  
CIDA's Development and Enabling KARs and Project Components and Results

Key Development & Enabling Results	PUMA-CASA Tsunami Project Components	Key Project Results
<b>D1. Economic Well-being</b>	- Restoration of livelihoods. - Support to children - Reconstruction	- Sustainable income restoration of individuals and groups - Creation of tuition centers - Creation of vocational training cum production units - Disaster resistant housing and shelters
<b>D2. Social Development</b>	- Restoration of livelihoods. - Support to children - Community organization	- Sustainable income restoration of individuals and groups - Creation of tuition centers - Creation of vocational training cum production units - Creation of community groups for collective decision-making, networking and advocacy
<b>D3. Environmental Sustainability</b>	- Environmental regeneration	- Planting of 240,000 saplings - Construction of environment friendly housing - Awareness raising on environmental issues through the community groups
<b>D4. Governance</b>	- Community organization	- Creation of community groups for collective decision-making, networking and advocacy
<b>E1. Appropriate programming orientation</b>	- All	- Project is largely locally-owned
<b>E2. Appropriate sectoral and thematic focus</b>	- All	- Focus on social development priorities - Focus on cross-cutting issues of gender equality and environment
<b>E3. Appropriate geographic focus</b>	- Not applicable	- Not applicable
<b>E4. Engaged Canadians</b>	- All	- Education of their constituency by PUMA Consortium members
<b>E5. Institutional strengthening of CIDA's partners</b>	- Not applicable	- Not applicable

#### 4.3 Consistency between CIDA Policies, MDGs and Project Expected Results

The following table presents the project components and expected results that correspond to each of the current CIDA development policies. Not unexpectedly, the project shows a high degree of coherence with the objectives sought by each of these policies.

Also listed in the table are the 8 Millennium Development Goals (MDGs). The project is found to be consistent with 5 MDGs: it strongly focuses on the eradication of poverty and hunger, as well as on the promotion of gender equality and empowerment of women. It touches upon the promotion of universal primary education through the creation of tuition centers, and seeks to promote on the regeneration and sustainability of the natural environment surrounding the target villages.

Reduction of child mortality and improvement of maternal health are not directly addressed, although they could at some time be touched upon in the context of the education and awareness raising that could be provided through the community groups. The development of a global partnership is not relevant in the project's context.

As for combating diseases, the evaluator has noted that two of the PUMA-CASA villages had been the victims of a chikun gunya fever epidemic. Although mortality caused by this new mosquito-transmitted disease is rare, it is very incapacitating as it gives muscle stiffness and articulation pains for a long time after the fever has subsided. Even though assisting the villages in overcoming this specific disease is not specified in the project proposal (chikun gunya had not started to spread through the Indian subcontinent at the time of its preparation), the evaluator believes that CASA should seize on the opportunity of its presence in the presently or potentially affected villages, to make sure that the population gets the proper information on the ways and means to prevent this disease, and how to cure it once it strikes. It is not believed that this would be costly nor that it could not be easily covered by the present project budget. Hence the following recommendation:

#### **Recommendation 4**

*That CASA organize, through the suitable community groups, sessions of information on the chikun gunya fever, its causes, the precautions to be taken to prevent it and the curative measures to take once a person is affected. As the best means of preventing the fever is probably through the use of impregnated mosquito nets, ways and means to procure the nets at an affordable cost or free of charge should be sought with the assistance of CASA.*

Table 9  
CIDA Policies, MDGs and Project Components and Results

CIDA Policies and MDGs	PUMA-CASA Tsunami Project Components	Key Project Results
<b><u>CIDA Policies on:</u></b>		
<b>Poverty Reduction</b>	<ul style="list-style-type: none"> <li>- Restoration of livelihoods.</li> <li>- Support to children</li> <li>- Community organizations</li> </ul>	<ul style="list-style-type: none"> <li>-Sustainable income restoration of individuals and groups</li> <li>- Creation of tuition centers</li> <li>- Creation of vocational training cum production units</li> </ul>
<b>Gender Equality</b>	<ul style="list-style-type: none"> <li>- Restoration of livelihoods.</li> <li>- - Community organization</li> </ul>	<ul style="list-style-type: none"> <li>- Restoration of livelihoods directed to an overwhelming majority of women</li> <li>- Empowerment of community women through their active role in community groups created for collective decision-making, networking and advocacy</li> </ul>
<b>Meeting Basic Human Needs</b>	<ul style="list-style-type: none"> <li>- Restoration of livelihoods.</li> <li>- Support to children</li> <li>- Reconstruction</li> </ul>	<ul style="list-style-type: none"> <li>- Meeting the basic human needs of the target community is one of the key results of the project, already partially achieved</li> </ul>
<b>Environmental Sustainability</b>	<ul style="list-style-type: none"> <li>- Environmental regeneration</li> </ul>	<ul style="list-style-type: none"> <li>- Planting of 240,000 trees</li> <li>- Construction of environment friendly housing</li> <li>- Awareness raising on environmental issues through the community groups</li> </ul>
<b>Private Sector Development</b>	<ul style="list-style-type: none"> <li>- Livelihood restoration</li> </ul>	<ul style="list-style-type: none"> <li>- Creation of micro-enterprises (individual businesses and artisans, SHGs, vocational training cum production units</li> </ul>
<b>Human Rights, Democratization &amp; Good Governance</b>	<ul style="list-style-type: none"> <li>- Community organization</li> </ul>	<ul style="list-style-type: none"> <li>- Awareness raising of groups on their rights</li> <li>- Empowerment of groups to participate in the communities' management</li> </ul>
<b><u>MDGs</u></b>		
<b>1. Eradicate poverty and hunger</b>	<ul style="list-style-type: none"> <li>- See Poverty reduction above</li> </ul>	<ul style="list-style-type: none"> <li>- See Poverty reduction above</li> </ul>
<b>2. Achieve universal primary education</b>	<ul style="list-style-type: none"> <li>- Support to children</li> </ul>	<ul style="list-style-type: none"> <li>- Creation of tuition centers</li> </ul>
<b>3. Promote gender equality and empower women</b>	<ul style="list-style-type: none"> <li>- See Gender equality above</li> </ul>	<ul style="list-style-type: none"> <li>- See Gender equality above</li> </ul>
<b>4. Reduce child mortality</b>	<ul style="list-style-type: none"> <li>- Not directly addressed</li> </ul>	
<b>5. Improve maternal health</b>	<ul style="list-style-type: none"> <li>- Not directly addressed</li> </ul>	
<b>6. Combat HIV/AIDS, malaria and other diseases</b>	<ul style="list-style-type: none"> <li>- Not directly addressed</li> </ul>	
<b>7. Ensure environmental sustainability</b>	<ul style="list-style-type: none"> <li>- See above</li> </ul>	<ul style="list-style-type: none"> <li>See above</li> </ul>
<b>8. Develop a global partnership for development</b>	<ul style="list-style-type: none"> <li>Not applicable</li> </ul>	<ul style="list-style-type: none"> <li>Not applicable</li> </ul>



#### 4.4 Advantages for Canada

The project's advantages for Canada result from the public engagement efforts of the PUMA Consortium members, aiming to foster the continued support of their respective constituencies and of the public at large for the tsunami relief effort in particular and for Canada's humanitarian assistance in general. In fact, the monetary donations obtained by the Canadian churches have been considerable, as indicated by the large amounts of funding collected (see Table 10 p. 47). Following the initial appeal for funds, the information on the tsunami response currently prepared and made available by the churches tend to show how the money collected was used and how it has helped the affected populations.

An overview of the material made available is provided in the following table.

Table 10  
Overview of Main Public Engagement Actions by PUMA Consortium Members

Organization	Type of material	Target audience	Exposure
<b>United Church of Canada</b>	<u>Website</u>	Public at large	
	Stories on the tsunami response, etc		
	<u>Printed material.</u>		
	Poster	Pastoral charges	3,500
	Information Bulletin	Pastoral charges	3,500
	Minutes for mission & sermons	Ditto on active email list	1,600
	<u>Media</u>		
	Interviews: Rogers Cable TV & CFRB radio	Public at large and	
Video for Vision TV (national)	Congregation members	100,000	
Video: “One year after”, for UCC National TV program Spirit Connection	Public at large	100,000	
Pastoral visit to Andaman and Nicobar islands, followed by article on visit in UCC National Magazine	UCC constituency	100,000	
<b>Anglican Primate’s World Relief &amp; Development Fund</b>	<u>Website</u>	Public at large	
	<u>Presentations</u>		
	Parish level speaking engagements by staff	Church congregations	750
	Lunch & Learn session in Church House for all staff and visitors	Church staff	40
	Presentations at the PWRDF Board meetings	Church management	85 delegates
	Tsunami presentation at a diocese in Vancouver	Church congregation	22 delegates
Tsunami presentations at regional meetings attended by Diocesan Representatives	Church staff	44 delegates & 350 representatives	
<b>Presbyterian World Service &amp; Development</b>	<u>Website</u>	Public at large	
	Over 15 articles on tsunami response		
	<u>Printed material</u>		
	Articles inserted in the monthly Presbyterian Record	Subscribing households	37,500
	Articles in the quarterly PWSDevelopment, inserted in the Presbyterian Record)	Subscribers to the Presbyterian Record plus the congregations of 41 churches	37,500 +
	“One year later” bulletin	Website & congregations	Not known
	Email updates	Congregations	1,700
	Sermons and presentations	Congregations	1,500 minimum
Presentations	General Assembly briefing groups & plenary sessions	600 delegates	

Table 10 (Cont'd)  
 Overview of Main Public Engagement Actions by PUMA Consortium Members

<p><b>Mennonite Central Committee</b></p>	<p><u>Website</u>                  News stories and photo galleries</p> <p><u>Printed material</u>                  - Video 'Step by Step, Day by Day' on the tsunami response - was broadcast twice on Vision TV. The video was distributed to the provincial and regional offices of MCC throughout Canada and the United States.                  - Updates on the web - have continually placed updates on the website regarding the tsunami response. When a search of mcc.org is done for the word 'tsunami', about 222 hits come up. One of these articles was specifically on matching funds made available by CIDA. Others were on the houses being built by tsunami survivors.                  - Magazine "A Common Place". This magazine is published by MCC every two months. Since the tsunami there have been roughly 8 articles that describe or provide updates on MCC's tsunami response. Many of these articles mention matching funds from CIDA. These magazines are sent out to about 60,000 people and we estimate that 2.8 people see each distributed magazine.</p>	<p>Public at large</p>	<p>1000 hits a day</p> <p>175,000</p>
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Although all the figures shown in the last column of the table cannot be added, as the target audience categories for a given organization are not necessarily mutually exclusive, the table nevertheless suggests that the minimum number of Canadians having been exposed to tsunami response messages disseminated by the PUMA members is well above 300,000.

**5 SUSTAINABILITY OF RESULTS**

5.1 Sustainability of Income Earning Activities and Supported Organizations

The expected sustainability of the project actions aiming to restore the income earning activities of disadvantaged villagers, as individuals working in groups, can be commented upon as follows, taking into consideration that the project is to go on for another 10 months:

- There is no reason to believe that the income earning capabilities resulting from the assistance given to individuals or individual families, such as fish-vending kits, goats or cows, basic tools for artisans, etc., will not be sustainable. Theirs are simple activities, well known to the beneficiaries, and which they can successfully exert for a long time, although some of them may be affected by the possible ups and downs of the fishing activity, as discussed further on.
- The SHGs and training cum production units that use straightforward processes and serve a fairly predictable market seem to be already viable and could probably function on their own from now on. We are talking here about simple activities already well-known to the group members, such as drying and selling fish, running a small dry good store, making candy out of palm sap, etc. The simple record and book-keeping methods introduced by the project, which seem to be followed

religiously by all groups visited during the field trip, is a definite plus, and enhance the possibility of applying for micro-credit at a later stage, should it be needed and justified.

- Some other groups still have some way to go before being viable and self-sustaining commercial ventures. This is the case of activities in which the members have little experience, such the fabrication of artificial flowers, the making of more sophisticated food products such as pickled fish and vegetables, the making of handicrafts such as straw bags and hats. In these cases, the members have still to receive more training, the market has to be further investigated, stricter measures of quality control have to be introduced, etc. It would seem that the long-term viability of these units would be better assured if their members benefited from the training and guidance of a business or management oriented expert. Such a person could for example help these groups prepare a simple business plan, carry out basic market enquiries, obtain information on product design, quality and/or appearance requirements, etc. It is not believed that the CASA team presently includes such a person. Hence the recommendation:

#### **Recommendation 5**

***That CASA arrange for a small business venture development and management expert to intervene in the project and provide training and guidance as needed to the income generation groups, especially the training cum production units based on relatively sophisticated products and/or processes. That this assistance include the preparation of basic business plans, help in identifying and establishing markets and in other business areas as needed.***

Turning now to the community groups, the evaluator could not see any in action (except for part of a core group, in conditions that were not typical) and can therefore hardly comment on their autonomy and viability. Nevertheless, their creation is only recent, they have not yet received much training or capacity building and have always had the guidance of a CASA representative during their meetings, so it can be safely assumed they are not yet ready to function on their own. However the funds allocated for this training and capacity building are still largely untouched, and there is still some time left before the project ends, so that one could reasonably expect that the community groups should be sufficiently capacitated by the end of the project so as to be able to continue on their own.

But beyond the immediate improvements in the living conditions of the poorer segments of the village populations, which the project has done and will continue to do until it is completed, it is perhaps in order to consider also the economic prospects of each of these communities, considered as a whole. Their only resource of significance is the sea. Any long-term improvement, or just maintenance, of the living conditions of these villages, is therefore highly dependent on the sustainable exploitation of marine resources. As the Monitor has pointed out in one of his reports, based on observations made during one of his field trips, the income of poor village people tends to decrease when the catch is low, such as during the fishing off-season. So the long-term alleviation of village poverty needs to be sought in two directions:

- Disconnecting the poor people's sources of income from the fishing activity. This the project has done to a certain extent, by introducing income generating activities that are not based on the fishing resource, and/or that serve markets outside of the communities themselves. This is for example the case of the handicraft activities, such as artificial flowers or banana fibre weaving<sup>13</sup>.

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<sup>13</sup> It is interesting to note that some fish-vending women, even if their income depend on the fish catch, are able to diversify their sources of supply: they get fish from neighbouring villages when none is to be had in their home community.

- Interacting directly with the fishing community, with the objective of gradually introducing better conservation practices, experimenting new sea-based activities, perhaps reducing the number of active boats, etc. with the objective of maintaining or increasing the community revenue derived from the exploitation of marine resources.

So far, the project has done this only in an indirect way, such as starting to exert a positive influence on the fishermen through the community groups that have been formed, contemplating an assistance in the creation of fish markets, etc. The initially anticipated work with fishing cooperatives has taken place on a reduced scale: the project assisted only two fishing cooperatives, of which only one (in Periyathalai) is reported to be functioning well. It seems that the constraints opposing direct interaction with the fishermen are significant, as they apparently constitute a very independent group. Once they got replacement boats and nets from the numerous NGOs that provided them (including CASA), they seemed to be intent to go on with their traditional way of life without having much to do with external agents of change, such as CASA. It seems also that there are vested interests in preventing changes in the present fish marketing system, controlled by powerful, price-fixing wholesaler cartels. As a result, it would look as if the entry point for development action provided by the tsunami, has been, in the case of the fishers themselves, temporary. In all fairness, it must be added also that the project had to give priority to the poorest and most disadvantaged segments of the population, which do not as a rule include the fishermen (except the squid fishers of Vembar).

Nevertheless, in the time remaining for the project, and perhaps beyond that (if the project timeframe is extended, and/or in an ulterior phase), it would seem judicious to give increased attention to the fishing industry itself and to its members, the sea-going fishers. Hence the following recommendation:

#### **Recommendation 6**

*The project team should attempt to establish a more intense interaction with the group of fishers in each village, so as to seek jointly with them ways and means to improve or maintain their social and economic conditions, while ensuring the long-term viability of the fishing activity. This may include for example: better conservation measures, diversification of the resources marketed and of the ways of harvesting them, better prices through changes in the structure in the market, incentives for decreasing the number of active boats, etc. To give sustainable results, such actions would probably require more time than is provided in the present project timeframe. Hence the advantage of allowing an extension of the project's duration, if CASA judged that more time was needed to spend the remaining funds more effectively. Also, changing the ways of the fishers would likely require more resources than provided by the present project, although some initial steps could be usefully undertaken within its current scope. An ulterior phase, as CASA has indicated it is considering, would more than likely be required.*

#### 5.2 Local Ownership of Project Activities

It is not known to what extent the villagers participated, during the early stages of the project, in the identification of the priority actions that had to be taken. One could surmise that the needs were fairly obvious, and that no great amount of public consultation was required to identify and address them. As for the detailed modalities of the interventions, they were certainly established in close collaboration with the interested parties so as to coincide with their needs. For example, the fish-vending kits were designed in consultation with the women who were going to use them. The current experimentation with new boats for the squid fishers of Vembar is carried out in close collaboration with them. It is thus believed, and confirmed by the field interviews, that the project beneficiaries are quite satisfied with the specific assistance they were provided with, and have developed a high sense of pride and ownership of their new

or restored activities. The beneficiaries of the new housing are also bound to be quite happy with their new homes<sup>14</sup>, considerably more durable and convenient than the houses usually seen in the villages.

As the project got further underway, the community groups were formed, in which the village populations and their different groups can be consulted on the actions to be taken by the project and participate in their planning. In fact, some of the project's assistance currently provided is a response to the needs expressed by communities or groups within them. It is the case for example of the assistance provided to form nine new SHGs during the third quarter of 2006. The field visits suggest that the villagers are quite vocal in expressing the needs of their communities to the CASA field staff. It can be safely assumed that all current and future actions of the projects will be implemented after due consultation with the village assemblies and interested parties.

### 5.3 Institutional Framework and Government Support

The evaluator was given assurances that all beneficiaries of the new housing will be given a clear title of ownership of their house, including the land on which it is built. This provision is in fact written in the official GoTN decree on housing reconstruction. As per this decree, the titles will be given in the joint names of husband and wife or, if one is deceased, in the joint names of the survivor and of the eldest child. No transfer of the wife's share to the husband will be possible. The houses cannot be sold or mortgaged for 10 years. They will be insured by CASA, as part of the project's cost, for 10 years.

The groups that have been formed for income generation are, or will be, legally constituted and registered. This enables them to apply for any Government support scheme for which they would be eligible, and also to obtain credit once they prove to be viable commercial ventures.

The Government contribution to the tsunami rehabilitation and reconstruction effort is reported to have been adequate, although affected by delays. The land provided by GoTN proved to be suitable, although it was of insufficient area in Idinthakarai (fortunately completed by a land grant provided by the local diocese) and far from the shore and village centre in Veerapandiapattinam, an inconvenience partly compensated by the provision of a minibus service. As the evaluator could observe in the field, some work remained to be done by Government around the otherwise completed housing complexes, such as running the interior electrical lines. MEC and CASA provided assurances that this was to be done quickly.

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<sup>14</sup> Only one family that had moved in their new house was interviewed

## **6 PARTNERSHIP**

### **6.1 Relationships within the Executing Agency Team**

The day-to-day management and implementation of the project has been entrusted by the PUMA Consortium to CASA, a large (650 full-time employees) and experienced Indian NGO specializing in the relief and rehabilitation work that follows the frequent natural disasters affecting the Indian subcontinent. As per the MOU between PWS&D, the lead agency for the PUMA Consortium, and CASA, the latter “*assumes full responsibility for the implementation in all dimensions and successful accomplishment of the objectives of the project to the fullest satisfaction of all stakeholders*”. The main overall management entity of the project is the CASA\PUMA Steering Committee, convened twice a year. The Steering Committee is attended by representatives of CASA’s management and zonal/field officers, and by representatives of at least two PUMA members other than the lead agency PWS&D, the latter being usually represented by the project coordinator. The PUMA Monitor also attends regularly. The Steering Committee makes decision on the broad orientations of the project and approves the project’s LFA and budget as well as any subsequent modifications it wishes to introduce, subject to approval by CIDA.

On the Canadian side, the implementation of the project is overseen by the project Coordinator at PWS&D, through frequent email contacts and telephone conversations with CASA’s management and staff. The other PUMA members keep abreast of the project progress and are consulted as required mostly through regular conference calls. CASA prepares a quarterly narrative and financial report, which is sent to PWS&D. On the basis of this report, and using also, for each second quarter, the information obtained during the twice-yearly field visits of the Monitor, the narrative and financial report to CIDA is prepared.

The relationships between the members of the executing agency team seem to be entirely based on the principles of sound management. All participants are responsible agencies, with extensive experience in the management and implementation of development projects. Considerable responsibility has been rightly delegated to CASA, who seems to exercise it with adequate prudence and judgment, under the overall direction provided by the Steering Committee. In Canada, the other PUMA members delegate to the Consortium lead agency the responsibility to carry out the project management activities taking place in Canada, notably the relationships with CIDA. They take however a keen interest in the project, and their views and directions are sought by the project Coordinator whenever needed. The project’s organization seems to include a good mix of delegation of responsibility and accountability, and its implementation appears to the outside observer as taking place smoothly and professionally, in spite of distance and diversity of stakeholders.

### **6.2 Relationships between CASA and other NGOs**

The subject has already been briefly touched upon. There was obviously a lack of coordination between NGOs, in the period that immediately following the disaster. Competition for territory was also mentioned to the evaluator as having taking place in the early days, followed, in some communities, by competition for the villagers’ attention, with some NGOs offering more generous contributions than others. This is supposed to have been now completely eliminated, especially as the number of active NGOs in the affected zone has decreased, once the immediate rush to help was over. Whether this has had any undesirable long term effect on the attitudes of villagers towards outside assistance is hard to say, but nothing of significance along this line was reported to the evaluator. Today, formal NGO coordinating committees have been formed in each of the two districts where the project takes place, and the resulting coordination is reported as being satisfactory.

## 7 APPROPRIATENESS OF DESIGN

### 7.1 Creativity

Creativity is certainly called for when trying to promote the development of villages that are as resource poor as the coastal villages covered by the project: there is hardly any land suitable for agriculture, the rain season is short and irregular, the coastal aquifers are often depleted and affected by salt intrusions from the sea, and the fish stocks are suspected to be declining, as in many other coastal areas of the world. But creativity must not be excessive either, to avoid spending treasure and time on far-fetched schemes that have little chance of success. So this issue is a hard one to call, especially for an outside observer with no previous experience of the country. By and large, in the area of income generation, the project seems to have stuck to fairly traditional schemes, such as retail commerce and services, basic fish transformation, handicraft, preparation of foodstuffs, candle-making, etc. But then perhaps there were just no other opportunities that could lead to viable commercial ventures. In fact, the creation of some of the SHGs originally contemplated is held in abeyance for lack of a secure market for their intended production.

In the area of training and education, the organization of a computer training course in one village seems like a fairly creative initiative, and ought perhaps to be repeated, although the young graduates may be reluctant to relocate to the cities where the employment opportunities are. More resources could have been devoted to the training of village people in construction and infrastructure maintenance skills, as mentioned earlier, but perhaps it still can be done. Also, more creative activities for the children, especially the younger ones, could perhaps be introduced at a minimum cost in the tuition centers. It seems that the activities there are restricted to the going over of classroom material, without any time or resources being allowed for developing manual or artistic skills. The introduction of information centers in each village is a creative initiative. One would wish that they be equipped with one or two desktop computers so as to permit access to the Internet. This is perhaps too costly but certainly technically feasible: portable phones seem to work perfectly even in the most remote project villages.

Creativity was also exercised in the process of forming community groups. The idea of creating a village Core Group (perhaps already applied with success by CASA in previous relief work), seems certainly valuable. By incorporating both the official and the traditional seats of power but making room also for an adequate representation of women and other community groups, it provides for a more open and equitable manner of managing the community's affairs, likely to foster a better observance of the villagers' rights, democratization and good governance. The development and capacity building of community groups is one of the manifestations of CASA's approach to disaster relief, that goes beyond rehabilitation and reconstruction to address the long term development of the assisted communities.

### 7.2 Measuring Performance

The performance indicators provided in the project's LFA are as a rule well chosen and deemed to adequately reflect the project's performance. As is usually the case, some of the indicators are more difficult to measure than others, especially as one moves up from project outputs to outcomes and on to impacts. Particularly difficult to measure are the changes in real household income that may result from the project. As pointed out by the Monitor in his first report, the initial baseline data as presented in the tables for each village prepared by CASA does not provide a link between occupation and income. If for example, the mean, median and range of fish-vending women incomes before the tsunami were known, a survey conducted at the appropriate time could provide a fairly good measure of income change of this category of beneficiaries. As it is, such a survey could still be done, and should be done, but would have to rely on the interviewees' memory to have an idea of their pre-tsunami income. This still may provide valuable information, but would be less reliable. The same can be said about the status of women. Although the LFA mentions gender analysis as a means to monitor the effects of the project on the



empowerment of women. Yet the lack of recorded information on the pre-tsunami women's role and position in the village society and in the household decreases the value of a future survey on this aspect, which the evaluator recommends to conduct (see Recommendation 3 p. 22). Gender analysis is more than counting beneficiary women, it should include also assessing the relationships between men and women, and identifying the varied roles played by the ones and the others in the household and in the village, ideally before the project, and after.

The evaluator has also observed that the narrative reports from CASA did not systematically relate the progress accomplished to the expected results and corresponding indicators as laid out in the LFA. Although these reports are found to be very informative, their value and interest would be enhanced if progress were reported upon against the benchmarks provided by the LFA. A recommendation to this effect is proposed further in this report.

### 7.3 Risk Management

When the project was initially conceived and proposed to CIDA for financing, 6 areas of risk were identified as follows:

- A failure (by GoTN) to allocate preferred villages to PUMA-CASA<sup>15</sup>
- Tension between the fisher folks and other communities
- Lack of a clear policy towards reconstruction and rehabilitation
- Adverse effects of temporary shelters
- Location of reconstructed housing
- Psycho-social health of villagers

An additional area of risk related to the contemplated collective ownership of the boats distributed by CASA, an activity which has not been financed by the present project.

As it turned out, none of these risks has materialized, and all but two of them have been permanently eliminated. The possibility of tensions between fisher folks and other communities may still remain, but it has probably been greatly mitigated through the institution of community groups and the peace-building exchanges that take place within these groups. Life in temporary shelters, inconvenient as it may be for the displaced families, is not reported as having hindered the delivery of assistance by the project. The majority of these families will soon integrate their new homes, and a solution seems to be in sight for the unfortunate few that were not allocated a new house, even though they were eligible.

So CASA was allocated the villages with which it had already established a rapport; the Government apparently did adopt a clear policy on reconstruction and rehabilitation and on the distribution of roles between itself and the NGOs; suitable land has been found at a reasonably short distance from the sea in all villages but one (where a bus service will be put in place) and the psychological trauma of the disaster seems to have disappeared, at least for the great majority of people, the psycho-social help and livelihood restoration provided by the project having no doubt played a major role in this evolution.

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<sup>15</sup> meaning the villages that were already known to CASA and surveyed by a CASA team during the delivery of emergency relief assistance

Nevertheless, a few risks have materialized which were not anticipated at the outset, at least in the project documentation. One is the high turnover of the CASA field staff: none of the persons working in the project villages in the categories of field officers, and paid volunteers, were around when the project started<sup>16</sup>. Having a steady field staff for the duration of the project would probably have been preferable, especially for observing the changes and reporting on them, but CASA affirms that the staff changes are not adversely affecting the project.

Another risk that was unforeseen is the apparent lack of interest, on the part of the fishing community, for interacting with CASA. This problem has been alluded to before. Some mitigation may come from the functioning of the community groups and from uncovering areas of assistance by CASA which are of real interest to the fishing community. Introducing measures to obtain a better price for fish, recently mentioned in one of the group meetings, may be one such opportunity. But otherwise having an influence on the fishing community and on its way of life and work practices may take more time and resources than this project will allow (see Recommendation 6 p. 39).

## **8 APPROPRIATENESS OF RESOURCE UTILIZATION**

### **8.1 Management Efficiency**

The organizational structure of the PUMA Consortium is quite simple: the four churches that are its members have joined together to respond to India's tsunami rehabilitation efforts by implementing a reconstruction and rehabilitation project concerning some coastal villages in Tamil Nadu, using CIDA's funding provided on a matching basis. The administrative management of the project on the Canadian side has been delegated to the Consortium's lead agency, PWS&D, which is accountable to the other members for the efficient execution of the project. PWS&D's duties include principally the interfaces of the Consortium with its Indian partner and the day-to-day relationships with CIDA, including the preparation and submission of the reports specified in the contribution agreement. PUMA's running of the project is assisted by a project Monitor, who makes twice yearly visits to the site and prepares the quarterly and yearly narrative and financial reports submitted to CIDA. The Consortium's positions on the major orientations of the project are established on a consensual basis by the four PUMA partners, usually through telephone conferences, discussed and ratified in the project's Steering Committee, and submitted to CIDA if the latter's approval is called for.

The organization of the project on the Indian side is as follows. The implementation of the project is executed by a CASA local office situated in Tirunelveli. The project team leader and project support staff (assistant to the team leader, accountant, two supervisors for house and shelter construction) are based in this office. The field CASA staff directly responsible for providing the assistance to the villages, composed of 4 field officers, 5 community organizers and 4 volunteers, are based in the villages themselves and reside there on a full-time basis. The Tirunelveli CASA office and field team are also responsible for a Tsunami Rehabilitation and Reconstruction Programme (TRRP) in another set of 6 coastal villages, financed by funds collected by the ACT tsunami appeal.

The overall CASA tsunami rehabilitation and reconstruction work in South India (which also includes villages in other states) is coordinated out of a zonal office situated in Chennai. The overall management of CASA relief and development actions in India rests with CASA headquarters Office in Delhi. The Delhi office also takes the lead in all important procurement, such as contracting with the Methodist Engineering Company (MEC) (subsequent to a due tendering process), responsible for building the new houses provided to tsunami affected families both in PUMA-CASA and in ACT villages.

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<sup>16</sup> Some were hired by NGOs paying higher salaries.

The key actors of the project, and on which rests much of the project's success, are the four project field officers residing full time in the villages. The number of villages covered by any field officer varies from two to four. Based on physical proximity, the villages allocated to any field officer may be PUMA-CASA villages, ACT villages, or a combination of both. The field officer is assisted by community organizers and paid volunteers. These field teams provide support to the village individuals and groups assisted by the projects on a permanent, day-to-day basis. All four CASA field officers involved in the PUMA-CASA and ACT villages are fairly new recruits (maximum tenure: one year). They all have degrees in sociology and/or social work. They are young but seem highly motivated. They are supported through regular visits of the project team leader, and monthly visits by a senior development project coordinator out of the Chennai's office. One apparent deficiency, addressed above by Recommendation 5, is the absence of a business oriented expert in the CASA field team.

The overall organization of the project and its management are deemed to be quite efficient. The procedures to be followed are clear and straightforward, and adhered to closely. The CASA organizational structure for running the project is such that technical and management support is readily available and regularly provided to the young but highly motivated staffs of the local project office and in the field. On the Canadian side, the project is run quite professionally by the PWS&D staff involved. The Steering Committee seems like an efficient mechanism for the Canadian and Indian partners to solve whatever problems arise and jointly provide orientations for the project's implementation.

Overall, the project's management has been found to be quite efficient.

## 8.2 Financial Management and Control

The system of financial management and control works quite efficiently. The project financial information supplied to PUMA is prepared by the Tirunelveli field office, sent with the proper supporting receipts to the Chennai zonal office, to which it reports, where it is verified and consolidated with whatever supervision charges are incurred by that office. The financial data is then sent up to the CASA main office in Delhi, where it is verified again, augmented with charges incurred at that point (such as the invoices of the housing contractor) and finalized under the supervision CASA's Chief Financial Officer, before being sent on to PUMA in Canada. The evaluator has examined some of the CASA quarterly accounts submitted to PUMA: they show quite clearly receipts (advances received from CIDA, interest gained on same) and expenses by budget line, and are professionally prepared. The financial reports submitted to CIDA are finalized in PWS&D's office, adding whatever Canadian management charges have been incurred.

As mentioned earlier, the management of the PUMA Consortium is officially entrusted to PWS&D. The funds received from CIDA are deposited in an "In Trust" account where interest can be accounted for separately from any other funds. The Presbyterian Church in Canada has Financial Services which are used by PWS&D. The Chief Financial Officer is a Chartered Accountant, and the Accountant is a Certified Management Accountant. The ACCPAC software is used for accounting.

CASA's Chief Financial Officer is a qualified accountant and all financial reports are generated centrally from Delhi, where all receipts are carefully kept. All accounting is computerized using Excel and other adequate software. Monies are received by CASA in Delhi and then distributed to the project locations where local bookkeeping is done. Receipts are forwarded to Delhi on a monthly basis.

CASA conducts regular internal audits, and its accounts are also submitted to yearly external audits<sup>17</sup>. The PUMA members are also regularly audited, and have to submit eventually audited financial statements to CIDA, showing their compliance with CIDA's cost-sharing requirements.

### 8.3 Matching of Funds

The following table shows the amounts of matching funds provided by each PUMA member, the date at which the information was reported, and the recipient countries

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<sup>17</sup> In particular, the statement of receipts and payments account of CASA, in respect of the PUMA-CASA TRRP project for the period of July 5, 2005 to June 30, 2006, was audited in September 2006 by outside chartered accountants.

Table 11  
Matching Funds Contributed by PUMA Members (\$)

PUMA Member	Amounts disbursed as per audited financial statements	Date of latest audited financial statement	Supplementary amounts disbursed after last audited statement	Total disbursed, audited and unaudited	Recipient Country
PWS&D	747,956	2005.12.31	246,316	994,272	India, Asia, ACT Appeal
UCC	619,000	2005.12.31	548,000	1,167,000	India, Thailand, Indonesia, India – ACT appeal
MCC	7,979,100	2006.08.31	-	7,979,100	Somalia, Sri Lanka, Indonesia, India, Asia – ACT appeal
PWRDF (1)	Not clearly shown	2006.03.31		582,166	Sri Lanka, India, Asia – ACT appeal
<b>Total</b>	<b>9,346,056</b>			<b>10,722,538</b>	

(1) The financial statements obtained from this organization do not separate expenses for tsunami relief from general expenses for relief and refugees. The amount shown here, provided to the evaluator in the form of an Excel worksheet, cannot be considered as audited.

The table shows that the total amount disbursed as matching funds by the PUMA Consortium as a whole, as shown by the audited financial statements for each PUMA member available at the date of this report, is in excess of \$9 million. It exceeds CIDA's contribution of \$6 million, and therefore more than meets the Consortium's obligation as stipulated in the Contribution Agreement. If the unaudited amounts are added, the total disbursed as at the date of this report is \$10,722,538. All PUMA members have already disbursed amounts that exceed their individual obligation, except PWRDF. The latter organization still falls short of its contractual matching fund contribution of \$745,863. In addition, PWRDF's audited statements do not show separate accounts for tsunami relief expenditures. Note that the ACT Appeal mentioned in the table's last column is Appeal No. ASRE 51, entirely dedicated to the relief of the 2004 Asia tsunami.

#### 8.4 Application of Results-based Management

Results-based management (RBM) is being applied on the project, to the extent that an adequate LFA has been prepared, with a suitable definition of expected results and the identification of pertinent indicators, not always objectively measurable but nevertheless relevant. Progress reporting however, tends to concentrate on project outputs accounted for on a budget line basis, rather than by using the performance indicators set forth in the LFA for measuring actual results. As they stand, the reports are useful and informative, and most of the performance indicators at the output level correspond in fact to the outputs themselves (number of families assisted, number of livestock distributed, etc.). But it would show a greater internalization of RBM if the narrative reports were to more systematically compare actual with expected results based on the yardsticks provided by the performance indicators. This may not be possible for all performance indicators, but will become more so as the project advances towards its conclusion. Also, using the LFA framework as a basis for reporting induces a proper set of mind in the project team, whereby the right questions towards measuring progress are asked, and the corresponding answers are looked for, even if it takes some time to develop them. Hence the recommendation:

### **Recommendation 7**

*That CASA make a greater effort of applying the principles of RBM by internalizing the LFA and by including, in its reports to PUMA, a systematic comparison of results achieved with results expected, using the performance indicators as yardsticks. In cases where the information necessary to do so is not available, it should be briefly stated why, and when and how it is proposed to obtain it. In turn, this would enable PUMA to apply the same principles in the narrative reports that it prepares and submits to CIDA, thus making these reports more RBM oriented and hence more useful to CIDA's officers managing the project.*

## **9 INFORMED AND TIMELY ACTION**

### **9.1 Communication Strategy**

As shown by the project's email correspondence, the Canadian High Commission in Delhi is well informed of the project, as one of its officers has visited the site in March 2006. As far as promoting Canada's visibility in the region, a large publicity board at the entrance of each of the housing development constructed by the project, bearing a description of the project's actions, headed by CASA's logo and full name and showing at the bottom the mention: "Resources support by Canadian International Development Agency, PUMA Canada". CIDA's name appears under a Canadian flag of moderate dimensions. The presence of a representative from the Canadian High Commission in Sri Lanka at the recent inauguration ceremony at Idinthakarai also enhanced Canada's visibility in the region.

In Canada, the four PUMA members always mention CIDA's contribution in their communications on the tsunami to their constituencies and other audiences. An overview of these communications is presented in Table 9 (p. 36)

### **9.2 Reporting and Monitoring System**

The narrative reports submitted to CIDA are regularly and promptly submitted. The narrative and monitoring reports are well presented and quite informative, and provide CIDA with an accurate overview of the project's progress, especially on the realization of the planned outputs. The Monitor's reports contain valuable first-hand observations on the project's actions and point out important issues that need to be addressed. So the reporting on this project can be said to be of good overall quality. Nevertheless, as recommended in the previous section, narrative reports would gain in usefulness by systematically using the LFA expected results and proposed performance indicators as a framework against which actual results are reported or commented upon.

### **9.3 Financial Reporting**

The financial reports attached to the quarterly narrative reports are sufficiently detailed and provide an adequate comparison of costs to date vs. total budget, for the quarter and cumulative. The annual report to June 30, 2006 also includes a projection of planned expenditures, for the last two quarters of the year, but these figures are in doubt as they show 99 % of the whole project budget being spent in 2006, which is unrealistic and contrary to the current plan.

The amounts of detail provided permits to calculate the ratio of management costs to total project costs which are as follows as at September 30, 2006:

India: logistics and administration:	0.96 %
Canadian management costs:	2.27 %
Total management costs:	3.23 %

These are very reasonable management to total costs ratios, which compare quite favourably with many development projects.

Project actual costs can be related to some of the program actual outputs, but not all, as different livelihood restoration activities are grouped under the same budget line. The new budget structure which is contemplated along with the inclusion of 6 more villages in the project, is more detailed and would thus permit to calculate the unit costs of most individual project outputs (i.e. direct costs, excluding management costs, which are not apportioned by individual project activities). Relating actual project costs to most project outcomes would be more difficult.

## **10 CONCLUSION**

In conclusion, the evaluator considers that the PUMA-CASA tsunami project is well on its way to achieving the results that were anticipated at the outset of the project, give and take some minor discrepancies that were noted in the report, and that could still be corrected before the project runs its course. This is especially likely now that the target population is extended to include additional villages, thus providing more opportunities to assist in the livelihood restoration of more individuals, families and groups. One important result, in the evaluator's view, is the creation of community groups aiming to increase the villages' self-reliance in identifying issues of common interest and collectively addressing them. This result is still in the process of being brought about with more institutional strengthening and capacity building being required. Partly because a high priority was duly given to the most disadvantaged segments of the communities' population, the project has not been able to materially influence the ways of life and working methods of the fishermen, on which rests much of the communities' future. CASA has expressed the intention of addressing this issue by providing continued assistance to the villages after this project is completed.

On the other issues addressed by the evaluation, the evaluator's findings support the view that:

- The project is cost effective;
- The results already obtained or still expected are consistent with the needs of the communities and with CIDA's key agency results and policies; they also directly support some key Millennium Development Goals;
- Sustainability seems promising for many of the project's results, but needs to be worked for some of them;
- The partnership that has been established between the four PUMA members and between the Consortium and their Indian partner works well;
- The project's design is appropriate, its LFA is adequate and the project's risks identified at the outset have disappeared or are considerably attenuated as results materialize and impacts become increasingly felt;
- The overall organization and management of the project is efficient, including financial management and control, but RBM principles could be more consistently applied;

- The amounts of matching funds supplied by the PUMA members already exceed the requirements, except in the case of PWRDF;
- The reports provided to CIDA by the executing agency are consistent with the contractual requirements, timely and informative; they would gain however by making a more systematic reference to the LFA in reporting results.

In spite of this reasonably good performance, the evaluator believes that the prospects of the results' sustainability would be enhanced if the project's actions were to continue for some time beyond the present timeframe. This would not only permit to establish on a more solid ground the commercial viability of some of the income generation groups created during the project, but also and principally provide a better opportunity for the project team to reach out to the fishers community, on which the villages' economies largely rest. Not much of this could be done up to the date of the evaluation, as the emphasis was justifiably placed on attending the needs of the poorest and most disadvantaged members of the tsunami-affected communities. But once this is done, it is almost imperative to turn to the issue of maintaining the production and revenue earning capacities of the fisher folks. When the revenue of these people decreases, so does that of the artisans and small businesses, as could be observed during the off-fishing season. Developing a suitable interaction with the fisher folks can only be started in the 10 months remaining after the evaluator's fact-finding trip. Thus, an extension of the project principally oriented towards attending the needs of the fisher folks, as described in section 5.1, would likely improve the chances of the project's results being sustainable in the longer term and thus contribute to safeguard the investment made by CIDA.

In view of the above, the evaluator makes the following recommendation:

**Recommendation 8**

*That CIDA consider favourably an additional contribution to the Canadian Executing Agency, should such a request be made in order to undertake an ulterior phase of the project. This additional work would permit to augment the project's impact on poverty reduction and to foster the long term sustainability and development of the assisted villages' economies, especially by interacting more strongly and directly with the fishing community.*

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