



TSUNAMI ONE YEAR AFTER

NGO Aid Intervention and Future Challenges

Joint CONCORD / VOICE Information Pack



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Information Pack November 2005

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Foreword

“At first we worried about our lives, then about a place to stay, and then about not getting food for our babies.”

Annalakshmi, 28 year old mother of 6 children
in Tamil Nadu, India

“I want to go back home, I don't want to stay here. I don't want to have to sit and wait for a donation everyday. It's like I am a beggar, which is not true. I have dignity. I want to go back and work.”

Ratri Primcharas, 60 year old woman
in Pang Nga, Thailand.

Almost one year has passed since tidal waves crashed down on the countries and islands of the Indian Ocean, claiming hundreds of thousands of lives and leading to a natural disaster of a magnitude never before seen in modern history. The Tsunami was a disaster unprecedented in scale, and it prompted an unparalleled and extraordinary response. All over the world, private citizens, NGOs and governments mobilised to bring humanitarian relief and reconstruction to affected areas.

European NGOs have risen to the huge challenge posed by the extraordinary scale of the disaster. As the first anniversary of the Tsunami catastrophe approaches, it is fitting that European NGOs, who have played such a crucial role in the response to the crisis, come together with a frank and constructive approach to their own work and draw lessons from experience. Hopefully, this will contribute to a better understanding of the work of NGOs and help to consolidate both the incredible support given by the wider public for our actions and the trust that has been invested in our long-standing work in the field.

As early as January 2005, CONCORD and VOICE raised a number of concerns common to European NGOs through an “Open Letter to the attention of European decision-makers”. The statement stressed the role the European Union could play in the international donor community in helping to ensure that pledges for aid are delivered according to humanitarian principles and in a development perspective. Now, after nearly one year, CONCORD and VOICE intend to follow up on this initiative by highlighting the professional contribution of European NGOs to their work with the populations affected by the Tsunami, taking stocks of lessons learned and raising recommendations about future EU support for a sustained recovery in Tsunami affected areas.

The international aid community and European NGOs must not miss this opportunity to document and disseminate lessons learned from the Tsunami in order to further our common efforts and help us respond even better to this and other emergency, reconstruction and development challenges in the most beneficial way.



Paul Grossrieder
President of VOICE



Frans Polman
President of CONCORD

List of Acronyms

ACF	Action contre la Faim
ACTED	Agency for Technical Cooperation and Development
ADRA	Adventist Development and Relief Agency international
ALNAP	Active Learning Network for Accountability and Performance (in Humanitarian action)
ASB	Arbeiter-Samariter-Bund
CAFOD	Catholic Agency for Overseas Development
CESVI	Cooperazione e Sviluppo
CONCORD	European NGO Confederation for Relief and Development
CORDAID	Catholic Organisation For Relief And Development
DEC	Disasters Emergency Committee
DG	Directorate General
DG RELEX	External Relations Directorate General
EC	European Commission
ECHO	Humanitarian Aid Directorate General
EU	European Union
FPA	Framework Partnership Agreement
GAA	German Agro Action/Deutsche Welthungerhilfe
HAP - I	Humanitarian Accountability Partnership International
HI	Handicap International
ICCO	Dutch Interchurch Organisation for Development Co-operation
ICMC	International Catholic Migration Commission
ICRC	International Committee of the Red Cross
ICVA	International Council of Voluntary Agencies
IFRC	International Federation of Red Cross
IRC	International Rescue Committee
LRRD	Linking Relief, Rehabilitation and Development
MCDA	Military, Civil Defence and Civil Protection Assets
MDM	Médecins Du Monde
MS	EU Member State
NGO	Non-governmental Organisation
SHO	Dutch Initiative of the Co-operating Humanitarian Organisations
TdH	Terre des Hommes
TEC	Tsunami Evaluation Coalition
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Fund for Children
UN OCHA	United Nations Office for the Coordination of Humanitarian Affairs
VOICE	Voluntary Organisations In Cooperation in Emergencies
WFP	World Food Programme
WHO	World Health Organisation

Chapter One :

Introduction

In the early morning of 26 December 2004, a massive earthquake measuring 9.0 on the Richter scale struck off the northwest coast of the Indonesian island of Sumatra, spawning a tsunami that wreaked havoc along much of the rim of the Indian Ocean. In Asia, the Tsunami caused massive flooding, death and destruction, particularly in India (Tamil Nadu, Andhra Pradesh, Kerala states, Andaman and Nicobar Islands), Indonesia (provinces of Aceh and North Sumatra) and eastern Sri Lanka. There was also substantial flooding and loss of life in the Maldives and Thailand, with some lesser flooding and damage in Malaysia, Bangladesh and Burma/Myanmar. Further afield, there was significant flooding and casualties in Somalia, with some lesser flooding and damage in the Seychelles.

Estimates are that in total over 275.000 people died as a result of the waves, tens of thousands more were injured and over one million made homeless, making the Tsunami one of the worst natural disasters in modern history. (See Annex 2)

Just as the scale of the disaster was unprecedented, so was the scale of the response, on the part of governments, international organisations and multilateral donors, non-governmental organisations (NGOs) and individuals all over the world.

Many NGOs were already working in Tsunami affected areas when the tragedy struck. They moved immediately to respond to the humanitarian disaster. As the one-year anniversary of the Tsunami approaches, professional NGOs are looking to take stock of their response. CONCORD (European NGO Confederation for Relief and Development) and VOICE (Voluntary Organisations in Cooperation in Emergencies) wish to take this opportunity to describe how NGOs reacted to the Tsunami, what projects they are implementing and what lessons they have learned in the extraordinary circumstances of this disaster. They also wish to put forward some institutional and political recommendations to the European Union (EU), to ensure a sustainable recovery for the populations affected by the Tsunami.

CONCORD and VOICE are two of the largest Networks of European NGOs, and represent some thousands of operational NGOs active in humanitarian and development projects worldwide. As main interlocutors with the EU on emergency, rehabilitation, development and disaster preparedness, both CONCORD and VOICE involve their members in information, advocacy, policy and lobbying activities. By combining expertise, accountability and dialogue with the European Institutions and other civil society organisations, they are able to pull together know-how and reflections from a very large number of NGOs. CONCORD, through its national platforms and international networks, is a confederation representing around 1600 European NGOs, working with millions of people in need in the developing world. VOICE represents around 90 operational European NGOs active in humanitarian assistance in man-made and natural disasters all over the world.

NGOs are one of the main civilian actors in humanitarian and development aid. The NGO sector is immense: the European Commission alone channels over €1 billion annually to developing countries through NGOs. European NGOs are of course also funded by governments of EU Member States (MS) and through the generosity and engagement of European citizens. Over the last two decades, this vibrant NGO sector has evolved beyond recognition, and is continuously striving to professionalise, improve the quality of its work, and become more transparent and accountable.

NGOs are capable of bringing an added value to the response of humanitarian disasters. NGOs can act very quickly and flexibly. They have the ability to move swiftly and access remote or difficult areas, through their relationships with local partners and an established field presence. NGOs have experience and expertise in mechanisms of engagement, consultation and participation of local partners and communities.

Many NGOs were working in South East Asia long before the Tsunami hit, in situations that were already highly complex, including situations of conflict in Aceh and Sri Lanka. There is no doubt that their established presence gave NGOs the ability to respond to the Tsunami in a professional and informed way. Nonetheless, the exceptional nature of the disaster meant that the challenges faced by NGOs were particularly formidable.

The need for an LRRD approach

European NGOs have adopted, and widely recognized, in the last years, the need for an approach which addresses multiple aspects of crises, including immediate needs and underlying causes, through the simultaneous implementation of relief, rehabilitation and development. This approach has been defined as LRRD (linking relief, rehabilitation and development) and has been adopted also by the EC itself, which considers LRRD as a priority both at procedural and at field level. LRRD can be described as an issue of management, strategy, policy and implementation; it is a crucial tool for reducing poverty and improving coherence between policies and practice. Responding to both immediate and long-term needs is challenging but a sine qua non if the aim is sustainability and reduction of vulnerability. From the outset of a crisis, all activities should aim at ensuring livelihoods are maintained and work towards the longer term goal of poverty reduction and disaster preparedness. It is this approach that European NGOs have forcefully tried to adopt in their response to the Tsunami crisis, as will be shown in the next chapters.

Striving for quality

During the past decade, the aid community has initiated a number of inter-agency initiatives to improve its accountability, quality and performance in action. The ICRC Code of Conduct and four of the most widely known "quality initiatives", to which European NGOs have widely adhered, are briefly described here.

Currently, 355 NGOs are signatories to the "Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief", which seeks to safeguard the highest standards of behaviour and maintain independence and effectiveness in disaster relief. The Code does not concern operational detail, but rather seeks to encourage high standards of independence, effectiveness and impact. It is a voluntary code, enforced by the will of each organization signing it. Written in 1994, the Code of Conduct is still highly relevant and integrates development principles into its vision of humanitarian aid. (See Annex 9)

Launched in 1997 and based on a collective effort of organisations from more than 80 countries, signed by more than 400 organisations, the Sphere Humanitarian Charter and Minimum Standards in Disaster Response sets out what people affected by disasters have a right to expect. The aim of Sphere is to improve the quality of assistance provided to people affected by disasters, and to enhance the accountability of the humanitarian system in disaster response. Minimum operational standards are developed for four sectors (Water/Sanitation and Hygiene Promotion; Food Security; Nutrition and Food Aid; Settlement and non-Food Items and Health Services), while taking into account horizontal issues such as protection, gender, children, older people, disabled people, HIV/AIDS and the environment.

Established in 1997, the Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP) is a sector-wide network, involving governments, international organisations and NGOs, which aims to promote a culture of learning across the sector in order to improve performance. It has 50 Full Members and nearly 400 Observer Members. ALNAP is involved in a range of activities including the monitoring of the quality of evaluations and works with agencies to improve their evaluation skills and incorporate lessons learned in their daily work.

Humanitarian Accountability Partnership International (HAP-I) was founded in 2003 by a group of humanitarian agencies committed to making humanitarian work more accountable to its intended beneficiaries, following on from several years of research and field experience. HAP-I is now building a system of voluntary self-regulation, and is currently developing self-evaluation and peer review techniques for accreditation and certification of compliance with the HAP-I Accountability Principles.

People in Aid, formally established in 1995, supports agencies in improving the quality of their human resources management. People in Aid carries out workshops, publishes guidelines and research and facilitates exchange of information between its 70 members around the world.

All these initiatives share a common goal, which is to improve the accountability, quality and performance of actions of a variety of organisations, mainly NGOs. There are many paths to achieving this goal and while each initiative takes a different route, they have a shared destination. European NGOs, actively involved in all these initiatives, work with a strong commitment to quality and accountability, in a continuous effort to improve their performance.

Methodology

This report, prepared in the framework of the Joint CONCORD/VOICE Conference “NGO Aid Intervention in the Tsunami: what’s next?“, has been written thanks to the input of a wide number of European NGOs. Eighteen NGOs have contributed financially and conceptually to the project (a complete list can be found at the end of the Information Pack) and all CONCORD and VOICE Members have had the possibility of contributing with their experiences of the Tsunami disaster. Many NGOs have taken the time to fill in questionnaires, frequently with input both from headquarters and from the field. Enthusiastic contributions also came in the form of many short interviews and contacts. The Joint CONCORD/VOICE Working Group has provided invaluable assistance and has been crucial in driving the process forward.

This report, however, does not aspire to be complete and exhaustive. Instead it sets out to give a description of the professional efforts, the challenges faced and the lessons learned by European NGOs in the Tsunami disaster. At the same time it puts forward a number of recommendations to the European Union aimed at ensuring the continued and sustainable recovery of the populations of Tsunami affected areas.

Chapter Two :

The International Response To The Indian Ocean Tsunami

The Indian Ocean Tsunami triggered the world's biggest aid operation. In response to one of the worst ever natural catastrophes in human history, in a matter of days there was an extraordinary mobilisation of resources from all over the world, by private citizens, governments, international organisations and NGOs. The United Nations Office for the Coordination of Humanitarian Affairs estimated that a total of US\$6.8 billion was pledged within a month of the disaster taking place, US\$5.8 billion from government sources and US\$1 billion from corporate and private donations. The European Union (Commission and Member States together) responded with pledges amounting to over € 1.5 billion.

According to Reuters Tsunami Aidwatch, eight months after the disaster struck, over three quarters of the funds pledged by the top donors had been allocated. A significant portion of pledges still have to be allocated as a proportion of aid is earmarked for long term reconstruction and is to be spent over several years. Whilst a comprehensive overview of this assistance is impossible, in Annex 3 and 4 estimates are given for what funds have been promised and allocated by governments, the amount of private aid versus the amount of government aid, and the amount of government aid per capita.

Whilst focusing on NGOs, this chapter will begin by looking at the response of the United Nations (UN) and the European Union (EU) to the Tsunami. The UN and the EU are influential actors in this context and important partners to NGOs. The last part of the chapter will focus on the extraordinarily generous public donations to European NGOs, with examples of fundraising accomplishments in several EU countries.

United Nations Response

Following a summit in Jakarta on 6 January 2005, the United Nations assumed responsibility for the coordination of post-Tsunami assistance on behalf of the international community. In February, the UN Secretary General appointed former US President Bill Clinton as UN Special Envoy to Tsunami-affected countries, with the task of sustaining world interest in recovery and reconstruction. The UN Office for the Coordination of Humanitarian Affairs (UN OCHA) has coordinated overall relief efforts, whilst the whole spectrum of UN agencies have been involved in the response to the disaster. To give some examples, the World Food Programme (WFP) provided food aid with the help of NGOs, and put in place food for work programmes; the World Health Organisation (WHO) has provided emergency medical supplies and put into place disease surveillance and early warning systems; the UN High Commissioner for Refugees (UNHCR) has launched its first major operation in response to a natural disaster with the provision of emergency relief supplies and telecommunications equipment; the UN Fund for Children (UNICEF) has focused on support for unaccompanied children, registering, tracing and reunifying separated children; the UN Population Fund (UNFPA) has provided supplies for emergency obstetric care and safe blood transfusions and the UN Development Fund (UNDP) has supported national governments with recovery planning. European NGOs have played an important role in the collaboration with the UN and will continue to play it as implementing partners.

European Union Response

In the immediate aftermath of the disaster, on 26th December 2004, the European Commission committed €3 million for humanitarian aid and soon after earmarked another €20 million to cover initial needs in Sri Lanka, Indonesia and the Maldives pending needs assessments from humanitarian organisations. At an extraordinary General Affairs Council held in Brussels on 7 January 2005, the Commission asked to draw on up to an additional €100 million from the emergency reserve of the Community budget to cover the humanitarian phase. It also pledged to release up to €350 million for the longer-term rehabilitation and rebuilding phase under the appropriate budgetary instruments, in agreement with the Council and the European Parliament, thus foreseeing an overall contribution of €473 million. The Commission decided to speed up procedures to deliver aid wherever possible. Six months after the Tsunami struck, according to the Luxembourg Presidency, 85% of the amounts pledged by the Commission for humanitarian aid in emergency response for 2005 had been disbursed, while only 9% of the engagement for reconstruction for the current year had actually been allocated.

Action by the Commission to date in the humanitarian and reconstruction spheres is summarised below. It should be noted that the Commissioner for Development and Humanitarian Aid, Louis Michel, has repeatedly stressed the importance of linking relief, rehabilitation and development to make the transition from humanitarian assistance to reconstruction as seamless as possible. LRRD has been repeatedly described as a cornerstone in the EU Tsunami response.

January - May 2005

In providing humanitarian aid, the DG Humanitarian Aid (ECHO) works with around 200 implementing partners. These include specialised United Nations agencies (who received 28% of ECHO funding in 2004), NGOs (with 60% of ECHO funding in 2004) and the Red Cross movement (9% of ECHO funding in 2004). Relations between ECHO and its partners are governed by the Framework Partnership Agreement (FPA), an instrument that sets the principles of partnership between ECHO and humanitarian organisations, defines the respective roles, rights and obligations of partners and contains the legal provisions applicable to the humanitarian operations financed by ECHO. From a certain angle, the FPA can be seen as a screening instrument, guaranteeing the quality of ECHO partners.

The Commission, through its humanitarian department, ECHO, was the first official donor to respond to the Tsunami disaster. ECHO has earmarked in total €123 million for its humanitarian response to the Tsunami catastrophe (including up to €100 million from emergency reserves). The main actions funded by ECHO from January to May 2005 included regional and horizontal activities, such as the evaluation and strengthening of Early Warning Systems and disaster preparedness measures; in Indonesia, the provision of access to primary health services, the creation of child centres to register, trace and reunify unaccompanied children, access to safe water and sanitation and distribution of food, the improvement of living condition of people living in camps and assistance to those willing to return to their places of origin; in Sri Lanka the supply of temporary shelter, food, safe water, household items and basic sanitation, assistance to families to restore their livelihoods; in the Maldives, ECHO supported the installation of water tanks, the reparation of small bore sewerage systems, of hospitals and houses of displaced families; in India ECHO assisted fishing families through the reconstruction of small boats and providing fishing gear as well as psychological support, access to safe water, tools, construction material; finally, in Thailand, ECHO's assistance was targeted towards fishermen and women from the most vulnerable communities.

Of ECHO's total funding in response to the Tsunami, it appears that 35.6% has been allocated to UN Agencies, 18.4% to the Red Cross Movement and 46% to NGOs. According to the data available, around 35 European NGOs, coming mainly from ten EU Member States, received ECHO funding, not distinguishing in this rough figure so-called families of NGOs. ECHO decisions (for a total of €103 million) and, importantly, a more detailed analysis of ECHO NGO partners in the humanitarian phase appear in Annex 5 to this Information Pack.

May 2005 – Present

It is essential to ensure that swift, high quality humanitarian aid is followed up with appropriate rehabilitation and development support. Accordingly, the Commission designed its humanitarian aid programmes to ensure that aid agencies would move quickly to the first phase of rehabilitation. The Commission earmarked €350 million for post-tsunami reconstruction (managed by the External Relations Directorate General and the EuropeAid Co-operation Office, under Commissioner Benita Ferrero-Waldner), consisting of the Tsunami Indicative Programme (€323 million spread over two years) and €27 million allocated under regional funds and the EU's Rapid Reaction Mechanism. €12 million of this last allocation was released immediately to kick-start longer term reconstruction work. The reconstruction focuses on repairing housing and social amenities, restarting livelihoods and repairing infrastructure.

A table showing the commitments of the EU and all its Member States (MS) and what funds had actually been disbursed as of mid September 2005 appears in Annex 8. A summary of EC indicative allocation of funds for post-tsunami reconstruction can also be found in Annex 6.

The response of non-governmental organisations: resources from the public to NGOs

Of course, it was not only official donors who moved to meet the needs of people affected by the Tsunami. The International Federation of Red Cross and Red Crescent Societies and NGOs from across Europe mobilised quickly to bring assistance to survivors. NGOs were able to access large amounts of funding in the wake of the disaster generated by immense public sympathy for those who had been affected. Donations from private individuals and corporations in some cases outstripped official government response, even prompting governments to increase their own pledges in an effort to respond to the public mood. (See Annex 4).

European NGOs received funding from ECHO, as shown above, but were mostly able to rely on the funds they raised through the generosity of private European citizens, in an extraordinary demonstration of trust for the sector. NGOs have, from the beginning of the response, emphasised the importance of a high level of accountability, transparency and integrity in relation to the funds entrusted by the public at large. Of great importance is the obligation to use funds responsibly to ensure lasting positive impacts for the communities affected by the Tsunami.

In several EU countries NGOs sought to maximise coordination and minimise competition and costs by creating or using fundraising consortia, allowing public donations to flow into one easily identifiable "umbrella" appeal. Some, among other examples of national joint fundraising, are:

In Austria the "Nachbar in Not" ("Neighbour in Need") initiative was launched by Caritas, Care, the Red Cross, Médecins sans Frontiers, Hilfswerk, Diakonie, Malteser Hospitaldienst and Volkshilfe. More than €31.5 million was raised altogether.

In Belgium, fundraising was coordinated by the 12/12 consortium (Consortium belge pour les situations d'urgence), consisting of the Red Cross, UNICEF, Oxfam, Caritas and Handicap International. Six months after the disaster, €53 million had been raised by the appeal, notably through an evening of media appeals on the 13th January 2005.

In Great Britain, the Disasters Emergency Committee (or DEC, consisting of ActionAid, British Red Cross, CAFOD, CARE International UK, Christian Aid, Concern, Help the Aged, Islamic Relief, Merlin, Oxfam, Save the Children, Tearfund and World Vision) received more donations more quickly than in any previous appeal it had coordinated. In two months, £300 million was raised.

In Germany, Aktion Deutschland Hilft, (composed by Action Medeor, ADRA, ASB, AWO, Care Deutschland, Die Parität, Help, Johanniter, Malteser Hilfsdienst, World Vision) pooled NGO knowledge and capacity together, consolidating resources through a public appeal for donations to provide the most effective help possible. Aktion Deutschland Hilft raised up to €125 million.

In the Netherlands, the Dutch initiative of the Co-operating Humanitarian Organisations (SHO) managed to raise around €220 million from the Dutch public, including a contribution of €5 million from the Dutch Government. Nine NGOs are members of SHO: Nederlandse Rode Kruis (Red Cross Netherlands), Novib (Oxfam Netherlands), Stichting Vluchteling, Cordaid, Kerkinactie, Tear Fund, Terre des Hommes, Unicef and MSF Netherlands. Besides these, seven other Dutch NGOs were actively involved in the specific SHO Tsunami appeal.

Some of the fundraising consortia existed long before the Tsunami struck. As an example, the DEC was already established in 1963 and works in many other appeals. Some other consortia were re-activated to respond to the massive Tsunami donations. In any case, the involvement of NGOs in fundraising consortia, which have membership screening criteria for their Members, can be considered as a further quality prerequisite for NGOs, and gives Members the possibility to constantly develop procedures and measures collectively.

EU NGOs are as well organised in National Platforms, which, at national level, kept track of public donations. To take just two examples:

In France, NGOs received around €220 million from French citizens.

Public donations to Czech NGOs, UNICEF and the Red Cross amounted to approximately €12.527.000.

NGOs are now beginning to undertake detailed evaluations of how funds were raised, committed, and spent with a view to evaluating competence and impact. One of the many examples is the Tsunami Evaluation Coalition (TEC), a learning and accountability initiative, aimed at promoting a sector wide approach to evaluations of the Tsunami response and at developing procedures for the future establishment of evaluation coordination mechanisms.

Chapter Three :

NGO Aid: From Humanitarian Aid To Reconstruction And Development

This chapter will examine in more detail how non governmental organisations, funded by the EU and by the European public, responded to the aftermath of the Tsunami, the types of assistance provided, and the work done by NGOs to link relief, rehabilitation and development activities.

The LRRD approach

Over the past decades, relief activities have been restructured in order to address not only the immediate needs resulting from man-made and/or natural disasters, but also to contribute to sustainable development. European NGOs, as well as the European Union, have adopted the LRRD (linking relief, rehabilitation and development) approach, addressing multiple aspects of crises, including needs and underlying causes, with a multidisciplinary perspective. The three phases of relief, rehabilitation and development exist simultaneously and are frequently overlapping, to a degree dependent on time, place and target groups. Crises can be considered as a symptom of multi-layered problems within the economic and social fabric of a country and this requires a combination of different forms of assistance, resulting in the need for a multi-faceted intervention to cater for all the different co-existing needs.

In this perspective, whilst humanitarian aid is meant to provide urgent short-term assistance to save and preserve the lives of people, rehabilitation programmes are seen as progressively taking over from relief assistance to stabilise the economic and social situation and facilitate the transition towards a medium and long term development strategy. The main objective of development must be to reduce and, eventually, eradicate poverty.

Accordingly, European NGOs, active in the Tsunami crisis with a variety of projects, have addressed humanitarian needs and priorities (water and sanitation, health, shelter, food), but also seeking to adopt a longer term perspective and so integrating in parallel medical care, housing and land rights, livelihoods, protection, gender and other components in their work as soon as possible.

Specific challenges to NGOs in the Tsunami context

It is important to begin by briefly highlighting the complexities of the situations in which NGOs worked after the Tsunami struck. Apart from obvious barriers to the provision of humanitarian assistance, such as the breakdown of infrastructure and communications, therefore creating huge challenges for logistics, political complexities impacted on working environments. In Indonesia, Sri Lanka and Somalia, the disaster took place against the background of complex and protracted conflicts, having major implications for the organisations and the delivery of humanitarian assistance. For example, in Aceh the working environment was conditioned not only by the effects of the Tsunami itself, but by the ongoing conflict between the government of Indonesia and Acehese separatists. Conflict also impacted heavily on NGOs working in Sri Lanka, where a fragile agreement on the management of post Tsunami aid between the Government of Sri Lanka and the Liberation Tigers of Tamil Eelam was brokered only in June 2005.

In both cases, NGOs have dealt not only with a population traumatised by natural disaster, but also with people who had long been living with the consequences of war. In Aceh, official figures cited 125-150.000 people were displaced in the six months leading up to the Tsunami by a major military operation of Indonesian forces against the Free Aceh Movement (GAM). Of these around 2000 remained displaced when the Tsunami struck. In Sri Lanka, estimates are that as of mid 2005 some 800.000 people remained displaced, 450.000 as a result of the natural disaster and 350.000 as a result of the conflict.

The Tsunami was as well a tragic reminder that disasters, however “natural”, are profoundly discriminatory: some people are always more vulnerable than others and poverty and vulnerability are closely linked. The majority of those who lost their lives or whose livelihood was completely destroyed by the Tsunami were people and communities already living in poverty and often forced to reside along the shoreline. As an example amongst the many, the Maldives had been removed from the UN’s Least Developed Country category only six days before the Tsunami disaster and it was the poor who lost the most.

A wide number of European NGOs were already working with relief and development projects in some of the areas then hit by the Tsunami. This allowed a swift response, made possible by the earlier presence and the pre-established collaboration with local partner NGOs.

NGO Activities

Water / sanitation

Clean water is a basic necessity for life. The effectiveness of assistance in the water and sanitation sector is intrinsically linked to all aspects of humanitarian response. If standards in water and sanitation are not acceptable, the effects will be seen in outcomes in other sectors, most obviously health and nutrition. In the aftermath of the Tsunami, an immediate concern was that a lack of clean water would lead to the spread of water borne diseases such as cholera. Another major problem was that sea water contaminated fresh water supplies: for example in the Maldives all but nine of the country’s 1.190 low-lying islands were flooded and 13 have had to be totally abandoned. The fresh water table, lying one metre below ground, was totally contaminated, rendering it unfit in the medium term for drinking or cooking. In Sri Lanka over 12.000 wells were affected by high salinity. As this is a medium to long term problem, new approaches to providing fresh water were necessary.

The Tsunami also introduced many new sanitation problems. The scale of displacement posed considerable logistical challenges in this area, but also cultural ones. For example, displaced people who had never had sanitation facilities within their homes suddenly found themselves in camps living in close quarters with many others and being instructed on the use of latrines and their importance for public health.

Example of NGO response : Action contre la Faim – Sri Lanka

Action contre la Faim has been present in Jaffna, Batticaloa and Trincomalee on the East Coast of Sri Lanka since 1996. This enabled an immediate response after the Tsunami struck. National employees and expatriate volunteers joined efforts to collect bodies and bring drinking water to collection points where showers and toilets were installed. At the same time, as transit camps began to be built for the displaced, ACF worked to provide water and sanitation facilities. As the ground water supplies used by affected populations were largely contaminated by the Tsunami, ACF is also working on a research and development programme to understand the impacts of the Tsunami on water provision, identify appropriate infrastructure for reconstruction and address long-term needs sustainably. Up to now, more than 40.000 people have received aid through ACF’s wat/san projects: 1253 latrines, showers and hygiene areas have been built, 2552 water points have been rehabilitated and around 10.000 hygiene kits have been distributed. Around 32.000 people have benefited from ACF’s food security projects. ACF is active in Indonesia as well and of the €16.3 million it raised, nearly €7 million have already been spent.

*Example of NGO response :
CARE International – Indonesia*

CARE's relief, rehabilitation and reconstruction efforts have focused on five of the countries affected by the Tsunami: India, Indonesia, Somalia, Sri Lanka and Thailand. In the first six months after the catastrophe, CARE helped around 500.000 survivors with food, water, shelter, sanitation and health care. By the end of 2005, CARE expects to have spent about \$50 million on the Tsunami response, which is a third of the \$150 million CARE raised worldwide. In Indonesia, where CARE is active since 1967, CARE provided services and training in response to water and sanitation, health and psycho-social needs, among others. CARE's wat/san team worked in the areas of latrine construction; well cleaning, rehabilitation and drilling; delivery of clean water; and rehabilitation of existing and emergency sanitation infrastructure. With the help of community facilitators, CARE formed water committees to ensure community participation in facility design, construction and maintenance. In the first six months alone, 24.000 individuals have been reached.

*Example of NGO response :
Malteser International – Sri Lanka*

After initial emergency relief actions, in Sri Lanka Malteser is concentrating on re-establishing water supply and rehabilitation of villages. For the year 2005 Malteser has already committed itself to emergency relief actions and rehabilitation amounting to €3 million. Projects are carried out partly by Malteser itself, but mostly by partner organisations. In Koskoda, a region north of Galle, a team of Malteser International has been taking medical care of 600 people in two refugee camps in the emergency relief phase. In the regions of Koskoda and Ahungalla (in the district Galle) Malteser have provided five water tanks for the transportation of potable water as well as 20 stationary water tanks, both serving the improvement of the water supply. Special gully suckers and tanks clean the sewage of several villages and refugee camps. The improvement of water supply and waste disposal is also the focus for an orphanage project in Kithulamitya.

Medical care

Throughout all the countries affected by the Tsunami local health care facilities were badly damaged and there was a significant and far reaching loss of health care providers. For example 357 of the 634 health personnel in affected regions of Indonesia were dead or still missing as of April 2005. The load on remaining health care staff was exacerbated by the fact that they had to clean and repair severely damaged facilities and handle large numbers of dead bodies. Misconceptions, for example that dead bodies constituted a serious immediate disease threat, sometimes hampered initial health interventions. Real threats to health have resulted, for example, from overcrowding in temporary accommodation, poor nutrition and psychosocial difficulties experienced by both victims and host communities as a result of the experience of displacement.

Example of NGO response : Handicap International - Sri Lanka

Handicap International has been working in India, Indonesia, the Maldives and Sri Lanka in the aftermath of the Tsunami. In Sri Lanka, HI has worked on providing physiotherapy, the provision of physical rehabilitation equipment, community based rehabilitation and outreach care activities, coordination of amputee care and the training of local professionals. Handicap International carried out almost 43.000 consultations through their mobile clinics in Sri Lanka alone during January and February 2005 as well as carrying out 5.500 physiotherapy sessions and physical rehabilitation for over 235 people. Handicap International worked to link relief rehabilitation and development in its medical interventions. In the course of immediate relief activities HI moved to identify and assess local capacities in the fields of physiotherapy, prosthetics and orthotics. This identification has led to short to mid term training of local professionals during the rehabilitation phase. Long-term collaboration with training schools in HI's particular fields of expertise to increase quality and quantity of care for sustainable development could be envisaged.

Example of NGO response : ICCO/Kerkinactie – Indonesia

ICCO/Kerkinactie do not implement projects themselves, but assist their local partners with their implementing activities. ICCO/Kerkinactie focussed its assistance mainly on Indonesia (€11 million), Sri Lanka (€3 million) and India (€3 million), with smaller projects funded as well in Somalia and Thailand. Immediate humanitarian assistance is always and deliberately linked from the start with capacity building of local partners and reconstruction coupled with more long-term development activities. Despite the hectic and chaotic situation on the ground, ICCO has been able to keep this policy upright also in the case of the Tsunami aftermath. In Indonesia, ICCO/Kerkinactie have funded 45 projects of their local partners, reaching 45.000 people with food, non food items and temporary shelter. In Banda Aceh, Aceh Utara Lhoksumawe, Nias, Aceh Jaya, Nagan Raya, Aceh Barat, through the implementing organisation Yakkum Emergency Unit, ICCO has provided mobile clinics covering 44.569 persons, training of 70 personnel, 15 health posts establishments at camp level, referral from camps to hospital and supplementary feeding for 24.250 people. Clean water and sanitation has reached 50.569 people, and trauma counselling has been offered. Advocacy for the rights of the victims involving community organisations has been carried out in 44 camps.

Example of NGO response : Médecins du Monde France- Indonesia

Present for over six years in Indonesia, Médecins du Monde responded quickly to events in Banda Aceh and its surroundings (Aceh Besar and Aceh Jaya). As well as bringing first aid in the aftermath of the Tsunami, each team evaluated medical and sanitary priorities to plan a longer term strategy. Medical and nutrition kits were distributed, medical care and vaccinations were given. 34 doctors, nurses, psychologists and logisticians were deployed in Banda Aceh to aid victims, helping to restart health care systems in affected areas and tackle the rising risk of epidemic. Médecins du Monde has raised €9.85 million for the Tsunami response; the budget allocated for MDM's projects in Indonesia and Sri Lanka for 2005 is of €2.8 million.

Shelter / Housing

Shelter and housing are areas where the need to link relief, rehabilitation and development is particularly crucial. Several obstacles to a successful linkage have emerged in the aftermath of the Tsunami. Camps for displaced people were designed as temporary solutions, however in some cases are still in use, or people are still staying with relatives or friends in host communities. This is sometimes because people have simply been unable to return to their homes (e.g in the Maldives). In other countries, land rights issues have become of particular concern, for various reasons. For example, many residents never had written titles to their land or lost their documentation in the disaster. As a consequence, governments faced huge tasks in determining land ownership as many records were simply washed away when the waves destroyed government buildings. In addition, land rights have become a relevant concern in a gender perspective. For example, 60% of the land in Batticaloa (Sri Lanka) was owned by women, before the Tsunami struck; according to customary laws, land ownership went from mother to daughter. State policies now only recognise the male head of household as the legitimate owner of land, hence potentially taking away land rights that women had prior to the Tsunami. In addition, women who have lost their husbands and are now heads of households need to be secured land rights.

Beyond the human toll, the Tsunami somehow provided a pretext for land grabs, unjustified land-acquisition plans or even a reshaping of the residential landscape. In India and in Indonesia, government plans to enforce buffer zones between the sea and populated areas have been a point of contention affecting coastal residents and those who wish to return to rebuild their homes and businesses. In Sri Lanka, government policies prohibited new constructions within 100 metres of

the main sea level: more than 500.000 people displaced by the Tsunami worked and lived on or near the shore and were prevented from returning to their former lands. In Thailand, the anticipation of a resurgence in tourism has resulted in reports of intimidation directed against villagers and fishermen attempting to rebuild their lives on lucrative coastal plots. In terms of reconstruction, the importance of developing and enforcing building codes to prepare for earthquakes or tsunamis in the future has also come to light.

Environmental issues have also been a matter of significant concern. For example, in Indonesia, aid agencies are alarmed by the fact that the need for huge quantities of timber might further devastate the country's tropical forests, many of which have already disappeared due to agricultural expansion and illegal logging.

The lack of a permanent solution has caused problems for populations still living in camps, not least as in many countries there have been complaints that temporary shelters made of tin and concrete were inappropriate and unsuitable for housing during summer months, when shelters become impossibly hot (India, Indonesia, Sri Lanka, Andoman and Nicobar islands). This has served to highlight the importance of a community planning approach and designing buildings to meet local needs.

*Example of NGO response :
World Vision - Indonesia*

Community participation has been a key aspect of World Vision's Tsunami response. In Indonesia, World Vision's Community-Based Approach for post-Tsunami shelter is being used as a model for the humanitarian sector in Aceh. Local government and village leaders are partners and communities are involved in the planning and construction process from beginning to end. As participation is central, the housing project in Aceh has been lauded as "best practice" by the Indonesian government department (BRR) tasked with rebuilding the Tsunami-affected area. Communities are actively involved in the establishment of 'Village Development Plans' to define needs, issues, strategy, land use, mitigation plans and house designs. Plans incorporate "escape routes", high location points and community committees to respond to future disasters. The organisation is building homes with quality and certified materials (avoiding illegally logged timber), and is also supporting two concrete block factories for construction materials to encourage local enterprise. Land ownership and rights have been the main constraint as regards shelter construction as most of the documentation for land ownership was destroyed by the Tsunami. Government offices that had stored important registries and maps of property were also destroyed. In addition, ownership of land in Aceh is often not titled but rather determined by established occupation over time and community acknowledgment. World Vision has faced many of these issues in its plans for public buildings and both temporary and permanent housing construction. In response to this, the organisation has had legal advisers working on equal access to property and land rights. In Lamno, land titles have now been obtained for over 400 households in four villages that are being resettled.

*Example of NGO response :
Oxfam -Indonesia*

Owing to the urgent need for housing, Oxfam initially distributed tents and household items such as jerry-cans to approximately 6.000 households, and provided materials and tools for building temporary shelters. A further 2.344 shelter kits were distributed after the earthquake in Nias, each containing two family-size tents, sleeping bags, blankets, cooking utensils, water purification tablets and tools, in total benefiting approx 3.000 people. Oxfam is currently committed to building 2.100 earthquake-resistant houses by the end of 2006, of which 700 will be completed by December 2005. The location of the houses, and the first people to receive them, are identified by the community, with preference given to vulnerable families with widowed or disabled members. Oxfam is campaigning on particular issues relating to shelter, including ensuring that temporary shelters built by private contractors meet international Sphere standards. Because sustainable timber is scarce in Indonesia, Oxfam has been consulting with the Indonesian government, other NGOs and the local community about reconciling the huge demand for wood with finding sustainable and environmentally-friendly options for sourcing timber. Oxfam has revised its house design to use less timber, and is trying to source sustainable supplies from abroad to reduce environmental impact.

*Example of NGO response :
Concern – Indonesia*

In Indonesia, Concern is active in wat/san, shelter/housing and livelihood rehabilitation projects. In January and February Concern provided 5,549 families with Sphere standard plastic sheeting in Banda Aceh. 1,000 families were supported in Nias following the earthquake which hit after the Tsunami on March 28th. From February, Concern Indonesia worked with communities on Pulau Nasi and Simeulue Islands in the development of an appropriate model for re-housing programmes. The design used is derived from a traditional stilted house and has been developed through the engagement of a local architect, the building of demo houses in communities and refinement in design through community input. Its principal features are earthquake resilience, climatic appropriateness and ease of maintenance. Construction has been initiated and will continue until the end of 2007.

*Example of NGO response :
German Agro Action/ Deutsche
Welthungerhilfe – Indonesia*

GAA is active in India, Indonesia, Sri Lanka and Thailand, implementing projects in wat/san, shelter/housing, food aid, protection and livelihood. In all its projects across the region, GAA tries to link relief, rehabilitation and development. As an example, in Indonesia, already during the emergency phase, mid and longer-term rehabilitation needs, especially in rural development and agriculture, were identified. Housing projects will improve housing modalities existing prior to the Tsunami, with the introduction of new housing models and environmental safeguards incorporated through cooperation with other organisations. GAA plans to work in the Tsunami affected region in the next years, with a budget of €41.3 million.

Example of NGO response : Trócaire – Indonesia, Sri Lanka, India, Thailand

Trócaire raised up to more than €29 million for its response to the Tsunami and, so far, over €6 million of those funds has been committed to supporting a wide range of projects throughout the region. This included initial relief supplies such as food, water and sanitation, temporary shelter, trauma-healing and food. Once the initial response was over, Trócaire focused on shelter and livelihood programmes together; a house is no use when there is no income and people are forced to migrate to the cities to look for work. Over the next three to five years the remainder of the donations will be spent on the agency's long-term programmes such as disaster risk management, securing jobs, permanent shelter, healthcare and school reconstruction and education. Trócaire is part of Caritas Internationalis, a worldwide confederation of 162 Catholic development organisations. Trócaire has funded Caritas organisations in the affected countries: 11 partners in Indonesia, 6 in India, 2 in Sri Lanka, 1 in Thailand and 3 regional programmes spanning all four countries.

Food / Livelihoods

In every disaster, lives and livelihoods are destroyed and ordinary life is disrupted. The Tsunami destroyed the livelihoods and economic basis of many coastal communities, devastating agriculture and the fishing industry. One initial UN estimate was that up to 2 million people would require food aid in 5 countries for up to 6 months in the aftermath of the Tsunami. As many as 16,500 fishing boats and one million fishing nets were destroyed in Sri Lanka alone.

Apart from the immediate provision of food aid in this climate it was therefore imperative to work with communities on the reparation of damage to fishing boats and equipment, the drainage and leaching out of salt from agricultural land, the reconstruction of animal shelters and the restocking of livestock. Apart from the benefits this would bring in terms of economic reconstruction, full participation in the planning and reconstruction of livelihoods by affected populations was crucial in aiding psycho-social recovery.

An additional problem was that many of the populations affected by the Tsunami had poor access to food before they were hit by the Tsunami. In the aftermath of the disaster reports were received from Aceh, the Maldives, parts of Sri Lanka and India of deficiencies in nutrition among people staying in camps, which may have been indicative of problems linked to poverty existing prior to the waves. The challenge for NGOs was therefore to intervene in a way that would encourage livelihood and food security in the long term for especially vulnerable groups.

*Example of NGO response :
Caritas Germany - India*

Immediately after the Tsunami, fishermen were not able to go fishing since many of their fishing implements had been destroyed. Many fishermen, whose equipment was not totally lost but could be repaired, were afraid to go to the sea and needed time to cope with the trauma caused by the Tsunami. These people needed support for their subsistence during this phase. Caritas Germany together with Caritas India and CRS India used cash-for-work as an instrument to help fishermen and their families as well as others affected by Tsunami. The "Clean up your own village" programme in 11 villages provided 5.500 person-days work, which included cleaning the debris, cutting of thorn bushes, cleaning water tanks and levelling the ground. They earned Rs 100 per day per person as wages. Both men and women participated in this activity. 2.100 families benefited from this programme. This activity not only gave them some cash to buy vegetables and other basic necessities but it also kept them occupied physically as well as mentally to get over their depression and trauma. Furthermore, it contributed significantly to rehabilitating the villages.

*Example of NGO response :
DanChurch Aid – India and Sri Lanka*

Long before the Tsunami struck, DanChurch aid was working in India with long term development programmes (civic and political space, food security) and in Sri Lanka with relief interventions targeting Tamil Refugees. For the Tsunami crisis, DanChurch Aid raised around €11.5 million, of which 21% from public funding and 79% from private donations. Not being a direct implementing organisation, but working only through local partners, DanChurch Aid has focused its two Tsunami programmes (2005-2008) in both India and Sri Lanka mainly to livelihood. Programmes include the support to fishing communities (boats, nets, etc.), the training of agricultural workers/paddy farmers, small business holders, Dalits, female headed households, wage labourers. Working with recovery of livelihood is a good example of how DanChurch Aid applies LRRD. Partners are encouraged to continue working with the same communities. This means, for instance, that in the villages in Sri Lanka where, in the initial stages of the disaster, temporary relief, food, and temporary shelter were provided, now programmes continue with livelihood. The advantage is that beneficiaries know the implementing partners by now, communication is easier and participatory and the partners are encouraged to function as advocates for that group of people they have already once supported earlier.

*Example of NGO response :
ActionAid - India*

In the immediate aftermath of the Tsunami, ActionAid distributed relief, including food packets to survivors of the Tsunami. Amid reports of "dumping" of unsuitable aid by a proliferation of agencies, ActionAid then began to focus on coordinating efforts among areas through the instigation of the "Tamil Nadu Peoples Forum for Tsunami Relief". In the longer term, ActionAid is working with fishermen in Tamil Nadu, to preserve traditional fishing methods and is engaged with specialists in coastal areas around the Indian Ocean to advise on the lengthy process of desalinating land. As in some areas it could be years before land is again fertile for cultivation, ActionAid has responded with cash for work programmes, in which local people rebuild and reconstruct their local environment in exchange for a daily wage. Participation of women has been encouraged through the provision of crèche facilities. ActionAid is also engaged in advocacy programmes with affected communities to work on allowing them to realise their rights in the reconstruction effort.

*Example of NGO response : SOS Kinderdorf
International – South East Asia*

Active in eight of the countries hit by the Tsunami, SOS Kinderdorf has raised more than €40 million for its programs in South East Asia, allowing a plan for long-term help. In its response, the SOS Kinderdorf has worked on various sectors, such as medical care, food aid, protection and livelihood/rehabilitation. For the latter, in particular, SOS Kinderdorf has started a program for livelihood with fishermen communities, by organising them in self-help groups; a total of 325 fishing boats and equipment have been provided to 1.033 families altogether (in India 248 boats for 879 families, in Indonesia 2 mechanised boats for 50 families, in Sri Lanka 22 boats for 51 families and in Thailand 53 boats for 53 families).

*Example of NGO response :
Diakonie – South East Asia*

Diakonie responded to the Tsunami crisis with projects in India, Indonesia, Somalia and Sri Lanka. With €44.7 million, raised for more than 90% from private donations, Diakonie and its local partners distributed relief, food items, clothes, mats and tents to the Tsunami victims. In the longer term, Diakonie supports substantial housing programs, including livelihood assistance and income generation. As part of the rehabilitation and reconstruction, disaster preparedness activities are being carried out.

Protection / Conflict

As in any disaster, natural or otherwise, the Tsunami had a disproportionate effect on some more vulnerable sections of the population. Perhaps the most striking example is that all indications are that there were many more women than men among the dead. Various explanations have been put forward for this in different contexts (e.g. social factors meant that men could more often swim or climb trees than women, men were in boats or away on errands whilst women were at home with children etc.). In some villages in North Aceh 80% of fatalities took place among women, causing a radical change in population and effects that will be far reaching. Gender inequalities have also had ramifications for protection since the Tsunami. For example, reports have been received from affected areas of verbal and physical harassment and inappropriate behaviour by men towards women in the crowded and sometimes insecure conditions of camps.

Another important and disproportionately vulnerable section of the population were children, most obviously because they either lost or were separated from parents. Many of the surviving children not only have to face the trauma of abandonment and displacement, but are also at increased risk of exploitation and abuse. The rebuilding of education programs, as well as the creation of safe spaces for children, have proved to be of high importance for getting children back to a "normal life" thus protecting them and facilitating their return to normal life.

Furthermore, groups who have traditionally faced different types of discrimination, continued to face exacerbated difficulties after the disaster. For example, reports indicate that Dalit populations in India not only lost out in the distribution of aid, but in some cases were told by members of other castes to leave camps, and prevented from drinking from the same water tanks or eating in the same places as others.

In particular, conflict in Aceh and Sri Lanka had left a legacy of human rights abuses. Particularly striking has been the situation of those displaced as a result of conflict, rather than as a result of the natural disaster in Sri Lanka, where assistance to Tsunami victims has served to highlight the lack of investment in rehabilitation and development of these communities.

Other sections of the population not covered in detail here, such as old people and people with disabilities, continue to face specific challenges in terms of protection and access to assistance. The challenge for non-governmental organisations is therefore to identify and respond to the fundamental rights and specific needs of all sections of the population without discrimination.

Example of NGO response :
Terre des Hommes - South East Asia

Thanks to its already strong presence in the region, Terre des Hommes was able to respond from the outset of the crisis to the acute needs of the victims and is now engaged in a reconstruction effort to support affected communities in rebuilding their lives. Operations are taking place in India, Indonesia, Sri Lanka and Thailand, with a total budget of €30.4 million. As well as providing medical, water and sanitation support and initiating the reconstruction of schools and livelihoods, TdH was able to offer psycho-social support and implemented child protection measures. For example, as part of its activities in India TdH has provided psycho-social support to traumatised children in the region of Nagapattinam. In Sri Lanka, it is creating twenty centres for the protection and psycho-social care of children in addition to the existing ten. Identification of children who do not have access to school is taking place, child protection referral systems are being developed and protective measures against child trafficking are being implemented. On the basis of its long presence in the area, Terre des Hommes will continue to run rehabilitation and development programmes as well as advocacy actions for the defence of collective rights of local communities.

Example of NGO response :
Save the Children – South East Asia

Save the Children, active in many of the worst-affected regions for 30 years or more, moved immediately to deliver life-saving relief to more than 625.000 individuals, including 250.000 children, providing shelter, food, clean water and access to medical care. A global leader in child protection, Save the Children moved quickly to register over 7000 children who had been separated from their parents, reuniting scores of children with family members and protecting thousands of children from potential exploitation and abuse, through creating safe places to play and live and by helping them to get back to school as quickly as possible.

Example of NGO response :
Oxfam – Sri Lanka

Oxfam is providing gender-sensitive bathing, sanitation, and shelter facilities that give women and girls privacy and security in Ampara, Batticaloa, and Kilinochchi. Measures include providing solar lights to provide security at night in washing areas. Oxfam is also acting to change attitudes by training camp managers and security forces in how to respond effectively to gender issues (particularly violence against women), and working with camp management committees to give women greater roles in decision making. Partner organisations are offering referrals for survivors of gender-based violence, raising awareness of the threat of alcohol-related violence against women in camps for displaced people, and discussing women's safety issues with the government. In response to requests for assistance in Ampara, Oxfam has been distributing information to women in camps on issues such as land rights.

Chapter Four :

Challenges and Lessons Learned by NGOs

The “second Tsunami”, the post-disaster epidemic and deprivation predicted by some, never happened. The overall response from the humanitarian community has been timely and no major outbreak of disease has been registered; NGOs were able to reach almost two million people with emergency medical assistance and food aid. Six months after the Tsunami struck, immediate needs have been met and, already after the first month of response, European NGOs were able to channel their efforts into beginning reconstruction and rehabilitation. In Sri Lanka, for example, around 30.000 provisional shelters have been built and in Indonesia some 11.000 earthquake resistant homes are under construction. The rehabilitation phase is in progress, even if it is clear that significant humanitarian needs will persist for at least the next two years, especially among IDPs, women, children and minorities.

The Tsunami disaster gave rise to many of the challenges usually faced by NGOs in responding to sudden emergencies. However, because of its extraordinary magnitude and its wide geographical scope, it has exacerbated and intensified challenges sometimes to a point never experienced before. The Tsunami has further increased institutional learning among NGOs and below some of the specific situations NGOs have been confronted with and some of the lessons that have been learned are described.

Coordination

A key challenge, particularly in the initial stages of the relief effort, has been ensuring effective coordination between all actors involved. Actors range from the people directly affected, their families and communities, to local authorities, local NGOs, regional and national governments and a great number of international NGOs and international aid organisations. Sixteen UN agencies, 18 IFRC response teams, hundreds of NGOs (more than 200 in Aceh alone), military forces from 35 countries and countless private companies and civil society groups were active in the Tsunami region soon after the disaster struck.

While the disaster response of the first months had a clear humanitarian character, nevertheless a broader spectrum and bigger number of NGOs were involved in the response than in other humanitarian crises. Three groups of NGOs were mainly active: traditional humanitarian NGOs; NGOs active in development, but with a pre-established presence in the affected region and moving to an emergency response (LRRD approach); and new NGOs, not familiar with the region, but suddenly receiving funds to work in the Tsunami affected region.

The coordination of all these efforts was made even more difficult by the great number of individuals and specific initiatives coming from the North: many wanted to get involved in the relief effort, but often spontaneous initiatives, under-qualified, under-resourced and frequently questionable “humanitarian tourists”, ignored local people or local coordination initiatives.

Coordination initiatives were established. The UN took in charge the coordination of the efforts of the international community in the region, but soon had to lower its ambitions from coordination to information sharing activities, with varying degrees of success.

Needs assessment proved to be quite difficult in the initial stages. In the first days, in particular, there was no overall picture of the situation; information was available for accessible areas but very little from anywhere outside the main centres. In addition, there was no single comprehensive and multi-sectoral source of information on the humanitarian situation in the affected areas. However, NGOs previously working in the affected regions were able to conduct their initial needs assessment through pre-existing local partners and priorities were quickly identified and problems gradually solved.

Coordination at times did not run smoothly. Without a clear idea of who was doing what and where, some communities were flooded with aid, while others were neglected. This “traffic jam” led at times to duplication of efforts, delays in assistance and miscommunication. Conversely, in some instances, there was too much coordination. In Banda Aceh alone, at one point there were up to 72 coordination meetings each week. Not all NGOs had the resources to attend even parts of these meetings, leading to a fragmentation of the humanitarian community and to a feeling that more time was spent on coordinating than on implementing. Too many layers of coordination, with similar coordination groups working on the same issues, sometimes led to a multiplication of isolated guidelines and standards.

In addition, coordination mechanisms set up by the international community did not always reach local NGOs, especially when meetings were held in English only, with no translation into the language of the host country. Inevitably, local NGOs stopped attending. Had smaller agencies, which nonetheless contributed to the overall Tsunami response, been included in effective coordination mechanisms, they could have provided much significant support. Coordination was necessary, by definition, as well with national authorities, at local and district level. Lack of awareness or sensitivity of international staff, sometimes arriving in a country with little briefing, could potentially create tension with pre-established structures.

The scale of the Tsunami disaster was so significant that logistical challenges stretched the humanitarian civilian community (UN, Red Cross and NGOs) to an unprecedented degree. This meant that collaboration with other actors was needed in certain areas. Military forces from 35 countries responded from the beginning and played a prominent role in logistics, allowing access to communities in remote areas through the use of their aircrafts, vehicles and military assets. However, in some cases civil and military operations overlapped, leading to the creation of parallel relief channels. This happened because of poor information sharing between humanitarian and military communities, each with different mandates and structures. Better communication procedures (for information sharing and mapping coverage) and better coordination mechanisms between military and humanitarian partners, in respect of MCDA Guidelines (Guidelines on the Use of Military and Civil Defence Assets to Support United Nations Humanitarian Activities in Complex Emergencies), are paramount. The EU has now established the so-called Europa House as a hub for relief efforts. At EU level, civil protection services from the various Member States were also actively involved. The presence of these other actors, all with different mandates and roles, made coordination challenging, particularly at the outbreak of the disaster.

Example of NGO response : Coordination

To ameliorate the situation, some of the bigger NGOs tried to improve collaboration: as an example, in Aceh, CARE and the Norwegian Refugee Council asked the International Council of Voluntary Agencies (ICVA) to create a coordination mechanism. CARE, World Vision, Oxfam and Catholic Relief Services held an After Action Review seminar, to consolidate lessons learned in Indonesia, India, Sri Lanka and Thailand². In Sri Lanka, Terre des Hommes engaged in ensuring liaison with District and Health Ministry service providers and in the coordination among NGOs.

Involvement of local communities

In order to get populations back on their feet as quickly as possible and to allow organisations to tailor appropriate responses to the needs of different categories of people, the genuine involvement of local communities is fundamental. Participation and early national and local ownership in the design and implementation of programmes is essential to ensure that aid is distributed fairly and impartially.

Local communities have contributed immensely to relief and reconstruction efforts in Tsunami affected areas to date.

Example of NGO response: Local NGOs in Thailand

In Thailand, local NGOs were indispensable in organising operations and in calling attention to those who might have otherwise been neglected (such as Burmese migrant workers or the Moken, one of the last sea minorities leading a traditional existence).

While the need for such an approach is widely acknowledged, in practice populations are not always adequately involved or consulted and concerns around this issue have been raised by local populations. Reconstruction efforts, in the housing sector, for example, have been often top-down initiatives, excluding many affected communities from decision making, therefore raising frustrations and reducing the chances of success.

One of the main challenges, particularly in the emergency phase, was the identification of local actors already providing direct aid to people affected by the Tsunami. Capacities of local NGO partners needed to be rapidly and exponentially increased to implement relief and rehabilitation programmes and respond to larger logistical demands. Where NGOs had already been operative, long-standing local NGO partners were able to start relief operations almost immediately and could often reach areas otherwise difficult to access. Good relations previously established with local NGOs allowed, in some areas, the relief phase to be quickly linked to rehabilitation and livelihood restoration programmes working efficiently towards LRRD. Because of local partners' knowledge and pre-existing presence in the affected areas, European NGOs' response was at times more efficient and effective. On the other hand, in areas where the presence of newly arrived NGOs was very high, competition for local partners could be an issue: because of the vast and at times fragmented presence of international NGOs, at times it happened that different "Northern" NGOs were "jockeying" for qualified local expertise, offering higher salaries and forcing up prices, and so creating the risk of a dual economy within communities.

Example of NGO response: Cordaid – India

In India, Cordaid (Dutch Caritas) had a large network of local partners working in development programs. After the Tsunami struck many of these partners turned to Cordaid for support in their emergency activities. As local NGOs were familiar with the area and the communities, Cordaid decided to concentrate on working with them and not to look for other partners. Because of existing relationships and mutual trust, Cordaid was able to disburse funds for emergency relief to them very quickly. However, Cordaid realised that many of these NGO's did not have much experience in emergency and rehabilitation work: Cordaid immediately put in place a team of 4 Indian consultants with different expertise, that worked side by side with these partners from the start, advising them and building their capacity step by step. In addition, Cordaid agreed with a partner from Gujarat to work with a couple of smaller NGOs in Tamil Nadu to share the experience gained in the Gujarat earth quake. The immediate guidance of a team of Indian consultants has stimulated Cordaid's local partners to be more involved in coordination and has also enhanced both the quality and added value of the rehabilitation projects that followed the emergency work.

Disaster Preparedness

The Tsunami disaster has also highlighted, among NGOs and the EU, the high relevance of disaster preparedness measures. The Tsunami catastrophe had a worse impact on communities which were already highly vulnerable; this was reflected not only in highest number of fatalities among the most vulnerable sections of the populations affected, but also by the fact that poor people were thrown from a state of poverty to one of absolute destitution, because of problems that were already pre-existing.

It is clear that poverty and vulnerability are linked. Disaster preparedness has a specific role in addressing the issue of reducing a country's vulnerability to crises in the long term and is perhaps the only alternative to putting a country in "intensive care" every time a disaster occurs. However, in parallel, the Tsunami showed as well that disaster preparedness can sometimes be a forgotten priority: donors are not always keen to finance such type of activities, as they constitute an investment that pays off only and if a disaster actually takes place, lacks visibility and are difficult to assess in terms of effectiveness.

Role of the media

The Tsunami captured world attention to a much greater extent than any other disaster in modern history: media coverage of the 26th December events completely dominated headlines all over the world during the whole month of January and beyond. It has been reported that only the September 11th terrorist attacks have received more media coverage. The disaster was captured through moments of amateur video footage; it happened during Christmas holidays, when the Western media is traditionally hungry for news and it directly involved thousands of tourists from all over the world.

This generated an unprecedented outpouring of compassion and world solidarity. Private and public donations "flooded" aid agencies as never before. Recognising from previous experience that the window of opportunity for fundraising is limited, as funds rapidly decrease when headlines stop, agencies were able to extend the scope of their appeals. European NGOs were able to maintain a crucial level of flexibility by fundraising not only to cover immediate needs, but also to initiate speedy reconstruction programmes and development plans. From the beginning, funds were raised to include shelter, reconstruction, livelihood development, infrastructure and various recovery needs.

Overall, relations with the media have been described by NGOs as challenging but positive. Beyond the initial sensationalist coverage, the media have followed the evolution of the response. The biggest challenge was to explain the work of NGOs to journalists, so that they could understand and communicate the practicalities and challenges of relief and rehabilitation operations in the long term. As a key actor provoking empathy and mobilisation of funds throughout the world, the media also followed up by raising public awareness of financial issues and the efficient use of funds. Indirectly, this put a lot of pressure on agencies to spend money quickly and demonstrate their effectiveness through action. The scrutiny of the media raised expectations of how well agencies would perform and account for the funds that they spent. In the rush for rapid and visible action, some organisations launched a number of projects simultaneously and sometimes neglected national and local counterparts. On the other hand, enhanced scrutiny created an opportunity for agencies to maintain public trust through the establishment of clearer reporting and demonstrable accountability measures. External communication efforts by NGOs have also increased; this can create opportunities to promote better knowledge and understanding of NGO work.

Example of NGO response : German Agro Action / Deutsche Welthungerhilfe

As German Agro Action put it, already at a very early stage, NGOs tried to explain, through the media to the wider public, that longer-term commitment to the populations affected by the disaster is necessary. "While we aim to promote improved living conditions, we tried to sensitise the media for the need not to create inequalities between those benefiting from Tsunami relief and reconstruction and those not directly affected. We feel that on the whole this issue has been taken up by the media reporting on our work."

NGO management challenges

Given the sheer scale of the disaster, the Tsunami clearly affected NGOs internally as well. Quick responses and flexibility were needed, including the timely release of funds and high adaptability on the part of staff. The absorption and the management of a much greater volume of funding presented a big challenge: in response, as described in the previous chapter, NGOs coordinated through pre-existing or new collective fundraising consortia. Recruitment of more qualified personnel and training was necessary; the additional immense workload required quick and creative solutions and the setting up of new programmes and country offices. In addition, while responding to such a big scale disaster, the work of NGOs in other areas of the world continued and could not be overlooked or interrupted. The result was strain on human resources and communication departments, but also the reinforcement of internal coordination mechanisms, within organisations and between headquarters and field offices. Several NGOs in Europe, as a consequence, have also carried out joint fundraising and media activities and joint evaluation of lessons learned. Despite the stressful conditions, NGOs remain committed to the delivery of high quality and professional emergency and reconstruction assistance.

Challenges and recommendations to NGOs

European NGOs need to take the initiative to coordinate more effectively, when a broad spectrum of NGOs are rapidly arriving in an intervention zone. Clear linkages should be made between coordination structures at national, provincial, local and sectoral level, in order to avoid duplication of efforts. Competencies should be recognised in advance and division of labour planned for. There is a need for better coordination among NGOs both in respect of geographical coverage and fields of expertise.

Roles and responsibilities of other actors involved, such as the military and civil protection, should be clarified and dialogue should be preserved.

The critical role of local authorities should be recognised and dialogue should be established as early as possible.

European NGOs should strengthen local initiatives ensuring that women are represented in any consultative or decision making process about current and future reconstruction and rehabilitation. Community based organisations and others should always be engaged in broad consultation on reconstruction and rehabilitation, as well as in building up disaster preparedness systems.

European NGOs should continue their efforts in strengthening transparency and accountability of income and expenditure of all budgets.

Internal staff training should be reinforced and measures to increase the available pool of staff should be established, in order for NGOs to be able to respond as efficiently as possible to other sudden or parallel crises around the world.

European NGOs should build on lessons learned from the Tsunami response and integrate them in their work.

NGOs are well placed to strengthen local initiatives, structures and capacities, through participatory assessments of the needs and capacities of communities. NGOs have a clear role to play in strengthening people-centred early warning systems, including consultation mechanisms, activities to build consensus on priorities among communities, awareness raising, risk assessment and preparedness measures, in order to allow locals to know how to act and what to do in case of warnings.

Chapter Five :

Institutional and Political Recommendations to the European Union

European NGOs are committed to continue actively working in the Tsunami affected regions in the years to come and wish to address some key messages to the European Union. The EU will also continue to play an important role in the response to the Tsunami crisis, not least because of its bilateral collaboration with national governments in the affected areas and because of its role in the Tsunami Trust Fund.

The EU should continue **supporting progress towards peace** in Aceh and Sri Lanka. It should ensure its monitoring of the Peace Agreements takes into account appropriate civil representation. The EU should ensure the Trust Fund and all other reconstruction bodies include real representative civilian participation.

The EU should **honour its pledges** for Tsunami assistance, particularly for sustainable reconstruction and recovery programmes. Donor support and activities should be transparent. Application procedures for EU funding should be simplified as much as possible, without compromising quality. Delays in disbursement of funds have to be solved in order to permit timely and appropriate relief and reconstruction aid.

The **international commitments** made by the EU to achieve a set of universal development objectives and its engagement in the fight against global poverty should remain at the forefront. Aid should not be diverted from needy populations elsewhere in the world. It is essential that the EU and its Member States ensure that funds committed and used in the relief, rehabilitation and reconstruction operations in the Tsunami region are not taken from the reallocation of existing aid budgets.

European NGOs strongly support the EU approach on linking, from the outset of a crisis, relief to rehabilitation and development. However, the present structure and organization of the Commission could be better suited to provide an adequate framework for effective policies with regard to **LRRD**. NGOs are concerned that the new external aid architecture proposed in the next Financial Perspectives framework does not address this problem and will even risk a further weakening of the LRRD approach. Indeed, more attention should be paid to LRRD in the proposed Development and Stability Instruments. Mechanisms for ensuring effective LRRD by the responsible Commission Services should be reviewed and reinforced.

The EU should invest more funds in **disaster preparedness**. It should use the momentum created by the Tsunami disaster to infuse disaster preparedness throughout the Commission Services, strengthening the complementarity among its DGs. In addition, the EU should promote the importance of disaster preparedness among its Member States as well. Communities in disaster prone areas should be helped to prepare to deal with disasters: the EU can play a role through its disaster preparedness programmes, by focusing, for example, on people-centred early warning systems. Priority should be given to projects that include risk assessment, awareness and preparedness measures, so that effects of disaster are substantially reduced.

Humanitarian assistance in the Tsunami affected regions should be based on humanitarian principles, such as impartiality, neutrality and independence, as well as on developed best practices. Recovery and development aid should be informed by a human rights based approach. Assistance has to be provided on the basis of need and rights. The EU should ensure that **no discrimination apart from on the basis of need** is made with respect to allocation of funds to different geographical areas, on the grounds of gender or between different sections of the population (people displaced because of prior conflict or belonging to different ethnic, religious or social groups). The EU should also address the situation of vulnerable populations affected not only by the Tsunami but by pre-existing conflict contexts.

Residing within camps or in temporary housing solutions hinders the affected populations' return to normal life and livelihood; recreating permanent housing is a top priority for recovery. The EU can give its support through funding but also through international leverage to remove obstacles to resettlement. With this in mind, the EU should stress, through its bilateral negotiations with national governments, that the **allocation of land** is completed speedily and appropriately.

There is a need to focus on a participatory approach and on the participation of women, youth and children. In particular, the EU should ensure, through its bilateral negotiations with national governments in the Tsunami affected region, that the allocation of land rights takes into account **gender**. In addition, the EU should see education programs for **children** as actions that should be funded and supported already in early phases of an emergency, thus providing protection and normalcy to the lives of children.

The EU should ensure that international **coordination** involves all the actors and agencies engaged in the Tsunami region, including NGOs. The EU should also play a role in promoting coordination mechanisms among its peers in the Tsunami Trust Fund, as well as with its Member States and, through its bilateral relations, with the regional and national governments of the Tsunami-affected area.

Chapter Six :

Conclusion

The Tsunami was an unprecedented disaster that merited an unprecedented response. Financial, technical and political support need to continue not just in the months ahead, but in the years to come. International pledges have been impressive and donors must continue to honour their promises. Careful planning, accountability, cooperation and coordination amongst all actors are needed. European NGOs have played and will continue to play a decisive role in bringing equitable and sustainable development through reconstruction efforts. Progress will take time and NGOs are committed to continue working in a very difficult and challenging context to rebuild the lives of those affected by the Tsunami for years to come.

Overall the response of NGOs to the Tsunami disaster has been positive and the aid community has managed as well as possible, considering the extraordinary context. Every disaster is different but lessons should be learned and applied in future interventions.

The scale of disasters as the Tsunami in South East Asia have resulted in more public support for the work of the NGO sector. This has created a window of opportunity for European NGOs to strengthen their professionalism and increase even further their credibility.

More collaboration has been observed among the various actors involved in the response to the disaster, both among NGOs and their Networks. Hopefully greater coordination in the future will result. The Tsunami has also witnessed improved dialogue between NGOs and other involved actors, such as the military and civil protection.

The media has played an important role, reporting closely on the response to the disaster and facilitating exceptional fundraising efforts, as well as allowing the wider public to have a better understanding of the role of NGOs, of the professionalism of the sector and the continuous challenges it faces.

Previously existing Quality Initiatives are currently trying to gather lessons learned and there is more willingness to take them into account for preparation for future disasters. There is more attention given to evaluation initiatives, such as the TEC, and more collaboration among NGOs in evaluations.

There remains a need for further improvement and strengthening of the sector; disaster preparedness in the field and in disaster prone areas in particular; and in building capacity in local populations. The involvement in the Tsunami affected region will continue for the years to come. If it took between five and ten seconds to have hundreds of thousands of people disappear, it will take between five and ten years to rebuild what has been lost.

The Tsunami crisis demonstrated how generous governments and the public can be. This should be the rule, not the exception, for all on-going humanitarian crises and for future disasters. A step forward could be the United Nations' launch of a \$500 million Global Emergency Fund to be used by aid agencies at the earliest possible moment, whenever and wherever a crisis strikes. The Fund's goal is simple: within 72 hours, provide aid workers with sufficient funding to jump-start lifesaving relief operations. The Global Emergency Fund has been already approved by world leaders at the UN Summit in September 2005; it is expected to be operational by early 2006. An adequately funded rapid response instrument allow humanitarian actors to respond to acute emergencies in a timely and efficient manner, without having the additional worry of funding shortfalls. In addition, such an instrument would help to overcome moments of moments of donor and media fatigue, as witnessed by the slow initial response to the Pakistan earthquake at the present time.

While a UN reform of the humanitarian response is on-going and despite the shortcomings of the European and international systems in providing a global humanitarian effort (as the Pakistan disaster has illustrated), NGOs remain committed to continuing their work both in meeting the challenges of large visible disasters and in their daily response to forgotten crises all over the globe. NGOs will constantly strive to improve their professionalism to support affected populations in crises around the world.

Useful Links

ActionAid	www.actionaid.org
Action contre la Faim	www.actioncontrelafaim.org
Aktion Deutschland Hilft	www.adh102030.de/view.php3?show=5100001110341
ALNAP	www.alnap.org
CARE	www.care.org
Caritas	www.caritas.org
Cordaid	www.cordaid.nl
Concern Worldwide	www.concern.net
CONCORD	www.concordeurope.org
Consortium belge pour les situations d'urgence (12 12)	www.1212.be/fr/communiqués/20050624.htm
DanChurchAid	www.dca.dk
Diakonie	www.diakonie-katastrophenhilfe.de
Disasters Emergency Committee	www.dec.org.uk/
DG ECHO	www.europa.eu.int/comm/echo/index_en.htm
DG RELEX	www.europa.eu.int/comm/external_relations/index.htm
European Union	http://europa.eu.int/
German Agro Action	www.welthungerhilfe.de
Handicap International	www.handicap-international.org
HAP- I	www.hapinternational.org
Hilfswerk Austria	www.hilfswerk-austria.at
ICCO	www.icco.nl
ICRC	www.icrc.org
Malteser	www.malteser.de
MDM	www.medecinsdumonde.org
MCDAGuidelines	http://coe-dmha.org/Media/Guidance/3MCDAGuidelines.pdf
Nachbar in Not	http://nachbarinnot.orf.at/
Oxfam UK	www.oxfam.org.uk
People in Aid	www.peopleinaid.org/
ReliefWeb	www.reliefweb.int/
Reuters Alertnet	www.alertnet.org/
Sphere Project	www.sphereproject.org/index.htm
SHO	www.giro800800.nl/nl-NL/Content.aspx?type=content&id=127
SOS-Kinderdorf International	www.sos-kinderdorfinternational.org
Terres des Hommes	www.terresdeshommes.org
Trocaire-Caritas	www.trocaire.org
Tsunami Evaluation Coalition	www.alnap.org/tec/
United Nations	www.un.org/english/
VOICE	www.ngovoice.org
World Vision UK	www.worldvision.org.uk

Annexes

Annex 1:



Brussels, 10 January 2005

Open Letter to the attention of European Decision-makers

CONCORD, the European NGO Confederation for Relief and Development, and VOICE, the European network of humanitarian NGOs, recognise the EU's commitment to the victims of the Indian Ocean tsunami. Since many of our members were already working in the affected areas and are now involved in channelling the aid provided by the EU and the public, we would like to raise a number of concerns and stress the role of the EU in the international donor community to ensure that pledges are delivered according to humanitarian principles and in a development perspective.

Coordination of relief

CONCORD and VOICE support the EU call for a coordinating role for the United Nations. We encourage the EU to ensure that **international coordination involves all the agencies engaged in the relief effort**, including NGOs, and that all actors operate according to the UN's Guidelines on the use of Military and Civil Defense Assets.

Forward-looking commitment to the crisis

VOICE and CONCORD encourage EU donors to make a multi-year commitment that integrates the EC approach of **Linking Relief, Rehabilitation and Development (LRRD)**. However, the Commission's present structure and the future Financial Perspectives need to provide an adequate framework for effective LRRD policies. From the outset of this crisis, all activities should aim at ensuring livelihoods, and at the long-term goals of poverty eradication and disaster preparedness.

Local resources

NGOs in the field involve local partners and resources to ensure appropriateness and sustainability of aid, and its overall effectiveness. Therefore, EU funding for this crisis should permit the **use of local resources and markets as much as possible** and should stress **support to local implementing partners**.

Focus on children and women

Following this disaster, children, especially those who are orphaned or separated from their families, are now at greater risk for trafficking and exploitation. Women in the stricken areas are also at additional risk, and their role in childcare may represent an extra burden. The EU should adopt a **policy of protection for the most vulnerable groups in this crisis** that involves special attention to women, keeping children with their extended families and communities, emphasising child health, and establishing community-based recreational and educational programmes.

The world's other needs

The present catastrophe should not divert attention from other policies or areas in the world in conflict or crisis, such as in Darfur or DR Congo. We call on the European Commission and the Member States to guarantee that the funds for this crisis are "new money", not taken from existing aid budgets. Nor should they be drawn off from the EU's international commitments towards debt relief and universal development objectives.

Distinguishing between different EU capacities

VOICE and CONCORD encourage the EU to approach with caution the **recent calls to establish an EU voluntary humanitarian aid corps**, and to ensure that politically-led response missions do not detract from the EU's humanitarian aid and development efforts. Rather, these existing programmes should be reinforced. The EU and its member states should work to **distinguish clearly between apolitical civilian humanitarian capacities and political crisis management efforts**.

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secretariat@concordeurope.org
http://www.concordeurope.org

Annex 2:

Summary Of The Human Toll Caused By The Tsunami Disaster¹

Countries	Dead	Missing ²	Displaced	Homeless
Indonesia	128,645	37,063	532,898	n/a
Sri Lanka	31,147	4,115	519,063	480,000
India	10,749	5,640	647,599	20,000
Maldives	82	26	21,663	n/a
Thailand	5,395	2,932	n/a	n/a
Myanmar	61	10	n/a	3,200
Malaysia	68	12	n/a	4,296
East Africa ³	312	158	2,320	n/a
Total	176,459	49,956	>1,723,543	>507,496

¹ The figures are drawn from official government sources in each country, except in the case of Malaysia, where the source is the International Federation of Red Cross Red Crescent (IFRC).

² Those listed as missing will be officially declared as dead in most countries a year after the disaster.

³ East Africa covers Tsunami-affected countries of Kenya, Madagascar, Seychelles, Somalia and Tanzania.

Annex 3:

Aid pledges and actual grants allocations by major international Donors responding to the Tsunami disaster

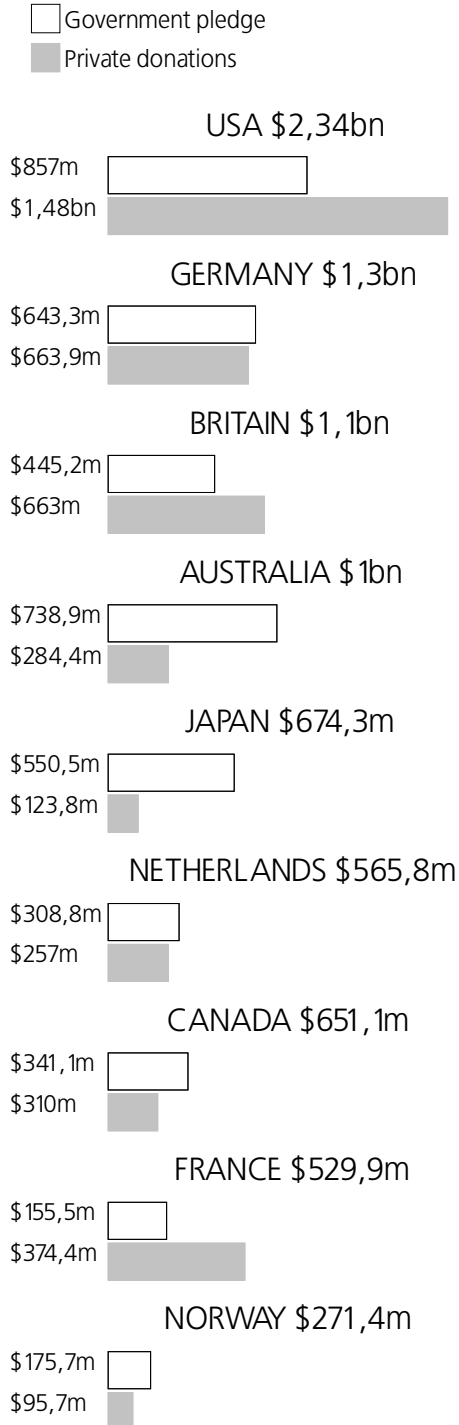
In million US dollars

	Aid pledged	Aid allocated	Last update
USA	857	813.6	2005-10-21
Australia	791.7	271.2	2005-09-30
Asia Development Bank	689.9	659.9	2005-07-25
Germany	643.3	344.67	2005-10-30
EC	608.6	582.8	2005-07-21
Japan	500	550.5	2005-05-06
World Bank	486.7	486.7	2005-07-25
UK	445.2	382.6	2005-10-31
Canada	341.1	186	2005-07-25
Netherland	308.8	214	2005-07-21
Norway	175.7	173	2005-09-14
France	155.5	153.7	2005-08-05
Italy	148	96.5	2005-09-12
Sweden	90.4	60.5	2005-08-05
China	83	83	2005-09-27
Kuwait	72.6	72.6	2005-08-05
Denmark	71.2	54.3	2005-09-14
Finland	64.3	39.78	2005-10-31
Austria	64.3	36	2005-09-05
Taiwan	50	60	2005-09-27
South Korea	50	50	2005-08-05
New Zealand	48	48	2005-09-06
Belgium	38.6	22.9	2005-09-09
Singapore	36.7	32	2005-09-15
Spain	30	17.1	2006-09-19
Greece	26.37	26.37	2005-09-07
Ireland	25.7	25.6	2005-09-06
Switzerland	24.4	24.4	2005-09-06
Luxembourg	6.43	11.2	2005-09-27
Czech Republic	9.07	9.07	2005-09-06
TOTAL	6942.6	5588	

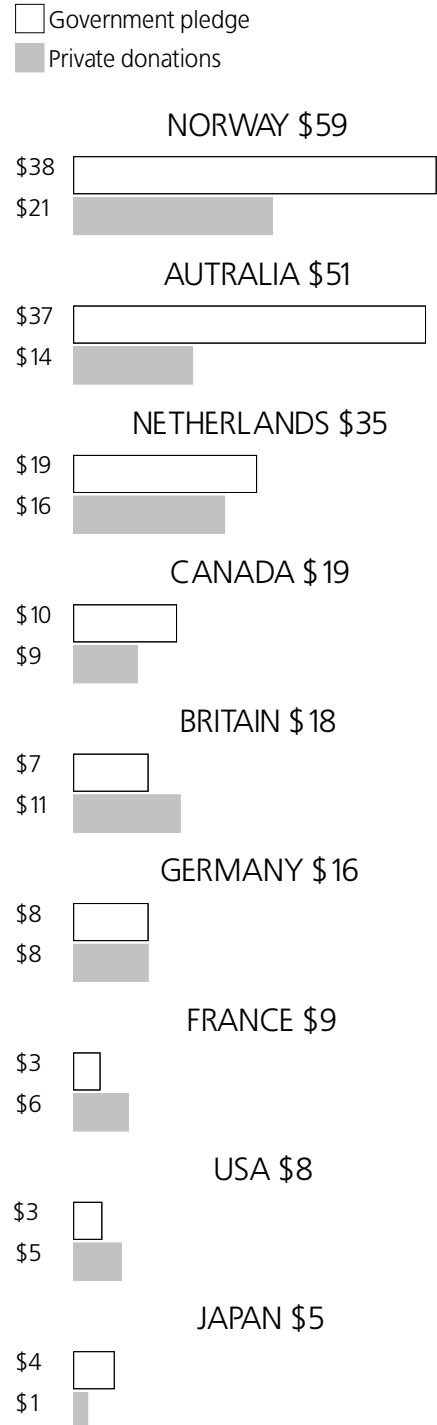
Source: Reuters Alertnet, Tsunami Aid Watch, www.alertnet.org

Annex 4:
Tsunami Aid
The World's biggest Donors
(Aid per country and per capita)

AID PER COUNTRY (\$US)



AID PER CAPITA (to the nearest \$US)



Annex 5: Summary of DG ECHO Decision Relating To Tsunami

<p>Primary Emergency Decision 26 December 2004: €3m</p> <p><i>Regional</i> Emergency Relief Response, including emergency shelter and other non-food items, family kits, new emergency medical kits and as essential repair items for the rehabilitation phase</p>	<p style="text-align: center;">IFRC</p>
<p>Emergency Decision 30 December 2004: €10m</p> <p><i>Sri Lanka :</i> Food aid and supplementary feeding. Non-food items: household items, hygiene products, clothing, etc. Water and sanitation: the installation of water tanks, water pumps, distribution of water purification tablets, treatment of wells, construction of emergency latrines. Health: mobile clinics, medicines and medical material, psychosocial assistance. Emergency shelter: material for construction of emergency shelter</p> <p><i>Maldives :</i> Water, sanitation and health</p>	<p>ACF, CARE, DANISH RED CROSS, GAA, OXFAM, FOUNDATION TERRES DES HOMMES LAUSANNE, UNICEF, WFP, ZOA</p> <p style="text-align: center;">UNICEF</p>
<p>Emergency Decision 31 December 2004: €10m</p> <p><i>Indonesia</i> Supplementary feeding. Non-food items: household items, hygiene products, clothing, etc. Water and sanitation: installation of water tanks, water pumps, distribution of water purification tablets, treatment of wells, construction of emergency latrines. Health: early warning system, mobile clinics, medicines and medical material, psychosocial assistance. Protection (particularly children). Telecommunication services.</p>	<p>ACF, CARE, DANISH RED CROSS, ICMC, IRC, MDMF, SC-UK, TSF, UNICEF, WHO</p>
<p>Emergency Decision 9 February 2005: €80m</p> <p><i>In Asia and South-East Asia</i> To provide assistance and relief, including short term rehabilitation, to those affected in order to help them regain a minimum level of self-sufficiency in Indonesia, Sri Lanka, India, Maldives and Thailand.</p>	<p>ACF-FRA, ACTED, ACTIONAID, AGA KHAN, ATLAS, CARE-DEU, CARE-UK, CARE NEDERLAND, CARITAS-DEU, CESVI, CORDAID, CROIX-ROUGE-CICR-ICRC-CH, CROIX-ROUGE-DNK, DANCHURCHAID-DNK, GERMAN AGRO ACTION, HANDICAP INTERNATIONAL, HELPAGE INTERNATIONAL (UK), ICMC, IOM, IRC-UK, MERLIN, MOVIMONDO, MPDL, NORWEGIAN REFUGEE COUNCIL, OXFAM (UK), PLAN INTERNATIONAL (UK), PREMIERE URGENCE, SAVE THE CHILDREN (UK), SOLIDARITES , TERRE DES HOMMES-CHE, TERRE DES HOMMES ITALIA ONLUS, TRIANGLE, UN-FAO(I), UNDP, UNFPA, UNHCR (BEL), WFP-PAM, WHO-OMS, WORLD VISION (UK), ZOA</p>
<p>To ensure an efficient co-ordination of the humanitarian aid provided to the affected populations and the logistical support for the delivery of this aid.</p>	<p style="text-align: center;">UN-OCHA, UN-WFP-PAM</p>
<p>To contribute to the assessment, evaluation and strengthening of Early Warning Systems and disaster preparedness in countries affected by the 26 December 2004 tsunami in South and South East Asia</p>	<p style="text-align: center;">UNOCHA, UN-WFP-PAM</p>
<p>To create and maintain a technical assistance capacity in the field, to assess needs, appraise project proposals and to coordinate and monitor the implementation of operations.</p>	<p style="text-align: center;">UN-OCHA</p>
<p>Total: €103m</p>	

Annex 6:

Summary of EC indicative allocation of funds for post-tsunami reconstruction

Country	Programme	Amount
Regional and Horizontal Activities	Including a tsunami EU Coastal Zone Management Facility, technical assistance to European Investment Bank lending and support to early warning systems.	€25 million
Indonesie	Support to the Government of Indonesia's Multi-Donor Trust Fund to maximise efficiency and effectiveness in repairing and reinforcing affected communities' infrastructures and services, restarting the livelihoods of affected people and enhancing the environmental sustainability of coastal areas. Money will also go to strengthen the capacity of local government in Aceh. This will indirectly contribute to facilitating later arrangements for self-government.	€208 million
Sri Lanka	Up to €60 million to support the restarting of community livelihoods and rebuilding of communal infrastructure in the north and east and €40 million for reconstruction of 200 kilometres of the coastal road in the south.	up to €100 million
Maldives	To restart livelihoods and to repair damaged housing on affected atolls. It will also support the Government of Maldives' in safeguarding against future disaster and boosting longer-term regional development through its 'safe islands' programme.	€17 million
		€350 million

Annex 7:

EU Humanitarian Assistance to ASIA (Tsunami) 2004/2005 (€)

Table shows /committed/allocated contributions by ECHO and MS according to 14 point application

updated: 16.9.2005

	India	Indonesia	Sri Lanka	Thailand	Region (South and South-East Asia) ¹	Somalia	Total ² contributions	Total actual spending (as of 13.5.2005) ³
COM/ECHO	10 000 000	35 000 000	28 266 182	500 000	29 233 818		103 000 000	61 258 664
Austria			5 188 730		1 000 000		6 188 730	6 188 730
Belgium		2 570 028	2 702 542		150 000		5 422 570	5 422 570
Cyprus		81 060	127 380	15 440	135 969		359 849	246 140
Czech Republic					1 334 000		1 334 000	1 334 000
Denmark	81 082	9 878 380	8 175 676		8 513 515		26 648 653	26 648 653
Estonia		234 555		45 635	31 949		312 139	312 139
Finland		3 000 000	1 150 000	1 000 000	13 650 000		18 800 000	11 650 000
France	16 786	1 985 901	645 734		35 852 462		38 500 883	38 084 118
Germany	1 031 724	56 637 634	25 178 778		4 007 844	575 963	87 431 943	81 978 000
Greece		9 052 277	4 684 700	456 700	10 507 000		24 700 677	24 700 677
Hungary					1 028 000		1 028 000	1 133 796
Ireland	1 720 993	5 323 284	2 601 000	1 700 750	4 870 000		16 216 027	9 065 277
Italy		600 000	1 800 000				2 400 000	3 000 000
Latvia		142 000					142 000	142 000
Lithuania					217 215		217 215	217 215
Luxembourg	652 500	100 000	890 000		3 250 000		4 892 500	4 842 500
Malta			8 000 000				8 000 000	8 000 000
Netherlands	249 000	16 907 000	8 000 626		8 037 315		33 193 941	27 963 386
Poland		265 500	308 500		240 000		814 000	567 000
Portugal		1 690 585	465 001	24 277			2 179 863	2 178 813
Slovakia		12 950	173 300		366 500		552 750	365 300
Slovenia					866 666		866 666	303 333
Spain		9 362 900	415 000		8 515 001		18 292 901	13 292 869
Sweden	465 280	6 359 110	6 066 050	40 000	14 724 400	210 500	27 865 340	17 115 862
United Kingdom	2 924 331	17 776 511	6 834 417		68 038 086	719 050	96 292 395	96 292 395
Total	17 141 696	176 979 675	111 673 616	3 782 802	214 569 740	1 505 513	525 653 042	442 303 437

Empty cells means either no information is available or no contribution.

¹ Figures for India, Indonesia, Sri Lanka, Thailand and Somalia show contributions encoded for each separate country. Figures for the regions South Asia, South East Asia and Indian Ocean show contributions encoded for the region as a whole without earmarking a specific country. Contributions to the Myanmar, Maldives/Seychelles are also included under Region.

N.B. The contributions for each specific country is not included in the contributions to Region.

² For COM/ECHO, this figure refers to commitments. The figure for contracts is € 80.823.188. Echo spending as of 16.9.2005

³ For COM/ECHO, between 50% and 80% of the total amount of each contract is paid upon signature, a second payment is done upon presentation of an intermediary financial report (if at least 75% of then first allocation has been spent) and the final 20% paid upon submission of the final report by the partner.

Source : ECHO 14 Points reporting system. <https://hac.cec.eu.int>

Annex 8:

EU and Member States Rehabilitation and reconstruction assistance to TSUNAMI affected countries

Global table of commitments and/or financing decisions
(+ disbursements) in euros

	Total committed	%	Multilateral & Regional	Indonesia	Sri Lanka	Maldives	Thailand	India	Others	Total disbursed
Commission	350 000 000	27,0%	12 000 000	200 000 000	95 000 000	16 000 000	0	0	27 000 000	0
Austria	11 029 000	0,9%	0	69 000	9 990 000	0	0	970 000	0	0
Belgium	5 000 000	0,4%	5 000 000	0	0	0	0	0	0	0
Cyprus	124 878	0,00%	0	0	0	86 278	15 440	0	23 160	86 278
Czech Republic	6 700 000	0,5%	6 700 000	0	0	0	0	0	0	0
Denmark	30 377 000	2,3%	0	20 710 000	6 905 000	0	2 762 000	0	0	827 000
Estonia	0	0,0%	0	0	0	0	0	0	0	0
Finland	1 400 000	0,1%	1 400 000	0	0	0	0	0	0	400 000
France	323 000 000	24,9%	98 040 000	109 000 000	94 647 000	20 000 000	1 200 000	113 000	0	14 960 000
Germany	59 000 000	4,6%	0	59 000 000	0	0	0	0	0	0
Greece	8 800 000	0,7%	0	200 000	8 600 000	0	0	0	0	0
Hungary	17 133 796	1,3%	67 393	319 128	719 525	0	27 750	0	16 000 000	0
Ireland	1 329 000	0,1%	0	279 000	750 000	0	0	300 000	0	579 000
Italy	72 500 000	5,6%	0	15 050 000	15 550 000	0	1 500 000	0	40 400 000	19 000
Latvia	0	0,0%	0	0	0	0	0	0	0	0
Lithuania	0	0,0%	0	0	0	0	0	0	0	0
Luxembourg	3 700 000	0,3%	750 000	700 000	1 400 000	0	300 000	550 000	0	0
Malta	9 060 000	0,3%	0	0	9 060 000	0	0	0	0	8 000 000
Netherlands	204 248 000	15,8%	0	160 615 000	43 133 000	500 000	0	0	0	0
Poland	247 000	0,02%	0	0	247 000	0	0	0	0	0
Portugal	5 058 112	0,4%	0	1 500 000	1 558 112	300 000	500 000	400 000	800 000	0
Slovakia	256 000	0,02%	0	64 000	128 000	0	0	0	64 000	0
Slovenia	NC		nc	nc	nc	nc	nc	nc	nc	nc
Spain	86 500 000	6,7%	2 000 000	0	0	0	0	0	84 500 000	0
Sweden	2 252 000	0,2%	777 000	0	1 300 000	0	175 000	0	0	800 000
United Kingdom	98 108 390	7,6%	60 984 330	24 279 310	7 122 070	900 770	0	4 083 910	738 000	86 238 390
Total	1 295 823 176	100,0%	187 718 723	591 785 438	296 109 707	37 787 048	6 480 190	6 416 910	169 525 160	111 909 668

Updated: September 2005, NC : Non communicated, (1) Conversion of DKK

Source: http://www.europa.eu.int/comm/world/tsunami/financing_decisions/03_all_ms_eu.xls

Annex 9:

Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief

1. The Humanitarian imperative comes first
2. Aid is given regardless of the race, creed or nationality of the recipients and without adverse distinction of any kind. Aid priorities are calculated on the basis of need alone
3. Aid will not be used to further a particular political or religious standpoint
4. We shall endeavour not to act as instruments of government foreign policy
5. We shall respect culture and custom
6. We shall attempt to build disaster response on local capacities
7. Ways shall be found to involve programme beneficiaries in the management of relief aid
8. Relief aid must strive to reduce future vulnerabilities to disaster as well as meeting basic needs
9. We hold ourselves accountable to both those we seek to assist and those from whom we accept resources
10. In our information, publicity and advertising activities, we shall recognise disaster victims as dignified humans, not hopeless objects

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ActionAid UK
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Caritas Germany
Cordaid - Caritas
Concern Worldwide
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Handicap International
ICCO
Malteser Hilfsdienst
MDM
Oxfam UK
SOS – Kinderdorf International
Terres des Hommes
Trocaire – Caritas
World Vision UK



CONCORD is the European confederation of relief and development NGOs. Its national associations and international networks represent over 1600 NGOs which are supported by millions of citizens across Europe. CONCORD leads reflection and political actions and regularly engages in dialogue with the European institutions and other civil society organisations.

VOICE is a network representing some 90 European NGOs active in humanitarian aid worldwide. Seeking to involve its members in information, training, advocacy and lobbying, VOICE is the main NGO interlocutor with the EU on emergency aid, relief, rehabilitation and disaster preparedness. As a European network, it represents and promotes the values and specific features of humanitarian NGOs. Based in Brussels, VOICE has been active for the last 12 years and is an independent organisation under Belgian law since 2001.

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