LESSONS FROM THE TSUNAMI:

SURVEY OF NON-GOVERNMENTAL ORGANIZATIONS IN INDIA AND SRI LANKA

Fritz Institute

TABLE OF CONTENTS

EXECUTIVE SUMMARY

On the 26th of December, 2004, India and Sri Lanka suffered one of their worst natural calamities. A massive earthquake of magnitude 9.0 struck Indonesia off the West Coast of Northern Sumatra at 6.29 A.M (IST) followed three hours later by another quake 81 km west of Pulo Kunji, Great Nicobar. These earthquakes triggered giant tidal waves, which hit 2260 km of Indian coastline on the Southeast coast and more than 1000 km of Sri Lanka along its North, East and Southern coasts, causing colossal damage. The current estimates suggest that more than 31,000 people were killed in Sri Lanka and approximately 11,000 people were killed in India. More than two million people were affected by this disaster in the two countries, with the number displaced hovering at about 1 million.

The reactions to the Tsunami were vastly different in each country. The Indian government declined international assistance for the relief operations, declaring that sufficient resources were available in the country to assist those made vulnerable. After an initial delay, the Sri Lankan government requested international assistance. In both countries, the government (central, state and district level), local non-governmental organizations (NGOs), international NGOs already operating within the country, the private sector and religious groups sprang into action in an unprecedented relief effort.

In an effort to understand the dynamics of the relief operation and gather data to inform future relief efforts, Fritz Institute conducted a study of non-governmental organizations and affected families in India and Sri Lanka, including all the regions affected by the Tsunami.

This report outlines the findings of the NGO study, which consisted of interviews with the relief coordinators and personnel of 226 NGOs in India and 150 NGOs in Sri Lanka. In India, the surveyed organizations were confined to those operating in the most heavily impacted districts in Tamilnadu: Nagapattinam, Cuddalore, Kanyakumari and Chennai. NGOs were selected for study from a district collectorate list of all NGOs (approximately 500) operating within Tamilnadu. In Sri Lanka, NGOs operating within Colombo, Gampha, Kalutara, Hambantota, Ampara, Trincomalee and Matara were surveyed. Organizations were selected from a detailed list available from the Sri Lanka Consortium of Humanitarian Agencies. Both quantitative and qualitative methodologies were used in the survey, and all the interviews were conducted in March 2005 by trained, native, bilingual investigators using English and/or the local languages, as appropriate.

The following report begins with a summary of key findings. Three appendices provide the original field reports from each country, followed by the survey instrument used to interview NGO officials.

1. Less Than Half of NGOs Were Prepared to Respond to a Natural Disaster

Of the 150 organizations surveyed in Sri Lanka, 38% had an emergency plan in place prior to the Tsunami. NGOs in India were somewhat better prepared, with 49% reporting a plan to respond to emergencies. Nearly all organizations that had a disaster relief plan executed it in response to the Tsunami (100% in India, 96% in Sri Lanka), while numerous unprepared NGOs took part in disaster relief efforts as well, motivated by the enormity of the destruction.

2. NGOs Reported Insufficient Training in Core Disaster Management Skills

We found that among those NGOs that had an emergency response plan in place, training in disaster management skills was low. While 43% in India reported training in first-aid or emergency medical care, capacity for vital process-oriented skills was much lower: 12% reported training in search and rescue operations, and just 7% were trained to perform surveys or damage assessments. Only 4% of respondents reported training in logistics. International aid organizations, such as UNICEF, World Vision, and the Red Cross tended to report greater training in disaster management skills. Such organizations were more active in Sri Lanka than in India, which may account for that country's larger reported capacity: 28% of surveyed organizations in Sri Lanka cited some prior management training, while 16% reporting training or prior experience specifically related to natural disasters.

3. Low Logistical Capacity Created Bottlenecks and Unwanted Relief Disbursement

NGOs in both India and Sri Lanka reported adverse consequences stemming from low capacity in logistics and warehousing. Only 40% of surveyed organizations in India, and 42% in Sri Lanka, felt that available warehouse space was adequate to their needs. Transportation capacity was also low: 40% of surveyed agencies in India reported that they lacked adequate transport facilities to accomplish their tasks; 52% of NGOs in Sri Lanka reported similar problems.

High levels of unsolicited in-kind donations- reported by 61% of surveyed NGOs in India, and 41% in Sri Lanka- further eroded warehousing and transhipment capacity. In some instances, warehousing and transportation shortfalls combined with oversupply of goods created critical logistical bottlenecks, which in turn forced the unwanted disbursement of aid materials. Some relief agencies reported that they were forced to distribute goods immediately upon their receipt, creating perceptions of aid "dumping" on affected families, and potentially leading to the secondary sale or trade of relief supplies.

4. Gaps in Information and Inaccurate Data Were Barriers to Effective Relief

28% of surveyed organizations in India reported that gaps and inaccuracies in data hampered relief and rehabilitation efforts. 15% of NGOs in Sri Lanka reported similar problems, while a further 10% cited difficulties in correctly identifying disaster-affected persons.

A relatively small proportion of NGOs reported using ex-ante or needs assessments to counteract data gaps and inaccuracies. Only 20% of NGOs in India reported conducting rapid assessments regarding the scale of damage, the supplies necessary to provide humanitarian services, or the potential for livelihoods restoration. Just 18% of surveyed NGOs in Sri Lanka stated that their relief plan required an assessment before funds could be disbursed, while only 8% were required to prioritize needs before intervention.

5. Robust Inter-Agency Collaboration Among Relief Providers

A strong majority of NGOs in both countries pursued collaborative relief operations: 70% of NGOs in India reported partnering with other organizations, as did 85% of surveyed organizations in Sri Lanka. NGOs worked with local non-governmental organizations most frequently (45% in India, 41% in Sri Lanka), followed by government agencies (36% India, 28% Sri Lanka). Respondents in Sri Lanka also reported relatively extensive cooperation with international NGOs (27%).

However, despite the generally high level of collaboration, and the significant involvement of the private sector in relief and rehabilitation efforts, public-private partnerships were quite rare. Just 12% of NGOs in India and 8% of NGOs in Sri Lanka reported working with private sector firms to deliver relief and reconstruction services. When tapped for assistance, corporations contributed technical skills as well as financial resources. Most NGOs that collaborated with corporations were pleased with the partnership: "it was easier to help in a united manner than alone", observed one relief coordinator.

6. Government Support Accounted for Only a Minor Share of NGO Funding

Surveyed NGOs derived a relatively small portion of their operating funds from government sources. 11.6% of NGO budgets in India came from the central government, while only 3.4% of funding came from state governments. Private companies and religious organizations, by contrast, each accounted for just over 10% of NGO budgets.

Funding patterns in Sri Lanka were similar: surveyed organizations received just 2% of their budgets from the central government, and 1.5% from state governments. Donations from the private sector (11.7%) eclipsed both. International organizations emerged as a particularly significant source of funding: surveyed NGOs in India reported receiving nearly 33% of their funding from international bodies, while NGOs in Sri Lanka reported receiving just over 31% from international organizations.

**7. NGOs Report that Level of Government Coordination was Important**

Eighty-five percent of respondents in India reported that government participation in coordinating humanitarian activities was helpful, and acted to reduce chaos and confusion. By contrast only 48% of NGOs in Sri Lanka found government assistance sufficiently helpful, and many wanted the state to take a more active role: the problem most frequently cited by survey respondents in Sri Lanka (24%) was weak government initiative.

PLANNING AND PREPAREDNESS
The first component of the survey attempted to capture both the preparations made by NGOs to respond to emergencies and render support, as well as the interaction between such preparations and the operational conditions on the ground.

Table 1.0: Proportion of NGOs with Relief Plan Prior to the Tsunami

49%

51%

■ Had an existing plan   □ No existing plan
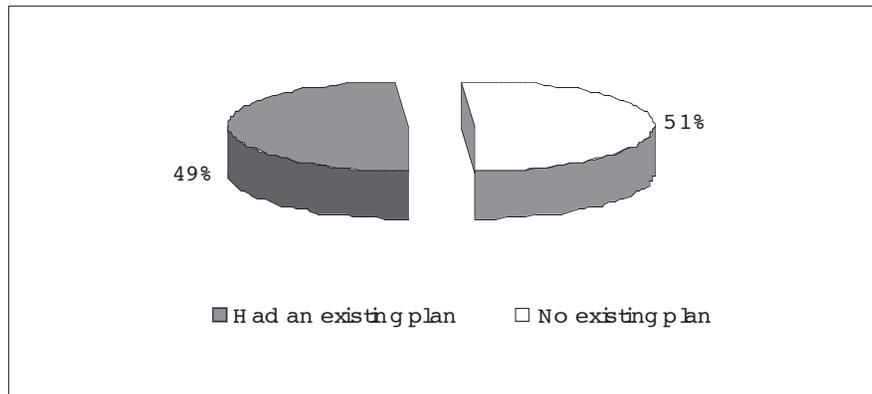
Base: 226

Of the 226 organizations surveyed, 49% had a plan to respond to emergencies in place prior to the Tsunami. Many NGOs that did not have a relief plan responded as well, principally because of the enormity of the calamity and the need for immediate intervention.

Of the NGOs that had emergency plans in place, 100% executed them following the Tsunami, and 100% stated that their plans were in accordance with the guidelines and operating principles set forth by their respective organizations.

Table 1.1: Activities Called For by NGO Relief Plans
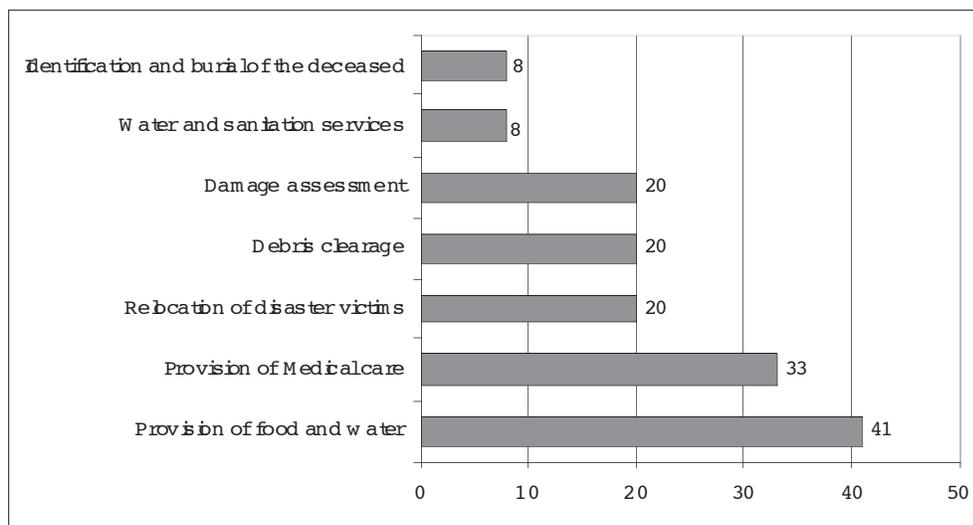
Base: 110

Over 40% of emergency plans focused on the provision of food and water, while 33% called for the provision of medical care. 20% of plans focused on damage assessment, debris clearage, and the relocation of disaster victims, while 8% focused on the identification and burial of the deceased, or the provision of water and sanitation services.

20% of NGOs that had disaster plans reported that they performed needs assessments as part of their activities. The needs assessments focused upon rapidly developing a rough order of magnitude estimate of the damages, followed by an assessment of the supplies required for relief activities, and an examination of available mechanisms for livelihood restoration.

Needs assessments were based upon primary interviews conducted with members of disaster-impacted communities, primarily fishermen, community leaders, panchayat, government bodies, and other non-governmental organizations. Government data was made available in the public domain, and supplemented the NGOs' micro-level assessments of the damages in their operational locations. The following NGOs were among those that reported performing needs assessments: Life Help Centre, Women's Development Trust (WDT), the Rural Organization for Action Land Development, the Red Cross, OXFAM India, CRIES, Karam, Rennaissance, and the League for Education and Development.

"We asked the (affected) people (about) their problems and then took steps to satisfy their needs. We had first-hand information."
"We selected the place (for aid) by drawing a map."
"We met the government officer and took surveys."
"We researched the affected areas."

Table 1.2: Time when Operating Guidelines Received

Time	%
Within hours/on the same day	11
Within the first few days (2-3 days)	27
Within 4 to 7 days	37
Within 8 to 15 days	15
15 +	10

Base: 110

Of the surveyed organizations that had emergency plans in place, 11% received operating instructions or guidelines on the day the Tsunami struck. 27% received their directions within the next few days, while 37% had to wait until 4-7 days had passed. 15% waited between 8-15 days, and 10% did not receive their guidelines until over two weeks had passed.

Table 1.3: Staff Training in Disaster Management Skills

Type of Training Received	%
Conducting Survey/Damage Assessment	7
First Aid/Immediate Medical Care	43
Yoga/Counselling	34
Rescue Operations	12
Logistics	4

Base: 110

Surveyed organizations reported prior staff training in a range of skill sets. First aid and emergency medical care were reported by 43% of respondents, while counselling and yoga were reported by 34%. 12% had received some training in rescue operations, and 7% had been trained in surveying and damage assessment. Only 4% of respondents had any training in logistics.

Table 1.4: Respondent Assessments of NGO Relief Plans

66%

34%

■ Plan fell short
□ Plan did not fall short
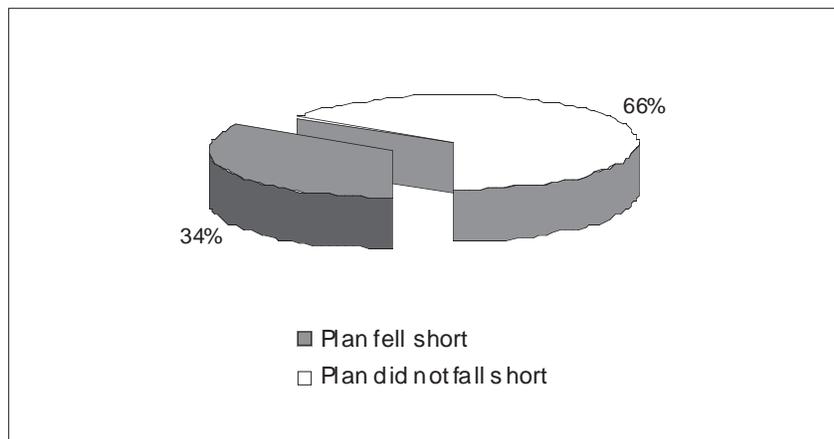
Base: 110

34% of respondents whose organizations had relief processes in place reported that their emergency plans fell short, as measured by internal assessments and initial operational experiences.

Table 1.5: Issues that Hampered Relief Services
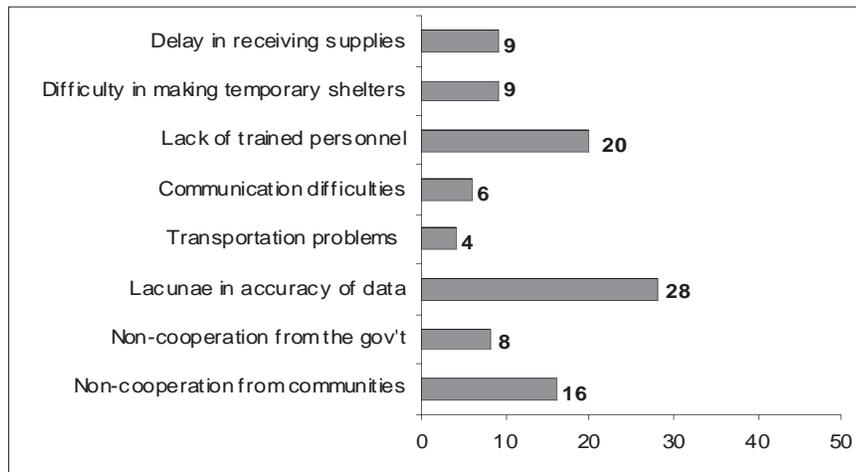
Base: 110

NGOs reported a wide range of problems in providing relief services, most notably lacunae in data (28%). Additionally, 20% of respondents reported that despite the ready availability of volunteers, the lack of trained personnel was problematic. 16% of respondent organizations stated that community non-cooperation hampered relief efforts, while 8% reported the same of government non-cooperation.

"We did not receive support or co-operation from (the) government."
"Transportation was difficult."
"We could not get (a) telephone facility."
*"Volunteers could not be trained in a proper way given the urgency of the situation."*
"The list of survivors was prepared late."

PROCEDURES

The second component of the survey continued to assess the emergency response plans developed by NGOs, as well as the barriers they encountered while commencing relief operations.
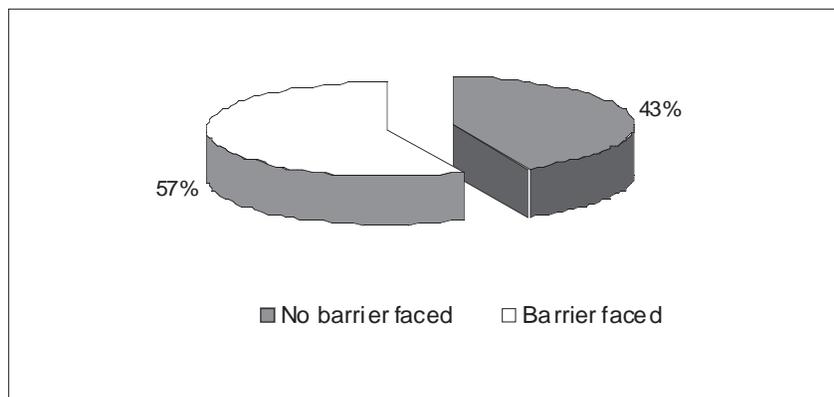
Table 2.0: Proportion of NGOs that Received Operating Guidelines
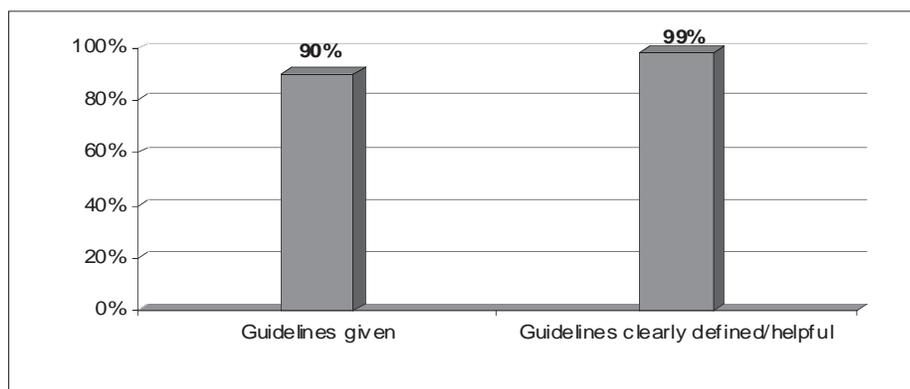
Base: 226

90% of the NGOs surveyed reported receiving operating instructions to guide them in fulfilling their missions, and 99% stated that the guidelines were clearly defined and adequate to the tasks.

Table 2.1: Proportion of NGOs Reporting Barriers to Performing Their Missions

Base: 226

57% of surveyed NGOs reported encountering barriers in the course of their relief activities.

Table 2.2: Barriers Faced by NGOs

Barriers	%
Interference of local political leaders	16
Interference of religious leaders	4
Claims by non-affected persons	10
Community divided on caste lines	7
Frustration and anger of the affected	10
Other NGOs/organizations working in the same area	6
Language barrier /economic problem	4
Crowding of volunteers	2

Base: 226

Surveyed NGOs encountered a range of barriers in the course of their work. Interference by local political leaders was the most frequently cited (16%), followed by the anger and frustration of disaster-affected populations (10%). Improper attempts by non disaster-affected persons to secure aid (10%) were also cited as problematic.

"In some villages, the distribution was on caste lines. They would say give our caste group first."

"People were angry, frustrated and disturbed over the loss. Presence of so many outsiders in their area alarmed some."
"In a situation like this how to identify who lost what? Initially it was chaotic."
"Political leaders decided on the distribution."
"Even police did not permit us, we did not feel welcomed in the beginning."
"Father restricted as they had control over some areas."
"Some came saying they are NGOs and they were just causing more nuisance(s)."

RESOURCES

The third component of the survey attempted to gather data regarding resources, particularly human resources available to NGOs in pursuing their work.

Table 3.0: Availability of Sufficient Trained Personnel
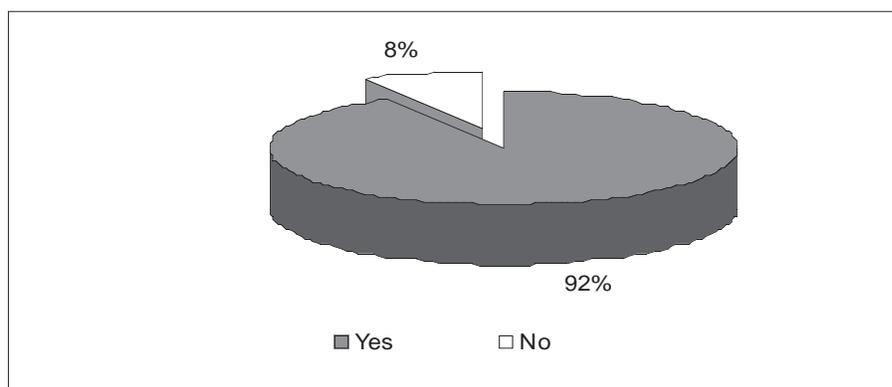
Base: 226

92% of survey respondents reported that they had sufficient personnel, with adequate language and functional skills. Many of the NGOs involved in relief activities were community-based, and reported that while language barriers were minimal, few personnel had training related to disaster management. Personnel from international organizations such as UNICEF, the Red Cross, and CARE had higher levels of disaster management training.

Table 3.1: Proportion of Respondents Trained for their Job Function
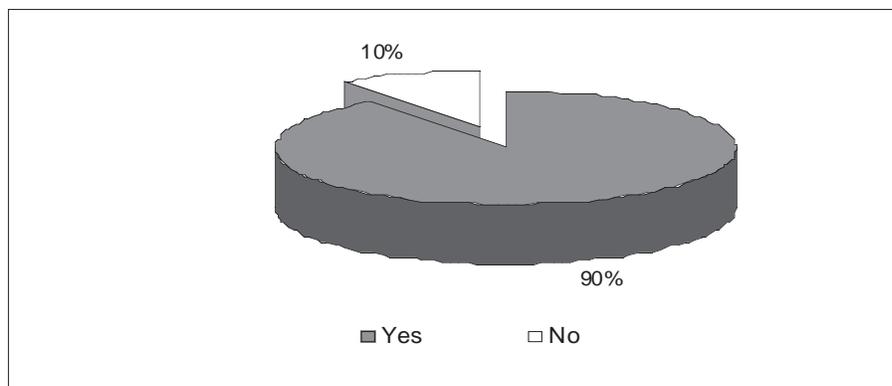
Base: 226

90% of those surveyed reported that they were trained for the job function they assumed when deployed.

Table 3.2 Resource Availability (by type)

Base: 226

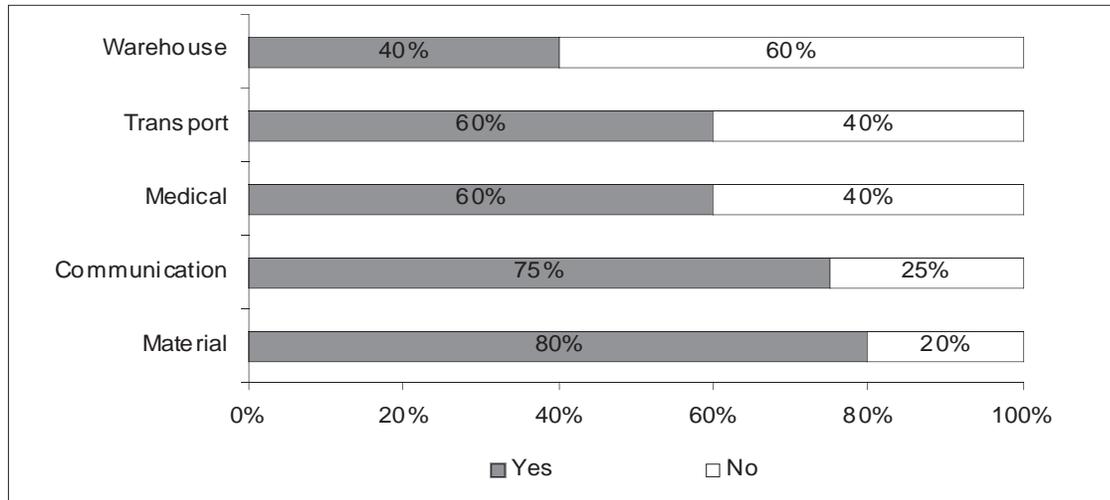Survey respondents cited extremely robust flows of relief goods and materials, but only 40% reported having sufficient warehouse space to accommodate supplies. Large donations of used clothing, along with the lack of storage space, forced immediate distribution of materials in many instances. This created a feeling that relief materials were being dumped upon aid beneficiaries.

Communication resources were largely thought to be adequate (75%), primarily because of the availability of cost-effective cellular phones. 60% of those surveyed felt that medical supplies were adequate. Transportation capacity was cited as a problem by 60% of surveyed organizations.

REPORTING

The fourth component of the survey traced patterns of NGO reporting.

90% of surveyed NGO coordinators stated that they had a process for reporting on their activities, and that they dispatched reports on a regular basis.

Table 4.0: Who NGOs Reported To
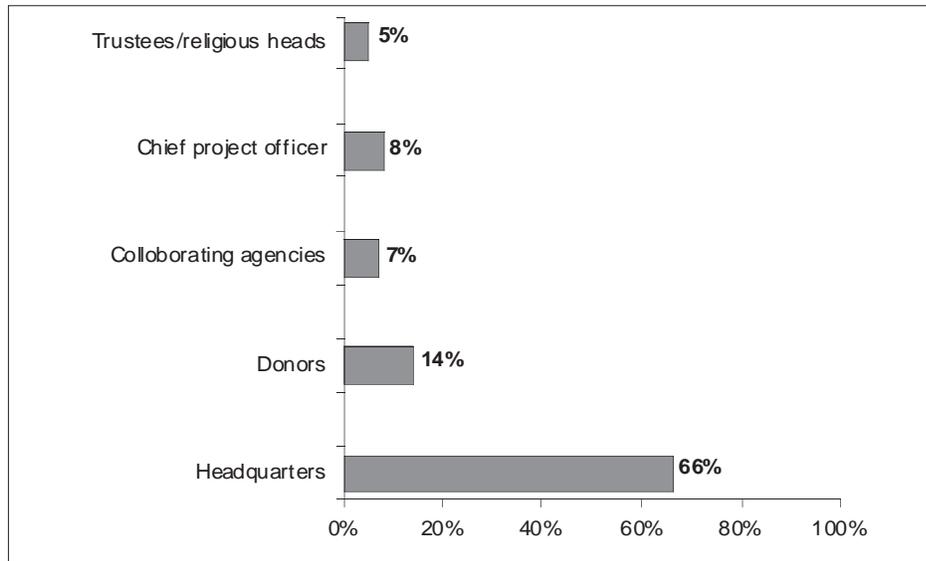
Base: 210

66% of respondents stated that they reported to headquarters, while 14% reported communicating directly with donor organizations. 8% reported to chief project officers, while only 7% reported to collaborating organizations. Some NGOs considered site visits by donor representatives to be a form of "first-hand" reporting, which may inflate the donor reporting figure.

Many of the respondents declined to answer a survey question which probed the metrics and methodologies employed to evaluate the effectiveness of supply chains. Some respondents did report that rapid assessment studies of supply chains were carried out internally.

COMMUNICATION

The fifth component of the survey examined the methods NGOs employed to communicate, and the barriers they encountered in doing so.

Table 5.0: NGO Communication Methods (by % reporting time when operational)

Mode	< 24 hrs	24-48	48 – 72	> 72	Not used
Email	15	10	4	2	69
Cellular phone	67	17	8	3	5
Satellite phone	50	16	8	4	22
HF/VHF	3	1	-	-	96

Base: 226

Cellular phones were the most frequently employed and were cited by 67% of NGOs as operational within 24 hours. Satellite phones were also frequently used, cited by 50% of NGOs as operational within 24 hours. In all, 95% of respondents reported using cellular phones, and 78% reported using satellite phones. Only 31% reported using email.

Table 5.1: Proportion of NGOs Reporting Communication Problems
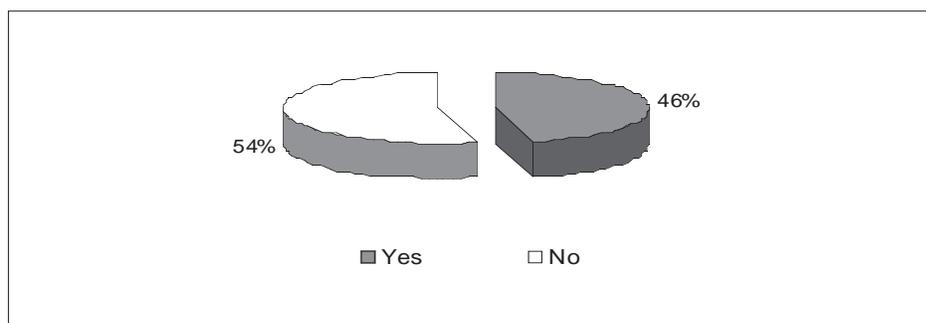
Base: 226

Nearly half of respondents reported encountering communication problems.

Table 5.2: Problems Faced in Communication

Base: 104

Weak cellular phone signals (66%) were the most significant communication problem reported by surveyed NGOs, followed by sapped satellite lines (25%).

COLLABORATION AND COORDINATION

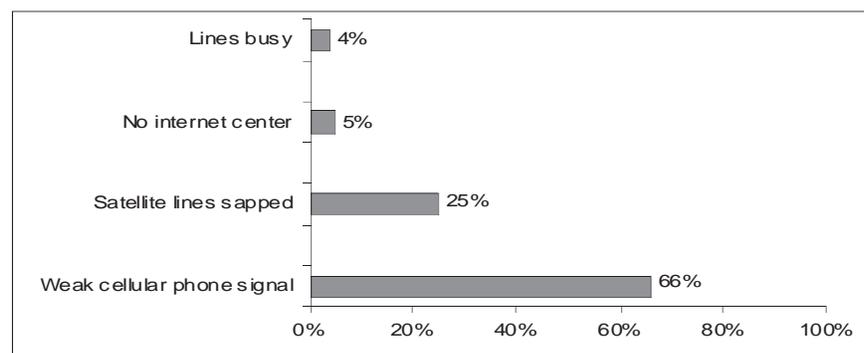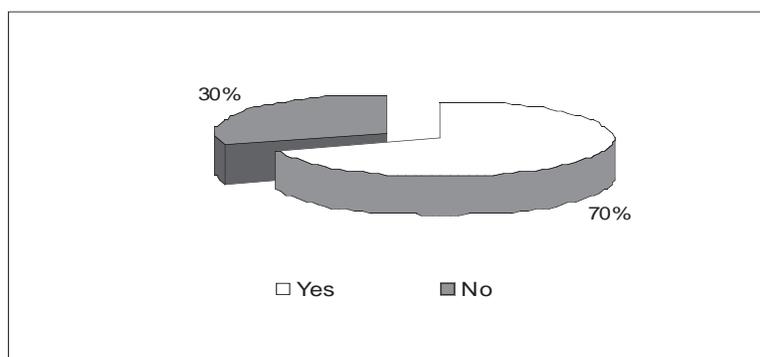The fifth component of the survey examined the degree to which NGOs partnered with other organizations in delivering humanitarian services, focusing in particular upon the role of the private sector in supporting NGO activities.

Table 6.0: Proportion of NGOs that Worked with Other Organizations

Base: 226

70% of surveyed organizations reported collaboration with other agencies, while 30% worked individually.

Table 6.1: Types of Organizations with which NGOs Collaborated

Type of organization	Percentage of NGOs reporting collaboration
Local NGOs	45
Government	36
International NGOs	11
Military/Police	5
Other organizations (Religious / Student Groups)	5

NGOs partnered with local NGOs most frequently, sometimes engaging several organizations as partners at once. NGOs tended to work with other NGOs operating in the same areas, especially if the partnering organization lacked their own local facilities. NGO/government collaboration was the next most common, cited by 36% of respondents.

"We are from Andheri Trust India, worked with local Panda Foundation"
"We are from development initiative worked with SAM, KSSS, TRRC, KRRC, TLAC etc"
"We are (a) local NGO (that) coordinated the work for Red Cross"

NGOs were obliged to register with the collectorate and district administration prior to commencing their relief operations, and continually reported to the nodal officer assigned to clusters of tasks in each of the affected districts. This ready availability of constantly-updated data reportedly helped to enable inter- agency coordination.

Table 6.2: Proportion of NGOs that Worked with Private Companies
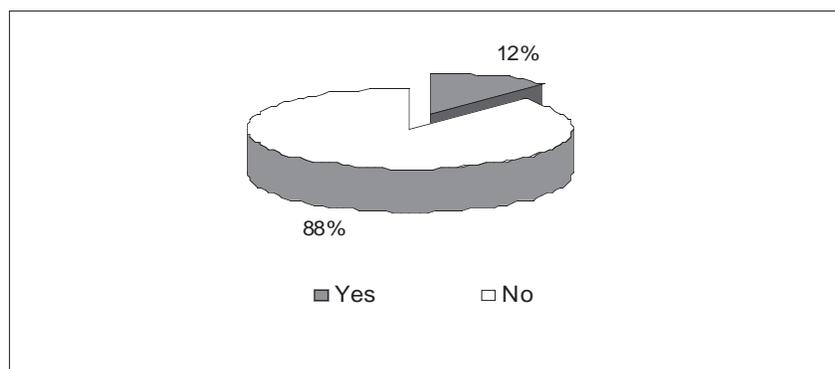
Base: 226

Only 12% of surveyed NGOs reported collaboration with private companies. When tapped for assistance, corporations provided funding, and engaged NGOs to distribute relief goods. Some respondents reported that private companies contributed their skills to rehabilitation needs assessments a month after the Tsunami. A variety of corporations contributed to the relief effort, including HSBC, the TATA Group, TVS Lucas, Modicare, and numerous small local businesses.

Most of the NGOs which reported working with corporate groups felt the association was positive.

"It was easier to help (the affected) in a united manner than alone."
"They (the corporate groups) were very helpful."

Table 6.3: Types of Corporate Contributions

Organization / Distribution of Relief Material
Planning of Relief Material
Collecting and Supplying Relief Material for the Disaster-Affected: Water, Cool Drinks, Food, Clothes
Collecting and Distributing Medical Supplies, Organizing Treatment
Distributing Relief Materials in Equal Quantities to the Affected
Providing Services and Games for Children
Building Temporary Camps, Shelters, and Toilets
Funding & Rehabilitation Measures
Studying and Understanding the Rehabilitation Needs of the Affected Populations
Providing sewing machines at discounted prices

TSUNAMI RELIEF OPERATIONS

Table 7.0: When NGOs Commenced Relief Operations

Time period	Average	Cuddalore	Kanyakumari	Nagapattinam
Same day	36	31	61	30
Following day	23	20	32	21
Next few days	19	27	2	21
In a week	13	18	2	15
In two weeks time	9	4	2	12

Base: 226

More than one third of the NGOs (36%) were able to deploy their operations on the day the Tsunami struck, and 23% reported commencing operations the following day. 22% of NGOs did not begin humanitarian operations until a week or more had passed. At the district level, 93% of the NGOs in Kanyakumari stated that they commenced relief work within two days of the Tsunami impact, and over 60% reported starting the day of the disaster. In comparison, the deployment of relief activities was relatively slower within Cuddalore and Nagapattinam, with approximately 50% commencing relief work within the first two days after the Tsunami.

Table 7.1: Sources of Volunteers

Source of Volunteers	% of NGOs Reporting Volunteers from Group
Student Groups	52
Religious Groups	40
National Student Cadres	12
Political Groups	5
Rotary/Lions/Round Table	14
Community Youth Groups	82
Women's Groups/ Self-help Groups	13

Base: 226

Community youth groups, followed by student groups and religious organizations, were the largest sources of volunteers.

Table 7.2: Receipt of Unsolicited Supplies

Category	Percentage
Very high	38%
Somewhat high	23%
Average	17%
Not Much	9%
Not at all	12%
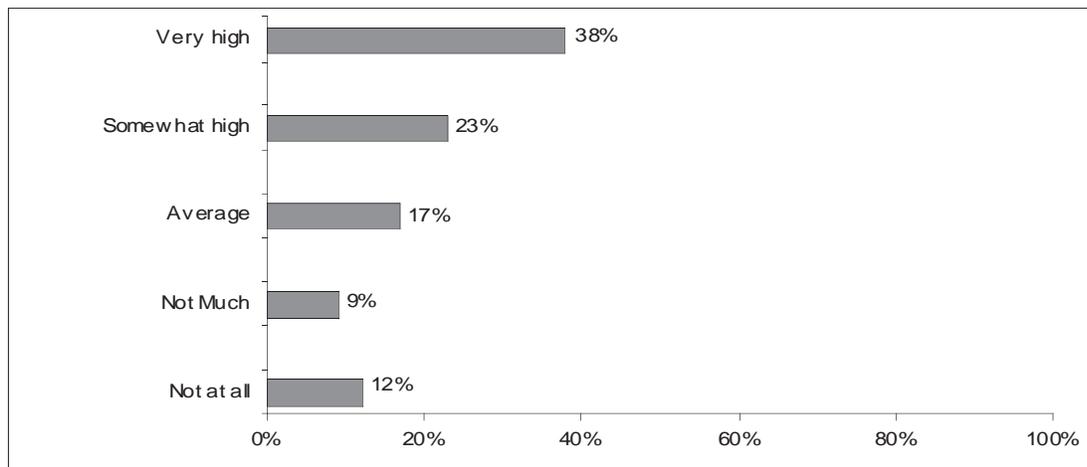
Base: 226

Nearly half of surveyed NGOs reported extremely high levels of unsolicited donations. In total, 61% of respondent organizations reported high levels of unsolicited supplies, while only 21% received little unsolicited material. 17% rated unsolicited donation levels as average.

Table 7.3: Usefulness of Coordinating Body

Category	Percentage
Very helpful	69%
Somewhat helpful	16%
Average	9%
Not helpful	2%
Not at all	4%
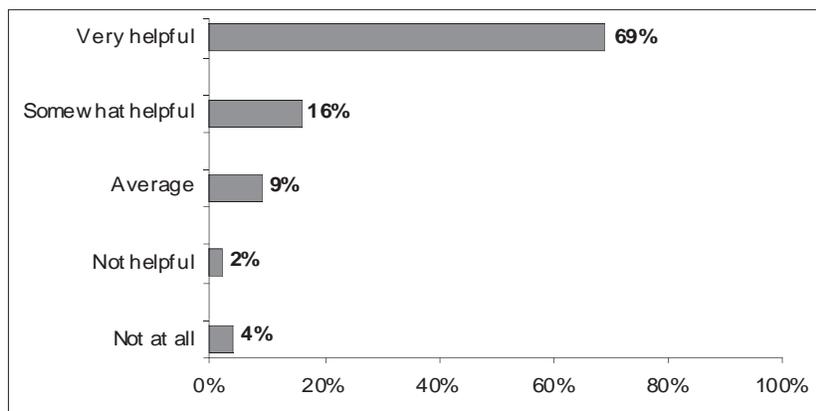
Base: 226

69% of respondent NGOs felt the government coordinating body was very helpful. In total, 85% of NGOs in India reported that the government coordinating body was helpful, while only 6% found it unhelpful.

"The DRDO coordinating body contribution was exemplary."
"If not for this department, it would have been extremely chaotic."

Table 7.4: NGO Interaction with Media Organizations
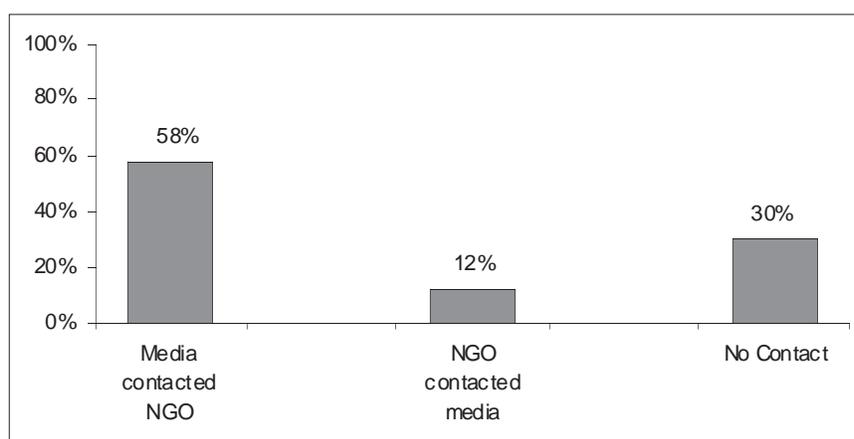
Base: 226

58% of the surveyed NGOs were contacted first by the media, while 12% reported that they initiating contact with media organizations. 30% of respondent NGOs had no contact with media organizations at all.

Table 7.5: Sources of Funding

Source	%
Central Government	3.36
State Government	11.62
International Bodies	32.85
Religious Organizations	10.33
Non-resident Individuals	7.66
Private Companies	10.14
Others	24.04

Base: 226

NGOs derived the largest share of their funding from international bodies, followed by miscellaneous sources.

PLANNING AND PREPAREDNESS

The first component of the survey attempted to capture both the preparations made by NGOs to respond to emergencies and render support, as well as the interaction between such preparations and the operational conditions on the ground.

Table 1.0: Proportion of NGOs with Relief Plan Prior to the Tsunami
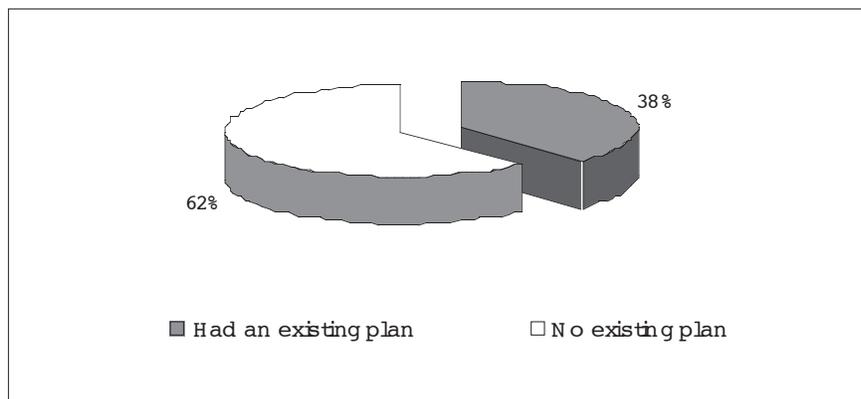
Base: 150

Of the 150 NGOs surveyed, 38% had an emergency response plan in place prior to the Tsunami. Those with an existing plan were predominantly international organizations.

Of the NGOs that had emergency plans in place, 96% executed them following the Tsunami. 94% of respondents stated that their plans were in accordance with the guidelines and operating principles set forth by their respective organizations, and that the emergency plans clearly specified their role.

Table 1.1: Activities Called for by NGO Relief Plans
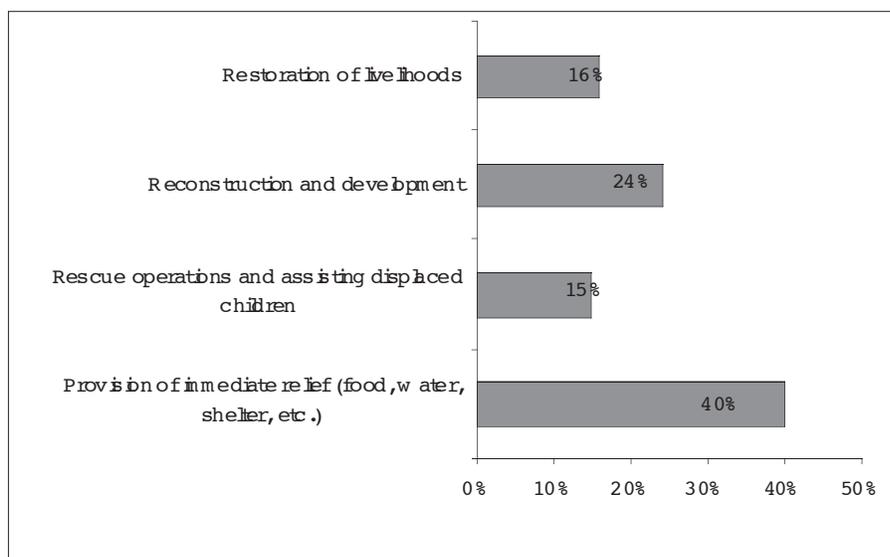
Base: 48

Surveyed organizations noted that much of the initial relief was provided by individuals and private companies, while NGO plans appear to have focused largely upon longer term, more process-oriented aid. 40% of emergency plans focused upon the provision of immediate relief services, including food, water, and shelter. 24% focused upon longer-term processes of reconstruction and development, while 16% emphasized restoring the livelihoods and income-generation capacities of disaster victims. 15% of the emergency plans cited by surveyed NGOs focused upon rescue operations and assisting displaced children.

Table 1.2: Guidelines Specified by Emergency Plans

Guidelines	%
Coordinate with own organization, as well as the government	42
Be sensitive to various communities and cultures	12
Focus on the men tal health of the affected, including children	25
Conduct assessment prior to disbursing of funds	18
Record all activities	8
Prioritize needs prior to intervention	8

Base: 48

Of the NGOs with emergency plans, 42% of respondents reported that their plan called for coordination both within the organization itself, as well as with government agencies. 8% reported that their plan called for a needs assessment prior to deploying services, while 18% reported that ex-ante assessments were required before funds could be released.

Table 1.3: Time when Operating Guidelines Received

Time	%
Within hours/on the same day	36
Within the first few days (2-3days)	22
Within 4 to 7 days	10
Much before (2-3 years)	22

Base: 48

Of the surveyed organizations that had emergency plans in place, 36% received operating instructions or guidelines on the day the Tsunami struck. 22% received their directions within the next few days, while 10% had to wait until 4-7 days had passed. 22% reported using the same guidelines they had employed for prior disaster programs several years before.

"(the) same guideline(s)… (were used as for the) Ratnapura floods"

Table 1.4: Staff Training in Disaster Management Skills

Training Received	%
Natural Disaster	16
Disaster Management Services	28

Base: 48

28% of NGOs with emergency plans reported prior training in disaster management services. 16% reported training or experience related to natural disasters. 12% of respondents stated that they received training from overseas exports or resources.

Table 1.5: Respondent Assessments of NGO Relief Plans

46%

54%

■ Plan fell short
□ Plan did not fall short
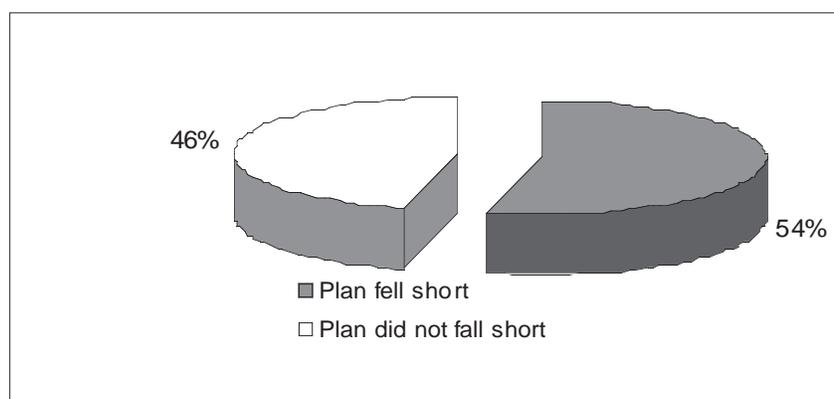
Base: 48

54% of respondents whose organizations had existing relief plans reported that the plans fell short, as measured by internal assessments as well as feedback from initial operational experiences.

Table 1.6: Issues that Hampered Relief Services

Issue	%
Poor planning and distribution	15%
Non-cooperation from communities	10%
Weak initiative of Gov't	24%
Lacunae in accuracy of data	15%
Inaccessibility	22%
Communication difficulties	12%
Lack of volunteers	12%
Delay in receiving supplies	14%
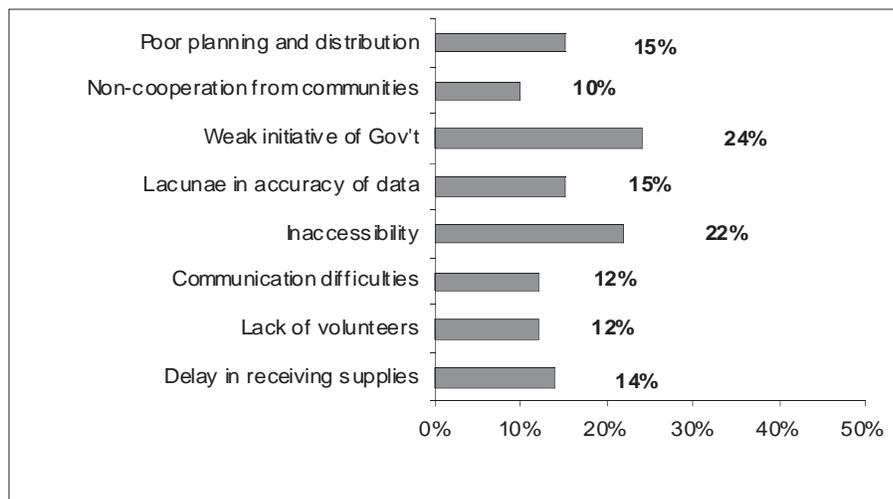
Base: 110

The problem most commonly reported by NGOs was weak government initiative (24%), which reportedly contributed to poor coordination among emergency service providers. Coordination problems, in turn, led to the duplication of efforts in some areas, as well as the total negligence of other Tsunami-impacted regions. The second most commonly cited problem was the inaccessibility of disaster-affected areas (22%), partially owing to the continuing ethnic conflict. Lacunae in data were cited as problematic by 15% of surveyed organizations.

PROCEDURES

The second component of the survey continued to assess the emergency plans developed by NGOs, as well as the barriers they encountered while commencing relief operations.

Table 2.0: Proportion of NGOs that Received Operating Guidelines
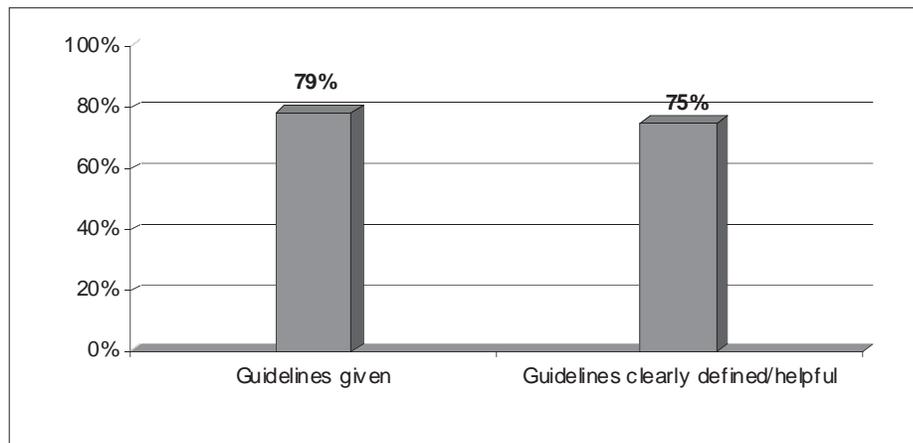
Base: 150

79% of the surveyed NGOs reported receiving operating instructions to guide them in fulfilling their missions. 75% stated that the guidelines were clearly defined and adequate to the tasks.

Table 2.1: Proportion of NGOs Reporting Barriers to Performing their Missions
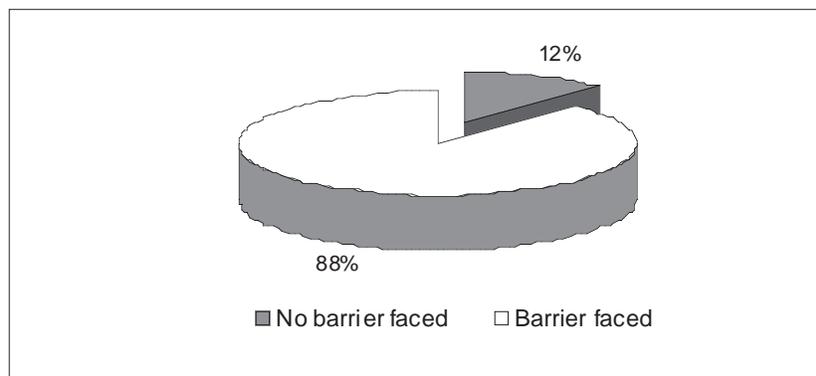
Base: 48

88% of surveyed NGOs reported encountering barriers in the course of their relief activities.

Table 2.2: Barriers Faced by NGOs

Barriers	%
Crowding of volunteers	10
Difficulties in identifying the affected	10
Non-motorable route	12
No communication	15
Forced donations	4
Ethnic conflict areas	11
Government rules/policy	14
Criticism and complaints	7
Rivalry and competition	9
Lack of warehouse/storage space	8

Base: 132

Surveyed NGOs reported a wide variety of barriers to successful intervention. Of those that faced barriers, difficulties in communication were the most frequently cited (15%), followed by poor or obstructive government policies (14%) and inaccessible roadways (12%). 11% reported encountering difficulties in ethnic conflict zones.

"(the) huge number of volunteers turned out (to create) more chaos."
"No way to reach the area."
"All telephone lines were sapped."
"Fund collectors were forceful."
"Rumours that NGOs are earning through this."
"Area restrictions due to ethnic conflict."
"(competition) in collaborating and rivalry among local NGOs."

RESOURCES

The third component of the survey attempted to capture data regarding the resources, particularly the human resources available to NGOs in pursuing their activities.

Table 3.0: Availability of Sufficient Trained Personnel
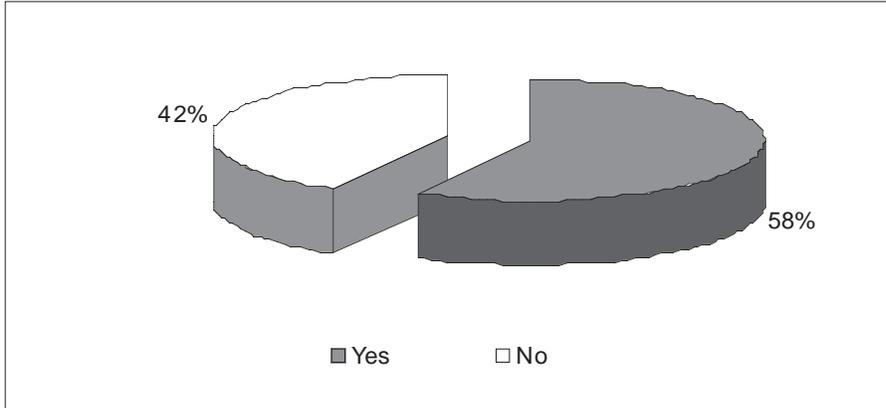
Base: 150

58% of survey respondents reported that they had sufficient personnel with adequate language and functional skills.

Table 3.1: Proportion of Respondents Trained for their Job Function
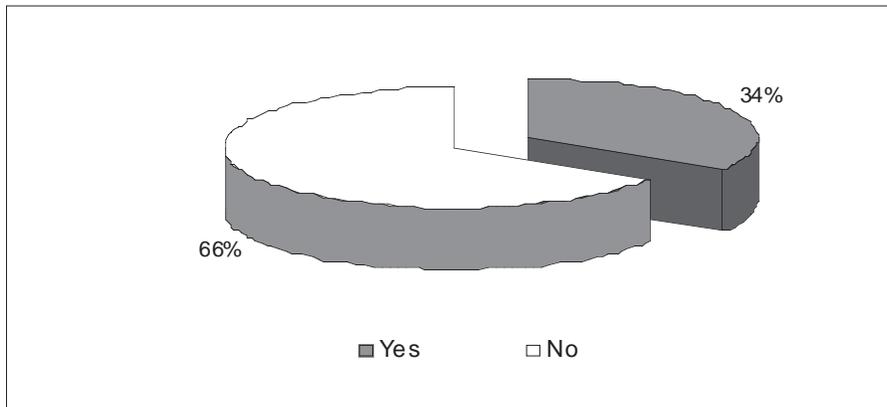
Base: 150

Only 34% of those surveyed reported that they were trained for the job they assumed when deployed.

Table 3.2: Proportion Reporting Adequate Training

54%   46%

■ Yes   □ No
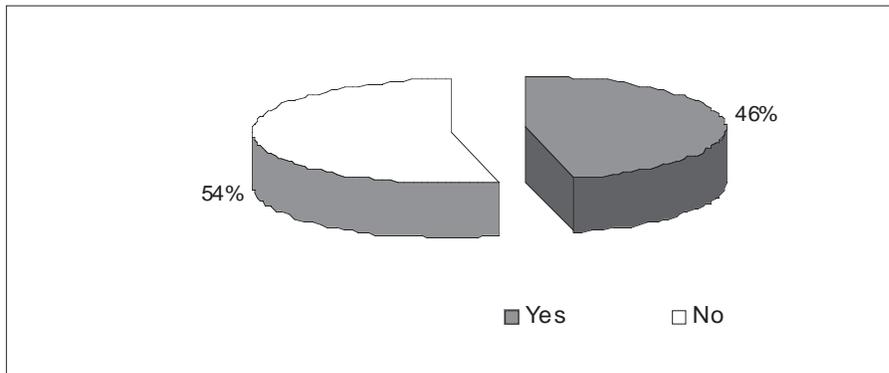
Base: 150

46% of those surveyed reported that their training was adequate to the tasks at hand.

"We were trained to give counselling, but the need was high."
"What we know and what we had to do was so different."
"This was on a massive scale, and the demands (were) increasing."

Table 3.3: Resource Availability (by type)

	Yes	No
Warehouse	42%	58%
Transport	48%	52%
Medical	40%	60%
Communication	62%	38%
Material	75%	25%
Human	82%	18%
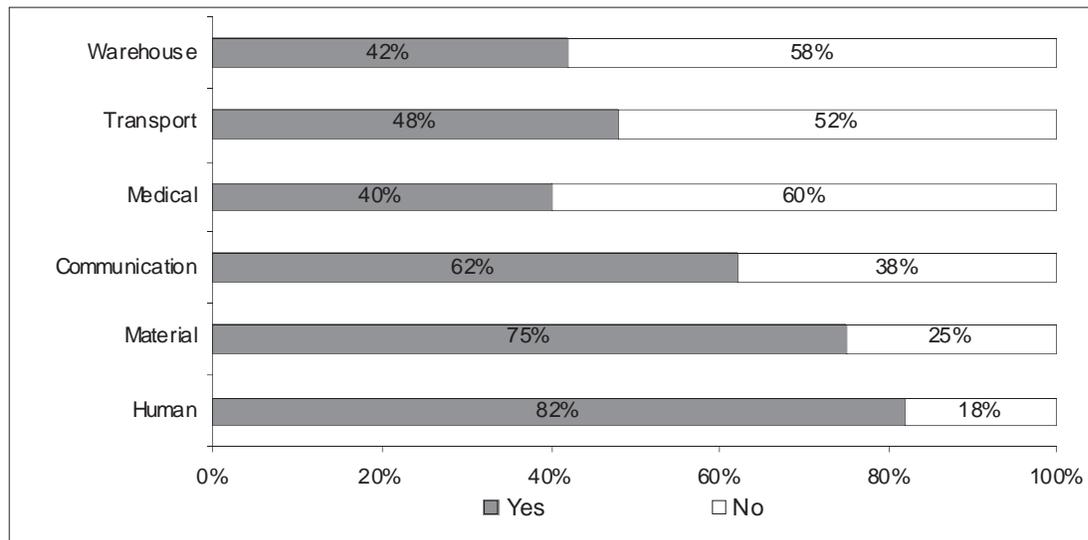
Base: 150

75% of survey respondents reported ample supplies of relief goods and materials, but only 42% reported having sufficient warehouse space to accommodate supplies. The relative abundance of materials, combined with unsolicited donations of food and clothing, reportedly lead to excess distributions of household necessities. Some respondents reported that excess distributions led to the trading of relief supplies by beneficiaries. Communication resources were adequate, rated as sufficient by 62% of respondents. Medical supplies were reported as insufficient by 60% of those surveyed.

REPORTING
The fourth component of the survey traced patterns of NGO reporting.

91% of surveyed NGO coordinators stated that they had a process in place for reporting on their activities, and that they dispatched reports on a regular basis.

Table 4.0: Who NGOs Reported To
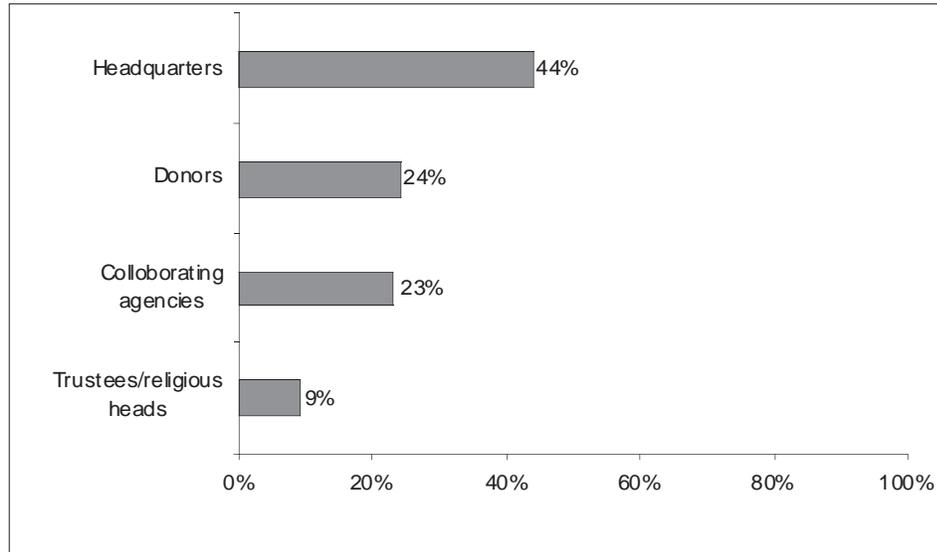
Base: 136

44% of survey respondents stated that they reported to headquarters, while 24% reported directly to donor organizations. 23% reported to collaborating organizations.

While many surveyed NGOs declined to respond to the survey question regarding the metrics and methodologies used to evaluate the effectiveness of supply chains, others reported a variety of approaches.

"To keep track of all our donors."
"Number of employees / volunteers involved in distribution."
"To avoid wastage and make provision for storage."
"Assess areas, so that supply meets demand."
"Participatory assessment with the locals to understand their immediate needs."
"Checking whether goods are received in good condition."

COMMUNICATION

The fifth component of the survey examined the methods NGOs employed to communicate, and the barriers they encountered in doing so.

Table 5.0: NGO Communication Methods (by % reporting time when operational)

Mode	< 24 hrs	24-48 hrs	48 – 72 hrs	> 72 hrs	Not used
Email	27	7	3	2	61
Cellular phone	46	19	9	4	22
Satellite phone	37	15	14	5	29
HF/VHF	3	1	-	1	95

Base: 150

Cellular phones were the most frequently used, cited by 46% of NGOs as operational within 24 hours. Satellite phones were also frequently used, cited by 37% of NGOs as operational within 24 hours. In all, 78% of survey respondents reported using cellular phones, while 71% reported using satellite phones. Only 39% reported using email.

Table 5.1: Proportion of NGOs Reporting Communication Problems
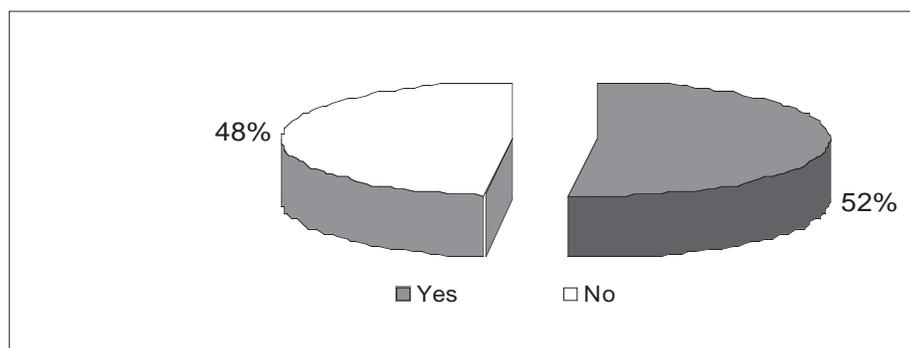
Base: 150

Nearly half of respondents reported encountering communication problems.

Table 5.2: Problems Faced in Communication
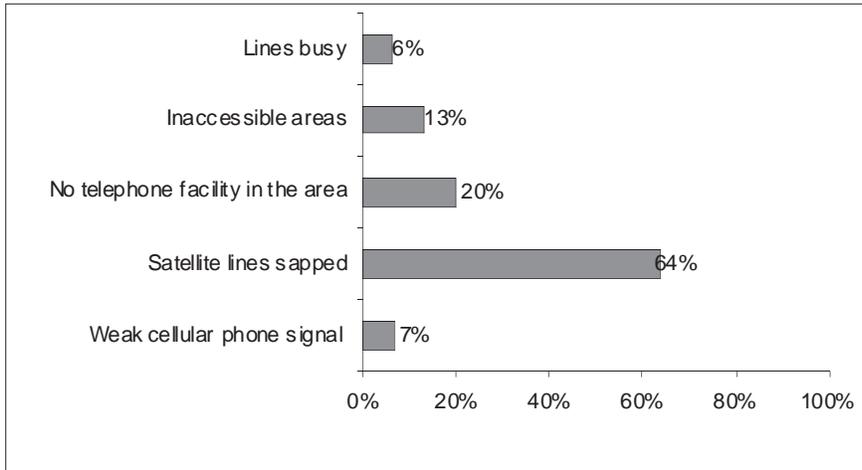
Base: 72

Sapped satellite lines (64%) were the most significant communication problem cited by surveyed NGOs, followed by a lack of telephone facilities in operating areas (20%). Only 7% reported weak cellular phone signals as problematic.

COLLABORATION AND COORDINATION

This component of the survey examined the degree to which NGOs partnered with other organizations in delivering humanitarian services, focusing in particular upon the role of the private sector in supporting NGO activities.

Table 6.0: Proportion of NGOs that Worked with Other Organizations
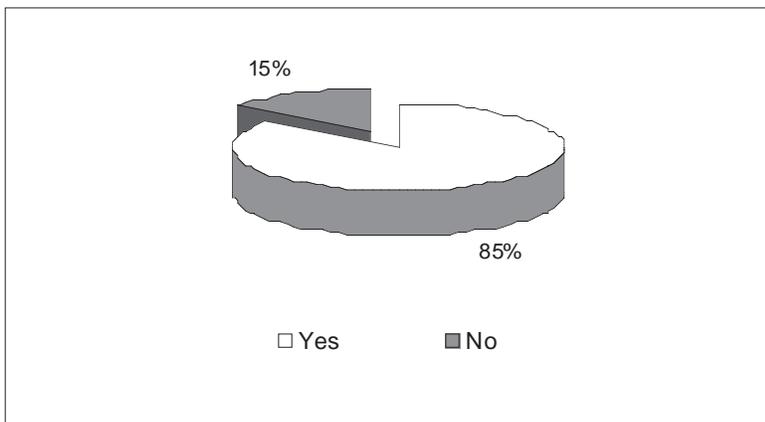
Base: 150

85% of surveyed organizations reported collaboration with other agencies, while 15% worked individually.

Table 6.1: Types of Organizations with which NGOs Collaborated

Type of Organization	Percentage of NGOs Reporting Collaboration
Local NGOs	41
Government	28
International NGOs	27
Military	1
Other Organizations	25

NGOs worked with local NGOs most often, sometimes collaborating with several partner organizations simultaneously. NGOs reported collaborating most frequently with other NGOs operating in the same region, especially if the partnering organization lacked their own local facilities. NGO-government collaboration was the next most common, cited by 28% of respondents, and was closely followed by collaboration with international agencies (27%).

25% of NGOs cited collaboration with a wide variety of miscellaneous organization types, including the Norwegian embassy, the Leeds Institute, Canada World University Society, Canada Development Fund, USAID, the World Bank, and UNICEF.

Table 6.2: Proportion of NGOs that Worked with Private Companies
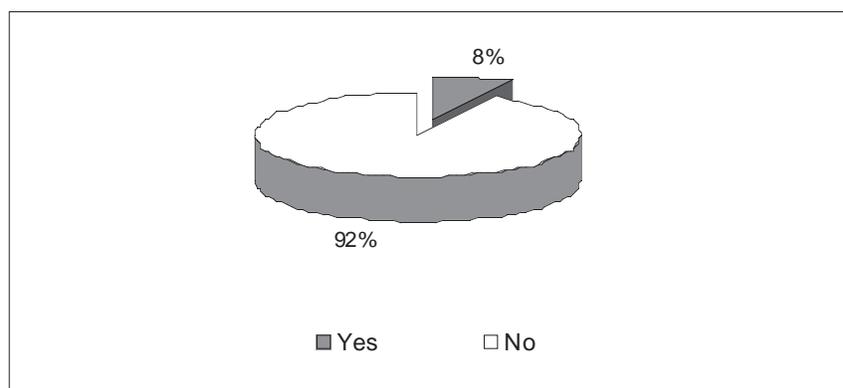
Base: 150

Only 8% of surveyed NGOs reported collaboration with private companies. Corporations provided funding and in-kind donations, and partnered with NGOs to distribute relief goods. A variety of private sector firms collaborated with NGOs, included local banks, the Sri Lanka Commercial Board, the Sri Lanka Transport Association and companies such as Hungulla & Wikramasigha Associates.

NGOs have acknowledged the role of corporate sector in relief work.

"We have received (more) donations than expected."

Table 6.3: Type of Corporate Contributions

Organization / Distribution of Relief Material
Collecting Relief Material for the Affected Populations
Obtaining Accurate Information Regarding Relief Distributions
Providing Temporary Relief for the Affected
Providing Transport Facilities
Providing a Link Between International Donors and Local NGOs in the Collection and Distribution of Relief Material
Building Temporary Camps
Funding
Providing Financial Donations
Cutting Interest Rates on Loans to Disaster-Affected Persons
Seeking Financial Assistance from International Agencies
Other services
Cleaning and Clearing of Debris

TSUNAMI RELIEF OPERATIONS

Table 7.0: When NGOs Commenced Relief Operations

Time period	%
Same day	34
Following day	26
Next few days	26
In a week	10
In two weeks time	4

Base: 150

More than one third of the NGOs (34%) were able to deploy their services on the day the Tsunami struck, and 26% reported commencing humanitarian operations the next day. 14% of NGOs were not able to deploy until a week or more had passed.

Table 7.1: Sources of Volunteer

Source of Volunteers	% of NGOs Reporting Volunteers from Group
Student Groups	54
Religious Groups	49
National Student Cadres	9
Political Groups	18
Rotary/Lions/Round Table	8
Community Youth Groups	74
General Public	4

Base: 150

Community youth groups, followed by student groups and religious organizations, were the largest sources of volunteers.

Table 7.2: Receipt of Unsolicited Supplies
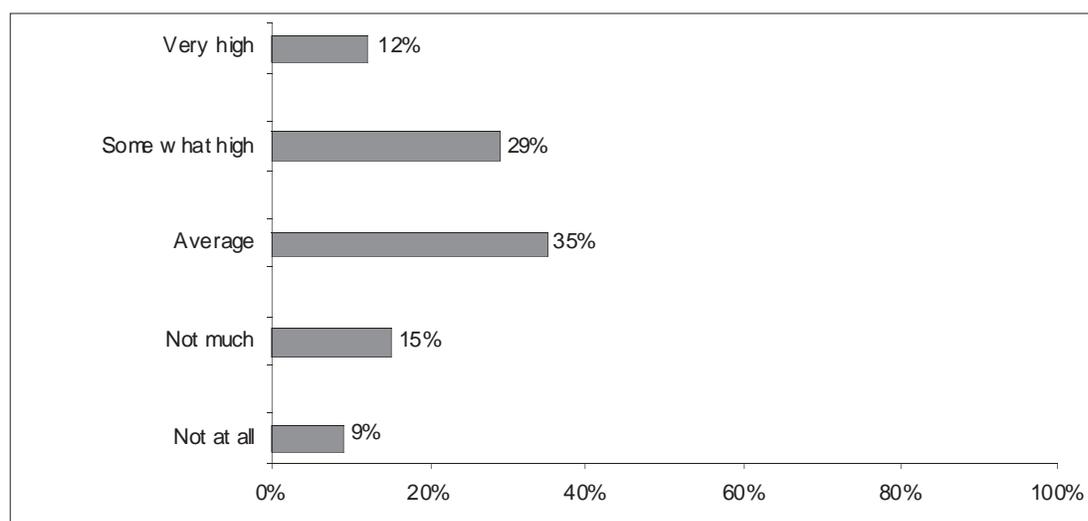
Base: 150

41% of surveyed NGOs reported high levels of unsolicited donations, while 24% received little unsolicited material. 35% stated that unsolicited donations were of average intensity.

Table 7.3: Usefulness of Coordinating Body

Category	Percentage
Very helpful	29%
Somewhat helpful	19%
Average	25%
Not helpful	19%
Not at all	8%
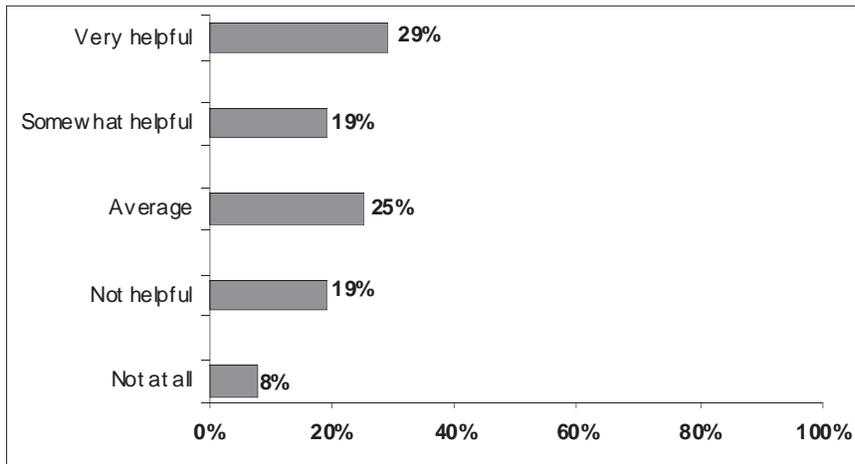
Base: 150

Responses regarding the usefulness of the government coordinating body were positive, though mixed. A total of 48% of surveyed NGOs reported that the body was helpful, while 27% felt that it was unhelpful. A quarter of respondent organizations reported that it was of average utility.

"It added to our work, to keep reporting."
"They left all the work with us, and we were just informing them."

Table 7.4: NGO Interaction with Media Organizations

Category	Percentage
Media contacted NGO	21%
NGO contacted media	15%
No Contact	60%
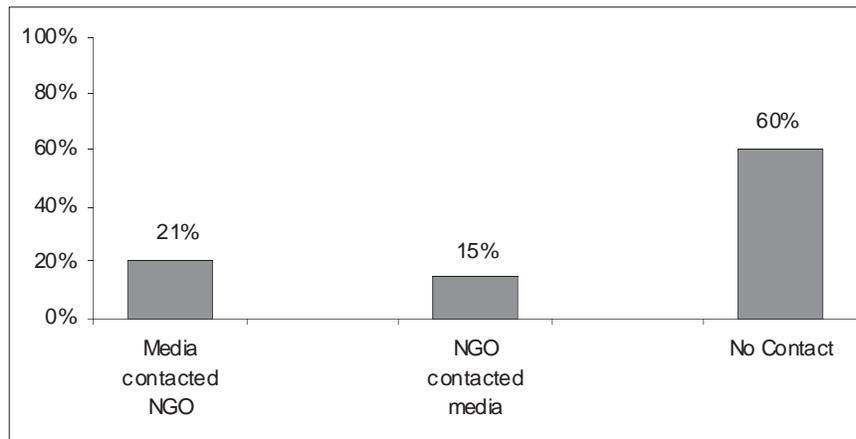
Base: 150

21% of the surveyed NGOs were contacted first by the media, while 15% reported that they initiating contact with media organizations. 60% of respondent NGOs had no contact with media organizations at all.

Table 7.5: Sources of Funding

Source	%
Central Government	2
State Government	1.51
International Bodies	31.22
Religious Organizations	3.32
Non-resident Individuals	12.86
Private Companies	11.66
Others	37.43

Base: 150

NGOs derived the largest share of their funding from miscellaneous sources, followed by international bodies.

TNS	TSUNAMI RELIEF EFFECTIVENESS SURVEY - NGOs

INTERVIEWER VISITS/SUPERVSION/EDITING

NAME OF INTERVIEWER_____	
DATE OF INTERVIEW (DD/MM)	
NAME OF SUPERVISOR _____	
NAME OF OFFICE EDITOR_____	

INTRODUCTION

Good _____. My name is _____. I'm working for TNS, an International Research Organisation.

The Tsunami which struck this coast was unprecedented in its suddenness and ferocity. Never before such support for the affected was rendered by Govt. Officials, NGOs, Private Sector, Religious groups and Other Volunteers. This study is undertaken to understand the effectiveness of Tsunami relief, particularly in your area. As a representative of your organization, we would like you to share the experience of your group in the relief measures carried out particularly in the first 30 days of the crisis.

The interview would take about 25 minutes of your time. Requesting you to kindly participate.

Name _____
Designation _____
Name of the NGO _____

SECTION 1 - PREPAREDNESS

PREPAREDNESS REFERS TO THE POLICY OF THE ORGANISATION TO RESPOND TO EMERGENCIES/CALAMITES AND ALSO THEIR POTENTIAL TO RENDER SUPPORT.

No.	Question and filters	Coding categories	Skip to
101	To respond to emergencies/ calamities did your organization. Have an existing process prior to Tsunami	Yes ....1 No..2 Sure 3	 ►201 ►201
102	Have an existing plan of action.	Yes ....1 No..2 Sure 3	 ►201 ►201
No.	Question and filters	Coding categories	Skip to
103	If yes, did you execute it for the Tsunami	Yes ....1 No..2 Not Sure 3	 ►201 ►201
104	Was the plan of action in line with the guidelines developed by your organization?	Yes ....1 No..2 Not Sure 3	 ►106 ►106
105	IF YES, How?		
106	Did your existing plan of action specify guidelines or directions for your role?	Yes ....1 No..2 Not sure 3	 ►107 ►107
106a	What was it? (Specify the directions given for your role)		
106b	What form did it take? (Compared to the directions received, how did you manage?		

106b	What form did it take? (Compared to the directions received, how did you manage?)		
106c	When received? (When was the direction/guidelines given)		
106d	Was there any training? (Was there any prior training in management of calamities/disasters)		

SECTION 2 – PROCEDURES			
No.	**Question and filters**	**Coding categories**	**Skip to**
201	Were there instructions or guidelines given for you to accomplish your tasks?	Yes ....1 No ....2 Don't know 3	➤ 203 ➤ 203
202	Were they adequate?	Yes .... 1 No .... 2 Don't know 3	
203	Was your task(s) clearly defined?	Yes ....1 No ....2 Don't know 3	
204	What was your biggest barrier?		

This section focuses on the organization's people resources. The main objective of this section is to assess the adequacy (quality, quantity, and training) of the human resources utilized in this emergency and the processes of sourcing and coordinating those resources

No.	Question and filters	Coding categories	Skip to
301	Were enough trained human resources available to you? (language and functions)	Yes .... 1 No.. 2 Don't know 3	
302	Was training for your function given?	Yes .... 1 No.. 2 ➤304 Don't know .... 3 ➤304	
303	Was it adequate?		
304	Were the following resources available to accomplish task(s)?	Human .... 1 Material .... 2 Food .... 3 Communication…………………………4 Medical…………………………………5 Transport…………………………….…6 Warehouse…………………………..…7	

This section focuses on ongoing and retrospective monitoring and reporting mechanisms that the organization may employ to manage performance. The objective of these questions is to get a sense of what methods and metrics may be employed to ensure that the organizations are meeting its organizational standards as well as the specifications of the emergency.

No.	Question and filters	Coding categories	Skip to
401	Did you have a process for reporting your activities?	Yes ………………………………1 No……………………………….2 Don't know ………………………3	402 402
402	IF YES, to whom (headquarters, donors, other agencies, field operations, etc)?		
403	What metrics/methods are you using to evaluate the effectiveness of your supply chain?		

Communications focuses on modes of communication. The objective of this question is to get a high level picture of the methods used to communicate in this emergency. Follow-up questions should focus on the effectiveness of any established communications process or plan

No.	Question and filters		Coding categories		Skip to
501	Please check all that apply regarding the modes of communication used in this operation:				
	CHECK ALL THAT APPLY		When were each operational?		
a	Email	<24 hours……..1	24-48 hours……2	48-72 hours……3	>72:_____4
b	Cellular phone	<24 hours……..1	24-48 hours……2	48-72 hours……3	>72:_____4
C	Satellite phone	<24 hours……..1	24-48 hours……2	48-72 hours……3	>72:_____4
D	HF/VHF	<24 hours……..1	24-48 hours……2	48-72 hours……3	>72:_____4
502	Did you face any communication problems while carrying out operation for Tsunami?		Yes …………………………………1 No……………………………….2 Don't know ………………………3		601 601
503	IF YES, please describe?				

SECTION 6– COLLABORATION AND COORDINATION

The main focus here is the collaboration and coordination between and amongst organizations, including other organizations, local authorities, the military and the private sector.

Collaboration amongst various entities in the field appears to be a major challenge. The aim of these questions is to ascertain the level of collaboration and coordination that has taken place between organizations and other entities and to assess the effectiveness of these partnerships

601	Did you work with other agencies?	
602	Who are your closest partners that you worked with?	
603	Did you work with other organizations such as the military or the government?	
604	Did you work with commercial companies?	Yes …………………………….1 No…………………………….2 → 701 Don't know ………………………3 → 701
604a	Which companies/organizations?	
604b	When?	
604c	For what purpose?	
604d	Were they helpful?	

		SECTION 7– OPERATIONS FOR TSUNAMI	
701	When did your organization commence the relief work for Tsunami?	Same day…………………………….1 Following working day……………..2 In the next few days……………….3 In a week's time…………………….4 In two weeks time………..……..….5 Can't recall…………………………..6	
702	For the conducting of relief operations what kind of Volunteers force you had?	Student groups……………………..1 Religious groups……………………2 National student cadres……………3 Political functionaries………….…..4 Rotary/Lions/Round table etc……..5 Community youth groups………….6 Others……………………..……....7	
703	Some of them reported on receipt of unsolicited supplies. In the course of relief operations for this disaster, how would you rate the volume of unsolicited supplies sent/received?	Very high…………………………..1 Somewhat high……..….…..……….2 Average/medium…..…..…………..3 Not much…………………………..4 Not at all…………………………..5	
704	How helpful was the coordinating body for NGO operations?	Very helpful………………………..1 Somewhat…………………………..2 Average/medium…..……………..3 Not helpful…………………………4 No such body……..……..…………5	
705	In this disaster was media contacted/approached by your organization?	Yes, they contacted…….……..…..1 Yes, we contacted………………..2 No……………………………………3	
706	Can you tell us approximately how much of percentage of your funding that has come/to receive is from various sources (Read and code, to add up to 100%)	Central Govt_____%___……….1 State Govt_____%___………….2 International bodies_____%___.3 Religion based orgs_____%__..4 Non resident individuals_____%_…………….5 Corporatations/business house_____%___………………6 Others_____%___…………..…7	

Lessons from the Tsunami Survey of Non-Governmental Organizations in India and Sri Lanka