



Post-Quake
Reconstruction
in Nepal:
What Next

Fact-Finding Report

November 2017

CASE STUDY: MAITA GURUNG

Age: 70 years | Address: Dudhpokhari-1, Lamjung

Seventy years old Maita Gurung a divorcee, has been living with her son in a rural village, Dudhpokhari-1 Lamjung. Currently, her son, who is 35 years old, has a frequent health problem. Most of the portion of her family's earning from agriculture has to be spent for his treatment; hence, very minimal amount is left for fulfilling basic needs for the family. Her son with other trained technicians in a community works in a rebuilding construction site in a same village where they have been living. Like many other houses in her village, her house was also destroyed by the earthquake of April 25, 2015. Due to limited income of her family, they are compelled for living in the damaged structure with slight maintenance. Her wait is still on for support amount declared by the Government for constructing her building.

After the devastating earthquake in Nepal, she has been supported with 3 bundle of CGI sheet for the construction of Temporary shelter, various kinds of saplings supports in order to increase their food security in future and huge supports to construct their Permanent shelter by non-government organisation

As Governmental Policies (NRA-body) take long time to publish the name list of earthquake affected households in Lamjung district, her families are constrained living in temporary shelter for long time and faces many physical and mental difficulties. Now after the support she got newly constructed permanent shelter her families are extremely happy and feel much secured against seismic disaster. According to her opinion, now she feels very safe against winter and rainy season and obviously against natural disaster like earthquake aftershocks and their impacts. Her families along with others villagers are very happy and thankful with this permanent shelter supports along with other livelihood supports.



a) *Living in Temporary Constructed Shelter after Devastating Earthquake in Nepal on 25th April 2015.*



b) *Newly constructed Seismic Resilient permanent shelter in Dudhpokhari Rural Municipality in ward No. 1, Lamjung.*

Acknowledgements

This report “**Post-Quake Reconstruction in Nepal: What Next?**” is based on the fact-finding mission carried out by Humanitarian Accountability Monitoring Initiative (HAMI) during the months of July and August 2017 in the earthquake affected districts. The report mainly reflects the current reconstruction situation in the communities where the government has invested a huge capital for the reconstruction activities. I thank Dr. Padma Prasad Khatiwada who rigorously worked to provide insight and expertise and develop this report.

I appreciate the support of Association of Community Radio Broadcasting (ACORAB) who coordinated for identifying the team of the fact finding mission from the districts and oriented the local broadcasters. Thanks are due to the field team who sincerely organized field works for collecting necessary data and supplying them to the central office of HAMI.

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Min Bahadur Shahi

Convener, HAMI

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Acronyms

ACORAB	Association of Community Radio Broadcasting
CCDN	Central Coast Disability Network
CEDF	Clean Energy Development Fund
CEO	Chief Executive Officer
CSO	Civil Society Organisation
CSRC	Community Self Reliance Centre
ELCA	Evangelical Lutheran Church in America
HAMI	Humanitarian Accountability Monitoring Initiative
LWF	Lutheran World Federation
NRA	National Reconstruction Authority
Oxfam	Oxford Committee for Famine Relief
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development

Executive Summary

This fact finding mission was carried out in the earthquake most affected nine districts, namely, Bhaktapur, Dhading, Dolakha, Gorkha, Lamjung, Makwanpur, Nuwakot, Rasuwa and Sindhupalchowk. The mission focuses on **post-quake reconstruction undertaken by the government, particularly progresses made so far, problems faced by the affected communities and way out for future speeding up the campaign.** In the selected earthquake affected districts¹, **50 households, 25 households from each local level,** were selected based on consultation with the local resource persons as well as stakeholders from the respective areas. For this, at least two local levels were selected ensuring balance between urban and rural municipalities. From each of the selected municipalities, one ward having highest level of destruction due to earthquake was selected from these selected local levels. The selected ward was divided into four clusters. Among them, one of the clusters was selected using lottery method. From the selected cluster, the 25 households were approached for administering the questionnaire. Similarly, qualitative checklist was administered among the selected stakeholders in the districts or the selected local level. They were organizations working in disaster or reconstruction campaign, political parties, and government officials.

Effectiveness of Reconstruction

- Out of 450 respondents met by the field team for the purpose of the fact finding, more than half (60%) were male

¹ Bhaktapur, Dhading, Dolakha, Gorkha, Lamjung, Makwanpur, Nuwakot, Rasuwa and Sindhupalchowk.

followed by two-fifths female. Of them, nearly one quarter (24.5%) were senior citizens with around 6% aged 75 -91.

- A large majority (70%) of the selected respondents belonged to the Janajati groups followed by around one quarter (23.3%) Brahman/Chhetri communities. The Dalit community represented 6% whereas only four families from Gorkha represented Muslim community.
- Half (50.2%) of the selected earthquake affected families were found staying in the temporary shelter, an overwhelming majority (92%) in Sindhupalchowk and from Dolakha and Rasuwa each were 66%.
- Nearly one-fifth (18.4%) were found building new house, nearly one-third (27.1%) returned to their cracked old house, and 4% of them were found staying in rented house.
- A large majority (90.9%) of the respondents were found enlisted in the government list of affected families, nearly one in every ten (9.1%) was found not listed.
- An overwhelming majority (96.6%) of the households were listed in the category A, that is, complete loss, followed by 3% as partial loss.
- Slightly over one-fifth (22%) of them expressed of not having the first instalment offered by the government.

- As reasons, nearly one quarter (23.7%) of them responded that the contract was delayed due to various reasons. More than one in every 10 expressed that they did not have land registration certificate in their own name. Others said they could not build house because they were alone, had unsafe land or now no land after devastation.
- Over half (55.2%) of the households stated that they have started building new houses followed by 44% who have not yet started building houses.
- More than three quarters (76%) said they followed government designs to build their houses. However, remaining one quarter did not follow the government offered designs.
- Nearly one-third (29.5%) responded that the government's designs were made available after they had started building houses followed by support amount very less to build the house as per the design (6.8%). Some other reasons were that they could not afford the government's design and were not suitable too. Some of them also expressed that the designs do not meet the local reality such as the veranda which was not in the design.
- Those starting building new houses (N=179) or completed during the time of the survey, nearly two-fifth (36.3%) each expressed obtaining the second instalment or are 'in the process'.
- Among the respondents reporting to have been left out in the government's beneficiary list, nearly one-third (29.3%) said that two or more families were staying in one house with separate kitchen but the government approved only one. Some of them also accused the government surveyors to have "conspiracy" on them.
- With regards to compliance, over three quarters (78%) had reported to file case. However, almost none expressed that their case was properly heard by the government.
- Of the total 140 households not building house even after obtaining the first instalment, slightly over one quarter (25.7%) expressed that the support amount is very less and the rest they couldn't raise through loan. Over one-fifth (20.7%) expressed that the season summer time. Almost equal (17.9%) expressed that they live alone and are occupied with several household chores to plan for new house.
- The respondents also raised some practical problems for not building houses even after getting the government support, as for example, land not suitable to build the house, problems faced in supplying timber, flood, shortage of labour and landlessness.
- Nearly two-thirds (62.9%) of the respondents said they met with government agencies to consult for ideas in building their houses. Of them (283 respondents), 88% had obtained counselling with regards to new house reconstruction. However, 35 respondents did not obtain such consultation even though they had met these personnel.
- A large majority (77.7%) found the consultation useful. Among those responding as the consultations not being

useful, almost half (46.6%) expressed that the consultations were not practical.

Issues and Demands of the Affected Communities

- Displaced families returned to their places of origin despite growing risk of landslides- in Haku area of Uttarganga, Rasuwa where more than 750 displaced households are now returning to the same place despite dangers.
- In some places exact loss of lives has not been identified yet. In Rasuwa, more than 98% of the houses were demolished due to earthquake. The government data shows the total death toll reaching 681. However, more than 150 persons are reportedly missing. More than 770 wounded people including senior citizens, pregnant and breastfeeding women as well as children are compelled to spend their lives in the temporary shelters until now.
- Health hazards escalated as almost all the health facilities of the earthquake hit areas were **divested** causing severe crisis of trained health workers and the medicines. Although repairing and re-building of the health facilities has been sped-up, the problems of the landslide areas have not been solved. Still considerable efforts have to be done from government as for executing plans for building the new in almost all the landslides areas because displaced families have been living in acute shortage of health services.
- The earthquake caused a heavy loss of water resources in the affected hilly areas. In places like Sangachowk of Sindhupalchowk, Kalinchowk of Dolakha, Gosaikunda of Rasuwa, Meghang of Nuwakot, Nilakantha of Dhading, the local communities facing acute shortage of water in their localities. According to them, water was sufficient prior to earthquake but it depleted due to the tremors of the quake and the inside ground water shifted its course towards down outlet.
- Controversy of opinions among technicians is another concern. In Makwanpur, as reported by the selected CSO members, the versions of the engineers between the local body and those deputed from the centre varied greatly. The local engineers supported the view of the local people to build the personal houses using available and accessible local resources, financial capability and supporting to the day to day basic needs for family, the engineers deputed from the centre put strong reservation against this and pressured the local communities to strictly follow the house designs sent from the centre.
- Settlement relocation: The National Reconstruction Authority (NRA) has so far identified 136 settlements that need to be relocated. Among them, 58 need complete relocation, and the rest partial relocation. There are 2,619 households in these 136 settlements. To expedite the process of relocation, NRA has begun inspecting these settlements. One of them, for example, is the Selang in Sindhupalchowk.
- Reconstruction Issues: In many areas, the displaced families were found having no

contract paper for the financial support. Although the government has announced a policy of supporting NPR 200,000 for the relocation, that is, to buy land, this has not been materialized.

- In most of the study areas like in Nuwakot, Rasuwa and other areas, the affected families have not started reconstructing their houses. Although these families are reported to have obtained trainings, the areas to build house have not been identified as reported by the displaced families.
- The affected families were found aware of their compensation due to the loss caused by the earthquake. They have been complaining of not obtaining the allocated amount by the government. A kind of psychological effect was clearly seen among these affected families, that is, they have been listed as affected ones and are eligible for obtaining government's support programme they have found difficulty to identify land and buy it for building house due to challenges faced for executing contract procedure.

Multi-stakeholders coordination

- The government authorities have been identified in furnishing multi-stakeholder coordination and cooperation. The NRA and Good Governance and Monitoring Committee of Parliament had been found organizing meetings from time to time for the effective cooperation and collaboration among inter-governmental as well as international and non-governmental organisations.

- Various organisations were found contributing to the post-earthquake reconstruction aftermath the earthquake. Among them, USAID, Oxfam in Nepal, Plan Nepal, Nepal Red Cross, Actionaid Nepal, Lutheran World Federation (LWF), and several United Nations organisations (UNFPA, UNICEF, UNDP, UN Habitat, and UN Women) were mainly quoted by the respondents and the stakeholders. Some new organizations were also identified supporting the earthquake affected areas, such as Tear Fund, Central Coast Disability Network (CCDN). Evangelical Lutheran Church in America (ELCA), Clean Energy Development Fund (CEDF) and others.
- However, a mapping of who is doing what and what lacks actually in the field of reconstruction is the area this study could not properly diagnose due to the limitation of the study itself.

To sum up, the earthquake affected families are reeling in trouble as they are still compelled to be in temporary shelters even after over 30 months of the great earthquake. The government was found to be strict for enlisting and releasing the promised packages to some of the genuine affected households. The relief packages announced by the government are not easily accessible to the affected families. They have spent for months or more than a year even for considering from legal hurdles even for minor concerns. The process is not proactive towards the genuine issues of the affected households. The affected families do not get easier way out for obtaining the packages when the land owner is abroad, or dead, separated or divorced. They furthermore explained of having problems to find raw materials like timber, building materials, and masons for rebuilding their houses.

Chapter I

Introduction

1.1 Earthquake Disaster Management: Where Are We?

The devastating earthquake on 25 April 2015 and its aftershocks caused nearly one million losses of the households. Another government survey reveals that 996,162 households, out of which, 767,705 were found eligible for housing grants. The government also identified 24,991 houses were retrofitted and as many as 640,809 houses were made contract for housing grant. According to the government, the number of households to receiving first tranche/instalment is 615,447, whereas only 80,441 households have received the second instalment of the government's grant and not more than 9,000 households have received the third instalment.¹

The government data further reveals that very few houses have been reconstructed so far and around 150,000 are under construction. This data of progress is much less compared to the number of affected households, that is, 996,162. The National Reconstruction Authority (NRA) has also reported data related to grievance management. Out of total grievance registered 205,634, almost of them have been reported to have made revision by the government.

¹ www.nra.gov.np.

Despite these progresses reported by the government's authority for reconstruction of earthquake losses, issues of grievances have been coming out. Even after nearly three years of the devastation, the affected families have not been in the list of beneficiaries. For them, the reconstruction issues have been diluted severely in the quagmire of complicated laws and policies related to land registration, tenancy, property sharing, and definition of families/households. As a result, those farmers cultivating land for hundreds of years without land registration certificate, extended families with verbal agreement of property share, separated, single or divorced women, and those whose husbands or male members are abroad and the property is in their name are getting problems to get grant.

1.2 Reconstruction: An Opportunity or a Burden?

“Strengths” and “shortcomings” of the response and recovery in the last two years and on the way forward are the much heard buzz words in Nepal aftermath the devastating earthquake. Issues of sustainable and resilient recovery needs to be addressed effectively. Commitment to meeting the needs of the most vulnerable communities by the government, non-government or private

sectors cannot be just rhetorical or remain at the theoretical level in planning, this has to be articulated clearly in project activities. Unfortunately, many commitments made by the respective sectors have yet to be materialized. While there are many lessons to be learned from Nepal's post-earthquake reconstruction, the most important is that we need to plan as rigorously as possible, but also leave room to be flexible, open to mid-course corrections, adaptable and responsive to unforeseen problems, to reach the unreached, to continuously learn from our own experience and that of other countries' recovery operations.

1.3 Why This Fact Finding?

HAMI has regularly been building public fact-finding reports on Nepal's post-quake situation. Some of them are Reflection Report of HAMI Initiative to Accelerate Effective and Inclusive Reconstruction Process – 2015 (HAMI, 2015), Building Resilience, Rebuilding Lives Findings from the Ground (HAMI, 2015), Life After Devastation: Findings from the Ground (HAMI, 2016), Peoples Caravan on Reconstruction and Recovery (HAMI, 2017). This report is another series of HAMI Campaign to add a brick towards Nepal's reconstruction.

This fact finding mission was carried out in Bhaktapur, Dhading, Dolakha, Gorkha, Lamjung, Makwanpur, Nuwakot, Rasuwa and Sindhupalchowk districts. The mission focuses on post-earthquake reconstruction focusing the

government's progress on reconstruction, the issues and concerns of the affected communities as well as roles played by the non-government agencies as well as international communities. The mission also focuses on the preparedness of government on emergency/disaster, government accountability; follow up mechanism of grant distribution, local government planning process, local/district agencies service delivery mechanism, to bring out the voice of voiceless. Social reconstruction and status, issues of landless communities will be exposed by this.

HAMI had undertaken fact finding mission after the devastating earthquake in Dhading, Dolakha, Gorkha, Kathmandu, Nuwakot, Rasuwa, and Sindhupalchowk districts in November 2015 to identify peoples and communities' voices on recovery and post-earthquake reconstruction in the aftermath the April 25 earthquake. Similar study was conducted in June 2015 focusing on rescue and relief operations. HAMI conducted the fact finding mission not only in earthquake-affected areas but also in the flood affected areas of Koshi and Surkhet and bring out the voice of the flood affected communities and provided recommendation to the government.

The audience of the findings from the affected communities is targeted mainly on the newly elected local level authorities who are responsible to bring the concern of voiceless and create positive pressure to address those issues.

1.4 Objectives of the Study

The main objective of this fact finding is to identify the status of post-quake reconstruction focusing the government's progress on reconstruction, the issues and concerns of the affected communities as well as roles played by the non-government agencies as well as international communities. The findings are supported with stories, anecdotes. The findings have, furthermore, raised the voice of the affected communities by creating a two way dialogue forum between policy makers and affected communities.

1.5 Methodology

In the selected earthquake affected districts², 50 households, 25 households from each local level, were selected based on the consultation with the local resource persons as well as stakeholders. For this, at least two local levels were selected ensuring selection of urban municipality. One ward having highest level of destruction due to earthquake was selected from these selected local levels. The selected ward was divided into four clusters. Among them, one of the clusters was selected using lottery method.

From the selected cluster, 25 households were approached for administering the questionnaire. Qualitative checklist was administered among the selected stakeholders in the districts or the selected local level. They were organizations

working in the selector of disaster or reconstruction campaign, political parties, and government officials.

For the smooth operation of the field work, local resource persons were identified in the respective districts and they were given orientation in Kathmandu. The trained local resource persons in the district administered questionnaires, interviewed. The information collected from the field was taken as primary source of information through focus group discussion, key informant interview, questionnaire survey, case studies.

1.6 Study Limitations

- i. This report reflects the findings of the sampled areas and thus may not be suitable to generalize the whole scenario and context of post-earthquake reconstruction in Nepal.
- ii. The beginning of the study plan started with ambitious ideas of monitoring reconstruction as well as role of the stakeholders (both government and non-government organisations). During the field study, it was realized that all sectors issues were harder to fit in single study. Therefore, some of the planned ideas like multi-stakeholder coordination and role of the international community have been sparsely mentioned in this report.

² Bhakutapur, Dhading, Dolakha, Gorkha, Lamjung, Makwanpur, Nuwakot, Rasuwa and Sindhupalchowk.

Chapter II

Effectiveness of Reconstruction

2.1 Status of Affected communities/houses

Status of affected communities/houses is analysed in terms of complete damage, partial damage and less damage.

Table 2.1: Distribution of respondents by selected socio-demographic characteristics

Out of 450 respondents met by the field team for the purpose of the fact finding, more than half (60%) were male followed by two-fifths female. Of them, nearly one quarter (24.5%) were senior citizens with around 6% aged 75 -91.

A large majority (70%) of the selected respondents belonged to the Janajati groups followed by around one quarter (23.3%) Brahman Chhetri communities. The Dalit community represented 6% whereas only four families from Gorkha represented Muslim community.

The main source of income of these families was agriculture (76.7%). Whereas over three quarters had their own agriculture nearly 1%, particularly from Sindhupalchowk, Nuwakot and Bhaktapur did not have their own agricultural fields and were involved as agricultural labourers. Those involved as non-agricultural labourers are in every 80 and those involved in hotel/trade or tourism occupations were 6% followed by almost equal in service sectors.

Characteristics of respondents	Value (%)
Gender	
Male	60.0
Female	40.0
Age group	
18-24	5.8
25-39	26.0
40-59	43.8
60-74	20.7
75-91	3.8
Caste/Ethnicity	
Brahman Chhetri	23.3
Janajati	70.0
Dalit	5.8
Muslim	.9
Average family size	5.7
Main source of income	
Agriculture	75.8
Agricultural labourer	.9
Non-agricultural labourer	7.6
Driving	1.6
Foreign Labour	1.8
Hotel / Trade / Tourism	6.2
Service Sector	5.6
Dependent	0.7
Level of education attained by family	
Illiterate	6.0
Literate only	8.0
Elementary level (Grade I – VIII)	17.3
Secondary level (Grade IX, X and SLC/SEE)	27.8
Higher secondary level (Grade XI, XII or equivalent)	29.6
BA or equivalent	8.9
MA or equivalent	2.4

This study has identified 6% households of the selected 450 earthquake affected ones being illiterate, that is, none of the family members can read, write. Similarly, 8 % families has not attended school and they can read, write. Although nearly one-third (29.6%) of the families are with higher secondary level education, the percentage of higher education among the families is quite few, that is, 2.4%.

2.2 Affected families with status of current settlement

Table 2.2: Distribution of respondents by status of current settlement

Half (50.2%) of the selected earthquake affected families were found staying in temporary shelter. An overwhelming majority (92%) from Sindhupalchowk were found staying in the temporary shelter followed by Nuwakot (88%) and Dolakha and Rasuwa each (66%).

Affected families(N= 450)	Value (%)
Current stay	
Temporary shelter	50.2
New house	18.4
Old house with cracks	27.1
Rented house after leaving the shelter	4.2
Status of affected households with government list	
Yes	90.9 (409)
No	9.1 (41)

Nearly one-fifth (18.4%) were found building new house. However, nearly one-third (27.1%) had returned to their old house with cracks, and 4% of them were found staying in rented

house. Although a large majority (90.9%) of the respondents were found enlisted in the government list of affected families, nearly one in every ten (9.1%) was found not listed in the government list, of them 12% were from Dolakha whereas very few (2%) were from Lamjung.

2.3 House reconstruction progress

Those households (N= 409) listed in the government's records were further asked the types of losses they were marked for the reconstruction of the houses.

Table 3.2: Distribution of respondents by status of loss and receipt of first instalment

An overwhelming majority (96.6%) of the households with records of enlisted as beneficiaries by government expressed of having this list in the category A, that is, complete loss, followed by 3% as partial loss. Of these families slightly over one-fifth (22%) expressed of not having the first instalment offered by the government.

Beneficiaries by govt (N= 409)	Value (%)
Types of losses	
Complete loss	96.6
Partial loss	3.2
Normal loss	.2
Status of first instalment	
Obtained	78.0
Not obtained	22.0

Those not obtaining the first instalment of support by the government were further inquired, who

have mixed responses.

As many as one quarter (23.7%) responded that the contract was delayed due to various reasons. More than one in every 10 expressed that they did not have land registration certificate in their own name. Some other responses given by them are due to being alone, unsafe land or now no land to build house. One of them, a person from Makwanpur also charged that the surveyors deputed by the government have made a mistake in listing and they do not want to make a correction.

Table 2.3: Distribution of respondents by status of house reconstruction

House building status (N = 319)	Value (%)
House building	
Started	55.2
Not started	43.9
Completed	0.9
Government design (N=179)	
Followed	76.0
Self-designed	24.0
Second instalment	
Obtained	36.3
Not obtained	16.2
In the process	36.3
No response	11.2

Out of the 319 households who had obtained first instalment by the government, slightly over half (55.2%) stated that they have started building new houses followed by 44% who have not yet started building houses. Three houses, all of them were from Rasuwa, were reported completed.

More than three quarters (76%) said they used the designs supplied by the government for building

their houses. However, one quarter did not follow the government offered designs. While inquiring about the reasons, nearly one-third (29.5%) responded that the government's designs were made available after they had started building houses followed by support amount very less to build the house as per the design (6.8%). Some other reasons were that they could not afford the government's design and were not suitable to some extent. Some of them also expressed that the designs did not meet the local reality such as the households need *veranda* which were not provided in the government design.

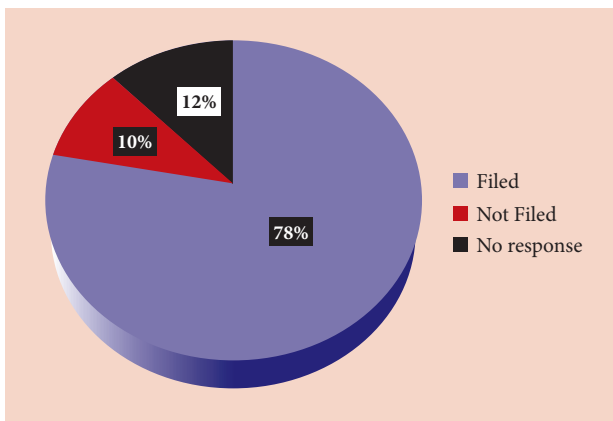
Those who start building new houses (N=179) or completed during the time of the survey, nearly two-fifth (36.3%) expressed of obtaining the second instalment followed by almost equal 'in the process'. However, nearly one fifth (16.2%) expressed of not obtaining the second instalment, many of them were from Dolakha (27.6%).

2.4 Reasons for Inadequate Support by Government

The selected households reporting to have been left out from government's list of beneficiaries were asked the reasons, who gave mixed responses. Whereas nearly one-third (29.3%) responded that the two or more families are/were staying in the one house with separate kitchen but the government approved only one. These families were separated by their understanding only but without building any legal document of property share. However, the government followed the legal procedure and did not give

any recognition to the verbal agreement of the separation of the families. Some of the families expressed that their houses were joined with another house and it created difficulty to destroy completely and asked the government for support. They approached the government for their issue which said, "To clear the house first".

Figure 2.1: Status of compliance



Some of them also accused the government surveyors "To have conspiracy on us". According to one of the female Janajati respondents from Indrawati Rural Municipality said "The government people heard others but not our and intentionally cut our name from the list." Two affected households from Dhading and one each from Nuwakot and Gorkha expressed that the government survey team came to their houses, listed as affected house but which did not appear in the final list. Some of the households such as from Siddilek of Dhading complained of having listed by the government's list earlier but was disappeared in the final list of the affected house. Some families from Meghang of Nuwakot expressed that they have been displaced due to having no land or the land swept away and thus not listed in the list. Some other reasons as

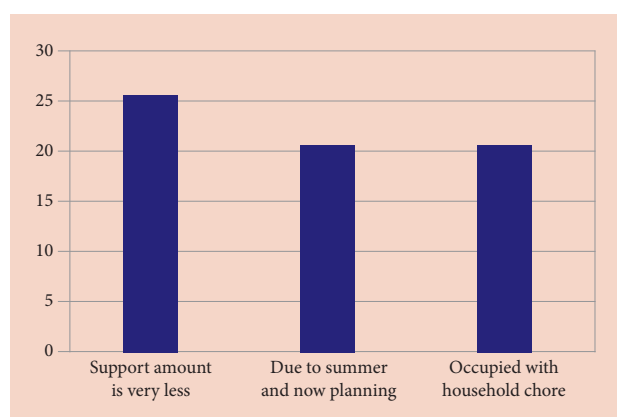
expressed, "left out as no one at home during survey, house in public land and as staying in another house".

Those earthquake affected households not listed by the government were further inquired if they made complaint. Over three quarters (78%) had made complaint. One of the female respondents from Siddalek, Dhading said, "There is no one to speak on our behalf." Many of them complained that the engineers deputed by the government have not reached their places to inspect and verify their case. Some of them have also heard that the local level will hear the case but as they reported, none of the local levels were found involving in settling the cases of compliance.

2.5 No Reconstruction despite Support

A total of 140 households reported not building house even after getting the first instalment. Selected respondents from these households have given mixed responses. Whereas slightly over one quarter (25.7%) expressed that the support amount is very less and the rest of the amount they have to raise through loan which they could not obtain so far, over one-fifth (20.7%) expressed that the reason they obtained the instalment was summer and now are planning. Almost equal (17.9%) expressed that they are alone and have been occupied with several household chores to plan for new house.

Figure 2.2: Main reasons for not building house



The respondents also raised some practical problems for not building houses even after getting the government support, as for example, land not suitable to build the house as expressed by 7 household respondents from Rasuwa. Some more problems expressed by them are as follows:

Supply of timber	Sindhupalchowk, Dolakha and Gorkha
Flood	Sindhupalchowk
Shortage of labour	Dolakha, Makwanpur, Dhading, Rasuwa and Gorkha
No land registration certificate	Makwanpur, Bhaktapur
Money spent in festive occasion	Rasuwa and Sindhupalchowk
Delays in getting contract	Makwanpur
No road for supplying materials	Rasuwa, Nuwakot and Gorkha
Bank account problem	Makwanpur
Case filed after receiving grant	Bhaktapur
Construction of road alongside land	Sindhupalchowk and Dolakha

2.6 Consultation and Its Effectiveness

The selected respondents were further inquired if they had made any consultations for building or re-building house. The first query in this regard was related to the status of meeting with the government agencies such as engineers. Nearly two-thirds (62.9%) of the respondents said they meet with the government agencies. Of them (283 respondents), 87.6% had obtained counselling with regards to new house reconstruction. However, 35 respondents did not obtain such consultation even though they had met them.

To what extent was the consultation useful to the affected households was the main query. A large majority (77.7%) found it useful. Among those responding as the consultations not being useful, almost half (46.6%) expressed that the consultations did not meet the ground reality. As for example, the respondents from Nuwakot and Rasuwa expressed, "We need to build traditional houses with veranda but the government people discouraged us to build the traditional houses. Some of them further responded that they cannot be abided by the government's rule which is finalized through deskwork and the ground reality is quite different.

Chapter III

Issues and Demands of the Affected Communities

3.1 Main Issues and Demands

Displaced families returned despite growing risk of landslides

Many places of the earthquake-hit areas like Haku of Uttarganga, Rasuwa are prone to landslides. A total of 750 households were displaced initially from this area due to the devastating earthquake and the consequent aftershocks. Later, another study conducted by Community Self Reliance Centre (CSRC) showed this number as 412. Since the government is yet to do a lot for supporting the displaced families they desperately want to return to the original places

Some of the families have already faced the heavy landslides. The last heavy rain fall in this area on 6 August 2017 swept away 17 houses resulting in more than 112 families were displaced. Four persons lost their lives due to this disaster. It has been learnt that NRA together with the consortium consisting Oxfam local personnel visited the place and geo hazard assessment has been carried out which states that the small scale of mitigation activity (drainage system) if takes place the area will be safe to reside.

Actual loss of lives not yet identified

Neither the government nor any other sectors have been able to calculate properly the death tolls due to the devastating earthquake. More than 98% of the houses in Rasuwa were demolished due to earthquake. The government data shows

the total death toll reaching 681. However, more than 150 persons are reportedly missing. More than 770 wounded people including senior citizens, the pregnant and breastfeeding women as well as children are compelled to spend their lives in the temporary shelters for years now.

Health hazards

The earthquake caused a severe effect on the immunization of the children. Almost all the health facilities of the earthquake hit areas were destroyed causing severe crisis of trained health workers and the medicines. Although repairing and re-building of the health facilities has been sped-up, the problems of the landslide areas have not been solved. No health facility is repaired or designed for building the new in almost all the landslides areas leaving hundreds of the displaced families' acute shortage of health services.

Scarc water resources

The earthquake caused a heavy loss of water resources in the affected hilly areas. In places like the Sangachowk of Sindhupalchowk, Kalinchowk of Dolakha, Gosaikunda of Rasuwa, Meghang of Nuwakot, Nilakantha of Dhading, the local communities reported that they are facing acute shortage of water in their localities. According to them, water was sufficient prior to earthquake but it depleted due to the tremors and the inside ground water shifted its course. In most of the places, the water building outlet

over the hill and has appeared nearby stream or river.

Controversy on opinions among technicians

Somewhere, such as in Makwanpur, as reported by the selected CSO members, the versions of the engineers between the local body and those deputed from the centre was found different. Whereas the local engineers supported the view of the local people that is to build the personal houses based on the availability and accessibility of the local resources such as land, financial capability and supporting to the day to day livelihood, the engineers deputed from the centre put strong reservation against this and pressured the local communities to strictly follow the house designs sent from the centre. As reported by the local communities in Thaha Municipality of the Makwanpur district, the

engineers from the centre rejected the houses reconstructed using iron pipes and prefab and thus these households were deprived of the government's support.

3.2 Settlement Relocation

The NRA has so far identified overall 136 settlements that need to be relocated. Among them, 58 need complete relocation, and the rest partial relocation. There are 2,619 households in these 136 settlements. As reported by NRA, except for Keraujain Gorkha, all other settlements have less than 100 households which also add lack of conformity to invest huge amount for fewer beneficiaries. To expedite the process of relocation, NRA has begun inspecting these settlements. One of them, for example, is the Selang in Sindhupalchowk.

Table 3.1: Households and communities to be relocated by district

District	No. of households to be relocated				No. of complete community relocation	Remarks
	1-10	11-20	21+	Total		
Chitwan	13	31	-	44	2	Remedial works also required.
Dhading	20	34	127	181	7	Remedial works also required. In many locations such as Andar and Chhamrang, people are living in temporary shelters away from village. In Kareng, number of households not known.
Dolakha	12	84	-	96	2	In some locations, such as, Busimpa, full community needs to be relocated.
Gorkha	-	28	710	738	3	Kerauja needs complete relocation
Kavre	1	110	-	111	2	Madale Tol and Bholdephidiche need complete community relocation
Lalitpur	28	-	-	28	1	In some locations, such as, Salghari, remedial works also required.
Lamjung	19	51	-	70	1	Piprau needs complete relocation.
Makwanpur	11	-	-	11	-	Somewhere, such as, Dungleing remedial works also required.

Nuwakot	34	77	191	302	7	Somewhere, such as, Ghyandanda, it's not known if community needs full relocation. In Kapre, Thing Tol, Syangtan Tol, and Chihan Dada, number of households not known.
Okhaldhunga	36	47	52	135	4	Somewhere, such as, Chanaute, number of households not known.
Ramechhap	46	62	89	197	8	Somewhere, such as, Thado Khola, remedial works also required. Some areas, like Duragaun, number of households not known.
Rasuwa	62	15	299	376	15	Somewhere, like, Dhaibung, most households already removed. Dandagaon settlements near Mailung Khola are at risk from rock falls.
Sindhupalchowk	20	17	245	282	6	In Listikot, major slide that does not appear to have moved since the earthquake.
Solukhumbu	18	-	-	18	-	
Tanahun			30	30	-	All houses are from Shuklagandaki
Total	320	556	1743	2619	58	

Source: NRA (2017). *Reconstruction Update*. <http://nra.gov.np/uploads/docs/lcwfBZqLg9170801091026.pdf>

Among the 136 settlements, in the first phase, the processes to relocate families from five settlements—Kerauja in Gorkha, Selang in Sindhupalchowk, Khalte in Rasuwa, Urleni in Nuwakot and Busimpa in Dolakha—and build integrated settlements for them in another location have begun. The NRA, together with the Department of Mines and Geology, had studied more than 660 settlements and identified 136 among them as vulnerable¹(The detail of relocation can be found: <http://nra.gov.np/uploads/docs/lcwfBZqLg9170801091026.pdf>).

In Rasuwa, the displaced families were supposed to be relocated in Uttargaya Rural Municipality-5, however, the process has not begun. The authorities are not sure which area is safer for relocation and what could be the better process for it. It's been confirmed that the proposed location of integrated settlement at Khalte is not safe to be established.

1 http://nra.gov.np/news/details/wRLLRoBfOM8cfczeN8DAb9WLiL_6eoSTJIB4jXso-6nQ/.

In Nuwakot, the displaced families from various parts of the districts have been settling in the Bidur Municipality -10. People from Simbutar are not in a position to return to their own places neither the new ones. The relocation policy in this district is yet to materialize. Prior to earthquake, 160 families were displaced in this district due to Kimtang landslide due to which they were settling in Sole, Meghang, Chandapokhari, and Indrayanighat of Bidur. The affected families have submitted their demand paper to the District Administration Officer which has not been heard properly.

3.3 Reconstruction Issues

In many areas, the displaced families were found having no contract paper for construction grant. Although the government has announced a policy of supporting NPR 200,000 for relocation, that is, to buy land, this has not been materialized. In most of the study areas, like in Nuwakot, Rasuwa and other areas, the affected

families have not started reconstructing their houses. Although these families reported to have obtained trainings, the areas to build house have not been identified as reported by the displaced families. According to the local organisations and the record maintained by Oxfam offices in Nuwakot and Rasuwa, the displaced people in Nuwakot and Rasuwa have started applying for the resettlement. Altogether 382 households have already applied for the resettlement grant and in the stage of getting verified with the NRA list.

A part from this, one of the major issues is landlessness in the districts like Sindhupalchowk, Gorkha, Nuwakot and Rasuwa. The Land Right Forum in the respective districts has been reported to have organized various advocacy activities as a pressure to the government for settling the displaced people's issues, however, the concrete result has not been received yet.

The affected families were found aware of their compensation due to the loss caused by the earthquake. They have been complaining of not obtaining the allocated amount by the government. A kind of psychological effect was clearly seen among these affected families, that is, they have been listed as affected ones and are eligible for obtaining government's support programme but due to having no contract made yet, they have found difficulty to identify land and buy it for building house. This has justified the protracted issues of the displaced families.

According to a report from Dhading, the affected families, mainly, those not having been able to contract with the government are in a position to frustration. A lot of surveys have been carried out by the government, the engineers have come for the consultation, and the CSOs have been mobilized with different packages, however, the issue of reconstruction, with result orientation, has been found futile. While approaching these

families, they asked several questions to the survey team: "will we obtain relief package again? By when shall we get relief package after responding to your questions? We need these sorts of relief packages" and so on. Some of the affected families to the survey team in Dhading to pressure for the government for their relief packages. They looked reluctant to respond to the survey team and said, "What shall we get by responding to your queries. We have done this many times but no result has come out yet in our favour.

Other some more issues as reported by the fact finding team from Dhading are that the technicians did not give time for timely inspection, there was found no consistency in the technicians' advice, the land owner is abroad and due to which the contract could not be made and the technicians did not enlist as affected house even after inspection.

Saraswati Silwal, aged 60, of Aarubastar -4 of Siddalek Rural Municipality, Dhading reported the technician about the complete loss of the house due to earthquake who had personally visited the house. However, she was not listed as beneficiary. She complained about it but no hearing has been made yet. Due to this, she is compelled to live in the temporary shelter. Saraswati says, "I have no one to speak for me."

The problems are not only in the remote areas. Sharma Datta Sapkota of Nilakantha -12, Dhading also lost the house due to earthquake and the family is compelled to live in the temporary house. However, it was not recorded by the technician despite inspection. There are around 4-5 houses like this. He complained this to the Nilakantha Municipality Office but no hearing has been made yet regarding the revisit for inspection from technician but it has not been materialized yet.

In Makwanpur and Sindhupalchowk, the economically poor families were found not building their house as the first instalment provided to them was not sufficient even for laying foundation the house. They were found ignorantly waiting for the second instalment not knowing the progress of the first instalment to be submitted.

The selected community people especially in Sindhupalchowk, Gorkha and Makwanpur, were worried that the families prior to the earthquake but living in the same house were not enlisted by the government's authority. It was also found that those having concrete houses in the city area but one in village was demolished during earthquake, had received government's support.

3.4 Views of the Political Parties

The selected leaders/cadres of the political parties interviewed by this mission expressed apology for not settling the issues of earthquake affected families in time. The selected political party members from Dhading said, "The presence of the technicians in the earthquake affected area is very rare, all kinds of trainings like mason is not available in the district. Those houses made by their own expenses earlier than the government's declaration about the relief package has not been listed by the government. The government has not given recognition to these affected households. The political party representatives reported to have complaint about not recognizing these houses by the government.

3.5 Multi-stakeholder Coordination on Reconstruction

The government authorities have been identified in furnishing multi-stakeholder coordination and cooperation. The National Reconstruction

Authority (NRA) and Good Governance and Monitoring Committee of Parliament had been found organizing meetings from time to time for the effective cooperation and collaboration among inter-governmental as well as international and non-governmental organisations. One example can be quoted here: On Thursday, August 10, NRA CEO Dr. Govind Raj Pokharel was invited by the parliament to discuss the progress on reconstruction and the status of multi-stakeholder coordination. NRA CEO Dr Govind Raj Pokharel convened all the high officials at his office. The members of parliament requested the NRA to hear the concerns of the beneficiaries as well as stakeholders and propose policies, if needed, for speedy reconstruction. The parliament members on this occasion stressed on the construction of more integrated settlements. They advised to include the newly elected local representatives in the reconstruction. The parliamentarians stressed on addressing the grievances of senior citizens, single -women and marginalized groups and assured to help to remove the hurdles at the policy level to ensure the reconstruction is completed on time and also advised on solving the grievances of differently-able people.

Various organisations were found contributing to the reconstruction aftermath the earthquake. Among them, USAID, Oxfam in Nepal, Plan Nepal, Nepal Red Cross, Actionaid Nepal, Lutheran World Federation (LWF), and several United Nations organisations (UNFPA, UNICEF, UNDP, UN Habitat, and UN Women) were mainly quoted by the respondents and the stakeholders. Some new organisations were also identified supporting the earthquake affected areas, such as Tear Fund, Central Coast Disability Network (CCDN). Evangelical Lutheran Church in America (ELCA), Clean Energy Development Fund (CEDF) and others.

Chapter IV

Action Agenda

4.1 Key Messages

This fact-finding report shows that half of the earthquake affected families are still staying in the temporary shelter, an overwhelming majority are in Sindhupalchowk followed by Dolakha and Rasuwa. Very few have completed building their new houses and have now settled despite almost all of them have obtained the recognition of 'affected family' by the government. However, nearly one-quarter of them have not obtained the first instalment of support offered by the government, the reasons being the government's offer was late, lack of land registration certificate, unsafe land, living alone etc.

Only half of the eligible affected families by earthquake have started building houses. Of them, three quarters have followed the house designs offered by the government. Those who had not followed expressed that the government's designs were made available after they had started building houses followed by support amount which was very less to maintain recommended designs. Furthermore, they could not afford the government's design and are not suitable too. According to some versions, the designs at large do not meet the ground reality such as the households need veranda but the designs do not allow them.

Those not listed in government's inventory complained that the two or more families are/were staying in the one house with separate

kitchen but the government approved only one. Some of them also accused the government surveyors to have 'conspiracy' on them. With regards to complaints, over three quarters had reported to file the case; however, almost none was the hearing.

The affected families further complained that the support amount offered by the government is very less and the rest amount they have to raise through loan which they could not obtain so far and thus are lagging behind in building new houses to materialize the government's campaign a success. The affected families also raised some practical problems for not building houses even after getting the government support, as for example, land not suitable to build the house, problems faced in supplying timber, flood, shortage of labour and landlessness.

Displaced families returned to their places of origin despite growing risk of landslides. In some places proper loss of lives has not been yet identified. In these areas, health hazards have been found escalated as almost all the health facilities of the earthquake hit areas were divested causing severe crisis of trained health workers and the medicines. Although repairing and re-building of the health facilities has been sped-up, the problems of the landslide areas have not been solved. No health facility is repaired or designed for building the new in almost all the landslides areas leaving hundreds of the displaced families' acute shortage of health services.

The earthquake caused a heavy loss of water resources in the affected hilly areas. In places like the Sagachowk of Sindhupalchowk, Kalinchowk of Dolakha, Gosaikunda of Rasuwa, Meghang of Nuwakot, Nilakantha of Dhading, the local communities facing acute shortage of water in their localities.

Controversy of opinions among technicians between those deputed from the centre and those working in the district or community was also identified.

The identified 136 settlements have to be relocated by the government needs priority in the government's upcoming planning. The main issue in this connection was found of the displaced families. In many areas, the displaced families were found having no contract paper for the support despite government's policy of supporting NPR 200,000 for the relocation.

The affected families were found aware of their compensation due to the loss caused by the earthquake. They have been complaining of not obtaining the allocated amount by the government. A kind of psychological effect was clearly seen among these affected families, that is, they have been listed as affected ones and are eligible for obtaining government's support programme but due to having no contract made yet, they have found difficulty to identify land and buy it for building house.

Despite these shortcomings, the government authorities have been identified in furnishing multi-stakeholder coordination and cooperation. Various organisations were found contributing to the reconstruction aftermath the earthquake. Among them, some new organizations were also identified supporting the earthquake

affected areas. However, a mapping of who is doing what and what lacks actually in the field of reconstruction is the area this study could not properly diagnose.

4.2 Recommendations

1. The finding that half of the earthquake victims still being in the temporary shelter needs to be seriously taken by the authorities. Humanitarian assistance should not be disturbed by any hard laws or any policies, particularly related to property sharing, land registration, and landlessness that are huddling Nepal's reconstruction process.
2. The finding that one-quarter of the eligible affected families have not obtained the first instalment of support offered by the government needs to be expedited and prioritised for quick action.
3. The finding that only half of the eligible affected families by earthquake have started building houses needs to be seriously taken for the further action proactively and mutually between government and the beneficiaries in collaboration with civil society.
4. The ground reality that the government's designs of houses do not fit needs to be reviewed in order to find out rooms for improvement in them.
5. The issue of two or more families are/were staying in the one house with separate kitchen but the government approved only one needs to be properly

- reviewed to maintain justice and dignity of the affected families.
6. Rooms for improvement are also on the support amount offered by the government which is very less according to the affected communities in comparison to the prescribed house designs.
 7. Quick response, mechanisms and planning needs to be developed for the affected communities' complaints on land not suitable to build the house, problems faced in supplying timber, flood, shortage of labour and landlessness.
 8. The reality revealed by this study that the displaced families returned to their places of origin despite growing risk of landslides needs to be addressed with primary importance.
 9. Concerns on health hazards that have been found escalated as almost all the health facilities of the earthquake hit areas were divested causing severe crisis of trained health workers need to be urgently taken into account.
 10. The finding that the earthquake caused a heavy loss of water resources in the affected hilly areas needs to be the main discourse of development planning among the planners and policy building.
 11. Controversy of opinions among technicians between those deputed from the centre and those working in the district or community needs to be sorted out.
 12. Government needs to plan for relocating over 2500 households from the identified 136 settlements.
 13. The good practice, such as, team building, timely completion of task learned by the multi-stakeholder coordination and cooperation needs to be translated from centre to the community level.

4.3 Issues for Further Research and Advocacy

Proactive policies and programmes, relieved of unnecessary legal processes, for the easier access to the government's packages for the genuine affected households.

Although this study had planned to identify issues and areas connected to such as efforts of CSOs to ensure the rights of the affected people and communities, CSO perspective of monitoring the reconstruction, and space for the pro-action, this could not be properly diagnosed by the field and thus is left for future areas of study.

The role of the international community, particularly the bilateral, multilateral and the non-government organisations, in responding to Nepal's post disaster reconstruction was also an area envisioned by this mission but left as further area of study.

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Half (50.2%) of the selected earthquake affected families were found staying in the temporary shelter, an overwhelming majority (92%) in Sindhupalchowk and from Dolakha and Rasuwa each 66%.

An overwhelming majority (96.6%) of the households were listed in the category A, that is, complete loss, followed by 3% as partial loss.

Slightly over one-fifth (22%) didn't get first instalment offered by the government. Over half (55.2%) of the households have started building new houses.

Nearly one-third (29.5%) responded that the government's designs were made available after they had started building houses followed by support amount very less to build the house as per the design (6.8%).

Slightly over one quarter (25.7%) HHs expressed that the support amount is very less for building the house. and the rest they couldn't raise through loan. Over one-fifth (20.7%) expressed that the season summer time.

In some places exact loss of lives has not been identified yet. In Rasuwa 150 persons are still missing.

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The affected families were found aware of their compensation due to the loss caused by the earthquake. They have been complaining of not obtaining the allocated amount by the government.

The earthquake caused a heavy loss of water resources in the affected hilly areas. In places like the Sagachowk of Sindhupalchowk, Kalinchowk of Dolakha, Gosaikunda of Rasuwa, Meghang of Nuwakot, Nilakantha of Dhading, the local communities facing acute shortage of water in their localities.



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