

**UNITED EVANGELICAL LUTHERN CHURCHES IN INDIA (UELCI)  
INTEGRATED RURAL DEVELOPMENT OF WEAKER SECTIONS IN INDIA (IRDWSI)  
FINAL REPORT  
RELIEF EFFORTS IN EARTHQUAKE AFFECTED AREAS OF GUJARAT**

**Reporting Period: January 2001 to March 2003**

**ACT APPEAL NUMBER: ASIN - 11**

## **Introduction**

### **Description of the Emergency**

Gujarat has been affected by a series of natural calamities in the recent past. Southern Kutch and Saurashtra experienced two devastating cyclones in 1998 and 1999, which destroyed lives, livelihood resources and shelters. In 1999-2000, large parts of the State especially in the north and northwest were drought affected, creating critical shortage of food, fodder and drinking water.

The severe earthquake of 26<sup>th</sup> January 2001, which measured 8.0 on the Richter scale at the epicentre and 7.1 in the surrounding areas, was the latest in this series of calamities. The earthquake took place at 8.50 a.m. on the Republic Day of India. It was a national holiday and children had gone to school for flag hoisting. The epicentre of the quake was 20 kilometres away from Bhuj, the district capital of Kutch. Intense tremors lasted for about 2 - 3 minutes in the northwestern district of Kutch and caused widespread destruction in Kutch and adjoining districts of Jamnagar, Surendranagar and Rajkot.

This earthquake was the most severe in the last hundred years and was 40 times more powerful than the Latur quake. Thousands of lives were lost and shelters destroyed. In many areas entire villages were wiped out. Cities and towns were also not spared. Many high-rise buildings collapsed and thousands of lives were lost.

Immediately after the quake, government and non-governmental organisations reached the affected areas. Relief work was commenced immediately by the State and support was extended by different states of India and countries round the world. Government, NGOs and charitable organizations reached food grain and food packets to the affected areas. In the initial stage maximum food aid reached the bigger towns such as Bhuj as well as affected villages along the main highways. As a result, many interior villages did not receive assistance immediately.

Dalits, Rabaris (pastoral communities), Kolis (indigenous communities) and Muslim minorities, many of them who do not even have an entitlement record to prove themselves as residents of the area were left out. This had very much affected their receiving relief materials and has had an adverse impact in rehabilitation. UELCI's partner SETU, an organisation already working on entitlement (land rights issue) launched a sustained campaign in securing entitlements. During the emergency period they were involved in reaching immediate relief materials with a focus on the communities who were marginalised from the relief and rehabilitation programmes.

UELCI's partner moved in first and fast into interior areas of eastern Kutch and northern Saurashtra to assess the situation where there were hardly any media reports covered till 1<sup>st</sup> February. This enabled the partner to bring the concerns of the victims to the media and the State. Press releases, meeting the media personnel from local to international media were other efforts. Concern on the uneven nature of relief operations and the neglect of the weaker communities, particularly the minorities and backward communities were brought to the notice of the State. Following these attempts and efforts, the field team started immediate relief raised by local contributions in a small way.

Geologically, western Gujarat in India lies on the fault connecting the Indian and Eurasian plate. The people living in these areas for centuries have experienced several earthquakes in the past. The earthquake that struck on 26th of January, 2001, measured 8.0 on the Richter Scale.

The Indian Seismological department could not even predict the disaster on the basis of tremors recorded earlier and no attempts were made by the State to inform people who live in the fault areas of Gujarat. Earthquakes are not predictable. With western Gujarat being on the fault line, the Government should have laid strict regulations in the construction of buildings to make them earthquake proof so that in the event of an earthquake there is less damage to buildings and lower loss of lives.

The earthquake in Gujarat did not kill people but the buildings that were built in contravention of the norms of construction policies took thousands of lives. The disaster did not spare the life of the rich or the poor, cities and towns, village and semi-urban areas. The epicenter of the earthquake was at Lodia in Bhuj District, though the devastation was widespread and even shook the lives of people up to 400 kms from the epicenter.

The worst affected district was Bhuj. Thousands of buildings in the radius area of 100 km came down as if it was struck by an atomic bomb. Though all were affected, children and the poor were the least capable of coping with the destruction and were most affected by this killer earthquake.

Relief as an emergency intervention was taken over by the military and para military forces. As the State was lead by a Hindu right-wing BJP government, the RSS (a Hindu front organisation) took total control of the relief. More than 20 countries sent in their crew with medicines and rescue teams, make- shift hospitals, food aid and emergency relief materials. Almost all the people in the earthquake affected areas were rendered homeless and had to sleep in the temporary tents, camps and in open areas facing the cold climate and temperature sometimes fell to 2 degrees centigrade.

Even after 10 days of the disaster, many interior villages, which were not accessible, had not been reached by the State relief machinery and other relief organizations. The rescue and relief activities were guided by the media and rescue and relief never reached those areas which were not covered by the media. To add to the pain and agony, minority communities and weaker sections like the Muslims, Dalits and tribals living in interior areas were completely ignored and neglected. Even the political leaders and government officials who visited the accessible areas never stepped into the minority areas.

The Government had its own relief coordination committee and NGOs as well. Most of the relief materials were concentrated near the epicenter, covering Bhuj district and the blocks and towns like Bachao, Anjar and Gandhidam, where many people were reported dead.

Regarding pre-crisis, there was no warning from any source that the people in the area are heading towards a disaster. When the crisis came the people were caught unawares and resulted in serious mental stress and inability to respond immediately by the victims. The magnitude of the disaster could not be handled by the State alone. Co-operation and support were needed from all over the world to rebuild the economy of the poor and the marginalised.

### **Impact on Human Lives**

For several months there was uncertainty regarding the number of dead and injured. According to the final government figures, about 16,000 lives were lost though unofficial estimates claimed the toll as much higher. Most of these deaths had taken place in the Bhuj, Bhachau, Rapar area of Kutch district. In the neglected areas, many deaths went unreported. The number of injured persons was estimated to be about 31,000 and unofficial estimates were as much as 200,000. Most shelters in the earthquake-affected areas were destroyed and people were lived in the open area. The total affected homeless population estimated by Government was around 1,60,000 families.

Due to bodies decomposing under the debris there was a fear of outbreak of epidemics though no such event took place finally. Voluntary and government medical personnel had reached the affected areas and set up makeshift hospitals. Many patients from Kutch were moved to nearby towns in neighbouring districts. Medical equipment and medicines specially needed for orthopaedic injuries were in short supply.

## Description of Damages

In the badly affected areas of Bhuj, Gandhidham, Anjar and Bhachau, over 80% buildings were destroyed. In other areas, large numbers of buildings were destroyed or declared unfit for habitation. The main connecting bridge between Saurashtra and Kutch was damaged and approach roads to interior villages were destroyed.

This earthquake affected area was already drought affected for the past two years and this had a direct impact on landless and marginal farmers in carrying out their agricultural operations. After the earthquake struck, these families were further destabilised. See refer to Disaster and Emergency Statistics given below.

### Disaster and Emergency Statistics

Districts	Block	Villages	Human Death	Live Stock Death	Injured	Buildings	
						Totally Collapsed	Damaged
Kutch	10	949	14909	11363	39765	150396	107139
Rajkot	7	638	385	3	10567	3682	20522
Jamnagar	10	685	117	549	4592	24858	77297
Surendranagar	10	646	105	26	2851	28256	85329
Junagadh	14	544	8	3	87	457	11593
Porbandar	3	157	9	8	90	2544	14736
Bhavnagar	12	590	3	3	44	1010	9906
Amreli	11	359	0	2	5	585	8580
<b>8 Districts</b>	<b>77</b>	<b>4578</b>	<b>15536</b>	<b>11957</b>	<b>58001</b>	<b>211788</b>	<b>328102</b>

However, other reports confirmed the following data:

Items	Government	Unofficial estimate
No. of Deaths	35,000	1,00,000
Injured	31,000	2,00,000
No. of Homeless	1,60,000 families	4,80,000

The disaster that shook Gujarat had a direct impact in 8 Districts and 77 Blocks and 4600 villages. The official estimate of death toll is pegged to nearly 16,000 and an un-official report put the death toll to more than 100,000.

Nearly 250,000 buildings completely collapsed and 350,000 houses damaged. The loss in terms of money after the earthquake was estimated at Rs. 500 crores a day and the total loss is pegged at more than Rs. 25000 crores.

## 2. Response By UELCI

UELCI has been working on emergency action with the local NGOs in the disaster struck areas.

On behalf of NGOs and Churches, UELCI Representative visited Gujarat from the 1st to 7th of February, 2001 to witness, assess the disaster situation and plan in a small way immediate relief assistance in the areas where people were not reached. Before leaving for Gujarat, a mail was sent to members of ODAF for their generous contribution towards relief. SOMNEED an NGO from Japan was informed about the earthquake that struck Gujarat based on media reports.

SETU, a local NGO and human rights organisation based in Ahmedabad city was contacted and discussions were held on the relief work and operations that were going on in the area and the role of NGOs in relief work in Gujarat.

ACT partners in Gujarat - Lutheran World Service India and CASA were contacted too. Representatives from Christian Medical Association of India (CMAI) and CNI Bishop were contacted. Apart from meeting the above partners, UELCI representative met the General Secretary and the India desk staff of Dan Church Aid in Ahmedabad.

Following these initial contact and meetings UELCI team visited Rajkot, Jodiya, Amaran, Bela, Zinzuda, Dhudhai, Balambha, Morbi, Bachao, Bhuj, Adesar, Sanva, Rapar, Bamansar, and Ahmedabad city. On the way to these areas, many other villages were covered to assess the relief operation and the rescue and rehabilitation work.

In February, based on the visits made, CMAI and SETU were contacted and meetings were held.

During the crisis period, relief assistance and temporary shelter materials were organised. Initially 5 villages in Rapar Block and 15 villages in Jodiya block were selected. 3000 families belonging to Muslims and Dalits, Rabaris and Kolis (Adivasis) were identified for relief assistance. In every village, a committee with representatives of different communities was formed to implement the relief activities.

As of 9th Feb, 225 tremors ranging between 3.5 to 5.1 on the Richter scale were experienced by the people as after shocks. The fear of death is still there in the minds of the people. And all the buildings are damaged and none of them dares to go to live in their own houses.

As a team, while we were in Gujarat, we experienced more than 6 tremors and can imagine the plight of the people who were affected by this killer earthquake. A revised appeal was sent again to ACT by UELCI, taking into account the role of CMAI and SETU.

The communication officer of ACT who was based at Gandhidam was in constant touch. On the return of the team, after organising the basic operational plan, information was shared with UELCI Office and with NCCI. A meeting was organised at Visakhapatnam and SOMNEED participated in this meeting and the experiences were shared with the members present.

SOMNEED came forward to raise necessary resources as immediate relief to be undertaken in some of the un-reached areas and started its work with the weaker sections and the minorities who were still waiting for a helping hand.

The Churches and NCCI in India had come out with an appeal to raise whatever resources they could to support the relief work. On behalf of NCCI and UELCI, the Christian hospitals and Church based medical institutions like the CMAI, CMC - Ludhiana and many other hospitals had moved in with their volunteers and medicines to the area. They collaborated with the state, the military, the Indian Institute of Management and some local NGOs. Apart from handling first aid, the medical teams had initiated intensive medical care in some areas. Some of the doctors being medical counsellors, were involved in training local volunteers to handle psycho-social trauma of the victims.

## **Response by Implementing Partners**

### **Response by Setu**

Between the 27<sup>th</sup> and 29<sup>th</sup> of January, 2001, two teams from Setu visited Surendranagar, Limidi, Rapar, Taga, Sanva, Bamansar, Jodiya, Balambha, Amaran, Fatsar, Bela and Jamnagar areas. Setu contacted community based organizations like the Saurashtra Paryavaran Sanrakshan Samiti, Hind Swaraj Mandal in Rajkot and Gram Swaraj Sangh in Rapar. The last two are Gandhian organizations.

With the assistance of local contributions and advance from UELCI/IRDWSI Setu immediately organized relief work in Jodiya and Rapar blocks. Nearly 600 families belonging to Dalits, Muslims and Rabaris were covered and blankets, cooking utensils, tarpaulins for tents, edible oil and food materials were distributed. Due to lack of money relief to the targeted affected families was delayed.

Being a human rights organisation, Setu highlighted issues related to relief operations and long term needs in the media. Being a renowned journalist, the Secretary of Setu was frequently interviewed by Times of India newspaper and local Gujarati newspaper. BBC, Star News and NDTV also interviewed the Secretary Setu Mr. Achyut Yagnik on issues related to discrimination in relief operation. These issues were highlighted through the advocacy and lobbying work of Setu.

Two teams have been placed by Setu in Rapar and Jodiya and a staff of around twenty people are working in the area in community mobilisation, counselling, formation of village level committees and identifying the really needy people for relief. Local Volunteers were identified by the committees to work with the staff of Setu.

Setu team began to respond in a variety of ways. In coordination with the municipal corporation's Control Room, Setu team assisted in the rescue of 12 people trapped in debris. On 27 January, 2001 the team visited the neighbouring district of Surendranagar and assessed the extent of damage and the relief materials needed immediately.

On 29 January, Setu team visited Rapar Block in the eastern part of Kutch and met members of different communities in five villages in the block. At the same time another team visited villages in Rajkot and Jamnagar districts, assessed the damage and had a dialogue with the local residents about their immediate needs.

The main findings from these initial visits were:

- Even though the death toll was not as extensive as Bhuj, Anjar and Bhachau, these areas were as seriously damaged. Yet, national and international attention had not yet been focussed on these parts.
- Relief materials had not reached interior villages that were away from the state highways and main roads.
- In the villages of Jodiya Block of Jamnagar District, minorities and members of Dalit and backward communities were facing discrimination and were not receiving relief materials. In Setu's past experience of disaster relief, they had observed that these sections of society are often the last to receive aid as dominant communities corner relief materials.

In the first week of February, the team commenced distribution of relief materials.

In the first phase, Setu identified 5 villages in Rapar Block of eastern Kutch and 16 villages of Jodiya Block of Jamnagar District (south of the Gulf of Kutch). The relief efforts consisted of distribution of shelter materials, blankets, food grain and utensils in these areas.

In Rapar, relief materials were distributed to all affected persons as the entire area was razed to the ground. In Jodiya, the death toll was relatively smaller though all shelters had collapsed.

The team focussed on the vulnerable communities and minorities - Dalits Kolis (a community which has "Scheduled Tribe" - or indigenous - status in Kutch and Backward status in other parts of Gujarat), Maldharis (pastoralist, some of whom are nomadic) and Muslims.

Within these communities, the team made special efforts to locate widows and ensured that the relief materials reached them. This attempt was made because the social situation is such that widows do not come out in public and therefore get left out.

The team made a special effort to supply culturally sensitive relief materials - for example - Bajri (a local cereal) instead of wheat and tavadis (locally used earthen utensil).

## Response by CMAI

The other Partner was Christian Medical Association of India (CMAI) which is an association of over 350 Christian health institutions and over 3500 health professionals in India, headquartered at Delhi. It started as the Medical Missionary Association in 1905, and became the CMAI in 1926. It is an arm of the National Council of Churches in India, and is a registered non - profit charitable organisation.

The Christian Medical Association of India began its work in collaboration with the Indian Institute of Management at Ahmedabad, which was identifying areas of need, and helping volunteer groups to work in those areas. A two member CMAI team – Dr. Shailendra Awale and Mr. Prashant Behary were based at Ahmedabad and provided logistic support to the team members (especially to the Ludhiana and St Stephen's groups), and ensuring inter-organisational coordination with churches and other NGOs.

The Baptist Hospital, Bangalore had sent in a 2-member team to work alongside one of the other groups and assess the local situation. They have also provided a portable X-Ray machine.

A fully-equipped 15-member team from Christian Medical College, Ludhiana supported by CMAI visited Anjar and Gandhidham. 2 hospitals were established 3 km apart : St. Joseph's Hospital (SJH) and the Kandla Port Trust Hospital (KPTH).

### 3. Objectives

To assess and identify areas of intervention for emergency relief and long term accompaniment for proper rehabilitation

- To organise the affected communities into committees to assess their own situation, prioritize victims to be assisted, draw out criteria and guidelines with the communities for assistance
- To work in close coordination with other partners in the area to avoid overlapping and duplication of work
- To identify issues of advocacy related to people's entitlement on land rights, relief, compensation and relief code
- To initiate capacity building programmes at the community level and at the organisation level for effective implementation and timely response
- To study psychosocial and post disaster trauma related aspects both in rural interiors and cities
- To continue to mobilise resources locally, nationally and internationally to cover and reach more number of "un-reached" victims of disaster apart from this appeal
- To highlight issues arising out of the above mentioned objectives in press and media
- Based on the above objectives food assistance, shelter materials, cooking vessels, clothes and sleeping materials will be provided. Medical assistance will be carried out to needy people in location specific areas.

### Focus Objectives

#### a. Crisis Phase Assistance

- Supply of Relief Food Distribution – for 60 to 90 days
- Supply of Sleeping Materials – Blankets
- Supply of Cooking Materials

#### b. Post Crisis Assistance

- Provision of Shelter Materials - Temporary Constructions
- Medical Assistance - Emergency medical assistance in treating the injured persons, Socio-psycho counseling for the members of the families who have lost their kith and kin, preventing outbreak of epidemic, providing safe water
- Capacity Building Programme – Community Leaders, Volunteers, Committee Members and Staff
- Study the impact on school going children – Socio Psycho Study
- Media Accompaniment
- Advocacy Work

#### 4. Methodology

A survey was carried out in the identified villages and village level committees were formed. Members of these committees belong to the vulnerable and marginalised communities. The team and the committee together selected Village level volunteers and decided on the list of beneficiaries placing emphasis on the poor, widows and pregnant women in the community.

Distribution was done according to this list and detailed registers along with names and signatures of beneficiaries are maintained.

#### 5. Geographical Location

**Area of Operation** - 7 villages of Rapar Block of (District Kutch) and 30 villages of Jodiya block (District Jamnagar) including Jodiya town, 3 villages of Maliya Block (District Rajkot) and 1 village of Halvad Block (District Surendranagar).

**Kutch District - Rapar Block** - Sanva, Bamansar (Muslim), Taga, Fulpara, Dhankidhar, Surkotada, Santalpur (this village is technically in Patan district but Kutchi Muslims from Bhachau had migrated here after earthquake and this village is on the border of Rapar block and neighbour of other 6 villages) (7)

**Jamnagar District - Jodiya Block** - Zhinjuda, Untbet, Bela, Kothariya, Amaran, Fatsar, Dhulkot, Manamora, Bhimkata, Balambha, Jodiya, Mavnugam, Madhapar, Shampar, Jam Dudhai, Ambala, Padana, Gajedi, Taranadhar, Jamsar, Balambha Shantinagar, Fadsar, Jivapar, Kharachiya, Kerali, Badanpar, Koyali, Padabekar, Rajpar, Ramnagar(30).

**Rajkot District - Maliya Block** - Devgadh, Jajasar, Meghpar (3)

**Surendranagar District - Halvad Block** - Tikar (1)

#### Target Beneficiaries - Number and Type of Targeted Beneficiaries

Initially we planned to cover only 21 villages of two Blocks. As of today 42 villages – 30 in Jamnagar district, 8 in Kutch District, 3 in Rajkot District and 1 in Surendranagar District. These additional areas were identified as no rehabilitation reached these villages either from the Government or from NGOs. All of them belong to the marginalised and asset-less communities and within them an effort was made to reach the widows who often get neglected in these emergency situations. The details of the areas covered are as follows:

#### District Kutch – Rapar Block

SI	Gram Panchayats	Villages	Families Covered	Type of Assistance
1	Taga	Bamansar	129	Food assistance, Cooking materials, sleeping materials, shelter materials, advocacy
2	Sanva	Sanva	596	Food assistance, sleeping materials, advocacy
3	Taga	Taga	235	Food assistance, sleeping materials, advocacy
4	Sanva	Fulpara	33	Food assistance, Cooking utensils, sleeping materials, advocacy
5	Sanva	Dhankidhar	23	Food assistance, Cooking materials, advocacy
6	Surkotda	Surkotda	22	Food assistance, advocacy
7	Santalpur	Santalpur	60	Food assistance, sleeping materials, shelter materials, advocacy
	<b>Total Families</b>		<b>1098</b>	

- Beneficiaries at Santalpur were migrant Muslim minority families who had fled from Bhachau due to the devastation.

### District Rajkot – Maliya Block

SI	Gram Panchayat	Village	Families Covered	Type of Assistance
1	Devgadh	Devgadh	110	Sleeping materials, psycho-social assistance with children
2	Jajasar	Jajasar	182	Sleeping materials, psycho-social assistance with children
3	Meghpar	Meghpar	100	Sleeping materials, psycho-social assistance with children
<b>Total Families</b>			<b>392</b>	

### District Surendranagar – Block Halvad

SI	Gram Panchayat	Village	Families Covered	Type of Assistance
1	Tikar	Tikar	108	Sleeping materials
<b>Total Families</b>			<b>108</b>	

### District Jamnagar – Jodiya Block

SI	Gram Panchayats	Villages	Families Covered	Type of Assistance
1	Zhinjuda	Zhinjuda	270	Food assistance, shelter assistance, sleeping material, advocacy
2	Untbet	Untbet	276	Food assistance, shelter assistance, sleeping material, advocacy
3	Bela	Bela	230	Shelter assistance, sleeping material, advocacy
4	Mavnugam	Mavnugam	32	Shelter assistance, sleeping material, advocacy
5	Dhulkot	Dhulkot	148	Food assistance, shelter assistance, sleeping material, advocacy
6	Jodiya	Jodiya	940	Food assistance, shelter assistance, advocacy
7	Balambha	Balambha	250	Food assistance, shelter assistance, advocacy
8	Madhapar	Madhapar	155	Food assistance, shelter assistance, advocacy
9	Shampar	Shampar	107	Food assistance, shelter assistance, advocacy
10	Jamdudhai	Jamdudhai	100	Food assistance, shelter assistance, advocacy
11	Bhimkata	Bhimkata	127	Food assistance, shelter assistance, advocacy
12	Manamora	Manamora	56	Food assistance, shelter assistance, advocacy
13	Kothariya	Kothariya	121	Food assistance, shelter assistance, advocacy
14	Ambala	Ambala	93	Food assistance, shelter assistance, advocacy
15	Padana	Padana	54	Food assistance, shelter assistance, advocacy
16	Gajedi	Gajedi	98	Food assistance, shelter assistance, advocacy
17	Taranadhar	Taranadhar	82	Food assistance, shelter assistance, advocacy
18	Jamsar	Jamsar	44	Food assistance, shelter assistance, advocacy
19	Balambha	Shantinagar	51	Advocacy
20	Amaran	Amaran	514	Food assistance, shelter assistance, advocacy
21	Fadsar	Fadsar	49	Advocacy
22	Fatsar	Fatsar	40	Advocacy
23	Jivapar	Jivapar	18	Advocacy
24	Kharachiya	Kharachiya	93	Advocacy
25	Kerali	Kerali	14	Advocacy
26	Badanpar	Badanpar	205	Advocacy
27	Koyali	Koyali	285	Advocacy
28	Padabekar	Padabekar	30	Advocacy
29	Rajpar	Rajpar	17	Advocacy
30	Ramnagar	Ramnagar	6	Advocacy
<b>Total Families</b>			<b>4505</b>	

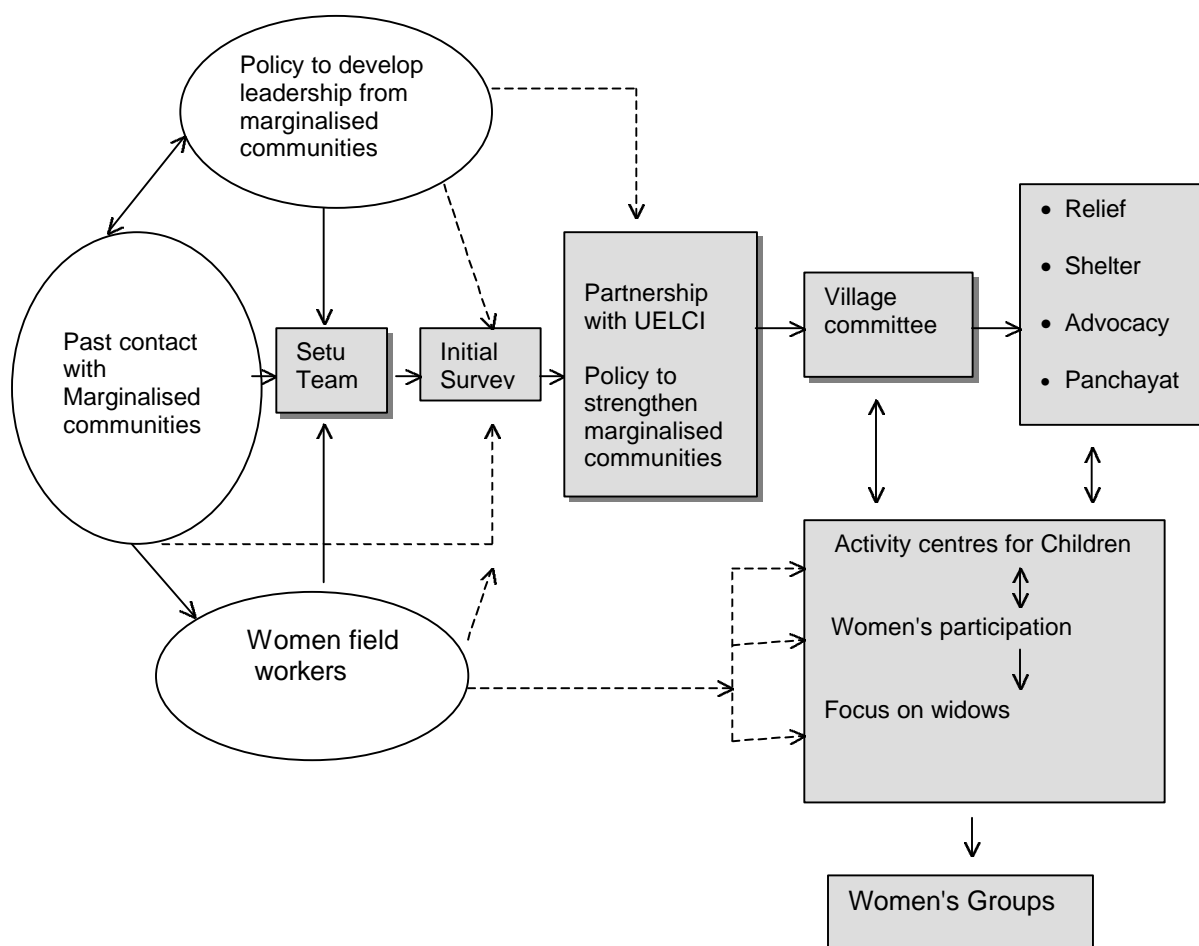
**Total Number Of Villages Covered: 41**

**Total Number Of Families Covered: 6103**

## EMERGENCY INTERVENTION

PRE - EARTHQUAKE

POST - EARTHQUAKE



### 7. Time Frame of the Programme

The relief programme in earthquake affected areas was commenced immediately after the event. During the first three months the emphasis were on organizing community meetings, formation of committees, identification of volunteers, planning of the crisis phase programme, mobilization of communities, providing food materials, sleeping materials, cooking materials and immediate shelter materials. After this immediate relief distribution was completed, the team concentrated on distributing shelter materials and supported the beneficiaries in building temporary shelters.

#### Time Frame of the Programme

Time frame	Activities
January 2001 to March 2002	Distribution of immediate relief materials – food materials, cooking materials, sleeping materials, immediate shelter materials, study of psychosocial situation, advocacy efforts, legal support.
April 2002 to March 2003	Distribution of temporary shelter materials, intervention in psycho-social situation, advocacy efforts, legal support, identification of remaining beneficiaries and assist them in obtaining compensation from the Government.

## 8. Current and Over all Status of Earthquake in the area of Operation

It is over two years since the earthquake hit some parts of Gujarat and still tremors continue to be experienced in the affected areas. After much policy vacillation, the government has virtually completed the damage assessment and fixed compensation amounts. It was decided that compensation amounts would be released in three installments and bank accounts to receive the compensation was made mandatory.

Facilitation to open bank accounts became part of the capacity building and advocacy programme. In most areas, the first installment was released. As part of advocacy efforts, it was ensured that the authorities do not neglect damage assessment of the houses belonged to the marginalised communities and where assessment was not done or incomplete, representations were made by the people to the bureaucracy and the elected representatives. Campaigns for release of the first and second installment of compensation by the State were undertaken.

During the report period, Setu team focused on getting the third and final installment of compensation released from the government. The campaign for release of the third installment is ongoing. Delays occurred due to the socio-political instability caused by the Godhra carnage in February 2002 and post-Godhra communal riots situation (which continued till September 2002). The government of Gujarat had entered into partnerships with International financial institutions such as the World Bank and Asian Development Bank for the rehabilitation and reconstruction phases after the earthquake. But in the wake of the communal carnage and the resulting political situation these institutions delayed releasing of funds which, in turn caused delays in people receiving their compensation installments. A further delay was caused when the assembly of elected representatives was dissolved in June 2002 pending elections as a result of which no executive decisions could be taken (as there was a caretaker government). Due to the law and order crisis, government staff at all levels were dislocated and preoccupied. This has setback our legal support activities and advocacy efforts with local bureaucracy regarding compensation in particular.

The earthquake field area consists of people belonging to both majority and minority communities. Despite the tension and fear, SETU team members mobilised the village level committees to maintain peace and harmony. This contributed to keeping the villages of our area free of violent incidents.

Due to the restriction on movement and atmosphere of fear and tension, earthquake rehabilitation efforts were slowed down. The go-down of our supplier of bamboo was burnt and this has caused delay in the supply of the last consignment of shelter materials. Curfew prevented the transportation of the last consignments of bricks and tiles.

The political uncertainty continued till December 2002, when the elections took place. After the sweeping electoral win of the Hindu right-wing BJP party, the sense of fear and insecurity has intensified. The attack by militants on the Hindu temple at Gandhinagar has further increased the feelings of mistrust between the two communities and vitiated the atmosphere in the state. The World Cup cricket matches between India and Pakistan early in 2003 also caused tension as usual. Violence connected with the Ayodhya temple issue increased the tension and sense of insecurity, which continued till the end of the reporting period as Muharram and Holi (two festivals with a history of inter-community conflict) occurred in the last week of March. Thus, because of socio-political instability, there was considerable delay in our efforts.

In March 2003, the state Chief Minister acknowledged that the earthquake rehabilitation efforts on the part of the government and NGOs were still incomplete due to a variety of delays and difficulties. He appealed to the central government to extend the financial deadline (for utilizing the earthquake funds) by a year, until March 2004. This request was accepted by the central government.

Apart from the political situation, the earthquake area is undergoing a water crisis due to the poor monsoon rainfall in the year 2002. As a result of this, there is a shortage of drinking water and increase in salinity. Due to poor monsoon, agriculture has also suffered and many beneficiaries who are agricultural labourers have no employment. Many salt pans are closed due to damage suffered in the

earthquake (and they have still not received their compensation). As a result, many beneficiaries who are saltpan workers have not got employment.

### **Delay in Shelter Construction**

Following are the reasons for the delay in completing the projected shelter construction:

- The first problem was the delay in damage assessment and relocation of house sites by the Government. Till the assessment is completed debris cannot be shifted.
- From April to June, 2001 construction of shelter was hindered due to lack of water. It must be known that the area selected had been in its third year of drought and all construction was banned in the area for lack of water.
- There was shortage of building materials. Due to the large-scale destruction, there had been a heavy demand for cement, bricks and roof tiles. These materials were in short supply.
- Production of bricks and roof tiles were affected by the early and heavy monsoon due to the onset of rains. As a result of these shortages the prices of shelter materials went up.
- After the onset of monsoons, in some villages' distribution of shelter materials were delayed due to extensive water logging which made it inaccessible.
- The construction process in some villages were delayed, as the victims had not cleared the debris till the damage was assessed and the first installment of compensation was received.
- Decision of the Government policy on rehabilitation had its own impact on the already assured rehabilitation programme. The government declared exemption of excise duty on cement and steel for the earthquake rehabilitation work. Later on the Government withdrew the exemption.
- Low cost cement was offered through government outlets for rehabilitation work but the quality and grade of this cement was so poor that it proved unsuitable for shelter construction. Even this low quality material was not made available in sufficient and required quantity on time. As a result, cement had to be bought in the open market.
- The state government was indecisive about the adoption of villages.
- Even in the villages where we were intervening, we were told that these villages were being considered for adoption by corporate houses and big NGOs. As a result, shelter programme was held in abeyance. At a later date, these NGOs and corporate houses withdrew their plans.
- This uncertainty of adoption had an adverse impact on the implementation schedule.
- The State government planned to give compensation in three installments - first at foundation level, second at the plinth level and final after completion of the house. Most of the families have received only the first installment and while 40% of these families received the second installment. The first installment was received by people by October 2001, the second between April and November 2002 and the third between November 2002 and March 2003.
- The local bureaucracy created all kinds of hurdles at all the three installment levels and as a result, the vulnerable families had to borrow loans from their relatives, community and money lenders to complete the construction work.
- In many cases the people had to pay bribes to the local government officials for obtaining the installment money.
- Between the end of February 2002 till end of September 2002, the state of Gujarat experienced communal carnage between the Hindu and Muslim community in which over 900 people were killed by official account and unofficial accounts describe death toll to be in the vicinity of 2000. This wave of violence drew national and international attention and affected daily life as well as industrial and government functioning. Due to this phenomenon release of compensation amounts was delayed, supply of building materials was adversely affected. Government machinery was fully occupied with the law and order situation and therefore did not pay attention to the situation of earthquake compensation.
- During the report period, Setu team focused on getting the third and final installment of compensation released from the government. The campaign for release of the third installment is ongoing. Delays occurred due to the socio-political instability caused by the Godhra carnage

and post-Godhra communal riots situation. The government of Gujarat had entered into partnerships with International financial institutions such as the World Bank and Asian Development Bank for the rehabilitation and reconstruction phases after the earthquake. But in the wake of the communal carnage and the resulting political situation these institutions delayed releasing of funds which in turn caused delays in people receiving their compensation installments. A further delay was caused when the assembly of elected representatives was dissolved pending elections as a result of which no executive decisions could be taken. Due to the law and order crisis, government staff at all levels has been dislocated and preoccupied. This has setback our legal support activities and advocacy efforts with local bureaucracy regarding compensation in particular.

- The earthquake field area consists of representatives from both majority and minority communities. Despite the tension and fear, SETU team members mobilised the village level communities to maintain peace and harmony. This contributed to keeping the villages of our area were free of violent incidents.
- Due to the restriction on movement and atmosphere of fear and tension, earthquake rehabilitation efforts were slowed down. The godown of our supplier of bamboo was burnt and this has caused delay in the supply of the last consignment of shelter materials. Curfew prevented the transportation of the last consignments of bricks and tiles.
- In March 2003, the state Chief Minister acknowledged that the earthquake rehabilitation efforts on the part of the government and NGOs were still incomplete due to a variety of delays and difficulties. He appealed to the central government to extend the financial deadline (for utilizing the earthquake funds) by a year, until March 2004. This request was accepted by the central government.
- In the initial phase after the earthquake many NGOs and citizen's groups had come forward to adopt villages for reconstruction. However, many of them withdrew their commitment as a result of which many villages were left out. We received requests from 210 families of Bela village who were left out in this way. These families were migrant workers who did not even have proper entitlement. Setu team assisted them in getting entitlement and also assisted them in constructing temporary shelters.

#### **Other Issues attended to**

Advocacy issues related to the above problems were focused. Apart from this issues related to relief and rehabilitation code, rights of the people who got affected was carried out through educational programmes. Through media, issues were brought to the public notice, to the State and the Government so that they respond to the situation of the affected population.

The fear among school children about losing their dear and near ones was also covered under the education process through socio-psycho counseling so that the children could live and cope with natural disasters. A study was commenced to follow the affected children and their behavior patterns at home, school and society and after the study programmes, exposure and meetings were initiated to ensure confidence and fearlessness in the minds of the children.

The Team accompanied the chief functionary of the Social Defence Department (part of the Ministry of Social Justice and Empowerment) to identify and create receiving centres and short stay homes for orphans, widows, children separated from their parents and the aged.

As tents were in extreme short supply, the team intervened at a high level in the bureaucracy to procure tents to set up these centres. Suggestions were given to the Secretary, Department of Social Welfare on how to create a fund for the care of child victims of the earthquake as prescribed by the newly amended Juvenile Justice Act (2000). In the first week of February, Setu organised a seminar with senior government officials, police officials, members of the judiciary and NGOs to re-write the Gujarat Government Rules to implement the new Juvenile Justice Act. An important focus was to secure the rights of children affected by disasters. In August 2002, the final draft Rules with suggestions made at the seminar was submitted to the government. Till December 2002 no progress could be made in getting the

Rules notified as the Assembly was dissolved pending elections. After the elections, formation of the cabinet of ministers took place and in 2003 we commenced efforts to get the Rules notified. This process is still ongoing and we are hopeful of a positive outcome.

Setu team contributed to the preparation of a report by Gujarat Ecology Commission on disasters in Gujarat with a focus on proneness, preparedness and possibilities. Setu emphasized that though all communities were affected by natural disasters, the impact is more acute on vulnerable communities because they are often migrant workers, have no entitlement and often get left out in the compensation and rehabilitation process. Setu team tried to include this perspective in the focus of the Gujarat Ecology Commission.

## 9. Current Phase Implementation

### Status of the Current Phase Implementation - Activities Under Taken

In the early months, the team identified villages in Rapar Block of eastern Kutch, Jodiya Block of Jamnagar District (south of the Gulf of Kutch), Maliya Block of Rajkot District and Halvad Block of Surendranagar District. Relief efforts consisted of distribution of shelter materials, sleeping materials, food materials and cooking materials in these areas.

In the following months, we concentrated on supporting people in building temporary shelters so that they would have at least a roof over their heads before the onset of the monsoon. The shelter programme was concentrated in villages of Jodiya Block of Jamnagar District. Over and above villages of Jodiya Block, special efforts were made to cover Jodiya town in the rehabilitation programme. While the State government had created town development authorities for the four towns of Kutch, they had neglected Jodiya town and no special development authority was created. A number of poor and marginalised families in this ancient port town were covered.

From the beginning, sustained advocacy efforts with the government and media on issues related to caste and religious discrimination, damage survey and compensation distribution was part of the programme. Advocacy efforts and legal interventions were made on the issue of getting food assistance for the vulnerable and poor, regardless of whether or not they possessed ration cards.

In addition to these activities, the team distributed food materials and sleeping materials donated by individuals and organisation from other parts of the country. The details are shared in the report.

#### 9.1. Relief Food Assistance

The items distributed as part of food assistance were Bajra (local cereal), edible oil, sugar, tea and dal (lentils). Village level committees in each village identified beneficiaries. Representatives in these committees were from the vulnerable communities and 30% of the representatives were women.

The food assistance programme was a great support to the poor and marginalised communities as government food distribution through the Public Distribution System was not of adequate quantity. Many of them could not benefit from government food assistance as they did not have ration cards or ration cards were buried under the debris. The food programme played an important supportive role for children and women.

#### Food Assistance Data

Sl	Item	Per Family	Families Covered	Quantity	No of Days
1	Oil	5 Kg.	750	3750 Kg.	15
2	Oil	10 Kg.	3700	37,000 Kg.	60
3	Bajaro -Local Cereal	120 Kg.	3700	4,44,000 Kg.	60
4	Sugar	10 Kg.	3700	37,000 Kg.	60
5	Tea	2 Kg.	3700	7400 Kg.	60
6	Dal Lentils		3700	55,500 Kg.	
			<b>4450</b>		

- Item No. 1 was provided during the initial months in Rapar Block of Kutch District.
- Item Nos. 2,3,4,5,6 were provided during in Jodiya Block of Jamnagar District.

Initially we planned to cover 2826 families but later on we had to extend support to 4450 families.

- Migrant workers from Morbi, South Gujarat and Kutch were additionally covered.
- Most of them were saltpan workers, brick kiln workers and labourers in roof tile making units.
- Some villages identified were later on adopted by other NGOs.
- Vulnerable communities – Muslim, Koli, Dalit and OBCs in Jodiya town were covered.
- Tenants of Jodiya town were covered.

#### Food Assistance Family wise Data

SI	Area	Number of families					
		Total	Dalit	Muslim	Koli	Bharwad (Pastoralist)	Other Backward Castes
1	Jodiya Block of Jamnagar District	3700	595	1230	313	288	1274
2	Rapar Block of Kutch District	750	117	425	121	-	87
	<b>2 Block/2 Districts</b>	<b>4450</b>	<b>712</b>	<b>1655</b>	<b>434</b>	<b>288</b>	<b>1361</b>
	<b>Percentage</b>	<b>100</b>	<b>16%</b>	<b>37%</b>	<b>10%</b>	<b>7%</b>	<b>30%</b>

Later we extended food assistance to a further 1000 families for 60 days. These included 210 families in Bela village who were left out of the shelter assistance programme of another NGO. The other families were those who belonged to “Below Poverty Line “ category and who had not yet received their third installment compensation amount. In this additional programme we only distributed wheat. This decision was taken in consultation with the Village Level Committees, Setu team and UELCI.

#### Additional Food Assistance Data for 1000 Families for 60 days

SI	Item	Per Family	Families Covered	Quantity	No of Days
1	Wheat	120 Kg.	1000	1,20,000 Kg.	60
	<b>Total Families Covered</b>		<b>1000</b>		

#### Additional Food Assistance Village wise Data

SI	Villages	Block	No of Families
1	Untbet	Jodiya	130
2	Jhinjuda	Jodiya	200
3	Bela	Jodiya	210
4	Dhulkot	Jodiya	62
5	Bhimkata	Jodiya	66
6	Manamora	Jodiya	44
7	Tarana	Jodiya	50
8	Balambha	Jodiya	238
	<b>Total</b>		<b>1000</b>

### 9.2 Cooking Materials (Kitchen Utensils)

As all the household articles were destroyed due to house collapse, cooking materials were supplied to selected 4110 families. The items per family included:

- Bucket: 1,
- Cooking vessels: 2 Serving spoons 2, Cup-saucer: 1, Plate: 1, Small bowl: 1, Big bowl: 1, Frying vessel: 1, Griddle: 1, Big plate: 1.

### Cooking Materials Family wise Data

	Area	Number of Families					Backward Castes
		Total			Koli	Bharwad	
1	Kutch District	200		129	33		31
	Jodiya Block of	3	612	1341		303	1341
	<b>2 Block/2 Districts</b>		619	1470		303	1372
	<b>Percentage</b>		<b>15.1%</b>	<b>35.4%</b>		<b>7.2%</b>	<b>33.3%</b>

### 9.3 Sleeping Materials (Blankets)

As all the household articles were destroyed due to house collapse, sleeping materials were supplied to

SI		Number of Families				Other Castes
		Total	Dalit	Muslim		
	Jodiya Block of Jamnagar District	624		264	105	
2	Rapar Block of Kutch District	805		425	121	
3	Halvad Block of Surendranagar District		23	21		-
4		392	12		85	237
	4 Districts / 4 Blocks		266	768		520
	<b>Percentage</b>	<b>100</b>		<b>40%</b>	<b>19%</b>	

### ion (Temporary Shelter)

Cement, Roof tiles, Bamboos, Bricks were distributed and per family distribution was as follows:

Per Family			Family wise Shelter Materials Data			
	Item	Quantity Per Family		Name of	Quantity	Families
	Cement	10 Bags	1	Bricks		3700
	Bricks	1000 Nos.	2		1,17,300 Pieces	3910
	Bamboo/Wood	30 Pieces (15+15)		Cement	39,100 Bags	
4		500 Tiles + 10 Ridges	4	Roof tiles	eces	
			5	Tarpaulin		925

As per the plan all the 3700 Families received all the shelter materials and 925 families were provided only with Tarpaulin.

### - Shelter Materials Jodiya Block

SI	Villages						Koli	OBC	
			Dalit	Bharwad					
1	Untbet		31	7		22	124		
2	Zhinjuda		4	9		66	11		
3	Dhulkot		67	30		2	46		
4	Jamdudhai		59	15		-	16		
5	Bhimkata		95	12		20	9		
6	Manamora		36	5		-	9		
7	Madhapar		34	13		-	106	1	

SI	Villages	Number of Families						
		Total	Dalit	Bharwad	Muslim	Koli	OBC	Others
8	Jodiya	1090	54	39	669	89	163	76
9	Gajedi	98	15	-	-	10	73	-
10	Shampar	107	10	18	8	-	63	6
11	Jamsar	44	13	14	8	-	8	1
12	Balambha	410	32	31	93	43	206	5
13	Kothariya	121	36	2	7	7	56	13
14	Padana	54	6	2	2	-	44	-
15	Ambala	93	17	11	2	-	55	8
16	Tarana	81	20	3	-	-	58	-
17	Amaran	460	67	63	172	52	86	20
18	Bela	210	17	15	111	-	67	-
	<b>Total</b>	<b>3910</b>	<b>612</b>	<b>303</b>	<b>1341</b>	<b>313</b>	<b>1187</b>	<b>154</b>
		100	15.8%	7.8%	34.3%	8%	30.2%	3.9%

Out of the total families covered - 15.8% belong to Dalits, 7.8% Pastoralists, Muslim 34.3%, 8% Kolis and 30% belong to the other backward communities.

So far, out of the 3910 families provided with shelter materials, the team could complete all temporary houses. The details are given below.

**Data on Temporary Houses Completed  
(Jodiya Block, District Jamnagar)**

SI	Gram Panchyats	Villages	Number of Beneficiaries	Number of Completed Shelters
1	Untbet	Untbet	276	276
2	Zhinjuda	Zhinjuda	270	270
3	Dhulkot	Dhulkot	148	148
4	Jamdudhai	Jamdudhai	100	100
5	Bhimkata	Bhimkata	138	138
6	Manamora	Manamora	56	56
7	Madhapar	Madhapar	155	155
8	Jodiya	Jodiya	1090	1090
9	Gajedi	Gajedi	98	98
10	Shampar	Shampar	107	107
11	Jamsar	Jamsar	44	44
12	Balambha	Balambha	410	410
13	Kothariya	Kothariya	121	121
14	Padana	Padana	54	54
15	Ambala	Ambala	93	93
16	Taranadhar	Tarana	81	81
17	Amaran	Amaran	460	460
18	Bela	Bela	210	210
	<b>Total</b>		<b>3910</b>	<b>3910</b>

**Note:** The beneficiaries of Jodiya Block did not wait for their third installment and completed their temporary shelters by borrowing money from relatives and others. They have since received the remaining installment.

## 9.5. Medical Assistance

CMAI's immediate concern was that medical relief through the members should reach the earth quake affected areas of Gujarat at the earli The initial stages of medical assistance were planned for three

- Acute Medical Relief and Medium Term care
- -building through psychosocial interventions (in partnership with the Church and Christian NGOs)
- Trauma and Counselling Support programme through members of congregations

Immediately after the earthquake hit Gujarat, CMAI began contacting member institutions and requested them to prepare to move as soon as possible, while CMAI worked to identify areas of work and possible support mechanisms.

CMAI then established contact with various local groups, to ensure that the mission hospital teams would be able to work in areas of need while being supported by volunteer groups. This local support was necessary to enable our teams to work in this difficult situation.

The first two local groups CMAI began working with was the Syrian Orthodox Church School, at Ahmedabad, and the Indian Institute of Management (IIM) at Ahmedabad. The IIM had set up a control room, had sent out students and faculty as survey teams, identifying areas of need, and helping the volunteer groups with people, food, water and other living necessities.

The first member institution to reach Ahmedabad was a 15-member team from CMC Ludhiana, followed the next day by a 10-member team from St. Stephen's Hospital Delhi.

St. Joseph's Hospital (SJH) and the Kandla Port Trust Hospital (KPTH). Both places had orthopedic surgeons but no fixators, etc so they could treat fractures only with splints.

The CMCL team electrician repaired the non-working autoclave at SJH, and operations then started at full scale. The base hospital staff went out to the town to inform people that surgeries are being done. Dr. Obed (CMCL) and Dr. Johnson (SJH) also met the local collector to inform him.

The second team to reach the area was St. Stephen's Hospital (Delhi), also supported by funds collected by CMAI. They reached Ahmedabad on 31<sup>st</sup> morning and went to Rapar initially, but found that most of the wounded had left for other centres for medical assistance. They moved on to the Adoi village in Bachau taluk, where they made contact with an Army camp. This village, with a population of 14,000 had around 3,000 survivors. The team members established a surgery base in the camp, and went out with army teams to identify the injured, give care on the spot, and send those needing surgery to the base camp. They catered to more than 150 patients daily, and performed a number of orthopedic and surgical procedures.

A team from Bangalore Baptist Hospital spent a week, and brought with them a portable x-ray machine at CMAI's request. The C S I Rainy Hospital sent on request a Boyle's machine (anesthesia).

The St Stephen's team stayed for 10 days. After the acute phase, the CMC Ludhiana team stayed on till mid-April to provide medium term care for complicated orthopedic and surgical cases. They performed more than 300 major surgeries, including orthopedic implants, and provided physiotherapy services too. The OPD attendance at the hospital was more than 250 patients till end of the February. The CMAI-organised X-ray unit and anesthetic machine were left at the hospital, to enable them to continue the good work.

CMAI also functioned as the Information Sharing Point for various Churches, Christian NGOs and hospitals at Gandhidham and Ahmedabad. Sharing information, arranging the logistics and networking with others were major responsibilities, and organizations which were assisted included agencies like

CASA and LWS, SETU, Nagpada Neighborhood House, St. Luke Clinics, hospitals at Bangalore, Pune, Miraj, Washim, Anand, Churches like Church of North India, Marthoma Church, Syrian Orthodox church, etc.

Soon, the effects of the emergency care that had been provided became apparent: infected wounds, early osteomyelitis, and improperly repaired/splinted fractures. The CMAI supported team from Christian Medical College Ludhiana was based at the St. Joseph's Hospital, Gandhidham. The team conducted 15-16 surgeries per day, and the hospital's OP was 200 - 300 per day. Untreated cases were brought in from the villages around Gandhidham. The situation was similar at Disha, where another CMAI member institution, the Christian Medical College Vellore operated from the Gandhi Lincoln Hospital. There were individuals who needed care including physical rehabilitation, without which they would have been maimed for life.

The contributions of CMAI member institutions are listed in this report. The IIM also provided medicines and orthopedic surgical equipment.

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Several members of this group had inputs from the team sent by Norwegian Church Aid. The group developed the appropriate course curriculum, and trained 16 persons from Gujarat as trainers in trauma care and counselling through two cycles of 3 workshops, each of 3-days duration, with an interval between workshops of 15-20 days when practicals were done. Thus, the Gujarat Resource Group was formed.

### Stage - 2: Training of Care Givers

The Gujarat Resource Group then went on to train lay persons. They trained more than 200 counselling Care Givers (lay congregation members) in basic skills of counselling after trauma. They did this through a series of seven workshops (Gandhidham, Racket, Bhuj, Jamnagar, Ahmedabad and Baroda) in the vernacular. Each workshop trained around 30 participants. These Care Givers were trained to go out among the people and identify and help those in need. They also identified and referred those in need of more care to the Gujarat Resource Group. The counselling Care Givers were supported technically, as well as psychologically and have had informal review meetings with the project facilitators.

This initiative has helped strengthen the Church's involvement with the community. The workshops have created a fresh willingness among the congregation members to go out and meet those who have emotional needs in the aftermath of the earthquake.

For the National Level Team, it was a moving and enriching experience. They now serve as the response team for any future disasters: linkages are sought and established with those who have been involved in other such post-trauma stress situations, since the National Team would benefit from the opportunity to review their work with the assistance of Trauma Counselling Experts.

### Contributions from CMAI Member Institutions

A well-equipped team from St. Stephen's Hospital (Delhi), supported by CMAI, went first to Rapar, and then moved to the Adohi village in Bachau taluk, where they established base at an Army camp. This village, with a population of 14,000 had around 3,000 survivors. The team members established a surgery base in the camp, and went out on sorties with army teams to identify the injured, give care on the spot, and send those needing surgery to the base camp.

Marathi Mission's Nagpada Neighbourhood House, Mumbai has sent a 8 member team

Reynold's Hospital, sent a team for several weeks to the area.

Many other individual members also went in their personal capacities.

The Christian Medical College Vellore, with the assistance of the Medico Friends Circle, has sent an orthopedic team at Gandhi Lincoln Hospital in Deesa to treat complicated cases.

The Community Rural Health Project, Jamkhed was working with CASA to provide medical services in some areas.

CSI Rainy Hospital provided medical supplies through CMAI as required; including a portable Boyle's apparatus. They also sent two of their staff to serve and support the CMAI coordinating team.

The Emmanuel Hospital Association team provided care to villages around Gandhidham, conducting OP clinics, and some operative procedures. They are also doing a needs - assessment of the area.

The Methodist Hospital, Nadiad had also sent out a team to the Bhuj area. Miraj Medical Centre was one of the early teams to be ready, and was on standby ready to respond to CMAI's call. MOSCMM Hospital, Kolencherry sent a team with the Red Cross from Ernakulam.

A 13-member team from the Salvation Army Hospital, Anand proceeded immediately after the earthquake to the Kutch area with medicines. The local government administrator (District Collector) gave permission

for the Salvation Army team to provide emergency medical care to seven villages with a population of 24,000 people. They were supported by a team from another hospital.

The staff of CMC Ludhiana were rotated several times, and stayed on till April 2001 to meet the medium term care needs of the area. The Baptist Hospital, Bangalore sent in a 2-member team to work alongside one of the other groups

A Two member CMAI team were based at Ahmedabad providing logistic support to the members.

## **9.6. Advocacy**

The advocacy efforts commenced immediately after the event. The main issues covered were:

### **Caste and Religious Discrimination**

The Team drew attention to this issue in the government relief and rehabilitation programme at every opportunity. We were able to bring this issue into the national and regional English language press as well as in electronic media. We were also successful in drawing the attention of the vernacular press to this issue. Caste based and religious NGOs were also favouring their own communities and denominations, which form part of the dominant communities. The team approached some of these organisations to try and persuade them to include poor communities in their relief programme but met with no success. Team members met six MPs from Gujarat and brought the caste based discrimination issue to their notice. As a result of this intervention they wrote a letter on this issue to the State Disaster Management Authority and this resulted in the disbursement of the first installment of compensation to the marginalised communities.

### **Damage Assessment**

The damage assessment of many families were not completed because they had migrated in search work. Most of these families belong to the poor and socially marginalised communities. Through the village level committees, advocacy efforts were addressed to the local government officials as well as state government to complete the assessment of damage as early as possible. Representations were made to bureaucracy and local MLAs to include migrant workers (brick kiln workers, ceramic workers, construction workers and salt workers) in the damage assessment. Advocacy efforts were also undertaken with MPs of the area. As a result of these efforts, surveys of damage was completed in all our villages.

### **Government compensation and Materials distribution**

Due to Advocacy efforts as mentioned above, the first installment was received by people by October 2001, the second between April and November 2002 and the third between November 2002 and March 2003. Bank accounts were opened to receive compensation. The team helped the families to open bank accounts in the nearest town (30-40 kms away). Banks infrastructure to cope with this rush to open new accounts and beneficiary's illiteracy were also a drawback.

Dominant communities have used their political influence and money power to get compensation. Assistance in the form of 8-10 tin sheets and 3 bags of cement was to be distributed by the State. And most of the beneficiaries belonged to the dominate communities. Members from marginalised did not receive this assistance and the team lobbied to get the beneficiaries compensation equivalent to the value of these materials.

As a result of our special survey of widows carried out in all villages in the early part the crisis had a positive effect and the state government is in the process of making a special compensation package for widows and disabled people.

In December 2001, a number of voluntary organizations working among earthquake victims formed a platform called Lok Sangarsh Samiti to represent the problems of vulnerable communities of affected areas.

A one-day fast was observed on 26 January 2002 at Gandhi Ashram, Ahmedabad to focus on the issue of discrimination and police atrocities on leaders of voluntary organizations and victims. Setu played a key role in the formation of the committee as well as the programme initiated by the committee. On 30 January a large people's meeting was organised at Samakhiari in Kutch to focus on people's demands in which about 500 people representing 18 villages of Jodiya Block participated.

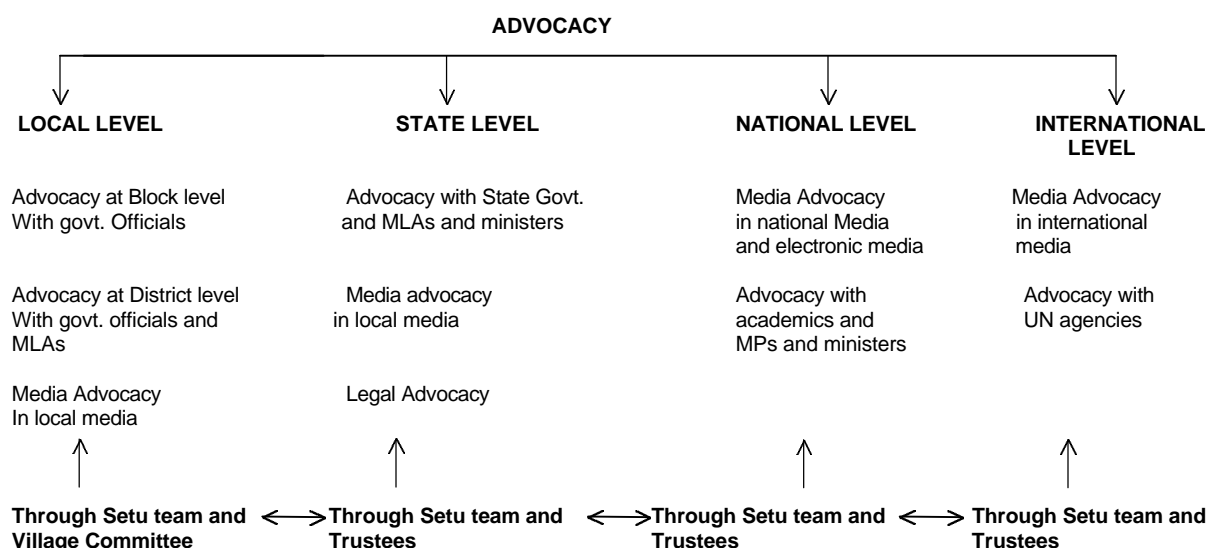
During the report period, Setu team focused on getting the third and final installment of compensation released from the government. Delays occurred due to the socio-political instability caused by the Godhra carnage and post-Godhra communal riots situation.

The government of Gujarat had entered into partnerships with International financial institutions such as the World Bank and Asian Development Bank for the rehabilitation and reconstruction phases after the earthquake. But in the wake of the communal carnage and the resulting political situation these institutions delayed releasing of funds which in turn caused delays in people receiving their compensation installments.

A further delay was caused when the assembly of elected representatives was dissolved pending elections as a result of which no executive decisions could be taken. Due to the law and order crisis, government staff at all levels has been dislocated and preoccupied. This has setback our legal support activities and advocacy efforts with local bureaucracy regarding compensation in particular. Our efforts are still ongoing

The earthquake field area consists of representatives from both majority and minority communities. Despite the tension and fear, SETU team members mobilised the village level communities to maintain peace and harmony. This contributed to keeping the villages of our area were free of violent incidents.

Due to the restriction on movement and atmosphere of fear and tension, earthquake rehabilitation efforts were slowed down. The go down of our supplier of bamboo was burnt and this has caused delay in the supply of the last consignment of shelter materials. Curfew prevented the transportation of the last consignments of bricks and tiles.



### Availability of Land for construction

The dominant communities having farm land or finances to purchase land completed construction of their housing colonies, splitting villages along caste lines.

Being poor and asset-less, the affected families have no land (other than damaged house site) to build new shelters and no means to buy new land for house construction. The Team lobbied with local authorities to allot land to them to build their shelters. For those who had land but had no documents of entitlement, the Team successfully lobbied with local authorities to get official documents.

#### Details of Families allotted Land

Villages	Number of Families Allotted Land
Kharachiya	14
Shantinagar (Balambha)	21
	<b>35</b>

### Media Intervention

From 30<sup>th</sup> January, 2001 onwards, the Team has been successful in bringing up issues related to fair and equitable distribution of relief materials, both on radio and on television at the national and international level. The Team members were interviewed by the Indian Star News and BBC. In addition articles were published in the national English language newspapers as well as Internet newspapers. These media interventions had focused on discrimination faced by marginalised communities and the minorities.

### Legal Intervention

The team intervened at the High Court level in a PIL filed by eminent lawyers and brought to the notice of the Court. The fact that the government food grain assistance was not reaching large sections of the public as they did not have ration cards or had lost them in the debris. The High Court then directed that ration cards should not be mandatory and assistance be given irrespective of a ration cards.

Koli and Muslim communities were supported legally in their High Court case for a just and proper compensation. In all, 281 families of Jodiya town had approached the Gujarat High Court.

Village Committee members also intervened in 600 cases where Dalit families had lost their land due to their inability to cultivate it. Setu team has been successful in winning 31 cases and the remaining are subjudice.

### Meetings with Elected representatives and Bureaucracy

The Team met bureaucrats at all levels including the Collector and Additional collector in charge of Jodiya Block (Jamnagar District) and Special officer in charge of Rapar Block (Kutch Block) and facilitated just and proper distribution of government relief particularly to the families of those who had died. These bureaucrats also cooperated by giving us a lot of data pertaining to destroyed schools, numbers of school children in different ages, ICDS schemes in operation as well as the number of widows. They also extended their cooperation to the Team' plans to set up Children's Activity Centres in the villages of Jodiya Block. Nearly 3684 families were directly benefited by the advocacy works.

Setu also represented the issues of marginalized communities in the relief and rehabilitation process before the Scheduled caste and Scheduled Tribes Commission which is a constitutional authority established by the Parliament of India.

In March 2002 Setu participated in a meeting with the Chief Minister and Education Minister regarding the problems of school reconstruction in earthquake affected areas and the bottlenecks which were preventing speedy resumption of normal schooling.

### 9.7. Psycho-Social Study of School Children

This activity was planned to understand the various psycho-socio effects of a disaster on children. It was to find out the deeper causes and the possible solutions at the level of the individual and his/her educational necessities.

Activities were focused mainly on children in the age group 12 to 14 years old and studying in Std. VIII of a high school. Various sources were used during this period including important reference books, reports and media items and met individuals of different walks of life to understand their reflections and views on the subject. It is observed that the necessity of an education process for the young was very much welcomed by the people we talked to.

In this study, we have covered the natural disasters common in the region - earthquake, cyclone and drought. Our selection was based on the effects of the natural disasters on the environment of a school. Accordingly, two schools of Kutch have been selected, which unfortunately faces all the three furies of nature.

One school in Surendranagar district has been selected which falls in the drought region and had also experienced the cyclone of 1998. The next school was in Rajkot district and had experienced all three disasters. The third school was selected in coastal Bhavnagar district. This area had experienced a big change from green land to saline and dry land. Also it is very near to Alang ship building yard.

So it was a case of drought as a result of green revolution and effects of industrial activities, which aggravates the condition of disasters.

The schools formed student groups and primary activities started. A one-day teacher meeting was arranged where they interacted with an expert committee, which included professors, education experts, eminent teachers and social workers.

#### Socio-psycho Study and Accompaniment

- Student orientation camp at Rawalasa on 4<sup>th</sup> to 6<sup>th</sup> November 2001 – 144 students, 7 teachers and 4 resource persons.
- Preparation of basic material on Disasters in Gujarat was shared with school coordinators and an exercise with the students was conducted.
- A Student's Handbook on Disaster has been developed.
- Education activity among students has broadened the knowledge on disasters and subsequently the ignorance and threat and misleading ideas on natural disasters have been removed which has helped the children to overcome fear and trauma.
- Children were exposed to visit the sea, the Rann of Kutch and hilly regions.
- Through exposure dignity of labor, physical capabilities and tolerance qualities and values were enhanced.
- Through stories adventure, heroism, climbing trees and hills, jumping from higher distances were part of the education programme.
- Local cultural programmes – folk music like “duha” and “chhand”.
- Celebration of anniversaries of great people helped them to be proud of the history and heritage.
- A teachers planning meet was organised to assess and the role of teachers in educating the children.
- The matrix on education for disaster prone areas is attached.

Evaluation of the Psychosocial intervention was conducted to understand the impact of the programme among the school children. **See Appendix – 6, for the Evaluation Report on the Psychosocial intervention.**

The children who went through the psychosocial programme, were asked to write their experiences and reflection of the programme in relation to the Earthquake and its aftermath. We are sharing a few students reflection on the same.

## 9.8. Capacity Building

### Details of Capacity Building Activity

Date	Place	Subject	Participants		Total	Discussion	Resource Persons
			M	F			
12-3-2001 13-3-2001	Dhrol	Challenges for Weaker Section	12	6	18	Discrimination towards Dalit, minorities & O.B.C.	Ashok Shrimali & Mr. Ansari (Additional DDO, Jodiya)
4-4-2001 5-4-2001	Taranadhar	Challenges & Empowerment of Weaker Section	17	9	26	Co-ordination with government for survey & compensation	Mr. Ansari, (Additional DDO, Jodiya) & Mr. Gurjar (Additional Collector, Jodiya)
5-5-2001 6-5-2001	Taranadhar	Technical Training (Construction of E.Q. Resistant House )	21	12	33	Low cost houses	Mr. P.R.Maheta, President Indian Council of Architecture
15-6-2001 16-6-2001	Taranadhar	Woman Empowerment Training	0	38	38	Participation of women in rehabilitation work	Suchitra Sheth & Ruchi Agrawal
5-7-2001 6-7-2001	Taranadhar	Local Problems	31	15	46	Drinking water, health problem	Dr. Dhanani & Mr. Borisagar, T.D.O. Of Jodiya
10-8-2001 11-8-2001	Taranadhar	Challenges of Weaker Section	40	29	69	entitlement & compensation problems	Mr. Achyut Yagnik, Ashok Chaudhari
5-9-2001 6-9-2001	Zinzuda & Balambha	Problems of Migrants Worker	35	17	52	entitlement, compensation & livelihood	Mr. Sharad Das from I.O.M. Salt Commissioner Govt. of India
2-10-2001 3-10-2001	Taranadhar	Panchayat Raj	41	16	57	structure of Panchayat Raj - social justice committee	Mr. Chandrasinh Mahida & Balubhai Socha
5-11-2001 16-11-2001	Taranadhar	Disaster & Role of Local Communities	36	18	54	Earthquake, cyclone, drought	Mr. Achyut Yagnik, Vasudev Vora
26-12-2001 27-12-2001	Taranadhar	Impact of Global Warning	31	12	43	natural resources & community control	Mr. Ashok Shrimali & Karshanbhai Parmar
4-1-2002 5-1-2002	Taranadhar	Women's Issues	0	62	62	importance of woman organisation & saving group	Sonal Shroff & Ramila Balat
6-2-2002 7-2-2002	Taranadhar	Issues of Disaster Related Compensation	40	29	69	Problems of vulnerable communities and compensation procedures	Mr. Ashok Shrimali, Suchitra Sheth & Dinkar Dave
2-6-2002 3-6-2002	Taranadhar	Issues of Disaster Related Compensation	48	50	98	Problems of vulnerable communities and compensation procedures	Mr. Achyut Yagnik, Ashok Shrimali
5-7-2002 6-7-2002 7-7-2002	Taranadhar	Capacity Building of Volunteers	31	50	81	Reflection on relief and rehabilitation process and future prospects	Mr. Achyut Yagnik
4-8-2002 5-8-2002	Taranadhar	Preparation for Evaluation	27	23	50	Stocktaking and reflection on relief and rehabilitation experience	Mr. Achyut Yagnik, Mr. Ashok Shrimali & Suchitra Sheth
8-9-2002 9-9-2002	Sasan	Overview of Evaluation	27	23	50	Evaluation experience and Evaluation team feedback	Mr. Ashok Shrimali
2-10-2002 3-10-2002	Taranadhar	Capacity Building for Panchayati Raj	32	40	72	Strategy plan for village level Panchayat elections	Mr. Ashok Shrimali & Mr Balubhai Socha
4-11-2002 5-11-2002	Taranadhar	People's Charter for Election Candidates	40	40	80	Articulation of relief – rehabilitation issues to prospective candidates	Local Village Committee Members
2.12.2002 3-12-2002	Taranadhar	Capacity Building of Volunteers	27	23	50	Discussion on Indian norms for SPHERE	Representatives from Red Cross and UNICEF
8-1-2003 9-1-2003	Taranadhar	Capacity Building of Volunteers	27	23	50	Skill training on Savings groups	Mr. Chandrakant Patel & Mr. Mohan Parmar
5-2-2003 6-2-2003	Taranadhar	Capacity Building of Volunteers	32	28	60	Livelihood issues	Mr. Ashok Shrimali
8-3-2003 9-3-2003	Taranadhar	Capacity Building of Volunteers	32	28	60	Future action plan for Disaster preparedness	Mr. Achyut Yagnik

**OUT COME:**

1. In December, 2001 in Panchayat elections two members of the village relief committee from village Padana, Shampar, Taranadhar won election as Sarpanches.
2. From Ambala village a woman member was elected as a Deputy Sarpanch
3. In Jodiya village panchayat out of 18 members 7 members from the committees got elected.
4. In Balambha village one woman & one man from the committees became members.
5. In Badanpar village the woman field worker got elected as member - panchayat.
6. All the committee members of Padana village became members of panchayat.
7. In 8 villages woman members have started 16 saving groups.

A significant achievement of this programme is the development of local leadership from among both men and women. This was an area which had no NGO presence and was completely neglected by the government as well as activists. Though the earthquake was a disaster which brought death and destruction to the area, it also became an opportunity for the local population to realise their potential and take up their survival and livelihood issues and gain recognition from the village population as a whole. The above table represents the manner in which our volunteers have gained leadership positions within the formal Panchayat system. Most significant is the development of leadership from among women because this area is highly feudal in nature and women not only do not speak in public, they do not appear in public with their faces uncovered. Within this two-year period they have become vocal and participate alongside the men folk. For the first time in 2003, International Women's Day was celebrated at the Block level with initiative taken by local level and supported by Setu.

In October 2002, Setu team and volunteers from Jodiya participated in the United Nations Convention on Climate Change and the NGO meet coinciding with this event. In the NGO meet, volunteers presented their experiences on rising sea-levels and its impact on salinity ingress and the resulting desertification which has an adverse impact on livelihoods. Setu's chief functionary was also a resource person in the NGO event. 100 former saltpan workers from 5 villages (Jhinjuda, Balambha, Bela, Untbet, Amamran) of Jodiya Block have been selected for Livelihood Skill training. Details are as follows:

SI	Skill	No of Trainees
1	Masonry skill	20
2	Electric welding fabrication	10
3	Carpentry	10
4	Paper cup making	10
5	Cement pipe manufacture	10
6	Fiberglass skill	10
7	Jute products	10
8	Plumbing	10
9	Others	10

**9.9. Visitors to the Area**

The representative of ACT International Mr. Lenart Skov-Hansen met with Setu team on 23 February. He visited Balambha, Shantinagar, Amaran and Bela and discussed in detail the problems at the grassroots level. We also discussed public advocacy strategies with him. On 26 February, there was a meeting with ACT Partners at Rajkot. Apart from Mr. Lenart, the representatives of Norwegian Church, Lutheran World Service and CASA were present. The problems around water and sanitation were discussed in the context of the second year of drought in the area. The situation of women and children in the earthquake affected areas was discussed and psycho-social interventions were explored.

At Ahmedabad, three meetings were organised in the first week of March around psycho-social intervention techniques with members from Norwegian Church Aid. Setu team sent two field workers to a workshop organised by them. One of the Coordinator Mr Ashok Shrimali was the resource person at the workshop and mainly introduced concepts related to the role played by culture in the area of psycho-social intervention. This workshop was conducted between 14 and 24 March 2001.

Contact was established with Mr. Chandran Paul Martin of the National Council of Churches in India and accompanied him on a field visit to affected areas and discussed with him issues related to discrimination and future directions of relief and rehabilitation.

#### Act Representatives' Visits

SI	When	Where	Who	Discussion
1.	February, 2001	Ahmedabad	Kim Rudolph-Lund Norwegian Church Aid	Hydrology of Kutch & north Saurashtra
2.	"	Ahmedabad	Andrew Sukhendu Baidya Lutheran World Service (India)	Social dynamics of Gujarat
3.	"	Ahmedabad	Dr. Shailendra B. Awale Secretary C.M.A.I.	Health situation
4.	"	Ahmedabad	Knut Eker Senior water engineer E.W.S.P. Norwegian Church Aid	Hydrological maps
5.	"	Ahmedabad	Sankar John Nathan Director Norwegian church aid	Social dynamics of affected areas
6.	"	Jodiya Block	Lennart Skov-Hansen Emergency coordinator Act international	Visit - Balambha, Untbet, Bela Social problem & relief
7.	"	Rajkot	Act partner	Problems of widow & weaker section
8.	March, 2001	Ahmedabad	Norwegian church aid	Psycho-socio problem
9.	April, 2001	Ahmedabad & Jodiya	Rev. Chandran Paul martin National council of churches in India	Social dynamics of affected area
10.	October, 2001	Ahmedabad	Sandrine Tiller Programme development adviser British red cross	Problems of children in Jodiya block
11.	December, 2001	Jodiya Block	Johannes Ode, Act Netherlands	Visit - Ahmedabad discussed issues related to social dynamics and disasters as well as relief and rehabilitation, visited Zinzuda, Untbet, Balambha Progress of rehabilitation work
12.	July, 2002	Jodiya Block	Mr Bodegam from ACT Netherlands and Ms Jessie Kgoroadira from ACT Geneva	Visited Balambha and Taranadhar and interacted beneficiaries and team members Meeting with team members and Ms Jessie Kgoroadira at Rajkot
13.	August, 2002	Jodiya & Rapar Block	Mr Koenraad von Brabant, Ms Jayshree Mukherjee, Mr Joseph Keve and Mr Chandran Paul Martin	Visited Jhinjuda, Untbet, Bamansar, Nilpar, Bhimkata, Balambha, Jamsar, Dhulkot, Manamora and evaluated the earthquake relief programme
14.	March, 2003	Jodiya Block  Rajkot	Ms Mieke Weeda of ACT, Geneva  Ms Mieke Weeda of ACT, Geneva	Visited Untbet and Balambha and interacted with local residents, particularly women to understand local issues related to social ecology and livelihood. ACT India Partners Meeting was held at Rajkot to review the Evaluation findings, recommendations and follow up by ACT Partners – CASA, LWSI and UELCI.

## 9.10. Impact Analysis

Impact of the relief operation on the people is as follows:

- In all the villages the poor, socially marginalised and minority communities who would have otherwise not received any assistance got some basic food and shelter at a very critical time.
- The formation of village level committees empowered these communities and led to the development of leadership within them.
- Participation in advocacy efforts and representations to the local bureaucracy and elected representatives greatly helped in confidence building and capacity enhancement of village level committees.
- The emphasis on women's participation enhanced their capacity and gave them space and respect in public life.
- Through the own involvement of the people in the relief and rehabilitation programme, the village community, particularly those belonging to the vulnerable and marginalised section have had a glimpse of the process by which they can successfully struggle for their rights and entitlements. This has created a foundation for development and empowerment activities for the long-term issues and other problem faced by these communities.
- Issues related to caste and religious discrimination were publicised and brought into the discourse at a time when hardly any NGOs and civil society groups were addressing this reality.
- The relief and rehabilitation programme and the capacity built through the process assisted the people in successfully handling the emergency situation created by a serious cyclone warning in the end of May and early June of 2001.
- We are happy to note that a number of village committee members have participated in recent Panchayat - village council elections. Our members have won the post of Sarpanch - Council chief - in 3 villages, Padana, Tarana and Shampar. In 2 Panchayats, Jodiya and Ambala, our members have won the post of Vice-Chief or Up-Sarpanch.
- While a large part of Gujarat was affected by communal violence and communal tension in February 2002, the area of Setu's intervention was unaffected. The existing village level committees held meetings and decided that communal violence would not be allowed to happen in their villages. Representatives from these village committees subsequently had a meeting at Setu office at Taranadhar and jointly decided to keep their villages free of tension and promote amicable relations between members of all communities. Senior leaders from community also visited affected areas of Ahmedabad and tried to understand the communal inter-community dynamics and strengthened their resolve to not let such developments take place in their own area.

## 10. Description of Implementation Methodology

The implementation was carried out in the following manner:

### Preliminary Survey

A survey was carried out in the identified villages. Census data and data from local bureaucracy was also used as support material. A special survey of widows was also carried out.

### Formation of Village Level Committees

After the survey, community meetings were held in each village. After that village level committees were formed in every village. Members of these committees belong to the vulnerable and marginalised communities and 30% of the committee members are women. Village level meetings in all villages were held to explain the compensation package, their implications and the procedures.

### Selection of Beneficiaries

The team and the committee together decided the list of beneficiaries placing emphasis on the poor, widows and pregnant women in the community.

#### Distribution of materials and internal control

Distribution was done according to the list of beneficiaries. Detailed registers along with names and signatures of beneficiaries are maintained. Stock registers are also maintained. Each Beneficiary was given a printed card in which each time materials are distributed, it is recorded in the card. The card was printed in Gujarati language for easy understanding at the beneficiary level.

#### Staff / Volunteers co-ordination

Coordination meetings are held every evening in the field office and weekly review meetings are also held. Weekly review meetings were also held at the head office.

### **11. Programme Design**

The programme was designed to address the immediate needs of the people in the early months. This included the need for food materials as the people were daily wage earners and could not go out to earn their living.

At the time of the disaster, it was very cold and people were living out in the open. To combat this situation, sleeping materials and immediate shelter materials were distributed. Due to house collapse all household materials were destroyed and this necessitated the distribution of cooking materials.

In addition to all these concerns, the issues of caste discrimination and assessment and distribution of government compensation were paramount, resulting in the necessity of strong advocacy efforts. This effort continues till the present time.

After the initial emergency needs were fulfilled, the team addressed the need for temporary shelters pending the construction of permanent shelters. Permanent shelters could be built only after the beneficiaries could receive their compensation amounts. They had already spent in the cold months under makeshift shelters.

These months were followed by intense heat and then the monsoon rains. To address this situation, the team embarked on the distribution of temporary shelter materials supported by food assistance for 60 days. As most of the beneficiaries are daily wage earners, they migrate in search of work. Food assistance supported them so that they could build their temporary shelters without leaving to search for work. The materials that were distributed – roof tiles, bamboo, bricks – are all-reusable and were incorporated into their permanent shelters which were built as and when government compensation was received.

### **12. Criteria for Selection of Beneficiaries**

The implementing partner has already been involved in relief activities. They had developed their own methodology and strategy emerging out of their own experience and peoples contribution. As per the discussion with the implementation team and with reference to the field visits, the criteria adopted are as follows:

- Focus on poor and marginalised communities
- The areas identified under relief were either neglected or not so far reached by the State or other NGOs.
- Formation of village level committees. Members of the poor and marginalised communities selected their representatives to form these communities. Women formed 30% of the committees.
- Community meetings were held where information was shared.
- The village level committees took over the responsibility of identifying the vulnerable sections of the communities and selected beneficiary families. Emphasis was placed on families of widows and pregnant women.

- The materials for assistance were handed over to the committees and further down, these committees implemented the activities and accordingly, the reports are maintained by the committees and shared with the communities.
- At all levels, people's participation in planning, implementation, monitoring is enlisted.

### 13. Staff & Volunteers details

A total of five staff members and twenty volunteers were deployed.

SI	Particulars	Co-ordination Office	Field	Total
1	Central Staff	1	1	2
2	Staff	2	3	5
3	Volunteers		20	20
	<b>Total</b>	<b>3</b>	<b>24</b>	<b>27</b>

### 14. Procurement Details

#### Items procured in Ahmedabad:

Food materials: Tea, Sugar, Dal (lentils), edible oil,  
 Shelter Materials: Tarpaulin  
 Sleeping materials: Blankets  
 Shelter materials: Bamboo, Cement  
 Cooking materials: Vessels

#### Items procured in Ahmedabad District

Food Materials: Bajri - Dehgam

#### Items procured in the state:

Shelter Materials: Tarpaulin - Rajkot  
 Sleeping materials: Blankets - Rajkot  
 Shelter materials: Bricks - Dhrol, Jamnagar, Roof Tiles – Morbi  
 Cooking materials: Cooking stove - Rajkot

### 15. Coordination

#### 15. 1. Among ACT Partners Meetings

Coordination between Act partners took place through regular meetings and some field visits.

Dates	Meeting convened by	Who attended	Proceedings
2 February, 2001	William Stanley	LWSI, DCA and UELCI	Discussed the disaster situation and priorities
23 February, 2001 Visit from DCA	ACT Partners	SETU Team ACT International Mr. Lenart Skov-Hansen	He visited Balambha, Shantinagar, Amaran and Bela and discussed in detail the problems at the grassroots level. We also discussed public advocacy strategies with him.
26 February, 2001 ACT partners meeting at Rajkot	CASA	Mr. Lenart, the representatives of Norwegian Church, Lutheran World Service and CASA were present	The problems around water and sanitation were discussed in the context of the second year of drought in the area. The situation of women and children in the earthquake-affected areas was discussed and psychosocial interventions were explored.

<b>Dates</b>	<b>Meeting convened by</b>	<b>Who attended</b>	<b>Proceedings</b>
Three meetings were organised in the first week of March, 2001	NCA CMAI	SETU and NGO Teams	Psycho-social intervention techniques were discussed
Workshop 14 - 24 March, 2001	CMAI Norwegian Church Aid	SETU and NGO Team	Two members of SETU relief team attended their 2-week training, which included field visits and counseling sessions. Senior SETU members were resource person at the workshop and mainly introduce concepts related to the role played by culture in the area of psychosocial intervention.
Workshop 27 March, 2001	CMAI Norwegian Church Aid	SETU and NGO Team	Senior SETU members were resource person at the workshop and mainly introduce concepts related to the role played by culture in the area of psychosocial intervention.
Meeting with Mr. Chandran Paul Martin of the National Council of Churches in India in March 2001	UELCI	NCCI and SETU Team	We accompanied him on a field visit to affected areas and discussed with him issues related to discrimination and future directions of relief and rehabilitation.
March, 2001	SETU	CASA Staff	SETU team coordinated with team members of CASA on issues related relief and greater and meaningful field level coordination in Jodiya Block. On March 28, SETU team members accompanied Mr. Thomas and Mr. Sebastian and introduced them to Director - rehabilitation, Gujarat government. SETU team facilitated them to obtain excise exemption certificate for their vehicle.
April, 2001	UELCI/SETU	SETU, LWS, UELCI, CMAI	Progress of work, Financial Situation & Stock taking
May, 2001 ACT partners meeting at Gandhidham	LWS	SETU, CASA	Discussion of the current situation
June 2001	UELCI/SETU	SETU team and UELCI representative	Stock taking of programme
July, 2001 ACT partners meeting at Rajkot	CASA	CASA, SETU, LWS	Discussion of the current situation, status of work and the need for interaction between the second-level functionaries of all partners
July, 2001	SETU	CASA	Second level team members of LWS and CASA interacted with our team
July, 2001	CASA	SETU Staff	We participated in CASA foundation laying ceremony in 2 villages of Jodiya block
October, 2001	UELCI	SETU Staff	Internal Evaluation by Consultant
November, 2001 at Semiliguda	UELCI	SETU member, UELCI representative	Regarding internal evaluation of programme
December, 2001	SETU	SETU Staff	Mr. Johannes Ode, World Development Education Programme of the Netherlands visited our area
January, 2002 at Mumbai	UELCI	SETU members, UELCI representative	Stock taking of programme
March 2002 at Hyderabad	UELCI	SETU members, UELCI representative	Reflection on communal situation, its impact on earthquake programme
June 2002 at Vishakapatnam	UELCI	SETU members, UELCI	Interaction and exchange of experiences between groups active in disaster relief

Dates	Meeting convened by	Who attended	Proceedings
		representative	programmes during Andhra cyclone, Orissa drought and Gujarat earthquake
July 2002 at Rajkot	UELCl, CASA, LWS	All partners	Stocktaking of earthquake programme
August 2002 at Rajkot	UELCl, CASA, LWS	All partners	Briefing regarding evaluation and discussion of programme
August 2002 at Rajkot	UELCl, CASA, LWS	All partners	Debriefing regarding evaluation
September 2002 at Nagpur	UELCl SETU	SETU members, UELCl representative	Discussion about political situation and its impact on earthquake rehabilitation
October, 2002 at Delhi	UELCl SETU	SETU members, UELCl representative	Impact of climate change on vulnerable communities in disaster zone
March 2003 at Rajkot	UELCl and SETU	SETU members, UELCl representative	Future action plan regarding livelihood issues
March 2003 at Rajkot	UELCl	SETU members, UELCl representative	Self reflection and exchange of experiences between groups active in disaster relief programmes during Andhra cyclone, Orissa drought and Gujarat earthquake and its implications for disaster preparedness planning and programmes.

## 15.2. Coordination among NGO Networks

The relief programme in earthquake affected areas were conducted in coordination with a number of NGOs such as:

1. SETU, Ahmedabad
2. Christian Medical Association of India, CMAI.
3. Hind Swaraj Mandal, Rajkot
4. Ambedkar Vikas Mandal, Dhrol (District Jamnagar)
5. Saurashtra Shramik Parishad, Junagadh
6. Samudra Shramik Suraksha Sangh, Kodinar (District Junagadh)
7. Saurashtra Paryavaran Sanrakshan Parishad, Kodinar (District Junagadh)
8. Shramjivi Samaj, Bhiloda (District Sabarkantha)
9. Swayam Shikshan Prayog (Latur)
10. UNICEF
11. Indian Red Cross Society
12. ODAF

## 15.3. Coordination with Government

The UELCl Implementing Team Member had constant contact with government officials at the Block Level to the Secretariat. The Team attended several meetings convened by the Government. Please refer to advocacy report.

## 15.4. Coordination of the Staff

UELCl continue to coordinate meetings and visits from Resource Agencies along with other ACT Partners. Weekly, fortnightly, monthly coordination meetings were organised at the village level to central level. The implementing partners had their own co-ordination procedures and systems as they have been already doing. Depending on the nature of work and resource needs coordination meetings were facilitated.

## **16. Resource Mobilisation**

### **16.1. Resource Mobilisation from the People**

The relief work carried out by UELCI had a definite mission. At every stage of implementation of the proposed activities people's own contribution was enlisted in the form of labour, material and cash. The details will be reported in the final report

### **16.2. Resource Mobilisation from Foreign Resources**

Through ACT sources UELCI was able to mobilize the following resources agencies support:

1. Icelandic Church Aid
2. Dan Church Aid
3. National Council of Churches in Australia
4. ACT Netherlands
5. National Christian Council in Japan
6. Methodist Relief and Development Fund
7. Finn church Aid,
8. Y Care International
9. Methodist Relief and Development Fund
10. Diakonisches Werk
11. Norwegian Church Aid/MFA
12. Australian Lutheran World Service
13. United Methodist Committee on Relief
14. Federazione Delle Chiese Evangelische Roma
15. Lakamarmissionen-Swedish Medical Mission Foundation
16. Anglican Church of Canada
17. Inter Church Action.

Apart from the above ACT Alliance, IRDWSI/UELCI was able to mobilise resources from Somneed, Japan and NMZ, Germany to a tune of Rs. 15 lakhs.

### **16.3. Resource Mobilisation from the Government**

The Implementing Team Member through advocacy work had mobilised the Government compensation money for shelter construction to all the selected families in the area of operation. Compensation was to be paid at different stages of completion of the shelter.

First Installment ranging from Rs. 15000/- to 20000/- was received by all the 3200 families. Out of the 3200 families some of them were able to get the second installment also.

Each family is eligible to receive compensation through the stages four installments varying from Rs. 20000/- to Rs. 60000/- The third installment varied from Rs 60,000 to Rs 90,000.

According to a State Government Resolution date 13.2.2001 the damage assessment according to degree of damage ranging from G-1 to G-5 The details of Government resource mobilisation as compensation will be reported in the final report. However, we are sharing the details of first and second installment details here as given below:

### Details of Government Assistance Received by Beneficiaries

#### First Installment – Jodiya Block - October 2001

SI	Villages	Number of Families						
		Total	Dalit	Bharwad	Muslim	Koli	OBC	Others
1	Untbet	276	31	7	91	22	124	1
2	Zhinjuda	270	4	9	160	66	11	20
3	Dhulkot	148	67	30	3	2	46	-
4	Jamdudhai	100	59	15	9	-	16	1
5	Bhimkata	138	95	12	-	20	9	2
6	Manamora	56	36	5	6	-	9	-
7	Madhapar	155	34	13	1	-	106	1
8	Jodiya	1090	54	39	669	89	163	76
9	Gajedi	98	15	-	-	10	73	-
10	Shampar	107	10	18	8	-	63	6
11	Jamsar	44	13	14	8	-	8	1
12	Balambha	410	32	31	93	43	206	5
13	Kothariya	121	36	2	7	7	56	13
14	Padana	54	6	2	2	-	44	-
15	Ambala	93	17	11	2	-	55	8
16	Tarana	81	20	3	-	-	58	-
17	Amaran	460	67	63	172	52	86	20
18	Bela	210	17	15	111	-	67	-
	<b>Total</b>	<b>3910</b>	<b>612</b>	<b>303</b>	<b>1341</b>	<b>313</b>	<b>1187</b>	<b>154</b>

**NOTE:** First installment received by beneficiaries: Rs. 16,000/- to Rs. 32,000/- according to the government survey and assessment

#### Second Installment - April to November 2002 (Jodiya Block)

SI	Villages	Number of Families						
		Total	Dalit	Bharwad	Muslim	Koli	OBC	Others
1	Untbet	276	31	7	91	22	124	1
2	Zhinjuda	270	4	9	160	66	11	20
3	Dhulkot	148	67	30	3	2	46	-
4	Jamdudhai	100	59	15	9	-	16	1
5	Bhimkata	138	95	12	-	20	9	2
6	Manamora	56	36	5	6	-	9	-
7	Madhapar	155	34	13	1	-	106	1
8	Jodiya	1090	54	39	669	89	163	76
9	Gajedi	98	15	-	-	10	73	-
10	Shampar	107	10	18	8	-	63	6
11	Jamsar	44	13	14	8	-	8	1
12	Balambha	410	32	31	93	43	206	5
13	Kothariya	121	36	2	7	7	56	13
14	Padana	54	6	2	2	-	44	-
15	Ambala	93	17	11	2	-	55	8
16	Tarana	81	20	3	-	-	58	-
17	Amaran	460	67	63	172	52	86	20
18	Bela	210	17	15	111	-	67	-
	<b>Total</b>	<b>3910</b>	<b>612</b>	<b>303</b>	<b>1341</b>	<b>313</b>	<b>1187</b>	<b>154</b>

**Third Installment - November 2002 to March 2003 (Jodiya Block)**

SI	Villages	Number of Families						
		Total	Dalit	Bharwad	Muslim	Koli	OBC	Others
1	Untbet	276	31	7	91	22	124	1
2	Zhinjuda	270	4	9	160	66	11	20
3	Dhulkot	148	67	30	3	2	46	-
4	Jamdudhai	100	59	15	9	-	16	1
5	Bhinkata	138	95	12	-	20	9	2
6	Manamora	56	36	5	6	-	9	-
7	Madhapar	155	34	13	1	-	106	1
8	Jodiya	1090	54	39	669	89	163	76
9	Gajedi	98	15	-	-	10	73	-
10	Shampar	107	10	18	8	-	63	6
11	Jamsar	44	13	14	8	-	8	1
12	Balambha	410	32	31	93	43	206	5
13	Kothariya	121	36	2	7	7	56	13
14	Padana	54	6	2	2	-	44	-
15	Ambala	93	17	11	2	-	55	8
16	Tarana	81	20	3	-	-	58	-
17	Amaran	460	67	63	172	52	86	20
18	Bela	210	17	15	111	-	67	-
	<b>Total</b>	<b>3910</b>	<b>612</b>	<b>303</b>	<b>1341</b>	<b>313</b>	<b>1187</b>	<b>154</b>

Due to our advocacy effort all 3910 families have received all three installments of their compensation money and this amount is about Rs 21 crores

#### 16.4. Materials Mobilisation by the Implementing Partner

Source	Materials
Child Relief and You, Mumbai	Blankets - 380 pcs
Medibiz.com Pvt Ltd	Medicines
Child Relief and You, Mumbai / Shriram Welfare Society High School	Foodgrains for 140 kits, assorted vessels, toys, clothes
Child Relief and You, Mumbai / Darshan Sheth	Foodgrains for 30 kits, Assorted vessels, clothes, toiletries
Child relief and You, Mumbai	Oil – 504 litres, Foodgrains - 500 kits
Child Relief and You, Mumbai	Plastic shelter material – 900 pcs approx
Child relief and You, Mumbai	Oil – 1200 litres, Foodgrains - 355 kits, Blankets – 200
Child Relief and You, Mumbai	Oil – 1200 litres, Foodgrains - 400 kits
Child Relief and You, Mumbai	Oil – 744 litres, Foodgrains - 450 kits, Blankets - 400 pcs
Gram Vikas, Orissa	Blankets - 3000 pcs, Tarpaulin - 200 pcs, Durries - 200 pcs, Lantern - 720 pcs
Child Relief and You, Mumbai	Oil – 348 litres, Foodgrains - 485 kits, Biscuits - 18 boxes Assorted children's clothes
CISCO Systems, Bangalore	Assorted Food items - 141 cartons, Utensils - 9 boxes Medicines - 47 boxes
Bangalore response – Gujarat Earthquake	Assorted food, medicine, blankets and utensils
Child Relief and You, Mumbai	Foodgrains - 613 kits
Sane Guruji Rashtriya Smarak Trust	Tents - 5 pcs
Mount Shivalik Industries Ltd.	Clothes - 33 bags, Rice & Wheatflour for 10 kits Utensils - 2 cartons
Trendex Fashions Pvt. Ltd.	410 bedsheets

### 16.5. Resources mobilised in Grants from other Sources

SI	Name Of Donors	Purpose	During the Year of 2000 To 2001	During the Year of 2001 To 2002	Total
1	CRY –Mumbai	Earthquake Relief Programme	268,500	0	268,500
2	CRY –Mumbai	Children Activity Centre	1,575,000	901,000	2,476,000
3	NMZ / IRDWSI	Earthquake Relief Rehabilitation, Bamansar Village	530,000	0	530,000
4	Donation From Indian Citizen	Earthquake Relief	184,533	183,000	367,533
5	Donation From Abroad	Do	470,476	738,527	1,209,003
6	SOMNEED-JAPAN	Earthquake Rehabilitation, Nada Village	0	622,500	622500
7	TIDES FOUNDATION	Children Activity Centre in Morvi Block, Rajkot Dist.	0	467,629	467629
8	IOM	Earthquake Rehabilitation	0	156,000	156000
9	SRUTI Delhi	For Kharachiya Village (Rehabilitation Programme)	0	600,000	600000
	<b>TOTAL</b>		<b>3,028,509</b>	<b>3668656</b>	<b>6,697,165</b>

### 16.6. Resource Details

For ASIN 11 appeal, apart from ACT alliance resources were mobilised as mentioned above. We are hereby sharing with ACT the final Audit report for the period January 2001 to March 2003. As of March 2001 and as of March 2002 the year wise Audit report was already shared with ACT, Geneva along with the narrative reports.

### 17. External Evaluation Extract - 2002

UELCl did not establish an operational presence in Gujarat but worked through two partner organizations, the Christian Medical Association of India, which later established an independent operation, and SETU. SETU's primary mandate and experience is that of a human rights, not of a relief or development organization. Some of the implications are that it does not have, or intends to have, a wider procurement mechanism that can reach beyond Gujarat state, the management capacity for a large scale relief operation and the in-house expertise for example for very practical livelihood support interventions;

#### A reflection point for UELCl

The evaluation team appreciates the willingness of UELCl to work through partners, including secular partners, and its commitment to a genuine 'partnership'. It also values UELCl's conscious choice for a low profile. At the same time the team feels that UELCl could have made an earlier and stronger assessment of a new operational partner's undeniable strengths but also limitations in terms of experience and expertise. Such assessment should take place not only with senior managers or coordinators, but focus very much on the capacity, experience and competence of the staff –and volunteers- at field level. SETU would have benefited from conceptual and practical, technical support that UELCl undoubtedly can mobilize from other resource people or from its network of long-term partners. It also recommends that UELCl actively support SETU and other new partners with the articulation of process objectives and process indicators and their monitoring.

### Conclusion and Future Directions

The earthquake of 26 January 2001 destroyed life and property in many parts of Gujarat. It was a sudden and widespread devastation and was the worst such event in a hundred years time span. In this calamity, we received the support of many individuals and organisations in providing help to the victims. With the support of ACT we were able to reach and support the victims of the earthquake, the needy, poor, the minorities and the marginalised families at a very critical time.

The relief and rehabilitation programme had several other positive impacts. The selected area of Jamnagar district did not have a single people's organisation nor did the men and women have the

awareness and skills to reflect on their situation or know their rights as citizens. Through the capacity building efforts, a nascent people's organisation has come into existence and has already been successful in entering the Panchayat system and voicing the poor peoples concerns. The increase in confidence and articulation of women is noteworthy, given the feudal social structure. This process needs to be strengthened and the newly emerging leadership needs support to effectively address the rights and development issues of the area.

The earthquake provided us an opportunity to understand that the coastal areas of Jamnagar were not merely earthquake affected but are indeed disaster zones of the state. They are prone to intense cyclones, frequent droughts and inexorable salinity ingress. Despite this reality, disaster preparedness understanding and skills are extremely low and there is a need to build the capacity of the communities to face future disasters. Many preventive steps such as mangrove plantations to control salinity ingress, earthquake and cyclone proofing also need to be taken.

Through the involvement in the area we have realised that the worst effect of natural disasters such as drought and desertification is felt by vulnerable communities whose lives and livelihood are directly connected to natural resources such as land, forest and water – the livelihood resources which are being steadily degraded. Such communities are then forced to migrate in search of livelihood as migrant labourers. Being absent from their original habitations, they are often forgotten and lose access to relief packages. If we examine the human geography of the disaster area we realise that the poor and vulnerable communities such as Dalit, Koli and fisherfolk, engaged in salt production, fisheries, brick making and construction activities, suffer the most as virtually all of them are without proper entitlement. Entitlement refers to documents such as ration cards, birth certificates, "patta" or deeds to house site and land. And without documents showing entitlement, it is impossible to get disaster relief, government compensation or benefits of government schemes in the post disaster phase. Similarly poor families without assets are also further marginalised because the government's relief and rehabilitation package centres on destruction of assets. In this context sustained lobbying and legal advocacy is necessary in order that such communities receive proper entitlement.

In relief operations, socially marginalised communities and religious minorities face discrimination and are denied their legitimate rights. The women and children of these communities are neglected and particularly women headed families including widows are often completely sidelined and forgotten. After the communal carnage of 2002, the need to strengthen the social fabric has become increasingly urgent.

Livelihood opportunities need to be created in the disaster zones of the state in order to strengthen vulnerable communities to face the multi-faceted adverse situation that they are surrounded by. The fledgling small savings groups that have started in the village need to be supported and channeled into viable, productive economic activities. Advantage must be taken of local economic opportunities such as charcoal making, small-scale fishing and cooperative salt making. These and other new directions need to be explored in order to secure the future of the vulnerable communities in Gujarat's disaster zones.

Finally, an important outcome of our experiences during the programme is the urgent need for relief and rehabilitation standards, which would reflect the socio-cultural contexts in India as well as accommodate the specificities in different regions of the country. Experiences of disaster relief operations in different parts of the country during earthquakes, cyclones and floods need to be pooled in to evolve norms that could best respond in the Indian situation.

We are extremely grateful to all of those who have generously contributed resources for the timely response to reach the victims of disaster. We also thank all the individuals from the congregations, the church organisations, back donors, secular organisations and media persons for their dedicated contributions and services towards a just and right based disaster preparedness, response and rehabilitation. At this moment we take this opportunity to acknowledge all the dedicated staff for their committed engagement to reach the poor and the needy.

**William Stanley**  
**UELC/IRDWSI**

