



This report marks the passing of two years since the devastating tsunami of 26 December 2004. The massive loss of life and tremendous destruction were tragic. The grief of the people of Maldives was beyond words. Yet from this great tragedy came an impressive outpouring of national and international support for which all Maldivians would always feel heartfelt gratitude.

Social harmony and unity, the country's most valuable capital, have been and continue to be the key driving forces behind the strong recovery. The resilience and courage of all Maldivians have been phenomenal. Their dignity, endurance and discipline have been clearly seen during the last two years.

We are now into the 'hard yards' of the recovery process; much remains to be done towards long-term recovery. At this juncture, the continued cooperation of all those involved in the recovery process is essential. The Government of the Republic of Maldives, the United Nations system (UN), the International Red Cross and Red Crescent Movement, the Asian Development Bank (ADB), the World Bank (WB), the International Monetary Fund (IMF) and other bilateral partners and stakeholders have made working together in rebuilding and strengthening the affected communities, a truly rewarding experience.

Over the last two years, the partnership between the people of Maldives and the international community has continued to play a vital role in achieving recovery objectives. This partnership has built a strong platform for delivering sustainable recovery and reconstruction.

ACKNOWLEDGEMENT

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The report was compiled by Sophie Cardon and Anne Davies under the directions of Anna Senga of the Office of the UN Resident Coordinator.

The MPND also sincerely thanks the members of the editorial group: Rasheeda Ali, (Deputy Minister of MPND); Asim Ahmed, (Director Strategic Planning of MPND); Dr Jorge Mario Luna, (WHO Representative); Richard Scurfield, (World Bank Special Representative); William H. Menninger, (Senior Resident Advisor, ADB); Ken Maskall, (UNICEF Representative); Sherine Guirguis, (Project Officer, UNICEF); Jerry Talbot, (Head of Delegation, IFRC); Sujatha Haleem, (MIDP Manager, National Disaster Management Centre); Shahma Haleem, (Assistant Under Secretary, MPND); Melaia Vatucawaqa, (Deputy Resident Representative, UNDP) and others who gave their time and expertise to review the report.

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INTRODUCTION

Two years have passed since the tsunami disaster of 26 December 2004. This day will always be remembered in the Maldives as one of national disaster when 82 citizens died, 26 went missing, 1,313 were injured and over 15,000 lost their homes; when all but nine islands were flooded and thirteen had to be evacuated. More than 100,000 citizens of the country suffered directly or indirectly from the tsunami: homes, livelihoods and public services, including hospitals, schools, transport and communications systems, were destroyed or damaged, water tables and farmland contaminated with salt water. The economy contracted for the first time in recent history, posting a negative growth rate of 4.5 percent in 2005. This was mainly due to a steep reduction in tourist arrivals, one of the country's main source of income. Today, due largely to the fast recovery of the tourism sector and reconstruction activities, growth performance looks strong for the medium term. The economy is set to grow by 18 percent in 2006 and projected to grow at an average of 7 percent in the years ahead¹.

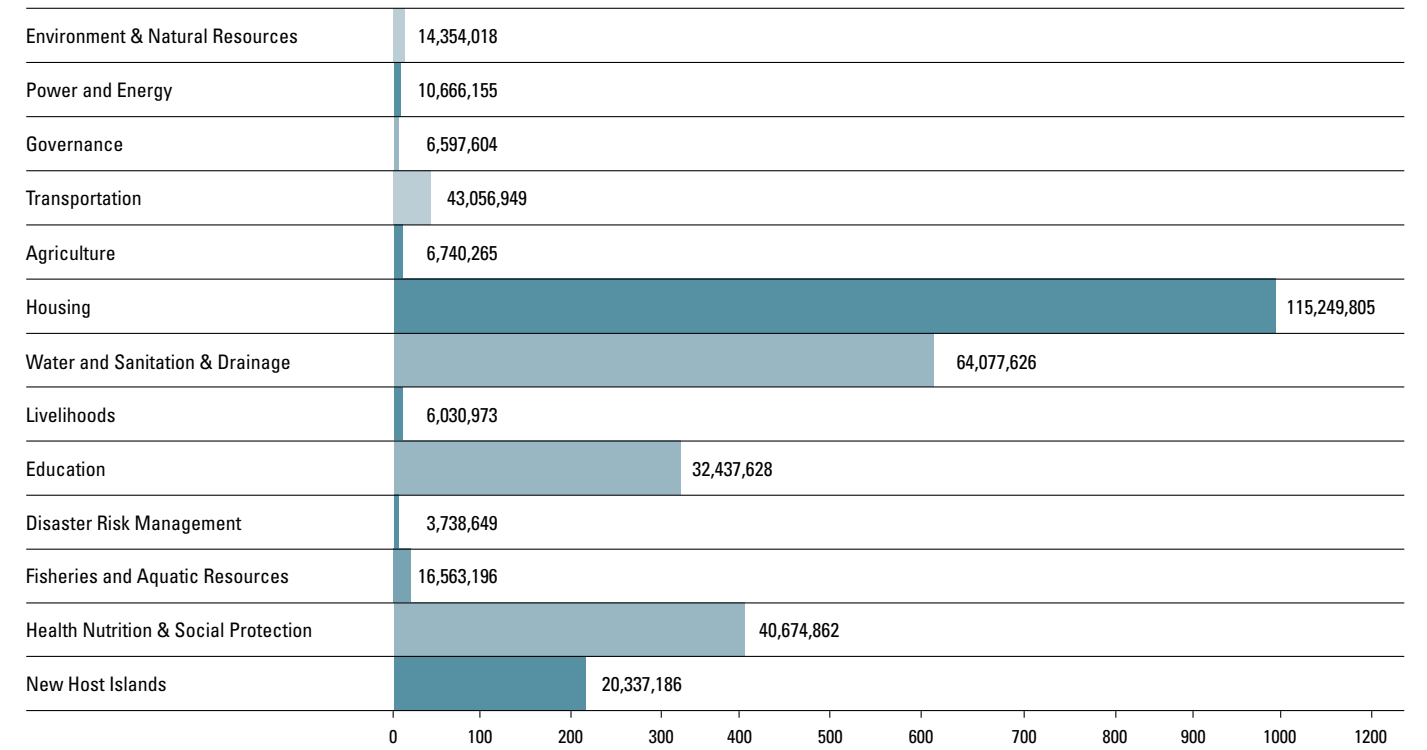
After the tsunami, all governments whose countries were affected by the tsunami decided to seize the opportunity and adopt a "build back better" approach. The concept was not to merely reconstruct houses and other infrastructure the way it was before but to design, strengthen and equip everything better, to offer people a better quality of life. "Building back better" applies to all the sectors that need to be

improved, from disaster preparedness to the reconstruction of harbours, from environmental protection to health care improvement, from water and sewage systems upgrades to a re-alignment of livelihoods. Dozens of initiatives have been taken and hundreds of projects created to achieve the goal of "building back better". Although the speed of recovery has been impressive, some important targets have not yet been reached. This report is intended to give a clear and broad overview of the current recovery situation: what has been done so far, challenges to reaching targets, and how the recovery process relates to longer-term development goals laid down in the 7th National Development Plan.

The report does not provide a detailed breakdown of information such as the full range of projects being carried out in each island and atoll, by each Government department or donor. However, the following chapters describe the main achievements in specific recovery sectors, and where possible, an explanation of the gaps in financing or implementation delays. The Bibliography provides a list of websites that readers can refer to for a wide range of information and links.

In general, evidence shows that the recovery process is on track. Despite the tsunami, development plans and projects initiated before the disaster continued and progress has even been enhanced.

Donor Commitment by Sector (US\$ Millions) – Total: 380,524,916



Source: Development Assistance Database, Ministry of Finance and Treasury, <http://dad.finance.gov.mv> - November 2006

¹"Maldives Macroeconomic Perspectives for the Medium Term", Ministry of Finance and Treasury.

INTERNALLY DISPLACED PERSONS (IDPs)



An immediate concern after the tsunami was to provide transitional housing for IDPs who had either lost or sustained irreparable damage to their homes. Pending the formulation of an overall housing reconstruction strategy, the Government made swift efforts to house those who needed it in temporary accommodation. In February 2005, the International Federation of Red Cross and Red Crescent Societies (IFRC) agreed to help the Government meet demand by financing the construction of additional temporary shelters. These latter structures were built according to internationally recognized standards, which markedly improved IDPs' living conditions.

The programme of delivering 855 temporary apartments and 396 individual rooms to the IDPs is now complete and has brought relief to IDPs in twenty two islands in eight atolls². As well as being provided with temporary shelters, the IDPs are also benefiting from food, water, sanitation, electricity and access to essential services (schools and health centres). In November 2006, 10,665 people were still officially registered as

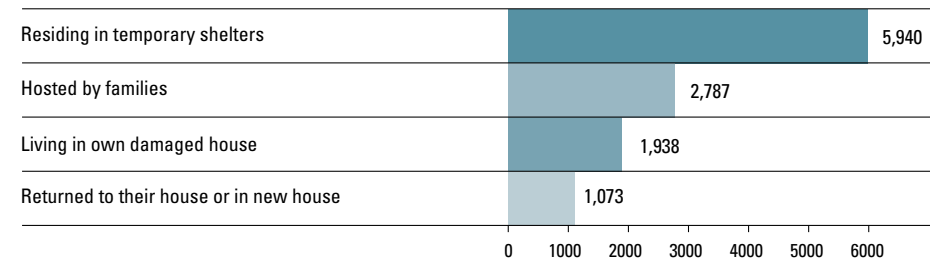
displaced, including 1,938 people living in their own homes awaiting repairs³. A total of 1,073 have been able to return to their homes since the tsunami.

Several special programmes were created to assist the IDPs recover from the trauma of losing their houses and belongings. During the first weeks after the disaster, the Government disbursed a total of MRF 50,723,000 (US\$ 3,978.275) 'safety net' cash grants to 55,605 tsunami victims to help them meet their immediate requirements. It also set up a psycho-social recovery programme specifically to help IDPs through the difficult initial period of their displacement. To reassure people that the Government would help them recover their homes, housing assistance programmes were set up under the Housing and Infrastructure Redevelopment Unit (HIRU) and the National Disaster Management Centre (NDMC), in which every family will either receive new plots and houses or repairs to their existing houses. This programme is particularly important to the Government: returning people to their former homes or building new ones for them in safer



IDP Shelter Situation

SOURCE: MIDP Unit



² Ministry of Construction and Public Infrastructure Report - October 2006

³ MIDP report - November 2006

islands is a priority. The government initiated a Livelihoods Revitalization Fund, which disbursed MRF 6,365,590 (US\$500,000) in loans through the Bank of Maldives PLC, to 150 people to help them regain their livelihoods.

Other assistance programmes include livelihoods recovery, provision of temporary or upgraded schools, health posts, sports grounds, community centres and safe-play areas in displacement locations and community projects to assist people of different communities to live together peacefully. These activities are not directed just at the IDPs but are intended to help everyone who was affected by the tsunami to recover as quickly as possible from the disaster and rebuild their lives.



A Better Life

More than 2,000 people attended a ceremony in May 2006 when President Maumoon Abdul Gayoom and the IFRC laid down the first foundations on the 'new' island of Dhuvaafaru. This was a previously uninhabited island on which a whole new community is going to be created for tsunami IDPs. Among the onlookers was Iasath Hassan, a mother of five who has been living in two-room temporary housing since the tsunami struck. "Everything was destroyed within 10 minutes", she recalls. "The children were saved only by going to buildings with two floors... I don't ever want to go back".

The Government, the IFRC, the community and the contractors, are trying to preserve Dhuvaafaru's environment. Water will be supplied through rainwater harvesting and desalination, while electricity will come from solar and possibly also wind power. The community has been consulted throughout the planning process and their desire to stay together and to be near their former homes was given top priority.

"We'll have a better life here," said Iasath. "This is a better island". Her neighbour is equally enthusiastic: "We are not worried by how long this process might take", she said. "You can't rush things... it takes time to grow a tree".



TSUNAMI RECOVERY PROGRESS

HOUSING REPAIR AND RECONSTRUCTION

After painstaking planning and multiple logistical difficulties, nearly all repair and reconstruction projects have started. At present, more than 1,103 houses in 83 islands have already been repaired and approximately 2,507 are in progress out of an overall goal of 5,814⁴.

Houses are being reconstructed according to specific island characteristics:

- On islands that were damaged but not totally devastated by the tsunami, reconstruction is either on the footprint of the original house or in new and safer locations less vulnerable to risk of storm surges;
- In the cases of islands where so much damage occurred that rebuilding would prove unsustainable in the long-term, all the island residents may relocate to other islands.
- On newly reconstructed islands.

Handicap International will help fit those houses that need it with special access for physically disabled persons.

Challenges to Housing Repair and Reconstruction

The reconstruction and repair process has faced considerable challenges from the very beginning. First of all, the Government was not in a position to take on by itself the ambitious programme of repairing nearly 6,000 houses and building another 3,000 in such a short time frame. It needed resources and organisational skills that the country did not have. The coordination of the various recovery efforts and channeling information through the National Disaster Management Centre, despite best efforts, has not always been as successful as desired. Coordination between different partners has greatly improved over the last year but

other problems have arisen. In hindsight, planning estimates were overly optimistic: the lengthy but unavoidable processes of land acquisition and allocation, tendering and selecting reconstruction partners, the identification of beneficiaries, design of new houses and dealing with conflicting community preferences make for a slow start to any reconstruction process. Logistics and access difficulties to the islands have contributed not only to slowing down the work of surveying, planning and implementation but also to rising costs.

The Government and its partners could have opted for speed over quality and sustainability of materials but, in line with commitments taken by all governments in tsunami-affected countries to 'build back better', it focused on designing new houses to modern standards,

including better materials, finishings and construction quality. For example, reinforced concrete was used systematically for the first time and new houses all had proper foundations, a water tank, access to well water and linkage to rainwater harvesting system⁵. Many communities prior to the tsunami already lacked adequate systems for electricity, water supply and sewage. Upgrading them to new standards and carrying out the works on the ground was – and continues to be – time consuming.

While host communities showed full support towards IDPs initially, social pressures have increased in some communities and tensions have developed or become more acute. This is due to having to share scarce resources as well as disparities arising from tsunami affected people receiving

better facilities than non-tsunami affected people. It is unfortunate that often those tensions are hampering work on reconstruction and thus prolonging the wait for people to take possession of their new property.

Delays also occur because of contractors running into problems and budgetary constraints. The cost per new housing unit has soared from US\$ 19,500⁶ to over US\$ 30,000⁷ today (and up to US\$ 40,000 to 45,000 on some islands) because of the addition of a third bedroom in the basic design and the rise in costs of construction materials, fuel and transportation. These factors have also increased the costs of house repair.

The combination of all these elements explains why, although initially planned for the end of 2007, the full repair and

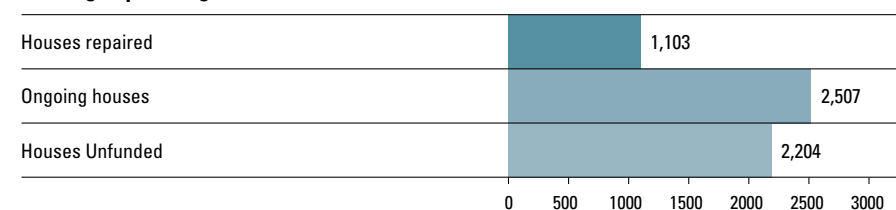
reconstruction works are only likely to be completed sometime in 2008. Although the number of IDPs will continue to fall steadily as new houses are completed and handed over, at least one of the big resettlement islands will not be completed before then due to extensive reclamation works wherein the island has been tripled in size and raised a metre.

The funding target has not yet been met, with a shortfall estimated at over US\$ 19 million according to the Ministry of Finance. This is mostly due to an under-estimation of reconstruction costs and the rising costs of construction, leaving five islands unfunded until recently. The Government also faces longer-term challenges to help its citizens improve the housing stock on most islands, not least due to the fragility of old structures that existed before the tsunami.



Ground breaking ceremony at Dhuvafaru, Raa Atoll
H.E. President Maumoon Abdul Gayoom and the Special Representative of the Secretary General for the Asia tsunami Operation, International Federation of Red Cross and Red Crescent Societies (IFRC), Johan Schaar. 7th May 2006

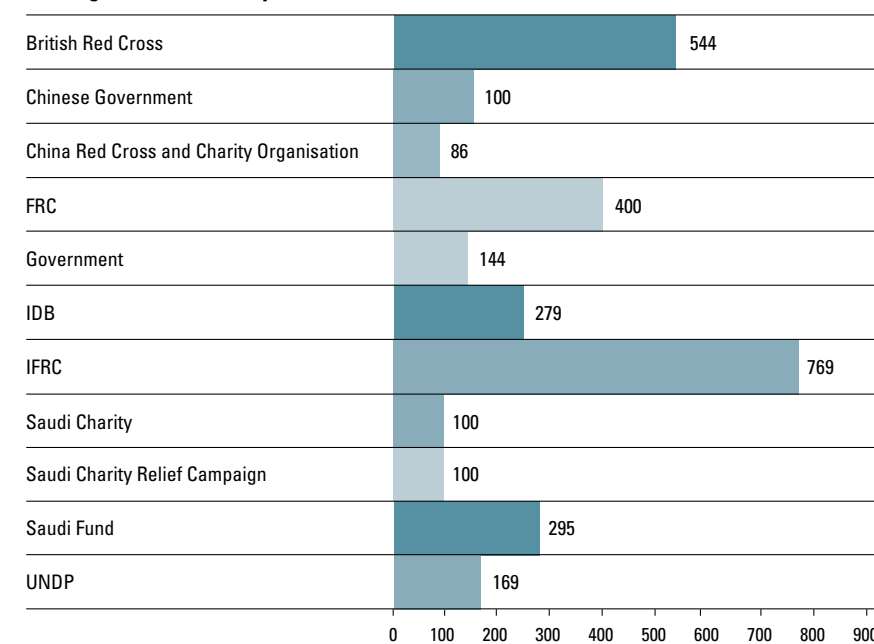
Housing Repair Progress – Total: 5,814 Source: MCPI and UNDP



Housing Reconstruction Progress – Total: 2,980 Source: HIRU - December 2006



Housing Reconstruction by Donor – Total: 2,986



Source: Ministry of Planning and National Development - October 2006

⁴ <http://www.tsunamimaldives.com>

⁵ International Federation of Red Cross and Red Crescent Societies (IFRC).

⁶ National Recovery and Reconstruction Plan (NRRP) - March 2005.

⁷ Ministry of Planning and National Development, Progress Report - September 2006.

WATER AND SANITATION

Starting in 2005, the Government has distributed more than 20,000 household rainwater catchment tanks to all occupied households in 90 islands (2,500 litre tank per household), of which 567 tanks were for internally displaced people. The programme was assisted by UNICEF, IFRC and local non-governmental organisations (NGOs). The Ministry of Environment, Energy and Water (MEEW), with the support from UNICEF, coordinated the installation of community water tanks received after the tsunami, providing financial assistance for their installation in locations decided by island authorities.

Other important initiatives that have been taken in order to improve the water and sanitation situation include:

- Assistance from UNICEF enabling the Government to install 95 percent of community water tanks in all the islands;
- Installation of water storage facilities has been completed in 99 percent of IDP shelters;
- Assistance from the Asian Development Bank in constructing a sewage treatment system on one island and in producing detailed engineering designs and conducting a full Environment Impact Assessment for it. ADB is also producing engineering designs for another sewage system on another island.
- The installation of sewage systems on two islands, with the help of the Japan International Cooperation System (JICS). The work has been 90% completed⁸;

- Support from International Federation of Red Cross and Red Crescent Societies (IFRC), British Red Cross (BRC) and American Red Cross (ARC), to build sewage systems on ten islands. Construction work has already started in two tsunami affected islands;
- The concept design for three tsunami sanitation systems, funded by the US Agency for International Development (USAID), has been completed;
- Preliminary work done by UNICEF to help implement sanitation systems on four islands.

The Government is working to mobilise funds for more islands. These funds will be used to build environmentally sound sewage systems for 30 islands and to purchase and distribute household water tanks to all the remaining inhabited islands. This is mainly to achieve the targets of the Millennium Development Goals (MDGs) as well as national targets on providing safe water to all citizens, and to reduce social disparities arising from distributing household water tanks to only some islands⁹.



Rather than replace infrastructure destroyed by the tsunami, Reverse Osmosis (R.O.) desalination plants are considered a useful supplement to the long term response to the problem of potable water availability in the islands. Out of the 39 plants received, 34 Reverse Osmosis units have been provided to the islands¹⁰. Four additional units are stationed on emergency standby boats that are deployed on demand during water deficit periods¹¹. However, while R.O. plants may be a useful supplement to the local water supply, providing water for drinking and cooking in times of drought, they will ultimately not replace proper rain harvesting systems. R.O. water currently costs about US\$1 for 100lts water¹². This is unsustainable for all water needs such as cooking, drink-

ing, bathing, washing clothes, flushing toilets etc. Also, a major challenge will be to ensure their correct functioning and maintenance, which will require specialist training and community commitment to operate them correctly at all times. Another challenge will be to work out how the community can afford the running costs and be prepared to meet them. A joint Government, UNICEF, IFRC Reverse Osmosis experience has been positive on one island and the lessons learnt will be shared with other islands with R.O. units. Other islands have linked up with resort islands and these resorts are assisting the community with technical know-how to build, safeguard and maintain them.



Clean water for good health

Rainwater is the primary source of drinking water and island communities have always faced a scarcity of fresh water. When the tsunami struck the islands, the need for clean water became an even greater priority. Abdul Hameed Rushdy, 68, of Gaafu Dhaalu Gadh-hoo says, "The water is too contaminated on this part of the island so I bought two tanks before I got another from the Red Cross. I've got 17 children and I plan to buy another tank soon, so I can provide good clean water to fulfil all the needs of my large family."

⁸ Source: MEEW - October 2006

⁹ Source: MEEW - December 2006.

¹⁰ Source: MEEW - October 2006.

¹¹ Source: UNICEF - December 2006.

¹² Source: IFRC - December 2006

PEOPLE'S PSYCHOLOGICAL WELL-BEING



In response to people's psychological distress, the Government set up a Psychological Unit at the National Disaster Management Centre during the first weeks following the tsunami. This special Unit initiated various projects, most of which are still ongoing. Among others, a training programme on various psycho-social counselling is given to Maldivian volunteers to provide psychological aid to their fellow citizens. With the assistance of Care Society, a special programme has been set up to strengthen the communities' abilities to reduce vulnerability and inculcate just and accountable governance. Other psycho-social programmes have been set up by the Ministries of Gender and Family, Education and Health, United Nations Population Fund (UNFPA), UNICEF, World Health Organisation (WHO) and the American Red Cross on issues related to child protection, mental health policy and referral, school mental health and community development

initiatives¹³. A referral system, a network comprising the Ministry of Gender and Family, Care Society and Society for Health Education (SHE) – local NGOs – has also been set up for individuals and families who require psychological direct intervention and legal help.

The Ministry of Planning and National Development conducted a survey 6 months after the tsunami to measure the socio-economic impact of the disaster on the population, which in addition provided valuable information on the psychological impact on the people. The results of the Tsunami Impact Assessment Survey (TIAS)¹⁴ showed that on the 14 most affected islands¹⁵, about 2/3 of women and half of the men still had difficulties sleeping or eating, had less confidence in the future or feared more for the security of their families. Both men and women who had lost their homes understandably viewed housing as a main cause of worry. There were also concerns about



their children's future and the way family and friends had been affected. To cope with their anxieties, people typically talk to another person or pray and engage in religious activities.

In 2006, the American Red Cross started a long term psychosocial support programme in the 7 worst affected atolls of the country. It is a community-based programme implemented in coordination with the Ministry of Gender and Family, Ministry of Education and the Ministry of Health. Currently, 66 teachers from 35 schools in 3 atolls and 120 community volunteers from four atolls have been trained to provide psychosocial support and help in organizing psychosocial support activities in their respective schools and islands. Numerous social and cultural activities to build positive social interactions within and between islands are being conducted, especially during special periods such as the month of Ramadan, Eid, etc.



A Place to Call Home Again

Standing on his toes, Mohamed Raouf dabs with his brush at a dark grey patch of cement that has eluded the paint rollers. Satisfied with what he has achieved, he jumps down from the empty oil barrel and smiles. More than a year and a half after the tsunami, he once again has a place to call "home."

When the tsunami struck the island of Muli in Meemu Atoll, Raouf was standing near his house looking out at the sea. As the huge wave raised itself high above the island, Raouf stood transfixed. "I was so scared I couldn't move, and then I just ran for my life."

In a single moment the tsunami destroyed his life, leaving him and his family with virtually nothing. Crushed by this unimaginable loss, Raouf succumbed to a deep depression and spent three months in an institution where he received counselling and treatment. When he was well enough to return to his island, he faced a difficult life with his wife and five children.

Fortunately, help was not far behind. The UNDP-managed Shelter Project, funded by the European Union, came to Raouf's assistance. The community-based project disburses funds directly to homeowners, who are then responsible for rebuilding their own houses under the supervision of a locally-appointed construction supervisor. He is grateful to the European Union and UNDP for providing shelter for his family. "There was a time when I thought I would relapse into depression. But all that is now far behind – although never forgotten," he adds with a bitter-sweet smile.



¹³ Source: IFRC - December 2006.

¹⁴ Tsunami Impact Assessment Survey, Final Report 3.0, Ministry of Planning and National Development in co-operation with the United Nations Development Programme and the United Nations Population Fund, Malé, Republic of Maldives - September 2006.

¹⁵ The TIAS was applied to a sample of the 14 most-severely affected islands and a total of 854 people of 15 years and above was interviewed.

IMPROVING HEALTH SERVICES



After the tsunami, considerable efforts were made together with the help of external partners in order to rebuild health facilities damaged by the tsunami. Recovery and replacement of physical infrastructure, heavy machinery, equipment and consumables, are now highly advanced. Half of the 12 health centres that needed repairs or reconstruction are already completed and 4 are ongoing. More than 30 health posts were planned for reconstruction and rehabilitation work. Twenty-four of them have been completed with assistance from the German Red Cross which is also installing and sourcing or providing equipment, including X-ray machines and modern laboratories. As part of longer-term planning, 2 Atoll Hospitals and one Regional Hospital are now completed, with two more hospitals planned for construction in 2007 and another Regional Hospital to be upgraded and extended with the support of the French Red Cross.

Although the services of health posts and centres are still functioning, some of them are only active at a very

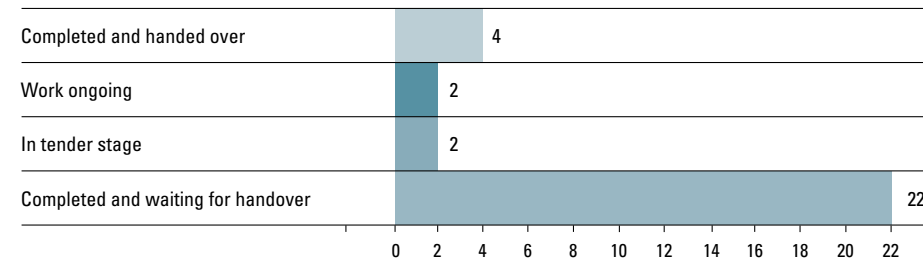
minimal level. It is expected that they will all be fully operational again by the end of 2007.

As part of the tsunami recovery maternal health programme, the need for “friendly services” for adolescents was identified. More than 50 percent of the nation’s population is under 24-years of age and their access to services is still limited. In collaboration with the school health programme (Ministry of Education), the Youth Centre (under the Ministry of Youth), UNFPA, and the Society for Health Education, the Indira Ghandi Memorial Hospital in Male’ has opened an adolescent clinic that will offer, in addition to general medical services, reproductive and sexual health counseling services and awareness activities¹⁶. A future challenge will be to extend these services to youth in the islands.

In terms of longer term development goals, the main aim in the 7th National Development Plan is to provide health services to all, inclusive of the disadvantaged, at a reasonable cost.

Reconstruction and Repair of Health Posts Progress

Source: German Red Cross



¹⁶ United Nations Maldives, Summary of Activities, Recovery Programme - June 2006.

EMPLOYMENT



The massive repair and reconstruction programme potentially represented an opportunity to widen employment prospects to the national population. However, much of the skilled and unskilled workforce of several reconstruction aid agencies is sourced from outside the country – primarily as a result of scarce local technical expertise. Although the tsunami brought employment opportunities in construction, trade and transport sectors, there is no evidence that those opportunities have contributed to a significant reduction in unemployment.

Bringing the Passion Back

Vinares, NGO of H.Dh.Vaikaradhoo is running a Cash Crops Project funded by UNDP Livelihoods South-South Grants Facility involving 50 islanders. The NGO has divided and equally given agricultural land to beneficiaries to grow cash crops. They have also established a market for selling the goods – the first batch of pumpkins was sold out!

Abdul Razzag Moosa, a 55-year-old farmer from Vaikaradhoo and a father of eight, owns one of these plots of lands. He started farming by growing yams, pumpkins, watermelons and millet among others, in an uninhabited island nearby and received an income of about MRF 5000 per month.

But the 2004 tsunami hit hard, devastating almost all of his crops. But he didn’t give up hope. By signing on with the Cash Crops Project, he received a piece of land on his own island which he has now successfully harvested pumpkins from. The project has allowed him to share his passion with his family, and has become the major income generating activity and employment source for Razzag and his family.

Vinares plans to establish a Nursery for the beneficiaries as well as introduce new technologies in farming. Razzag and his fellow beneficiaries will be able to improve on farming techniques, and have year-around crops.



IMPROVING EDUCATION



Here again, while the overall situation has improved since 2004, this is due mostly to development initiatives taken before the tsunami. Previously, 65 percent of the population lived on islands with schools going up to grade ten or higher, but by 2005 this proportion had increased to 70 percent. One reason for this has been the relocation of smaller populations to islands with more facilities. Over the same period the ratio of students per trained teachers for primary schools in the atolls fell from around 40 to 35, quite an achievement over such a short period of time¹⁷.

Work to re-establish schools facilities damaged or destroyed by the tsunami and other recovery initiatives show that:

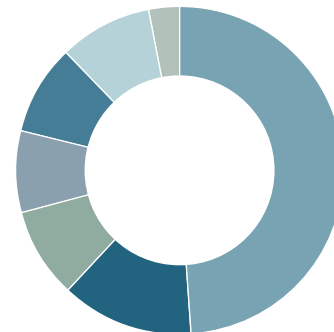
- Around 50 temporary classrooms and 10 toilets have been established in 6 different islands pending the construction of more permanent buildings;
- Three temporary accommodation blocks for teachers have been constructed in 3 islands;



- UNICEF is assisting with the rehabilitation or reconstruction of 47 primary schools and 20 pre-schools, of which 5 pre-schools and 20 primary schools have been reconstructed;
- French Red Cross is assisting with the construction of 2 pre-schools and 1 primary school as well as developing a pilot Vocational Training Centre;
- An additional 40 schools are currently being upgraded under post tsunami recovery and reconstruction projects;
- Around 6,000 children have benefited from the distribution of learning materials including text books. Their classrooms received new furniture (desks and chairs) and nearly 100 brand new black boards;
- Water tanks have been installed in 80 schools;
- Various complementary initiatives have been taken in order to improve the education sector throughout the country. Equipping schools with new learning materials and new technologies is part of those initiatives and more than 100 schools have already received new equipment;
- Over 600 school teachers, headmasters and supervisors have been trained on child-friendly active learning.

Number of items distributed to schools in the islands

- Computers - 382
- Printers - 103
- Photocopy machines - 70
- Sound systems - 66
- Cassette players - 72
- Printing machines - 67
- Fax machines - 23



Source:
Ministry of Education – November 2006

Looking at the longer term, some creative measures are necessary to raise education standards on the islands. On the smallest islands, providing specialised services such as secondary schools can be prohibitively expensive. As a result, many islands – generally those with the lowest populations – still do not have access to secondary school and approximately 12 islands provide schooling only up to grade 5¹⁸. The Ministry of Education and UNICEF have initiated an ambitious programme

to provide broadband internet connectivity to 20 Teacher Resources Centres, and the World Bank is providing the same support to 4 Focus Islands, with the aim of connecting teachers, school administrators and students on each of the Maldives' far-flung atolls, to a global e-network of teacher training and educational resources. The Teacher Resources Centre should be fully functional by the end of May 2007. Government policy is to enhance the quality of education at primary and secondary levels by improved teacher training.

Making Teaching Child-friendly

"Quite simply, there are not enough teachers on the islands," says Yashfa Mohamed, a shy and petite 23-year-old teacher. "I love teaching, especially grade one. But more than half of my colleagues haven't finished their training, which means the ones that have, like me, sometimes have to work very hard." Yashfa is not alone in her concerns. More than a third of the country's national primary teaching staff have not completed training and as a result, providing quality education is a major challenge.

The good news for teachers like Yashfa is they won't have to wait long. As part of UNICEF's efforts to "build back better" in its post-tsunami rehabilitation efforts, it is improving the quality of education through the introduction of hi-tech broadband-enabled Teacher Resource Centers (TRC's). These Centers, which consist of an Internet-enhanced training environment with state-of-the-art computers and equipment, will allow teachers to use the Internet as a direct teaching tool. Two out of the 20 planned Centers are already functioning, drastically expanding the implementation of 'child friendly approach to education' throughout the country.



This method is a new way of teaching that puts children first when it comes to learning, and allows teachers to promote enquiry and self-expression from children, as well as a sense of inclusiveness and individual difference. In addition to the 198 teachers who have already been trained in this method, the Teacher Resource Centers will benefit 7,500 children, 540 teachers and 105 school principals.

¹⁷ Tsunami Impact Assessment, Final Report 3.0, Ministry of Planning and National Development in co-operation with the United Nations Development Programme and the United Nations Population Fund, Malé, Republic of Maldives - September 2006.

¹⁸ UNICEF Programme Updates - November 2006.

REHABILITATION OF HARBOURS



Much of the infrastructure on 104 islands was badly damaged in the tsunami¹⁹. Initially, more than 100 islands were assessed as needing harbour repairs or reconstruction. Due to the transfer of some of the islands to other harbour programmes conducted by Ministry of Construction and Public Infrastructure, MCPI, a total of 81 islands currently remain in the Tsunami repair list. Of these 81 islands, 50 harbours have been prioritized as being in most urgent need of address, and the remaining 31 as second phase priority. Foreign funding sources have been confirmed for 14 islands and an additional 18 islands have been proposed for other such funding sources.

Currently eight harbours have been completed with the assistance of development partners including UNDP. Four harbours are under construction and of the 14 funding confirmed harbours, 2 are at tender stage. One of this is funded by Asian Development Bank (ADB) while the other is funded by Government of Turkey. Of the 4

harbours under construction, 3 are being constructed by Public Works Services of Ministry of Construction and Public Infrastructure, MCPI, under government budget.

Though foreign agencies contributed to the rehabilitation process by financial aids, MCPI being the government body for infrastructure project implementation and management, the harbour reconstruction projects were conducted under the consultancy of MCPI. One of the Government's key milestones is to complete all the harbours in the next two years and for that purpose it has already proposed other harbours for funding to different foreign donors. Harbours are expensive to reconstruct or upgrade and funding for them is difficult to secure. This, added to the rising cost of construction, is why progress in this sector is slow.



¹⁹ National Recovery and Reconstruction Programme, Ministry of Planning - March 2005.

RECOVERY IN THE FISHERIES SECTOR

■ The estimated direct loss suffered by the fisheries sector due to the tsunami of December 2004 is Rf. 321 million (approximately US\$ 25 million). Major losses were: fishing vessels (US \$ 11.16 million); fish processing facilities (US \$ 3.9 million) and support infrastructure (US \$ 5.67 million).

■ The pole and line tuna fishers and small-scale traditional fish processors were the most affected. Productive assets were primarily lost by traditional fish processors, mainly women, in the most affected atolls in the central region. More than 22% of the national fishing fleet was lost or damaged, or out of commission. 659 fishing vessels were lost or had damaged hulls, while 246 vessels had damaged engines and 592 fishing vessels suffered loss or damage to fishing gear and equipments. 1369 fish processing units were damaged or destroyed. Of these, 1160 were cottage based processing units, while 209 were semi-industrial fish processing facilities. Hence, more than 35,000 fisher folk (more than 7,000 households) in 98 islands lost their livelihoods. Direct loss of livelihood was suffered by more than 1,200 fishers. Fishworkers suffered increased indebtedness as loan financed fishing vessels, fishing gear and productive assets were lost or damaged.

■ The major objectives of fisheries livelihoods rehabilitation were:

- a) To improve post-tsunami economic status of fishers by structured assistance to repair and replace productive assets; and to provide appropriate support infrastructure and enabling conditions;

- b) To restore jobs and income earning opportunities;
- c) To provide appropriate financing mechanisms; and to
- e) To build individual and community capacity to improve livelihoods.

■ By mid 2006, US \$ 15.33 million in post tsunami assistance had been committed by the Government and various donors. Donors include UNDP, Food and Agriculture Organization (FAO), International fund for Agriculture Development (IFAD), Japanese Government, AusAid, ADB and World Bank. Most of the direct assistance to affected beneficiaries has now been completed with the ongoing recovery and reconstruction work including primarily infrastructure reconstruction and construction of replacement fishing vessels.

Tsunami rehabilitation programme performance

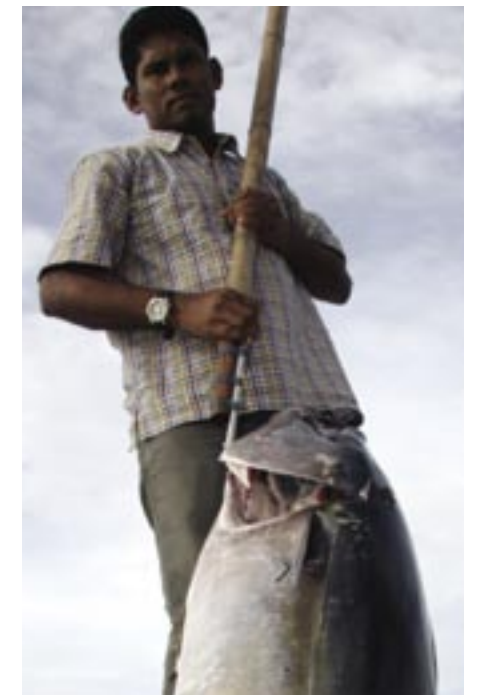
In first phase except a few number of beneficiaries, most have been assisted with one of these ways; provision of fish processing equipment, provision of fishing equipment, helped in repairing fishing vessel and helped in repairing engines, and in second and third phase most activities have been completed. An estimated total of 26.3 million rufiyaa in kind assistance has been provided to 2000 affected people.

To summarize

- Helping fish processors by providing equipment: 80% completed.
- Repairing fishing vessel and engines: 75% completed.
- Replacement of lost and damaged fishing gear: 90% completed.

- Construction of fishing vessels: work has started and first hull is finishing.
- Provide training: Training is ongoing in some islands and training will be carried out in 50 islands in total.
- Developing corporative: in 15 islands it will be developed and registered by next week.

A building back better approach has been taken within the sector. The projects to establish fishery infrastructures are progressing speedily. As everything has been planned except for the lengthy activities, like establishment of infrastructure and construction of fishing vessels, all the assistance to be provided by fisheries sector due to tsunami, will be provided to beneficiaries by the end of June 2007.



RECOVERY IN THE AGRICULTURAL SECTOR

Seeds to bring back life

Saudiyya Kuda Manik, 41, lives on Isdhoo Kalaidhoo, where her family has been farming for generations. When the tsunami reached the shore, the destructive wave washed away the crops, leaving little behind but salinated land. "There was not one seedling left to be replanted," explains Saudiyya. Nearly two years on Saudiyya is back on the land with a group of farmers who were given a cash grant by the British Red Cross. Saudiyya said, "the grants have helped us to grow numerous varieties of fruit and vegetable for (our families) and to sell to local communities." The island committee group also participated in an agricultural training organised by the British Red Cross in conjunction with the Ministry of Agriculture, Fisheries and Marine Resources.



The livelihood of most of the islanders are dependent on agriculture and being a sector quite vulnerable to environmental and anthropogenic impacts the sector was one of the worst hit by the 2004 tsunami. About 50% of the cultivable area or 3805 ha in the inhabited islands were destroyed due to salt intrusion. Apart from the fields, perennial trees such as coconuts, breadfruit, mango, betel leaf, guava and water apple trees were uprooted by waves or died due to salt intolerance. A quick response was initiated by the government to help revive the sector with the help of donor agencies, namely UNDP, FAO, ADB, IFAD, World Bank, Japan Non-Project Grant Aid and Hotel Plan Limited (Singapore), 10 projects were drawn up, encompassing different elements of the agriculture sector.

In the initial stages a tree doctor visited islands and more than 2000 trees were treated. Home gardens being an important component in agriculture sector, a number of projects were targeted to help them. During phase one, financial assistance has been provided to 5600 beneficiaries in 122 islands, and a second phase is in the pipe line. In 26 islands, Agriculture Cooperatives has been established and steps are been taken to start up a revolving fund scheme. In most severely affected 50 islands farming machineries, fertilizers, seeds and seedlings have been distributed to 4042 farmers and home gardeners. The second phase of the national fruit tree programme was initiated to mitigate and revitalize the loss of fruit trees. The objective of the programme is to plant a fruit tree in each household of the inhabited islands. Up to date 16,506 fruit trees has been planted in 72 islands within

12 atolls. Work is in progress to further develop the two agriculture centers in Hanimadhoo and Mendhoo to strengthen the extension services and to support the communities to develop an integrated approach to soil rehabilitation, crop production, and water management. More than 50% of the agricultural products is traded through the Male' Local Market. Thus the government is addressing the constrains of the market infrastructure and is in the process of upgrading the facility.

Forestry resource of Maldives was severely affected by the tsunami. Thus the programme to rehabilitate the forests and associated environments is under way. Under this a nursery has been established and 8,614 timber trees have been planted in 8 islands. Activities have been carried out to rehabilitate the mangroves and awareness materials will be published in due course.

Although agriculture production was severely damaged by tsunami, recovery has been rapid, helped by the abundant rain that assisted the recovery of cultivable land from salt water and by the programmes that is in progress to help the farmers and home gardeners in providing inputs, seedlings and technical support. The agriculture sector is formulating the Agriculture Development Master Plan, covering a fifteen years period from 2006-2020, focusing on improving productivity of the agriculture sector for enhancing food security, improving the nutritional status of households, increasing rural employment focusing particularly on unemployed youth and women in outer atolls, and partially substituting imports of agriculture products.

HUMAN SECURITY AND DISASTER PREPAREDNESS

Following the tsunami, and in order to be better prepared in case of a new disaster, the Government decided to officially establish the National Disaster Management Centre as a permanent institution to coordinate all disaster and relief activities. Its tasks would include developing guiding principles for key development sectors such as housing and infrastructure. The NDMC has developed a National Plan on Disaster Management that came into operation in December this year and provides detailed measures to be taken during a natural emergency to save lives and protect property.

In order to ensure the practicability of the plan before it was launched, a simulation exercise was conducted on one island, spearheaded by the Ministry of Defence and National Security (MDNS), the Ministry in charge of the NDMC, and with technical and logistics support from UNDP and the Atoll Office. The exercise was well-documented and a standard guideline has been finalised for facilitating similar evacuation simulation exercises. This exercise is the first of its series and many more such exercises are planned in the country²⁰.

Disaster management capacity building is also supported at island, atoll and national level by the Red Cross and Red Crescent Movement in the Maldives. UNDP is working at the community level with education, awareness-building and other initiatives. The Ministry of Health considers a priority the strengthening of disaster preparedness in island health facilities, which includes the testing of disaster preparedness plans in drills

and additional training. With the help of UNDP, it is implementing a hospital preparedness plan for high casualties. At the national level, 85 volunteers from various government agencies working in management of emergencies, such as the personnel from Maldives Police Service, Ministry of Health, Ministry of Youth, Faculty of Health Sciences as well as independent volunteers have been trained in 'Psychological First Aid'. They would serve as a reserve pool of psychosocial support providers during future disasters.

The IFRC is leading the process of forming a national Maldivian Red Crescent Society in collaboration with the Maldivian Government and various related interests from civil society. The Red Cross and Red Crescent Movement is known worldwide for its leading role in disaster management related actions. It is anticipated that the Maldivian Red Crescent Society would become an important local partner in relation to enhancing capacities and reducing vulnerabilities before, during and after disasters.

The concept of "Safe Islands" was initiated by the Government after the tsunami, building on earlier plans for 'population consolidation' on selected host islands. It addresses long-term development goals to improve environmental security, creating a more secure environment and with the necessary infrastructure to be economically sustainable. Islands are chosen on the basis of selected criteria which include size of island and potential for reclamation or connection, strategic location and population size. They can

also serve as host islands for isolated communities living in islands with less developmental potential. Seven islands are currently being developed according to the Safe Island Policy, and should contribute to reducing disaster risk by having enhanced coastal defences and providing better protection to inhabitants – including developing the potential for communities to support income-generating activities. Although the concept brings added value to the security of the communities, as well as increasing the potential for achieving economies of scale, it needs additional refinement to enhance its coherence. It is also difficult to implement, mainly because people are naturally attached to their islands by ancestral history and tradition. Moreover, some communities fear a loss of independence and influence with the prospect of having to put down roots and share an island with another community. These tensions are contributing to delays and slowing the reconstruction process on some safe islands.

²⁰ UNDP donor briefing note - November 2006.

TOURISM



In 2005 the Maldives Tourism Promotion Board, in association with tourism industry partners (tour operators, resort and hotel operators, travel agents, Airlines), started a recovery marketing campaign with Government financing that focused on reducing cancellations and encouraging new bookings. Activities included:

- Sending out letters indicating that the tourism industry was back to full operation;
- Familiarisation trips for media, the industry and trade partners from all major markets such as TV, magazines, national newspapers and tour operators, allowing inspection teams from international organisations;
- Updating information to all concerned, especially international trade partners.

Thanks to such efforts, the tourism industry recovered rapidly. The overall number of tourist arrivals in 2006 is projected to be very close to the



record number that arrived in 2004. As the industry has now nearly fully recovered, expansion plans in place before the tsunami will resume, with an increase in the number of tourist resorts from 88 to 149 by the end of 2008. There is much work to be done to facilitate greater community participation in tourism, linking in with the challenges for stimulating greater employment opportunities through skills training. Furthermore, the Government of Maldives has procured from the European Investment Bank a loan facility of Euro 50 million (approximately US\$ 60 million) to the sector, which is being channeled by the Bank of Maldives. Individual resorts, which sustained damage during the tsunami, and which are being reconstructed are eligible for this facility. Two such projects have been approved to date, amounting to US\$20 million, and it is expected that the rest of the funds will be disbursed over the next year or so.



ENVIRONMENT

The protection of the environment remains a major concern for the Maldives, not only because of the tsunami but as an on-going challenge to ensure sustainability of the fragile ecosystems of these low-lying coral reef islands. Although the tsunami created a number of specific environmental problems including physical destruction of habitats, the creation of large volumes of tsunami debris and salination of soils and groundwater, many environmental problems, that pre-date the tsunami, including poor waste management and sanitation systems, remain.

Following the tsunami, a number of environmental projects were initiated with national partners including the Ministry of Environment, Energy and Water (MEEW) which include:

- United Nations Environment Programme (UNEP) Maldives Post Tsunami Environmental Assessment report;
- Tsunami waste management programme by the Australian and Canadian Red Cross Societies on 74 islands;
- Pilot mangrove rehabilitation by FAO and UNEP;
- UNEP's hazardous waste clean-up from 89 impacted islands;
- Capacity-building including training in environmental impact assessment (EIA), hazardous waste collection, site investigations and international environmental law.

Waste management in the Maldives has received particular attention during the tsunami reconstruction phase. The project of establishing a new waste management system (including facilities and training and education to support good waste management practices) was launched with the assistance of Canadian Red Cross and Australian Red Cross Societies. These two societies will complete their work by June 2007. In parallel, two regional facilities have been established by ADB and an additional two by UNDP. The long term goal is to establish a national waste managementsystem that should cover the waste management needs of all inhabited islands. The World Bank and European Union have provided funding for several waste management facilities in a joint project that has just been initiated as part of tsunami recovery activities. However, the challenge of raising awareness of waste and willingness and ability



to pay for waste services remains a potential barrier to the development of sustainable waste solutions in the islands.

A number of environmental issues remain including:

- Strategic Environmental Assessment (SEA) of the overall rehabilitation and reconstruction;
- Strengthening environmental governance at the national, atoll and islands level;
- Sustainable reconstruction including materials (recycled materials, etc.) and techniques, energy efficiency and conservation, alternative water supply and sanitation systems, waste recycling/composting and environmental management;
- Poor fuel and waste oil management. Recent MEEW/UNEP/UNDP investigations have identified contamination of groundwater caused inappropriate management of oils from power stations;
- Climate change adaptation and disaster risk reduction;
- Integration of environment and disaster risk concerns in reconstruction and development planning, as demonstrated in the Safe Islands programme.

Whilst the Maldives alone can do little to slow the pace of global warming, they can continue to demonstrate, to developing and developed nations alike, how sound environmental management in both tsunami and longer-term development programmes, can meet this challenge.

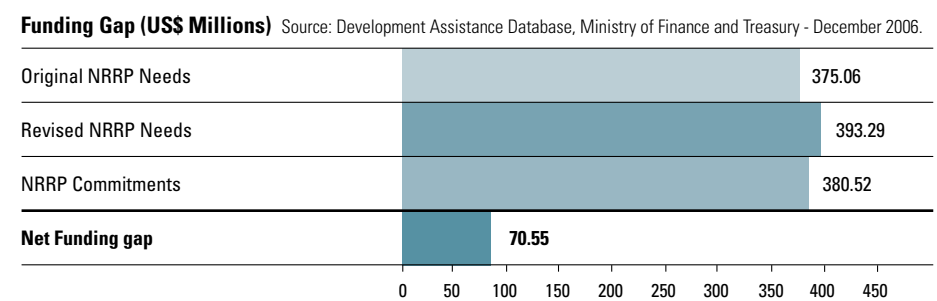
The National Recovery and Reconstruction Plan (NRRP) estimated the total cost of reconstruction (other than tourism) at US\$ 375,063,048. During August 2005 and June 2006, this figure was revised to reflect the changing costs and needs. The revised figure is US\$ 393,291,088.

Based on the NRRP, the funding gap as at mid-November 2006 was US\$ 70 million, down from a gap of US\$ 236 million in 2005. However, even with this progress made in obtaining donor commitments, some sectors, such as transportation, power and energy and housing still face critical funding shortages and efforts at the highest level are being made to garner continued donor support and commitment for these sectors²¹. His Excellency President Maumoon Abdul Gayoom had brought this critical concern to the attention of several international fora includ-

ing the (United Nations General Assembly) UNGA, in September 2006. Furthermore, the Government of Maldives notes with appreciation, the continued efforts of the UN Special Envoy for Tsunami Recovery, former United States President Bill Clinton in mobilising funds from the international community for the Maldives tsunami recovery programme. President

Clinton expressed “deep frustration” at the huge funding gap in the Maldives, in his address to the Global Consortium meeting held in New York in April 2006.

The overall funding status is given below, which shows a gap of over US\$ 70 million.



Note: Net funding gap includes only the sectors that have received less than the requested amounts. The sectors that are fully funded or over funded are not included because these funds are not fungible.

CONTINUING CHALLENGES FOR THE MALDIVES

Many of today’s challenges pre-date the tsunami. Indeed, protection of the environment, waste management, biodiversity protection, beach erosion, employment – especially youth employment, improvement of the quality of education, access to safe water, disaster preparedness and many others, are challenges that existed before 26 December 2004. The tsunami highlighted implementation deficiencies and reinforced the need for those goals to be reached. As such, the tsunami has been a wake-up call for the country to act decisively on them.

With all the repairs and reconstruction going on, the demand for qualified contractors has greatly increased. Saturation of the construction market is a major challenge since many contractors are simply not able to complete projects in time. The cost of construction works has soared, leaving many of the earlier cost plans unrealistic.



²¹ Source: Maldives Tsunami Funding Status, DAD, Ministry of Finance and Treasury - November 2006.

This report shows how much has been achieved in the two years following the tsunami. The overall pace of recovery has been notable, although progress in some sectors has been slower than in others. Those that have rebounded from recovery initiatives – tourism, fisheries and agriculture, for example – are matched by others such as reconstruction of houses and other island infrastructure, installing and upgrading water, sanitation and waste systems and environmental issues that represent the key challenges for next year. What must be kept in perspective is the need for time: to rebuild communities and to heal the psychological ripples of what happened to people. Both must be done step by step, and there are no shortcuts.

While lessons learnt were drawn from the relief phase, no comprehensive attempt has yet been made to draw them from the transitional phase. Some areas that could benefit from a retrospective examination of performance from all actors may include:

- the need for stronger community participation, not only in drawing up beneficiary lists for reconstruction and repair projects but in the entire recovery process;
- The need for better coordination of programmes from a government central body, with a dedicated institutional structure for handling large aid flows for the overall reconstruction programme;
- The need to communicate more effectively with people in the islands to inform them of progress and drawbacks;
- The need for more realistic planning with regard to setting time frame targets for rebuilding communities. Such an exercise would represent a useful guide for future reference as well as a transparent attempt to examine strengths and shortfalls.

Several national challenges that existed before the tsunami were thrown into greater relief by the disaster. This prompted the Government to make concrete plans to address them within the framework of the 7th National Development Plan. Disparities remain between Male’ and the atolls, particularly in respect of income levels, livelihoods and gender. Youth unemployment remains a constant problem and the growing phenomenon of drugs

abuse, especially among but not limited to the young, is a serious concern for the long term health and wealth of the population. Although few people can be categorised as poor, analysis shows that many people can quickly slip into poverty. The supply of clean water, despite the good progress made, is still a concern. Last but not least, the high number of people who immigrated to Malé after the tsunami has added to the already crowded living conditions and growing numbers of unemployed youths, elements that could cause additional social and political tensions in the future.

Although the magnitude of these challenges may seem alarming, the Government recognises them and puts them at the forefront for future planning as monitoring of progress of tsunami recovery activities is also accorded high priority by all key Government stakeholders and H.E. President Maumoon Abdul Gayoom. The development agencies and others in the donor community are also beginning to address them jointly with the Government as they plan their future assistance programmes. Two years after the tsunami, there is great optimism that the Government, international development partners, and the people of the Maldives can succeed in building back a better Maldives.

ANNEX A

ACRONYMS

ADB	Asian Development Bank
ARC	American Red Cross
AuRC	Australian Red Cross
AusAid	Australian Aid
BRC	British Red Cross
CRC	Canadian Red Cross
DAD	Development Assistance Database
ECHO	European Commission – Directorate General for Humanitarian Aid
EU	European Union
FAO	Food and Agriculture Organisation
FRC	French Red Cross
GDP	Gross Domestic Product
GOM	Government of Maldives
GRC	German Red Cross
HIRU	Housing and Infrastructure Redevelopment Unit
HIV/AIDS	Human Immunodeficiency Virus / Acquired Immune Deficiency Syndrome
IDP	Internally Displaced Person
IFAD	International Fund for Agricultural Development
IFRC	International Federation of Red Cross and Red Crescent Societies
JICS	Japan International Cooperation Systems
JICA	Japan International Cooperation Agency
MCPI	Ministry of Construction and Public Infrastructure
MEEW	Ministry of Environment, Energy & Water
NCCB	National Narcotics Control Bureau
NDMC	National Disaster Management Centre
NERU	National Economic Recovery Unit
NGO	Non-Governmental Organisation
NRRP	National Recovery and Reconstruction Plan
OCHA	UN Office for the Coordination of the Humanitarian Affairs
OXFAM	OXFAM International
RO	Reverse Osmosis
SHE	Society for Health Education
TIAS	Tsunami Impact Assessment Survey
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFPA	United Nations Population Fund
UN-HABITAT	United Nations Human Settlements Programme
UNICEF	United Nations Children's Fund
USAID	US Agency for International Development
WB	World Bank
WHO	World Health Organisation

ANNEX B

LIST OF INTERNATIONAL DEVELOPMENT PARTNERS

American Red Cross	Luxembourg
Asian Development Bank	Mauritania
Australia	NIO Bank
Australian Red Cross	Netherlands
Belgium	New Zealand
British Red Cross	Norway
Canada	OCHA
Canadian Red Cross	Portugal
China	Private Funds
European Commission	RaboBank
ECHO	Rotary International
FAO	Saudi Red Crescent
Finland	Switzerland
Flinders Council, Tasmania,	Trinidad and Tobago
Australia	Tuvalu
France	United Kingdom
French Red Cross	UN
German Red Cross	UN Foundation
Germany	UN Habitat
Government of Maldives	UNDP
Greece	UNFPA
Hong Kong Red Cross	UNICEF
IFRC	United States of America
Japan	WB
Korea (Republic of)	WHO
Kuwait	World Food Programme

ANNEX C

MALDIVES TSUNAMI FUNDING STATUS – NOVEMBER 2006

Sector	Revised Funding Need (US\$)	Donor Committed (US\$)	Expended by Partner (US\$)	Delivery / Ependitures
New Host Islands	15,000,000.00	20,337,186.00	119,379.00	0.59%
Environment and Natural Resources	9,800,000.00	14,354,018.00	2,696,891.00	18.79%
Power & Energy	21,400,000.00	10,666,155.00	2,084,019.00	19.54%
Governance	5,544,000.00	6,597,604.00	2,727,542.00	41.34%
Transportation	80,410,494.00	43,056,949.00	8,762,572.00	20.35%
Agriculture	12,870,000.00	6,740,265.00	1,769,164.00	26.25%
Housing	121,804,719.00	115,249,805.00	34,328,887.00	29.79%
Water Sanitation & Drainage	45,644,000.00	64,077,626.00	22,938,178.00	35.80%
Livelihoods	17,400,000.00	6,030,973.00	2,276,767.00	37.75%
Education	21,157,514.00	32,437,628.00	20,698,232.00	63.81%
Disaster Risk Management	5,334,827.00	3,738,649.00	2,265,198.00	60.59%
Fisheries & Aquatic Resources	24,750,000.00	16,563,196.00	9,790,264.00	59.11%
Health Nutrition & Social Protection	12,175,534.00	40,674,862.00	14,290,065.00	35.13%
Total for NRRP	393,291,088.00	380,524,916.00	124,747,158.00	32.78%
Budgetary / Balance of Payments Support		6,500,000.00	6,500,000.00	100%
Relief		12,007,014.00	7,036,201.00	58.60%
Un-identified		2,610,937.00	164,472.00	6.30%
Administrative and Other Costs		5,974,879.00	2,582,286.00	43.22%
Total including non-NRRP contributions	393,291,088.00	407,617,746.00	141,030,117.00	34.60%

Source: Development Assistance Database, Ministry of Finance and Treasury, <http://dad.finance.gov.mv>

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