

ROLE AND CONTRIBUTION OF THE UN IN RECOVERY OF THE TSUNAMI AFFECTED SETTLEMENTS IN THAILAND

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Abstract. *This paper aims to analyze the contribution of the United Nations (UN) in recovery of the Kingdom of Thailand after the Indian Ocean Tsunami of 26 December 2004, and to analyze timeliness and appropriateness of actions implemented, as emergency response of UN agencies to humanitarian disaster caused by tsunami. This paper will, after analyzing work of agencies of the UN system and their involvement in recovery, present lessons learnt and suggest recommendations on how to improve the UN actions and responses to humanitarian disaster. The paper will analyze the UN agencies results and achievements in recovery, primarily in the first week after the disaster, and then in period of six months following with projects that aim at long-term renewal. The paper will include analysis of coordination between agencies of the Royal Government of Thailand and nongovernmental organizations (NGO) with the UN, and inter-agency relations within the UN. This paper will cite examples of good practices and missed opportunities to enable UN agencies to adapt their management in order to improve efficiency and quality of communication and partnership through all phases of post disaster recovery actions.*

Key Words: *United Nations, Thailand, Tsunami, Humanitarian Crisis, Emergency Planning and Response, Recovery*

1. INTRODUCTION

On 26 December 2004 a powerful earthquake measuring magnitude 9.0¹ on the Richter scale hit the western coast of Sumatra in the Republic of Indonesia. It was followed by several milder quakes and started great waves, a tsunami, which travelled as fast as 600 km/h and caused inestimable damage to Indonesia, Malaysia, the Union of Myanmar and

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¹ Information on the strength of the earthquake is still different; the Pacific Tsunami Warning Centre estimated magnitude 8.5 on the Richter scale immediately after the earthquake, American Geological Survey reported the information on magnitude 8.1. Following several later analysis, magnitude 8.5, 8.9 and 9.0 were reported. Several scientists reported magnitude 9.3 but US Geological Survey maintained 9.0 which we use in this work.

Thailand. Later, the tsunami reached the People's Republic of Bangladesh, the Republic of India, the Republic of Maldives and the Democratic Socialist Republic of Sri Lanka, where a series of waves travelled at speed of 880 km/h. At its end the tsunami reached the shores of the Republic of Kenya, the Republic of Seychelles, the Somali Republic, the United Republic of Tanzania and the Republic of Yemen.

This natural catastrophe affected 2.4 million people, with 286,000 dead and 7,800 missing. Most victims were reported in Indonesia, where waves up to 30 metres high killed 126,915 people and left 655,000 homeless [1]. Up to 20 meters high waves caused damage to southern provinces of Thailand.

When we take into consideration the damage that occurred after the tsunami in Thailand, it has been the worst natural disaster that has hit Thailand so far. The tsunami struck six provinces along the Andaman coast and left more than 8,000 dead. The tsunami affected 407, and completely destroyed 47 villages, including famous tourist resorts, which is why it is not surprising that one third of all victims were foreign citizens while of the local inhabitants the most casualties were mainly fishermen, migrant workers and those in the sector of services. Many children lost one or both their parents or guardians.

The tsunami also affected the natural environment and destroyed a lot of coral reefs, and other plants and animals in the sea and on shore. Sea water that was moving forward to the mainland affected water quality in general, which later influenced the soil quality and agricultural crops. It is estimated that the tsunami reduced overall GDP growth by 0.4%, and sectors that are most affected are tourism, fishing and agriculture [2]. The total damage caused in those six Thai provinces is estimated at more than two billion dollars.

2. THE POST DISASTER RECOVERY PROCESS

The tsunami hit the part of Thailand which was a famous tourist destination and loss of hotels and other infrastructure had significant influence on further process of reconstruction and decision making priorities. That is, the tsunami destroyed 40% of 53,000 hotel rooms available; 345 restaurants and 364 shops were destroyed or damaged (Fig. 1). In tourist sector 120,000 people lost their jobs². Because of huge losses in tourism the Government assigned USD 137 million for reconstruction of the sector [4].

Following the catastrophe, Thai Government reacted immediately in response to humanitarian crises which affected people living on the coast by providing fresh water, food and temporary accommodation (Table 1). A Fund was also established, initially worth USD 2.5 million, and there was a significant inflow from international organisations³. The most important role in providing humanitarian and other help and its distribution was that of Governmental agencies, army, police, citizens, nongovernmental and humanitarian organisations, volunteers, private organisations and others.

² Those who lost their jobs were paid USD 4 per day for 30 days by the Ministry of Labor (MoL), while those who lost their shops received compensation of USD 487.

³ Only a few days after the disaster, on 31 December 2004, Mayor of the most severely affected province Phang Nga declared that no further humanitarian aid was necessary.

Table 1 Tsunami disaster related events in the days following the disaster, according to the United Nations Country Team (UNCT) in Thailand

Date	Political context of events	Humanitarian actions
26 December 2004	At 7:58 in the morning, an earthquake measuring 9.0 hit the shores of Sumatra, as reported by Department for Meteorology in Bangkok. At 10:00, a tsunami hit the island of Phuket, and 15 minutes later Phang Nga. At 18:30, Prime Minister (PM) arrived at Phuket. Ministry of Foreign Affairs (MoFA) organised a coordination centre in Bangkok to help embassies, tourists and representatives of foreign Governments. Ministry of Internal Affairs (MoIA) formed the crisis centre.	Prime Minister sends Navy ships to help the surviving citizens and tourists. Ministry of Public Health (MoPH) forms a rescue centre in Phuket and forms more than 100 teams of doctors who work in the field. National and international NGOs organise and start rescue actions to save the survivors.
27 December 2004	The Government established compensatory payments for certain losses of their citizens [3]. The Government opened bank accounts to receive donations.	Private sector helps in collection and distribution of help. Ministry of Industry (MoI) distributes from the air cans with cooked food.
28 December 2004	Citizens from affected area complain that The Government helps hotels and guests while NGOs take care of local people. Army air units provide further help.	Bodies of the dead are transported to hospitals for identification. The first team of United Nations Disaster Assessment and Cooperation (UNDAC) arrives.
29 December 2004	Government accepted external aid of pathologists to identify bodies; the Government is briefed about UNDAC's role which it did not understand: the Government says it does not want support for its internal coordination.	Death toll rises to 1,827 with Phang-Nga by far the worst affected. Over 80 organizations have arrived in Thailand. The UNDAC team deploys to Phuket to conduct a UN assessment and facilitate information sharing.
30 December 2004	Group of NGOs protested and claimed that a large number of people on the island of Phi Phi was affected due to late arrival of rescue teams.	Hundreds of volunteers from Government and NGOs prepare bodies. MoPH sets up surveillance system. Death toll rises to 2,394. World Vision (WV) undertakes an assessment and distributes 3,580 survival packs and other goods in the first week through the Thai Military.
31 December 2004	The Government announced the value of compensation to be paid to certain losses for personal and material damage.	Death toll rises to 4,360; Phang Nga toll doubles overnight
1 January 2005	100 people from Phi Phi protested for not receiving compensation payment from the Government.	Thai Red Cross donated vehicles to help save lives of affected population.
8 January 2005	The Moken ⁴ people return to their Surin Islands.	Raks Thai Foundation (RTF) helps rebuild temples and helps people who returned to Surin Island.
12 January 2005	UNDAC team recommended neutral coordination over international agencies included in projects related to disaster.	WV organization together with local Governmental offices organises return to Myanmar for 600 refugees. The process is voluntary.
18 January 2005	The Government announced that it would not ask for financial help but would accept any friendly donations. Over 5,000 people asked for psychiatric help.	WV group embarks on a project of constructing 475 buildings for temporary housing.

⁴ The Moken people, also known as Sea Gypsies, up until the 1980s, lived on boats year-around, stopping at islands in Thailand, Myanmar and Malaysia to collect water or food. This group now lives in a village on the Surin Islands in Thailand.



Fig. 1 Widespread destruction after the tsunami, source UNDP

Along with humanitarian help, the main focus was on environmental protection, psycho-social protection and renewing households⁵, protection of the most disadvantaged citizens and preparations for a possible future catastrophe. Regardless of certain omissions, the general impression is that the Government reacted on time and it proved very successful in solving certain urgent problems.

3. RESPONSE OF ROYAL GOVERNMENT OF THAILAND TO THE CRISIS

The Government reacted very professionally and responsibly to the crisis by providing forensic teams for identification of victims and by gathering and distributing help, which settled the basic humanitarian needs of affected communities. Public contribution in Thailand, private and NGO sector counts as extremely important in solving problems caused by the tsunami. The Government organized eight national sub-committees that coordinated the assistance programs including financial compensation to families whose members died in the tsunami, and a total of 285,000 people received assistance⁶. After providing emergency assistance to citizens, the Government engaged in projects that would provide long-term recovery of communities affected by the tsunami and their economies. With the help of local NGOs and the private sector, it assisted the recovery of fishing, tourism and agriculture. It took into account some measures of disaster protection, including the provision of psychosocial support to the victims of the disaster.

The process of rehabilitation of the people and places was made difficult by the fact that a lot of people had lost their personal documentation which would have proved their identity, their work ability or possession of movable or immovable property, and were for that reason deprived of help from Government agencies, including health protection, possibility to inherit material possessions after late members of the family and the like.

Many temporary settlements for victims of the tsunami accommodated people of Muslim religion who did not eat food which was not prepared according to Halal standards.

The Government provided free education only for children of up to 18 years of age, while students of up to 24 years of age had to provide means of education themselves, as their families were not able to support them financially [5]. The Government also denied help for children younger than 5 who attended kindergartens and who needed help to buy uniforms and pay the fees. Parents could hardly afford it, and as many of the parents from the communities did not attend schools, they did not send their children either because they did not understand the reasons why they should do so.

The Government, in collaboration with national and international technical institutions and NGOs worked on restoration of environmental damage caused by the tsunami which

⁵ To help households, the Government provided USD 85 for each household for purchase of white goods and USD 24 for clothes.

⁶ Total assistance received is by November 2005, almost a year after the catastrophe.

also included legislation regarding protection and rehabilitation of natural resources in the affected areas. The Government focused its attention and resources on establishing early warning systems and on establishing national disaster preparedness plan. As the situation called for strong coordination mechanisms, it was decided that the PM on behalf of the Government lead projects to help the recovery and coordinate national and international organizations and institutions that wanted to participate in the reconstruction of the coastal resorts of Thailand.

4. REVIEW OF INTERNATIONAL PARTNERS' CONTRIBUTION

The response to crisis following the tsunami was very effective. Thailand was able to quickly mobilize all the resources and both institutionally and financially respond to the disaster. The residents of Thailand showed their dedication and solidarity by volunteering and responding to many appeals of humanitarian organizations and local communities.

The Government did not send appeals for financial assistance to international community because it relied on its own institutions and resources, but it certainly welcomed the technical assistance from international partners, and particularly appreciated the assistance of international partners in technical expertise and equipment related to protection of urban environment and rehabilitation of affected communities, as mentioned earlier. In support of affected communities in Thailand, many foreign partners, institutions and individuals, sent the necessary assistance in goods.

The UN team, various bilateral agencies, non-governmental and international organizations contributed to support of USD 69 million for direct, as well as long-term reconstruction program⁷ (Fig. 2). The UN provided support to address short, medium, and in some cases long term priorities, especially in providing food aid to the affected population groups, including children and families of migrant workers and support to the most affected schools in terms of infrastructure repair, school supplies and transportation.

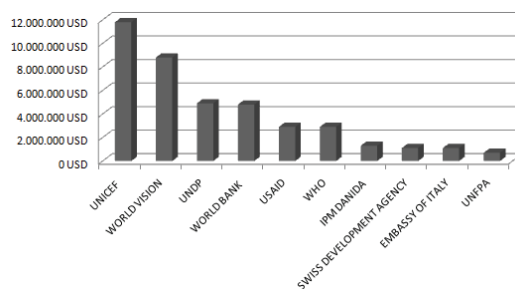


Fig. 2 Top ten international partners, allocations in USD as of 1 December 2005, according to Tsunami Development Assistance Database (TICA)

⁷ The said amount was a support of 45 international partners through nearly 200 projects implemented in support of reconstruction of affected southern parts of Thailand. The UN provided technical support to Thailand at estimated USD 23.4 million. Agencies having disbursed the highest amounts of funds for technical cooperation in support of Thailand's tsunami recovery include the United Nations Children's Fund (UNICEF) USD 11.9 million, WV USD 8.2 million, United Nations Development Program (UNDP) USD 6.09 million, the World Bank (WB) USD 4.84 million, United States Agency for International Development (USAID) USD 3 million, and the World Health Organization (WHO) USD 3 million.

5. THE UNITED NATIONS AND EMERGENCY ASSISTANCE TO THAILAND

In the first 24 hours after the disaster, the UN began consultations with the MoFA and on 27 December 2004 mobilized manpower that was ready to respond in emergency situations. They also arranged transfer of funds to assist and support coordination and logistics.

Within 48 hours UNDP provided USD 100,000 as initial support for emergency response [6]. Other UN agencies secured the emergency help in various other forms including emergency assessment of damage and conditions, which was conducted with partner institutions in the Government (Fig. 3). Certain age and sex groups were also provided with emergency assistance, as well as people who lost their basic means of subsistence.

Cleaning coastal ecosystems was considered one of the short-term priorities, particularly coral reefs and beaches, and the Ministry of Natural Resources and Environment (MoNRE) sent the request to United Nations Environmental Programme (UNEP) asking for expertise and support in carrying out rapid environmental assessments and preparing a quick response and action to the state of catastrophe⁸.

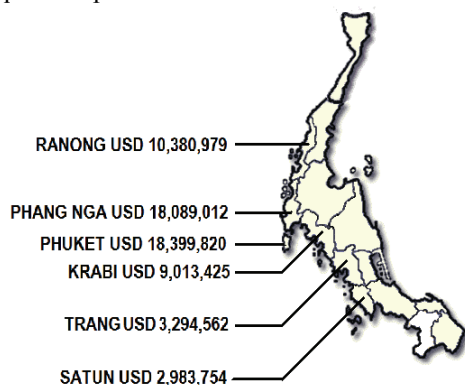


Fig. 3 Support from international partners by province, allocations as of 1 December 2005, according to TICA

UN Office OCHA based in Geneva, sent the UNDAC mission within 72 hours after the disaster which was based in Phuket where, from the beginning, they were introduced to the situation by the UN Resident Coordinator and Humanitarian Coordinator in Thailand. The mission remained in the area for three weeks and it helped local authorities in coordinating international assistance, and reported on events to UNCT and OCHA daily.

To ensure good coordination and joint response to the disaster by the UN Agencies in Thailand, the UN Humanitarian Coordinator established a Disaster Management Team (DMT), so that the decision-makers could meet regularly and work together on distribution and control of assistance that was coming (Table 2).

⁸ From 28 December 2004 to 12 January 2005, United Nations Office for Coordination of Humanitarian Affairs (OCHA) sent UNDAC team to assess the emergency needs. A joint United Nations Development Programme (UNDP), WB and Food and Agriculture Organization (FAO) mission was sent from 4 to 8 January 2005 to assess medium- and long-term impacts and possible partnerships in the areas of livelihood recovery as well as environmental rehabilitation. A joint UNDP, the United Nations Human Settlements Programme (UN-HABITAT), International Labor Organization (ILO), International Organization for Migration (IOM), United Nations High Commissioner for Refugees (UNHCR), United Nations educational, scientific and Cultural Organization (UNESCO), UNEP mission was sent subsequently from 10 to 13 January 2005 to assess the needs of government agencies, civil society organizations and the people in the fields of shelter and resettlement, employment, environment, migrant workers and indigenous communities and knowledge. The environmental sector assessment was led by UNEP. Based on preliminary assessments made, the Flash Appeal for the Tsunami-affected countries included a joint UNDP, FAO, UNEP proposal of USD 900,000 for improved environmental restoration and increased awareness of the role of natural resource management for natural hazard vulnerability and for protection of valuable fishing and tourism resources.

Table 2 Emergency Support of UNCT in Thailand

FAO	Fund for help to those in need after the tsunami that was formed by the MoFA and was given USD 20,000. About 10,000 farmers who harbored water culture and who were owners of fishing vessels, demanded help, but only 1,420 of them obtained compensation which allowed them to survive.
ILO	Agency sent a mission to analyze situation and assess the damage during the first four months of 2005.
UNAIDS	The Joint United Nations Programme on HIV/AIDS (UNAIDS) was active in increasing awareness of sexually transmitted diseases to 5,000 members of the army in the affected area who were working on providing support to local population. The Agency distributed contraceptives to them.
UNDP	In partnership with OCHA, UNDP purchased and delivered aid, consisting of generators, water filters, formalin and other chemicals as well as bags for dead bodies. UNDP also provided USD 100,000 for use of the MoFA for logistics and coordination.
UNEP	UNEP provided funds for the Government, which then provided technical assistance during assessment of environmental situation after the tsunami.
UNESCO	UNESCO provided certain funds that were used to form a comprehensive overview of the situation in the region.
UNFPA	United Nations Population Fund (UNFPA) as a direct assistance to the government provided a donation of USD 50,000 for distribution of first aid and a set of information brochures on how to behave in conditions of disaster for 60,000 users. It is also significant that 692 of migrant workers from Myanmar, who were illegally staying and working in Thailand in the tsunami-hit area, were voluntarily deported, with the assistance of UNFPA and WV [5].
UNHCR	UNHCR contributed USD 50,000 to the Fund for reconstruction after the tsunami, which was managed by the MoFA. These funds were used to provide shelters.
UNICEF	UNICEF provided temporary classrooms and equipped them with necessary basic equipment so that 2,000 children continued to attend school soon after the disaster. For children who attended school transportation was organized from shelters to schools and school fees were provided. Regular supply of water was provided for 12 temporary schools and the same was done for 2,000 families who found temporary refuge in shelters. This sanitary assistance included filtering water and drainage. Emergency assistance in the form of shelter, food, nutrition, health care, education, and information about children protection and sexually transmitted diseases was provided in 15 affected areas.
WFP	United Nations World Food Programme (WFP) provided food for more than 15,000 people, i.e. 3,000 families and provided meals for 11,255 school children in areas affected by the tsunami.
WHO	Provided support to the MoPH in conducting rapid assessment of health status and needs. The Ministry requested and received technical assistance in the form of information and guidance on how to perform successful forensic operations, information on psychological and mental health, health promotion, monitoring and reporting any potential epidemic as well as safety of drinking water.
Sub-total	USD 2.6 million

After the first week following the disaster, the UNCT initiated a long-term plan and rehabilitation program after the tsunami particularly emphasizing the question of social protection, livelihood recovery, shelter, environmental rehabilitation, migrant workers, and health issues. A joint UN mission visited the affected area in order to reduce political

pressure on local authorities which were relevant as partners in realization and implementation of projects and programs.

5.1. The UN Indian Ocean Earthquake and Tsunami Flash Appeal

The Government decided to accept technical assistance including assistance in reconstruction and rebuilding hospitals and schools [7]. For this reason, the UN agencies in Thailand participated in formation of the United Nations Flash Appeal to help carry out coordination and implementation of technical assistance. The Indian Ocean Earthquake and Tsunami Flash Appeal (IOETFA) was publicly launched in the first week of January 2005, but as significant funds had previously been collected from foreign Governments, NGOs and individuals, the Flash Appeal was not formed to raise funds and support, but served as an action plan, as a set of projects and programs in connection with the recovery, so that donors could have access and therefore control how and where their assistance was directed. They constantly made revisions and results were publicly presented so that implementation of the Action Plan, i.e. distribution of assistance through the IOETFA was transparent.

Regional part of the said plan was related to planning transition after a certain time from projects that were used for emergency relief to longer-term recovery and reconstruction needs. Thailand was in the transitional phase only two months after the tsunami, so that the UN system mobilized nearly USD 40 million for medium to long term recovery programming.

5.2. Challenges after emergency intervention

If we take the example of countries that were affected by the tsunami at the same time, such as Indonesia, Maldives and Sri Lanka, we come to the conclusion that Thailand did not encounter the same problems and did not approach the recovery process in the same way as the said countries. The reason lies in the fact that Thailand was then socially peaceful, i.e. there were no major civil or military conflicts and it had relative political stability and development economics.

Except immediately after the disaster, there was no need for large donations of food, a relatively small number of people were displaced, and even problems with drinking water and sanitary conditions were short-lived and were successfully overcome.

After the Government with its partners responded to emergency needs of the population whose lives were affected by the tsunami, new challenges appeared and needed to be resolved in order to help Thailand move forward by providing a sustainable recovery for communities and disaster areas. The following can be named as challenges after emergency interventions:

1. The need to address issues of land and other property ownership, housing for those who lost homes in the tsunami, especially the poor and affected communities;
2. Rights of migrant workers and children's rights;
3. Environmental rehabilitation and education of residents of coastal villages about systems of defense against natural disasters and preparation for adequate response to them.

Although it was generally considered that emergency and delivery of assistance ended two months after the disaster, some UN agencies continued to work in the field because their plans and goals for the restoration were placed as medium-term.

5.3. The UN support to coordination

A major concern of the Government and other partners in reconstruction was to coordinate international assistance, as many agencies that were active in the field reported lack of coordination at provincial and district level. It was necessary to avoid duplication of projects and programs and ensure greater participation of civil society. One of the changes raised by those concerns was installation of the database by the MoFA and its Agency for International Development, where all activities were stored related to duties, payments, disbursements, expenditures, donors, implementers, various sectors and locations, information on local authorities and NGOs as well as information about the UN system and its activities, all related to the recovery of Thailand after the tsunami. This information provided by the Government with the help of partners from Thailand and international community, could be used by every legal and natural person. Training was also organized for individuals to ensure that the database is timely and professionally updated.

The key objective of the Development Assistant Database (DAD) was to provide clear information on all projects of technical assistance or their location, implementation, donor, etc. DAD database also monitored the implementation of projects and programs in phases as well as the need of local authorities and agencies for certain types of assistance. With this information DAD attempted to provide security and avoid overlapping of activities and responsibilities. Transparency that is shown by this program is extremely important in reconstructions and rehabilitation after disasters. This project is part of assistance which UNDP provided for Thailand.

5.4. The UN support of long term recovery of the Tsunami affected settlements

From the beginning of rehabilitation activities and reconstruction of areas affected by the disaster, UNCT had a very important role and was strategically important in the process of supporting local authorities and NGOs in projects of long-term recovery (Table 3). Engagement of UNCT in Thailand consisted of two levels. First, the UNCT gave advice and provided technical support to Government agencies in relation to strategic issues and problems of local Governments including advice on coordination of reconstruction assistance, social protection, right to land and property, environmental protection and its management in times of disaster and crisis, and programs and projects aimed at preparing Government agencies and the population to natural disasters in the future. The second level involved a direct support to local authorities, NGOs and state organizations regarding empowerment of local communities and strengthening their capacities in order to organize themselves more effectively and make communication between the community and its representatives in the civil service better.

From activities of the UNCT team, we can conclude that there were some areas where engagement was considered a priority:

1. Recovery of some sectors of importance to survival of communities such as fisheries, agriculture and tourism;
2. Social security primarily for children and affected groups including migrant workers;
3. Recovery of environment where priorities were cleaning coral reefs and improved management of coastal area;
4. Activities to develop a system for early warning and preparedness activities for population, the Government and NGOs in case of natural disasters;
5. Activities to improve coordination of international support.

Table 3 Longer-term recovery and UNCT strategy for Thailand, according to The Community Organizations Development Institute (CODI)

Community livelihood recovery and empowerment	
Long-term program of assistance in reconstruction of fishing, tourism and agricultural sectors with priority given to reconstruction of affected communities to make recovery in a sustainable manner.	FAO ILO UNDP WB
Assistance to local communities in strengthening their capacities for self-organization in order to participate in decisions regarding renewal of community.	UNDP UNHABITAT WB
Protection of traditional culture and its promotion through programs and projects with special care about legacy of the Muslim and the Sea Gypsy communities.	UNDP UNESCO
Providing access to legal services and active involvement in disputes over ownership of land and other possessions, and the interest field of local communities.	UNDP UNHABITAT WB
Social programs for particularly affected groups of citizens.	
Strengthening national and local capacities for protection and fight against exploitation and other forms of abuse of affected children.	UNICEF
Projects and programs that lead to better health services for women and children and allow their education, while also trying to increase their engagement in local community activities.	UNFPA UNICEF WB
Increased access to social and health services including reproductive health services for migrant communities and other mobile communities.	IOM UNFPA
Environmental Restoration	
Protection and rehabilitation of environment and natural resources in coastal areas.	FAO UNDP UNEP WB
Strengthening capacity for integrated approach to coastal zone reconstruction and management of long-term strategic planning and protection.	UNDP UNEP WB
Strengthening management capacity at local and regional level for long-term management of coastal area reconstruction.	FAO UNDP UNEP World Bank Asian development Bank (ADB)
Readiness to respond to natural disasters.	
Strengthening capacity of local and district authorities and NGOs on effective implementation of the system for early warning of danger of natural disasters as well as readiness to respond to disasters that might happen in the future.	UNDP
Formulation and promotion of community-based disaster preparedness plans for tsunami and other natural disasters.	UNDP
Programs and projects that promote implementation of plans for preparation for disaster and actions after the disaster in national, regional and local development plans and budget allocations.	UNDP United Nations International Strategy for Disaster Reduction (UNISDR)
Coordination of international assistance.	
Providing help in strengthening mechanisms and capacities of the Government to coordinate international community, institutions and individuals for long-term recovery of Thailand.	UNDP

The UN worked with partners on programs to help individuals, families and communities to restore livelihood, and to advocate sustainable planning and resource management of their place and country. UN agencies in Thailand had their proposals enclosed to a common regional fund of the UN and the funds raised that way were collected globally for all countries of the region which were destroyed in the tsunami. That way UNCT received USD 30 million for its activities while the additional USD 10 million were obtained from other sources, i.e. from the budget of agencies within the UNCT. As the regional fund was established only for a certain period of time, all the assets from the fund were withdrawn by the end of June 2006. Although the UN fund for prompt reaction was quickly mobilized and although priority projects were formulated in record time, it took a long time for the projects, and means for their realization and implementation to be granted. As some UN agencies used funds intended for regional activities, and some were not leaders of the project, but acted with one or more partners, it is clear that administration was complex and that financial support was not available immediately.

After six months the situation in relation to the fund for emergencies was such that UNDP and UNFPA were still waiting for money to start projects. As a similar case was reported in previous actions of the UN in reconstruction processes after disasters, some of the agencies applied only with projects for the medium- or long-term recovery. These agencies are the ones that are considered not to have immediate role in reconstruction process such as the IOM and the World Bank. As not all the agencies began their projects at the same time, and as some waited to be donated six months after the disaster, it is difficult to determine the measurable success of entire six-month effort and reconstruction projects.

In addition to the USD 40 million to assist the UNCT in reconstruction of southern Thailand through programs and projects, the UN System in Thailand also supported the Government in various national or regional actions, and some of these programs were:

1. Regional workshop aimed at sharing lessons learned from the region and formulating regional strategic framework for rehabilitation of fisheries, agriculture, forestry, and credit financing reconstruction. The workshop brought together donors, UN agencies and regional organizations;
2. FAO established the Regional Consortium for fisheries that would share information, improve coordination and focus on activities related to sustainable development;
3. UNICEF established the inter-agency Coordination of major Governmental and non-governmental agencies whose involvement is related to social protection and care of children in the area affected by the tsunami;
4. UNDP and FAO gave a support to the Thai Government's Technical Assistance Coordination Sub-Committee, as well as taking the lead in establishing and management of inter-agency taskforces for coral reef rehabilitation, reconstruction of local communities and reclamation of landslides;
5. UNDO gave a strategic support to the MFA, Thai International Development Cooperation Agency, which received an order from the PM to coordinate international assistance for long-term restoration of endangered zones;
6. UNESCO was supporting projects that treat post-traumatic stress with the help of the traditional performances, in cooperation with the Asia-Pacific Performing Arts Network – APPAN;
7. ILO and IOM in cooperation with the MoL and MoPH and several agencies of NGOs, were active in relation to documentation and registration of migrant workers in tsunami affected areas;

8. UNEP was active in rehabilitation and management of coastal zones in the region affected by the tsunami. UNEP contributed to the development of principles for post tsunami rehabilitation and reconstruction. Additional activities were conducted to strengthen regional cooperation for tsunami waste management, coastal zone management, integrated sustainable development strategies and disaster management.

6. CONCLUSION AND RECOMMENDATIONS

Coordination for some activities in the tsunami affected Thailand overlapped or the activities were repeated and as the funds from grants were not always available the organization had its drawbacks. As some of the NGOs left the area of activity, efficiency in services and coordination improved. For members of local communities, affected by the tsunami, livelihood recovery was the matter of highest priority. A number of organizations accessed the same problem of local communities in different ways and communication and coordination of projects and programs was critical. Thailand did not have the best solution to manage coordination between the Government, the UN Agencies and NGOs. Some of the NGOs such as CARE, which is a leading humanitarian organization fighting global poverty, RTF, and WV had a significant role in promotion of leadership. Some of the non-governmental and non-profit agencies such as CARE, RTF and WV had very poor cooperation because they regard each other as competition and try to provide additional funding so that their projects and programs can continue and develop.

It seems that the most successful coordination occurred at the sub-provincial or sub-district levels. In Thailand the number and types of different initiatives is not known.

The Government is obliged to promote cooperation on local, national and international level, and potential areas in which inter-agency cooperation is possible are numerous, including training, data collection, mapping, projects and programs, and so on. It is necessary to improve efficiency in managing recovery actions and respond better if in future Thailand is faced with crisis caused by a natural disaster. Some of the recommendations are:

1. It is necessary to cooperate in forming a database of experts who could immediately respond to emergency calls for help to rebuild after a disaster. These specialists would be resources for implementation and monitoring of projects and programs;
2. It is necessary to clearly identify the parties who are interested in taking part in reconstruction process and define them as such, i.e. their sectoral interests, and the location they cover by their activities;
3. The Government and the UN Agencies should share responsibility with the NGO sector in order to foster partnerships and create trust, which would be the key factor in possible further actions to recover communities and their settlements after natural disasters;
4. Cooperation should be intensified with all factors that can contribute to improvement in dialogue on land rights and other property and the rights of migrant and minority populations;
5. It is necessary to improve water supply and sanitation in temporary settlements in target areas. In addition to that, future training of coordinators is proposed to address waste issues as well;
6. Inter-agency working group, as a shared resource should enable easier monitoring and control in the field in early stages, and other stages of reconstruction;

7. Adequate attention should be paid to human resources or training to enable people in affected zone as well as internally displaced people to find jobs more easily and thus regain their monthly income. In that way they will be able to partially or fully fund renovation of their property. It is essential to ensure equal opportunities for women;
8. It is necessary to allocate more resources and human capacities to take care of victims of disaster who have consequences on mental health;
9. Plans must be developed for organizational preparedness for natural disasters, which includes a strategy that would point to the possibility of easier access to population living in remote areas and the way to alert and animate a large number of people who might be helpful in solving problems of humanitarian catastrophe;
10. Being sure about the method and efficiency of using resources, particularly because spending must be based on plans coordinated at national, provincial, district and local levels. If for some reason, donor funds cannot be used; those funds should be returned so that the donor can shift them to other programs;
11. It is necessary to improve cooperation with communities and empower them so that they can take active part in development of common strategies for strengthening communities to be prepared for potential natural disasters.

In Thailand, coordination among international organizations during the first weeks after the tsunami was extremely poor. After this period there was a visible improvement, but only marginally.

The UN stated that the Government did not seek international assistance in reconstruction of affected places and for people but the UN Agencies found their way for working through various projects and programs.

The UNDAC team had its purpose, mission and activities presented to the Government. Assessment of situation was carried out by almost all UN Agencies separately, and they did not share, unify or compare their results. National Government clearly supported re-establishment of tourism industry, and declared that action as a priority, while they supposed that the UN and NGOs with the provincial and local Government should take care of recovery.

Most participants in the process of recovery considered that meetings of coordinators were generally used to discuss detailed sectoral issues while the overall picture of the situation and issue of recovery remained less covered.

Competition among UN and other agencies, working in a field, for recovery is the main issue to be considered by all actors. Recommendations for inter-agency coordination and collaboration in the future disaster recovery scenarios are:

1. Implement regularly joint trainings to develop capacities of Government agencies, local communities and other agencies of the NGO sector on issues such as disaster preparedness and disaster risk reduction, rapid assessment, monitoring and evaluation. This would actively involve local communities in the process of training and subsequently in action;
2. Joint research in the field should be conducted in order to collect relevant data on characteristics of certain groups and the role of individuals in local communities so that findings could be used as a contribution to development of projects and programs;
3. Inter-agency cooperation should be reflected in several unique recommendations that all interested parties could use, including local partners. In addition to recommendations, it is important that there is a unified database and information center where it would be possible to have access to all current activities of all agencies in the field during the post disaster recovery actions.

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ULOGA I DOPRINOS UJEDINJENIH NACIJA U OBNOVI TAJLANDSKIH NASELJA POGOĐENIH CUNAMIJEM

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Ovaj rad ima za svrhu da analizira uticaj Ujedinjenih nacija na obnovu tajlandskih naselja nakon cunamija 2004. godine, kao i da analizira blagovremenost i prikladnost sprovedenih akcija kao hitne odgovore UN Agencija na humanitarnu katastrofu izazvanu cunamijem. Ovaj rad će nakon analize angažovanja UN Agencija i njihovih aktivnosti na obnovi, prezentovati naučene lekcije i predložiti preporuke kojima bi se poboljšalo reagovanje na humanitarnu katastrofu u vidu sprovođenja akcija UN-a na obnovi naselja i pomoći stanovništvu. Rad će analizirati rezultate i dostignuća UN Agencija na obnovi kroz određene karakteristične vremenske periode. Rad će obuhvatiti analizu koordinacije između UN agencija u procesu obnove, navodeći primere dobre prakse, ali i propuštenih prilika kako bi u narednim sličnim vanrednim stanjima UN Agencije mogle da revidiraju svoje akcije i time poboljšaju efikasnost i kvalitet programa kroz sve faze delovanja u budućnosti.

Ključne reči: Ujedinjene Nacije, Tajland, cunami, humanitarna katastrofa, hitno planiranje, obnova.