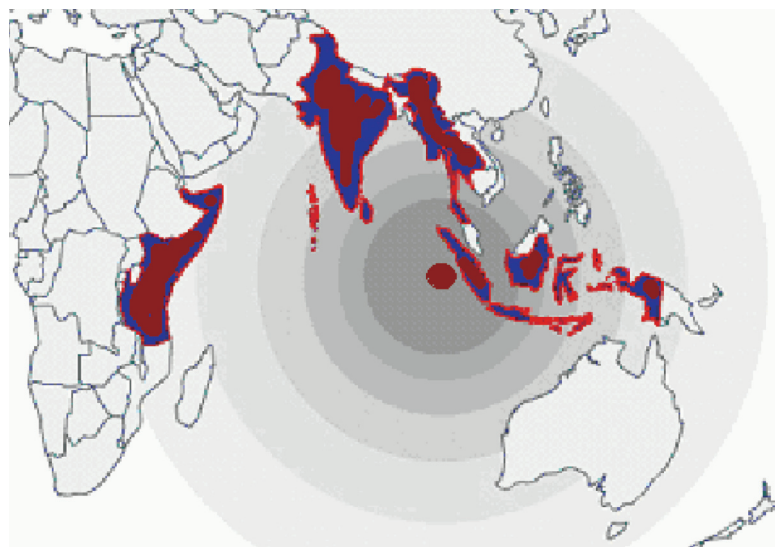


Tsunami Evaluation Coalition (TEC)

The International Community's Funding of the Tsunami Emergency and Relief



NGO Funding

Ireland

Rie Andersen
Marina Buch Kristensen

June 2006

Table of Contents

ABBREVIATIONS AND ACRONYMS	I
DEFINITIONS	II
INTRODUCTION	1
METHODOLOGY	2
<i>Limitations with respect to definitions and formats</i>	3
GENERAL DESCRIPTION OF NGO CONTEXT IN THE COUNTRY	3
<i>Regarding fundraising</i>	3
<i>Regarding Emergency action</i>	4
<i>Selection of NGOs under study</i>	4
GENERAL DESCRIPTION OF BUDGET SOURCES AND ALLOCATIONS	5
<i>Means of donations</i>	6
<i>Sector distribution</i>	7
<i>Country distribution</i>	8
FUNDRAISING AND CRISIS RESPONSE POLICY	8
<i>Fundraising policy</i>	8
<i>Response to appeals</i>	9
<i>Coordination</i>	9
<i>Overview of emergency response mechanisms/ agency competence</i>	10
<i>Previous presence in the affected countries</i>	11
<i>Influence of and response to the increased workload</i>	11
<i>Media coverage and relationship/influence</i>	12
MANAGEMENT OF FUNDS.....	12
<i>Decision making criteria and mechanisms for funds expenditure</i>	12
<i>Programming systems (need to spend or need to be effective)</i>	12
<i>Management of overloads</i>	13
<i>Monitoring and evaluation systems</i>	13
<i>Accountability and reporting mechanisms to donors</i>	14
EFFECTS ON THE NGOS	14
<i>Effect on Human resources</i>	14
<i>Effects on the supporting base</i>	14
LESSONS LEARNED	14
KEY MESSAGES	15
ANNEX	17
<i>Terms of Reference</i>	17
<i>References</i>	19

Abbreviations and Acronyms

CAP	Consolidated Appeal Process
CCF	Christian Children’s Foundation
DAC	Development Assistance Cooperation
DARA	Development Assistance Research Associates
DCI	Development Cooperation Ireland
DFA	Department of Foreign Affairs
DfID	Department for International Development (UK)
DÓCHAS	The Irish Association of Non-Governmental Development Organisations
DRC	Democratic Republic of Congo
ICRC	International Committee of Red Cross
IDP	Internally Displaced Person
IFRC	International Federation of Red Cross
IHP	International Humanitarian Partnership
INGO	International Non Governmental Organisation
NGO	Non Governmental organisation
OCHA	Office of Coordination of Humanitarian Assistance
ODA	Official Development Assistance
SPHERE	Humanitarian Charter and Minimum Standards in Disaster Response
TEC	Tsunami Evaluation Coalition
TOR	Terms of Reference
UNDP	United Nations Development Program
UNHCR	United Nation High Commissioner for Refugees
UNICEF	United Nations Children’s Fund
USAID	United States Agency for International Development
WFP	World Food Programme
WHO	World Health Organisation

Definitions¹

Humanitarian assistance:

There is no common definition of what constitutes humanitarian assistance- the growing area of action which aims to respond to and prevent emergencies. For the purpose of this evaluation the term covers what is defined as humanitarian assistance by donors and NGOs in the respective countries. In Denmark it is called “nødhjælp”, in the Netherlands “noodhulp”, and in the Ireland “emergency aid”. The terms humanitarian assistance, relief and emergency aid are used interchangeably.

Commitment:

The key feature of a commitment is that it is (to some extent) binding. Donors use different terms and the status of a commitment may range from money being set aside with the intention that it should be spent on X to a legally binding contract to transfer a fixed amount of money to the recipient on a specified date. It is always a defined amount of money.

Disbursement:

The key feature of a disbursement is that the donor does not have control of the funds anymore. A disbursement can either be a transfer of money/goods from the donor to the recipient, or it can be money which is set aside for the recipient to draw upon.

Goods in kind:

Goods which have been purchased in the donor country and that are ready for consumption or use on arrival in the recipient country. Thus defined, aid in kind is classified as tied by definition. Most (but not all) aid in kind consists of either food aid or emergency and distress relief. However, not all food or emergency aid is necessarily in kind. Amounts to be spent in another country for purchases of goods to be shipped from that country are not classified as aid in kind.

¹ These terms are based on the definitions given by the institute “Development Initiatives» with regard to “Pledges, Commitments, Disbursements, Gifts-in-Kind and Tied Aid” as agreed by the participants in the TEC Funding Study Coordination meeting in Geneva, 8th September 2005.

Introduction

Channel Research is pleased to present this Final Report on Irish NGOs funding flows, which is to feed into an overall evaluation of the funding response of the various governments, UN agencies, NGOs and INGOs to the Tsunami emergency and relief. The Funding Study, commissioned by Danida, is one of six thematic evaluations under the auspices of the Tsunami Evaluation Coalition (TEC). Findings from the thematic evaluations will be presented in an overall TEC Synthesis Study to be published at the end of 2005.

According to the TOR (annex 1) the purpose of the sub-study on Irish NGO Funding is to:

- 1) Understand how the Irish NGOs acquired and managed their funding for the Tsunami relief effort. The Tsunami attracted an unusual number of actors from the broader NGO world so it would be important to have a representation of that broader group, even if time and capacity will limit what can be done.
- 2) Analyse the relationship between the agencies' competence – competence in terms of presence and appeals on the one hand and funding flows, spending and impact on the other².
- 3) Describe the overall nature of the agencies' funding base for this operation. What is the ratio of government to private funding and how does this compare with their normal profile? How important have corporate donations been?
- 4) Describe what evidence there is that the Tsunami response has tapped into a hitherto un-accessed supporter base? Is there any evidence of a racking up of the supporter base of the agencies?
- 5) Analyse how well the agencies' financial systems have coped with the significant increase in funding flows? Is there evidence of system overload? On the programming side, is there evidence of funding to other operations being affected? Is there evidence of Tsunami funds being used to offset previously under funded areas of work;
- 6) Analyse if the programming was needs driven or more influenced by the need to send quickly (urgency). Analysis of flow of goods in kind includes pharmaceuticals. Have unsolicited goods been donated?

The data being subject to evaluation consists of descriptive and financial data on how funds have been obtained, allocated and to some extent disbursed as well as information on actions, projects and policies, as gathered by the evaluation team in September, October and November 2005.

The draft report is presented in a structure common to all the sub-studies commissioned as part of the funding evaluation. This format was agreed to at the TEC

² Note: it will be difficult to have much in terms of impact beyond the initial emergency response and recovery/early rehabilitation phase as in most cases we are considering a response framework of 3-5 years+ - the link between funds raised, funds spent and impact needs to be defined to the short term timeframe of the evaluation process itself. What we also need to focus more on is implementing agency plans and how funds raised/accessed are/will be allocated in terms of the overall response timeframe

Funding Study Coordination meeting, on 8 September 2005 in Geneva. It was prepared by Development Assistance Research Associates (DARA), the agency responsible for synthesising the findings of the multiple NGO studies in preparation for the overall funding study synthesis. Consequently the report at hand does not constitute a traditional stand-alone evaluation report, but is written in a fixed format which facilitates the purpose of synthesising and cross-country comparison.

The DARA format includes a general description of the NGO context in Ireland, general description of budget sources and allocations, fundraising and crisis response policy, management of funds, effects on the NGOs and lessons learnt. While adhering as strictly as possible to the reporting format, the evaluation team has strived to avoid unnecessary repetitions in the report caused by the overlapping nature of these themes.

Methodology

The methodology is based on a combination of a desk review of relevant documents and literature from the NGOs and key informant interviews at HQ level. The evaluation team ensured triangulation of findings by applying a variety of data collection methods comprising desk research and analysis of existing material; interviews with key informants in the Relief organisations and in the Irish Department of Foreign Affairs; as well as interviews and quantitative data collection in the form of questionnaires sent to the organisations.

In the desk phase the team carried out initial research, developed a list of background documents and a questionnaire was drawn up based on the TOR and DARA reporting format. A spreadsheet for the data collection was elaborated.

Data supplied by the organisations was supplemented with data found on a number of web sites including the websites of the organisations and the Irish Department of Foreign Affairs– such as: policy documents, previous evaluations, and press releases.

A survey was done by Dóchas³ in July 2005 on Activities and Responses on the Tsunami activities. In 2002, Development Cooperation Ireland (DCI) entered into an agreement with Dóchas, the umbrella-body for Irish Development NGOs. Dóchas aims at strengthening the capacity of the organization by coordination within the NGO sector and, through Dóchas, the overall relationship between the NGO community and DCI. The detailed Dóchas survey has not been published. However, it was kindly released as background information for the purpose of this evaluation. The survey included 19 Irish NGOs, 15 of which are members of Dóchas. In cases where data was missing from the team's questionnaires, the data from the Dóchas survey was used.

The desk research was followed by interviews with key informants from the organisations and in the donor administration by phone, e-mail, or personal interviews in order to be able to answer questions about financial data and policy.

³ Survey of Dóchas members and other organisations on their Tsunami Activities and Response, Presented to Dóchas by Siobhán McGee 19th July 2005

This report presents the collected data and the subsequent analysis in the DARA report format as agreed by the participants in the TEC Funding Study Coordination meeting in Geneva, 8th September 2005.

Limitations with respect to definitions and formats

The DARA format applies the same sector definitions as the Flash Appeals. However, the team found these sector definitions insufficient compared to the definitions used by the NGOs and Reliefweb. The final decision about which sector definitions to apply is left at the discretion of the synthesis team.

Furthermore, information with regards to funds “spent” and “disbursed” was not provided by all organisations in a systematic manner. Consequently, the evaluation team has not distinguished between disbursed and spent funds.

General description of NGO context in the country

Regarding fundraising

The Irish NGOs raised an unprecedented total of € 110 million (\$ 130 million). This includes funding from the private sector, corporations, DCI and foreign co-funding from both international affiliations and foreign Governments. Additionally Irish NGOs also raised funds in Northern Ireland € 8 million (\$ 10 million). The only funds included in this study are those raised in the Republic of Ireland.

The major charities that were involved in fundraising and delivering emergency aid to the Tsunami victims were also the major NGOs that partner with DCI in implementation of its Irish Official Development Assistance (ODA) Programme. In total, the Irish NGOs accounted for 44% of Irish government assistance to the Tsunami disaster.

The decision to raise funds was determined first and foremost by the NGOs’ mandates. Most of them have emergency assistance as one of their principal objectives. A second major influence was the massive response by the Irish public as funds in most cases poured in; almost overwhelming the NGOs.

The NGOs described the extraordinary private donations as motivated by a variety of factors including time of the year, the intensive media coverage of the disaster, the ability to relate to locations, and the fact that Irish citizens were involved. All this drew the disaster closer to the individual.

All the NGOs evaluated, based their Tsunami fundraising on their standard fundraising mechanisms. There was no joint effort to raise funds and it is not possible to determine exactly how many organisations were involved in collection of funds. The evaluation team is of the impression that the Dóchas survey may have to a large extent covered the majority of funds raised, as it includes the major NGOs on the “Relief scene”. The Dóchas survey covers 19 organisations including the four major NGOs selected for in-depth analysis in this evaluation.

NGOs involved in fundraising

NGO	Mandate	Total raised \$	Spent \$ end August 2005	Foreseen Timeframe
Irish Red Cross	Relief	38.056.577	na	na
Trócaire	Relief, Development	36.919.572	8.303.085	31-12-2010
Goal	Relief, Development	22.992.000**	7.487.949	31-12-2006
Concern	International Humanitarian Org.	18.343.877**	10.114.170	30-06-2007
Ireland Sri Lanka Trust Fund	Relief	4.439.934	3.864.011	na
UNICEF Ireland*	Fundraising, Awareness, Children	3.171.381	3.171.381	na
Oxfam Ireland	Relief, Development	1.896.520	634.276	na
Christian Aid Ireland	Rehabilitation, Development	967.486	967.486	na
World Vision Ireland	Relief, Development	394.520	na	na
VSO Ireland	Development	792.845	na	na
Hope Foundation	Street children	676.139	na	na
ChildFund	Development & Child Protection	474.809	474.809	31-12-2005
PLAN	Children, Development	273.492	85.450	na
Irish League of Credit Unions	Credit facility	196.626	na	na
Gorta	Relief, famine	145.884	na	na
Refugee Trust International	Refugees, Rehabilitation	50.742	44.399	na
Actionaid Ireland	Rehabilitation, Development	6.343	na	na
Total in Ireland		129.798.747	35.147.017	

Exchange rate set by DARA ; 2004 - 0,8040 / 2005 – 0,7883

* Excluding DCI funding for UNICEF Flash Appeal Funding

** Including Concern \$ 7.384.245 from DEC

** Including Goal \$ 3.469.331 from USAID

Regarding Emergency action

The initial action of the NGOs was to appraise needs and response capacity in order to determine the appropriate response. Needs assessments were conducted in collaboration with partner organisations. Staffs were seconded from various head quarters (HQ) and local offices to assist.

The NGOs responded to the Tsunami within a very short time. Actions were taken through their local partners, through their international network present in the affected countries, and through deployment within few days of emergency response teams⁴. The international affiliation plays a very important role with regards to how the individual organisations deal with disaster preparedness. Most NGOs drew on in-house capacity (knowledge/expertise and management) and the emergency response teams were usually functional within days.

The initial intervention focused on supplying food and non-food items to displaced people and building temporary shelters.

Selection of NGOs under study

For the purpose of this report, four NGOs were selected for in depth analysis based on the following criteria: 1) Major and minor in terms of funding and

⁴ ERT, ERST, RDU[0]

2) Presence in the area before or after the Tsunami.

In Ireland *Concern*; *Goal*; *Trócaire*; and *ChildFund* were chosen according to these criteria.

General description of budget sources and allocations

	Sector	Amount Raised
Non-private sources	National	9.634.629
	Other	10.853.576
Private sources	General Public*	103.257.238
	Corporations*	6.053.305

* It has only been possible to separate a few corporate donations from the total of private sources

Generally, the NGOs did not accept in kind donations if they had not identified any need for them. One organisation reports of in kind donations of a value of \$ 143.000 consisting of jerricans, hygiene kits, plastic sheeting from USAID and timber from Oxfam. Another reported to have been contributed with warehouse storage facilities⁵ without setting a value.

The NGOs reported that most private funding came from individuals rather than corporations. The corporations that did donate were mainly banks that were overwhelmed by the response of their customers and wished to match this response.

In Ireland a specific rule applies to tax rebates. Under specific circumstances (amount donated and personal tax category), it is possible for NGOs to reclaim up to 40% of the amount donated as a tax rebate for private individual donations over and above a certain size. These funds are not included in these data as most NGOs did not have final figures on the subject.

However, with regards to the significance of the tax rebate, ChildFund stated that the income from tax rebate did form a substantial part of their annual budget. Trócaire reports in the annual report (2004) that they were able to reclaim € 1.2 million in tax rebate for 2004. The treatment of the tax rebates remains a question and it is unclear if rebates can/will be traced to individual donations and subsequently treated as Tsunami earmarked funds or as general unearmarked funds.

Funds received from DCI include administration costs of up to 10%. During this emergency, NGOs charged between 0 and 10%.

⁵ Survey of Dóchas members and other organisations on their Tsunami Activities and Response, Presented to Dóchas by Siobhán McGee 19th July 2005

Distribution of total income 2003 and 2004

	Share Government funds 2004 **	Share private funds 2004	Share corporate funds 2004	Share Government funds 2003 **	Share private funds 2003	Share corporate funds 2003
Concern	54%	41%	5%	54%	41%	5%
Goal	80%	20%	na	89%	11%	Na
Trócaire *	25%	75%	na	38%	62%	Na
ChildFund Ireland	10%	70%	20%	0%	86%	14%

* Tsunami funds are included in 2004 as Trócaire financial year ends 28th February 2005

** Including foreign government funding, it has not been possible to isolate DCI funding

In the Trócaire annual report covering the period 1st March 2004 to 28th February 2005 it is stated that Trócaire received its highest level of public donations ever: € 56 million. The increase of € 30 million compared to the previous year was to a large extent caused by the Tsunami response.

Distribution of income for the Tsunami in \$

NGO	DCI	Other public donor	Private sources Total	% Government funding to Private
Trócaire	1.902.829	-	35.016.744	5%
Goal	1.122.669	3.469.331	13.000.000	20%
Concern*	3.640.084	7.384.245	7.319.548	60%
ChildFund	463.656	-	11.153	

* DCI has committed \$ 3.697.822 to Concern and disbursed \$ 3.063.546

For the major NGOs; Trócaire, Concern and Goal the Tsunami fundraising meant a substantial change in ratio between government and private funding and in consequence, they were all less dependant on DCI for funding their Tsunami emergency responses.

In contrast the smallest NGO, ChildFund became totally dependant on DCI for funding. This pattern is distorted by the fact that they did not participate in fundraising beyond their existing supporter base and also received emergency government funding⁶ for the first time. However, ChildFund has international affiliation and therefore the future sustainability of their activities will only to some extent depend on whether they are able to include these projects into their development programme and secure government funding for them.

Means of donations

A variety of means of donation were available to the public; they could donate through telephone calls, online payments through web sites, bank transfers (bank accounts were advertised in newspapers and on posters), as well as church and street collections.

⁶ Childfund have previously only received emergency funding for a project in Lira, Northern Uganda.

Description by destination

Country	Sector	Amount allocated \$	Amount Spent \$	Spent %	Timeframe of commitment
India	Economic rec	44.399	44.399	100%	na
India	Multi-sector	5.074.210	1.124.867	22%	31-12-2010
India	Shelter and non-food	1.210.000	1.210.000	100%	31-12-2006
India	Unspecified	688.824	688.824	100%	na
Indonesia	Economic rec	2.275.783	1.036.407	46%	30-06-2007
Indonesia	Education	740.835	431.308	58%	30-06-2007
Indonesia	Multi-sector	13.045.471	4.459.754	34%	31-12-2006
Indonesia	Shelter and non-food	915.895	1.335.786	146%	30-06-2007
Indonesia	Water & Sanitation	1.337.054	1.035.139	77%	30-06-2007
Regional	Multi-sector	634.276	139.541	22%	31-12-2010
Regional	Unspecified	5.909.923	5.909.923	100%	na
Sri Lanka	Agriculture	2.000.000	na	na	31-12-2006
Sri Lanka	Coordination	0	1.550.580	na	31-12-2006
Sri Lanka	Economic rec	6.341.367	3.758.656	59%	31-12-2006
Sri Lanka	Education	11.000.000	0	0%	31-12-2006
Sri Lanka	Multi-sector	8.942.027	2.388.317	27%	31-12-2006
Sri Lanka	Protection	119.244	39.325	33%	31-12-2006
Sri Lanka	Shelter and non-food	11.491.461	10.421.675	91%	31-12-2006
Sri Lanka	Unspecified	4.550.549	4.225.549	93%	31-12-2006
Sri Lanka	Water & Sanitation	3.034.517	595.389	20%	31-12-2006
Thailand	Multi-sector	1.902.829	570.849	30%	31-12-2007
Unspecified	Multi-sector	7.742.863	0	0%	31-12-2010
Unspecified	Shelter and non-food	0	526.449	na	30-06-2007
Unspecified	Unspecified	16.913.192	1.703.246	10%	30-06-2007

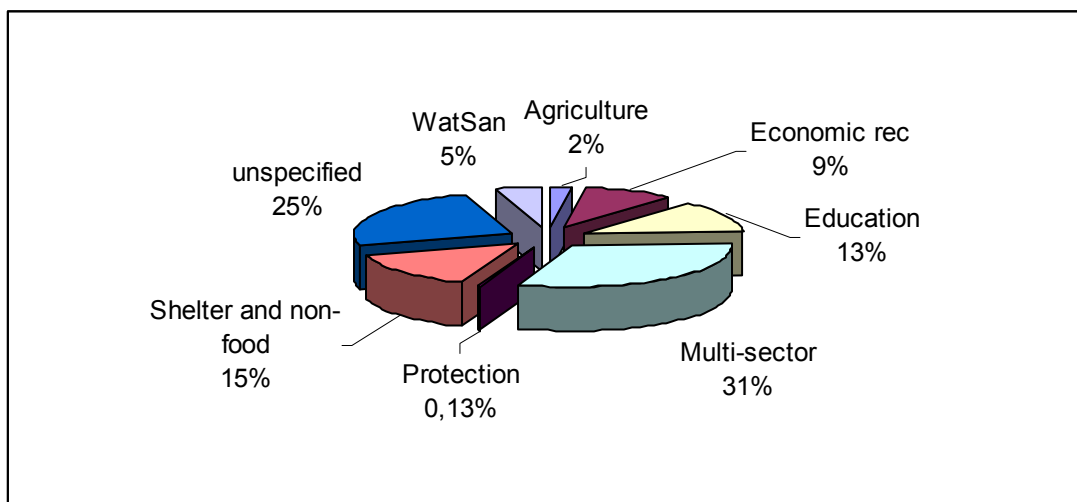
86% of funds have been allocated

Sector distribution

The table below shows the distribution of funds to sectors. It is evident that multi-sector (all cases where NGOs reported allocations to more than one sector) is by far the largest sector. This is mostly projects that contain funding for food, shelter and non-food. Most initial phase assistance is covered through these sectors by most NGOs.

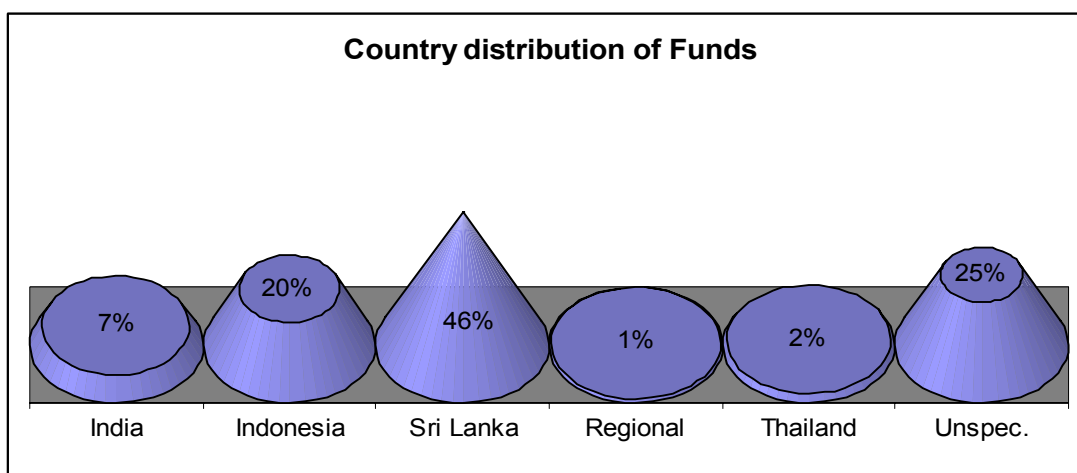
Some NGOs refer to not being able to report on sector distribution until money has actually been spent. They have not allocated funds to sectors because programmes run over several years and not all needs and the appropriate response to those needs can be known at this stage. Some NGOs refer to unresolved issues of land, the need to spend with quality rather than speed.

Sector distribution of disbursed funds



Country distribution

The worst affected countries are also the countries that receive the most funding. Of the funds allocated at this stage Sri Lanka has received 46% and Indonesia 20%. Currently 25% is still not allocated to countries.



Fundraising and crisis response policy

Fundraising policy

There is no tradition for coordinated fundraising events in Ireland as opposed to other countries, for example the Netherlands, where fundraising largely is done through Samwerkende Hulporganisaties (SHO) a joint fundraising body with the aim of joining forces among the NGOs vis-à-vis the mass media.

The Irish Relief NGOs engaged in individual fundraising campaigns for various periods of time -up to a maximum of three months after the Tsunami. The fundraising policy was not different from previous campaigns and the means of campaigning were

primarily advertising for donations through newspapers, TV and radio. In the case of the Tsunami the media offered advertisements at a lower rate than usual. The individual organisations also approached members and standing order payees for direct donations. The Catholic Church in Ireland donated a Sunday collection.

The NGOs applied their standard fundraising mechanisms and did not engage in the use of new methods. There was no joint effort to raise funds. The Dóchas survey reported that 16 out of 20⁷ organisations had received Tsunami related income.

Of the NGOs interviewed, ChildFund of Ireland was the only NGO that did not initiate extraordinary fundraising activities, due to the small size of the organisation and the fear of causing confusion at a time where they were in the process of changing their name (formerly known as Christian Children's Fund of Ireland) and logo.

Concern announced on the 15th of January that the public was encouraged to donate to other emergencies such as Darfur, as the agency felt that sufficient funds had been generated for the Tsunami response. By the 17th of January, Trócaire had already received €20 million in donations and the agency announced that it was winding down its special fundraising appeal and would focus its next two appeals on Africa and general long-term development work. Goal appealed to the public for approximately three months.

The Special Envoy⁸ appointed by the Government noted that at present Ireland does not have a comprehensive Charities Legislation. To assure accountability towards the public and to protect professional NGOs, it is imperative that legislation is in place with regards to transparency and accountability. Presently, agencies are subject to regular internal and external audit by their donors, including the Irish Government. However this does not apply to the privately raised funds. In addition, any Irish registered NGO with company status must complete company audits in line with normal Irish corporate reporting rules.

Response to appeals

The NGOs interviewed responded to the appeals from their international networks. None responded to the UN Flash Appeals. However, Goal reported that although it does not base its needs assessment on the UN flash appeal, it does take it into consideration when assessing the overall needs etc.

Coordination

The Irish NGOs coordinated primarily through their partner organisations and their respective international affiliations in the affected countries. Concern liaised with "Alliance 2015" a group of relief agencies who had been implementing a joint long-term development programme in Sri Lanka.

⁷ 4 NGOs were only engaged in development work in Africa and Central America

⁸ On the 26th of January the Parliament announced the decision to appoint a "The Special Envoy to the Region" for a period of 6 months with the focus to report on the status of the recovery effort, the commitment of governments in the region, the role of the United Nations and international NGOs and in particular the use of Ireland's Official Development Assistance including the large element of this being expended via Irish NGOs. First report to the Minister of Foreign Affairs, 9th March 2005

The NGOs recognised that coordination was a particularly challenging affair at the initial stages of the relief and rehabilitation programmes especially given the high number of actors involved.

Coordination also took place locally with the organisations that were present on the ground. One NGO reported having participated in coordination through UN hosted meetings, through assessment coordination, field level agreement on targeting, etc.

All NGOs report about coordination with national and local government, local communities, UN bodies, National and international NGO's, other donors present in the country (example: DfID & USAID) wherever possible.

Overview of emergency response mechanisms/ agency competence

The major emergency NGOs have a structure that allows disaster response to be applied within a very short timeframe-usually a few days.

The response mechanism consists of emergency response teams⁹ which are technical support teams formed immediately after a disaster occurs. They are sent off to do initial assessment in the affected areas, where they link up with the NGOs' own representation or partner organisations.

The teams are usually comprised of national and international disaster and emergency experts. Some NGOs maintain fulltime staff that can be deployed for up to six weeks and some can draw in experienced emergency workers from a personnel roster to undertake first phase emergency tasks. This in-house capacity covers most immediate knowledge/expertise and management needs in cases of emergencies.

The ability to draw in experienced emergency personnel gives the relief organisations a comparative advantage as they are able to pool resources and draw on them when they are needed. This is a very quick and cost effective way of managing resources.

Other mechanisms are to second experienced emergency staff from HQ to assist with local needs assessments and drawing up of fundraising proposals.

Concern raised the issue of the organisation's difficulties in accessing engineers as a result of its programming shift toward focusing more on skilled technical and civil society agencies, and less on infrastructure. Due to this, Concern has fewer engineers on staff and recruiting additional engineers to complement existing staff in emergencies proved more time consuming than expected.

ChildFund is working through the Christian Children's Fund (CCF) emergency team primarily from CCF USA. ChildFund of Ireland's involvement in emergency aid is more recent and primarily centred on the local communities where they were present prior to the Tsunami. Through their affiliation with local communities they carried out some food and non-food distributions over the first few days, particularly in Sri Lanka and India but after the first week, the focus changed to child protection programmes.

⁹ (ERT) (also named ERST/RDU[0]),

Previous presence in the affected countries

Prior to the Tsunami, Trócaire was supporting development programmes and emergency programmes in the North of Sri Lanka, India and Thailand. In Indonesia, funding was provided primarily to advocacy and research organisations. Some of these organisations shifted to providing humanitarian assistance in the face of the needs of those affected by the Tsunami.

GOAL was not present in Indonesia or Sri-Lanka prior to the tsunami but had worked in India for 28 years. It had never worked in Banda Aceh prior to its three month intervention in relation to the Tsunami.

Concern Worldwide has been working in India since 1999. Concern was not operational in Sri Lanka and Indonesia prior to the Tsunami as the countries are not in the bottom 40 of the UNDP Human Development Index. However, it was agreed that the Tsunami response in these countries fell within Concern's criteria for intervention as set out in the policy document '*How Concern Targets Countries for Poverty Elimination*'.

ChildFund was present in both Indonesia (since 1958) and Sri Lanka (since 1985), as well as other Tsunami affected countries in the region through their international affiliation.

Influence of and response to the increased workload

All NGOs report that the workload at both HQ, Field offices and in relation to counterparts in the affected areas increased tremendously during the initial couple of weeks of the disaster. They also report that given the nature of the organisations they are, they are used to coping with these types of emergencies. Within all the major NGOs temporary re-allocations of staff took place from a number of field operations. Some staff was on annual leave which had to be shortened.

Because Concern had not previously been operative in two of the countries, this placed considerable demand on the human resource department. However, the negative effect on other programmes was minimal, because the core teams of experienced emergency staff were supported by administrative staff new to emergencies. This was regarded as capacity building within the organisation. Concern reports that they formed local partnerships more quickly than usual to accommodate the emergency situation but procedures were maintained in assessing their suitability. Experienced staffs were involved in identifying suitable cooperation partners in Sri Lanka on the basis of common values, programming experience and capacity deployment.

Trócaire opened a regional office in Jakarta. New staffs were recruited to facilitate Trócaire's response to the Tsunami. In total Trócaire has engaged three new officials at HQ; three expatriates and four locals in Indonesia; two staff have been seconded to Indonesia and five to Sri Lanka. In total 17 new jobs and several short-term consultant positions were created. Trócaire seconded staff and worked through Caritas International's partners in India, Sri Lanka and Thailand. The partnership approach enabled Trócaire to adapt to the increased workload)

Media coverage and relationship/influence

Media coverage in Ireland was unprecedented and gave NGOs more exposure than usual. In the affected countries, one NGO reported that the workload on dealing with journalists and photographers was unreasonably heavy. During later fundraising events for other disaster situations, some NGOs reported more goodwill due to the exposure in the media. In this respect the Tsunami seems to have had a positive impact on collections for other disasters as some NGOs have been able to raise more funds than before the Tsunami.

Management of funds

Decision making criteria and mechanisms for funds expenditure

Concern reports that their strategy was to develop individual country programmes based on assessment of needs and the capacity to implement the programmes. Funding proposals were then compiled and distribution was implemented accordingly. Each of the three country programmes received support equal to its needs. Field teams/offices determined their programme scale and cost and had the responsibility to budget their programmes in accordance with funding sought. No new mechanisms were applied. The management of funds in the field was initially carried out by existing Concern staff transferred from other operations as part of the RDU (emergency response teams) and was later done by recruitment of additional full time programme staff within the respective programmes.

Trócaire's strategy was applied in coordination with the Caritas Internationalis network and based on Caritas appeals in addition to working in direct partnership with local NGOs in the affected communities. The allocation of funds was decided upon in coordination with headquarters. Up until July 2005 funds were exclusively managed at the head office. The new Regional office in Jakarta will manage some funds and make spending recommendations although approval is still done at HQ.

Goal's strategy was to support both directly and indirectly affected communities. Decisions on funds allocations were taken on the basis of assessments and funds are allocated from the headquarters.

ChildFund's strategy was based on needs assessment and decisions were coordinated with CCF USA, ChildFund Indonesia and CCF Sri Lanka. Funds were disbursed from headquarters.

Programming systems (need to spend or need to be effective)

There is pressure on the NGOs from both the media and the public to spend the funds swiftly and effectively. But in relation to reconstruction programmes there is a great deal of consensus among the NGOs to insist on well planned as opposed to swift/quick reconstruction.

In total 86% of funding has been allocated and 27% has been reported spent by the end of September 2005. The time frame the organisations envisage spending in the countries is indicative of the speed with which the funding is spent. Because the

organisations are able to set a long time frame, the need to be effective is considered over and above the need to spend quickly. Any organisation leaving a bad impression will endure a loss of credibility and consequently jeopardise future fundraising.

Goal has committed to implement until end of 2006; Concern had an initial timeframe of two years but has extended the program in Indonesia until end of 2007; Trócaire remains active in Thailand until the end of 2007 and until 2010 in India, Indonesia and Sri Lanka. Trócaire has not allocated 21% of their funding.

Management of overloads

There were no reported overloads.

The NGOs report that they have management systems that are professional and able to track projects, programmes, income and expenditure according to the requirements of the stakeholders including the donors. Projects carried out followed the normal project cycle and the various levels of control from the head office are part of the normal process. No surplus funds are reported and there has been no transfer of Tsunami earmarked funds to initiate other programmes. Normal accounting practice was maintained throughout the Tsunami response.

ChildFund HQ did not fundraise but still has a financial management system able to track sponsorship and other funds raised from the public. Grants are managed using spreadsheets. At field level, a monitoring system is used which can provide programmatic information as well as financial management reports. Both systems are able to track the use of various funds separately.

Monitoring and evaluation systems

The NGOs interviewed perform both monitoring and evaluation as part of their regular procedures, and these procedures are specified in agreements with implementing partners. Some NGOs set aside financial and human resources to build the capacity of their partner organisations with regard to implementation of emergency and development funding.

Programme staff work directly with the partners to provide support and monitor progress through regular field visits. At the same time, field offices report back to HQ on a regular basis.

ChildFund reports that monitoring at field level involves the whole community through the Community Based Project Monitoring System (CBPMS). Apart from delivering evaluations it also promotes learning and accountability to communities and partners.

All the major NGOs support the international codes of conduct and practice, including the Code of Conduct of the International Red Cross and Red Crescent and NGOs in Disaster Relief; the Humanitarian Charter; the People in Aid Code of best practice in the management and support of aid personnel; and the Sphere Project's Minimum standards in disaster responses.

Accountability and reporting mechanisms to donors

All organisations report by a variety of means depending on the donor requirements.

Narrative and financial reports detailing grant usage are generally provided. Reports on activities are presented on websites; in publications; comprehensive annual reports detailing usage of all funds; and through the use of communications officers; photo exhibitions; and compilations of material and reports for corporate donors etc.

Effects on the NGOs

Effect on Human resources

NGOs report that the demands of the emergency and the urgency of the response meant that the ongoing programmes 'suffered' to some extent, as normal work plans were delayed for a month or two.

As mentioned above some organisations have employed more national and local staff due to the response to the Tsunami and the subsequent rehabilitation programmes. However, this does not necessarily constitute a strain on Human Resources as more programmes will involve more staff.

Effects on the supporting base

The Tsunami certainly brought in a large number of new donors and with regards to existing benefactors amounts raised were substantially increased. The NGOs aim to maintain the new donors that originated from the Tsunami emergency as regular donors. The extent to which they will succeed remains to be seen.

Trócaire sent out a DRC (Democratic Republic of Congo) appeal in May 2005 to the 5000 new donors registered from the Tsunami fundraising. The average donation from new donors was approximately €75 higher than the average from existing active donors. However, fewer of the new donors compared to "old" donors donated funds to the DRC appeal.

ChildFund aims to extend the cooperation on implementation of humanitarian assistance with DCI and cooperate with DCI on Development assistance.

Lessons learned

The NGOs interviewed accentuated the following lessons learned:

- Building relationships on the ground is very important tool for local cooperation and coordination that lasts beyond the specific disaster. Working through local partners to implement programmes allowed quick implementation as partners already had knowledge, good relationships and spoke local language.

- A large scale disaster such as the Tsunami places massive demands on engineering and ways of maintaining contact with additional key engineering experts are being investigated.
- The presence of new and inexperienced NGOs that do not apply international humanitarian principles risks undermining community based approaches and the reputation of NGOs in general. The more experienced NGOs spend a lot of time on damage control.
- It is of major importance to be conflict sensitive in order to ensure that programmes do not exacerbate existing tensions between communities. It is important to include support to communities indirectly affected to avoid aggravating tension. Unfortunately many communities were initially overlooked by the INGOs and by local governments.
- The scale of the disaster in terms of geographical spread was a considerable organisational challenge, especially where organisations worked in several countries.
- There is a need for a long-term commitment. Good quality transitional shelter has for example allowed time for proper planning in terms of the complex land issues.
- The cooperation with DCI was positive and fruitful and enhanced an already close and effective relationship between the two parties.
- Deliverance of basic needs did not include culture sensitive items, such as veils for women.

Key messages

The evaluation team would like to draw attention to the following key messages:

- The Irish NGOs raised an unprecedented total of \$ 130 million. Of this amount 16% came from public funds. This gave the Irish NGOs great independence in terms of allocation of funds. The Irish NGOs chose to intervene in four different countries in basic emergency and in longer-term reconstruction efforts.
- Development Corporation Ireland (DCI) has a strong engagement with Irish and International NGOs, which implemented 44% of the Irish Government funding for the Tsunami.
- Most Irish NGOs are affiliated to experienced worldwide networks. To a large extent the NGOs co-fund through these international affiliations. The NGOs are hereby able to deliver emergency assistance quickly, effectively and coordinated, and at a relatively large scale. This adds value and it also gives the Irish NGOs a comparative advantage.
- Dealing with many programmes in many countries could overstretch organisational capacity unless the increase in capacity both at field and head office level matches increased management demands.

- At this stage the organisations have not had the time to thoroughly reflect on the implications on their organisation of engaging in such a large scale response. It could be worthwhile to return to the questions on effects on the NGOs in 2-3 years.

Annex

Terms of Reference

The International Community's Funding of the Tsunami Emergency and Relief.

Theme 5 NGO funding

Background

Please read this document after reading the two attached background documents, "The Tsunami Evaluation Coalition: An Introduction" and "Concept Paper for Evaluating The International Community's Funding of the Tsunami Emergency and Relief"

The Tsunami catastrophe that struck Asia on 26 December 2004 is one of the worst natural disasters in modern history. Although the major impact was felt in India, Indonesia, the Maldives, Sri Lanka and Thailand, several other countries were affected including Myanmar and Somalia, or touched by the Tsunami including Bangladesh, Kenya, Malaysia, Seychelles and Tanzania. More than 170,000 people are thought to have died and thousands more injured. Overall, an estimated 2 million people have been directly or indirectly affected of whom 1.7 million are internally displaced¹⁰. Damage and destruction of infrastructure destroyed people's livelihoods, and left many homeless and without adequate water and healthcare facilities.

The world - governments and people – responded with unprecedented generosity in solidarity with the rescue and relief efforts of the affected communities and local and national authorities. More than \$ 6 billion has been pledged for humanitarian emergency relief and reconstruction assistance to Tsunami affected areas. This has been instrumental in reducing or mitigating the consequences of the disaster, and in boosting the current recovery and reconstruction efforts.

This evaluation is part of the overall evaluation by the Tsunami Evaluation Coalition. It is a thematic evaluation of the funding response by the various governments, UN agencies, NGOs and INGOs. The overall shape of the funding response evaluation is laid out in the Concept Paper annexed to these TOR.

The purpose of this specific evaluation is to:

1) Understand how the Danish NGOs acquired and managed their funding for the Tsunami relief effort. The Tsunami attracted an unusual number of actors from the broader NGO world so it would be important to have a representation of that broader group, even if time and capacity will limit what can be done.

2) Analyse the relationship between the agencies' competence – competence in terms of presence and appeals on the one hand and funding flows, spending and impact on the other. Note: it will be difficult to have much in terms of impact beyond the initial emergency response and recovery/early rehabilitation phase as in most cases we are considering a response framework of 3-5 years+ - the link between funds raised, funds spent and impact needs to be defined to the short term timeframe of the evaluation process itself. What we also need to focus more on is implementing agency plans and

¹⁰ Figures for numbers dead and missing taken from Guha-Sapir, Van Panhuis, "Health Impact of the Tsunami: Indonesia 2005". Brussels Centre for Research on the Epidemiology of Disasters, July 2005

how funds raised/accessed are/will be allocated in terms of the overall response timeframe

3) Describe the overall nature of the agencies' funding base for this operation. What is the ratio of government to private funds and how does this compare with their normal profile? How important have corporate donations been?

4) Describe what evidence there is that the Tsunami response has tapped into a hitherto un-accessed supporter base? Is there any evidence of a racking up of the supporter base of the agencies?

5) Analyse how well the agencies financial systems have coped with the significant increase in funding flows? Is there evidence of system overload? On the programming side, is there evidence of funding to other operations being affected? Is there evidence of Tsunami funds being used to offset previously under funded areas of work?

6) Analyse if programming was needs driven or more influenced by the need to send quickly, Analysis of flow of goods in kind including pharmaceuticals. Have unsolicited goods been donated?

Final report

The author's final report should be presented in a structure common to all the pieces of work being commissioned for this evaluation.

An introduction which describes the nature of the data and subject specifically being evaluated.

An overview of the methodology adopted with particular reference to data sources.

A presentation, in narrative, table and graphical form, of the data gathered.

An analysis of the data in the light of the six key issues presented above.

An annex containing cited references

The main report should be presented as a MS Word file in English using British English spelling. Tables and graphs may in addition be presented as MS Excel files.

Authors should note that their report will be compiled and edited into the overall report on the evaluation of flows which in turn is one of a number of key evaluations being conducted.

Timetable

The penultimate draft of the evaluation must be submitted to the evaluation organizers, by email, no later than 7th October.

The organizers will feed comments back to the evaluator in weeks two and three of October.

Final draft material must be presented by email to the organizers by Friday 4th November.

References

Interviews:

DCI

Carr, Bronagh	Development Specialist, DCI
English, Fiona	Senior Development Specialist Evaluation and Audit Unit, DCI
Flood, Chris	Special Envoy to the Tsunami Region
Foley, Jim	Contracts Officer, Irish Defense Forces
Holmes, Anne	Technical Adviser for Tsunami follow up, DCI
McKee, Eamonn	Counsellor, DCI
O'Brien, Ciara	First Secretary, DCI
O'Neill, Vincent	Principal Development Specialist Technical Section, DCI
Rodgers, Brendan	Deputy Director General, DCI
Sutton, Mary	Principal Development Specialist Advisory Board
Taffe, Tony	Financial Controller

NGOs

Concern	Toireas Ni Bhriain
Concern	Sarah O'Boyle
Concern	Niall Tierney
Child Fund	Pam McHugh
Child Fund	Michael Kiely
Goal	Frank Kelly
Goal	Ray Jordan
Goal	Peter McDevitt
Trócaire	Mary Healy
Trócaire	Helen Carey
Trócaire	Vicky Tindal
Trócaire	Kathryn Robertson

Background documents:

Chris Flood, Special Envoy, First mission report
Chris Flood, Special Envoy, Second mission report
Anne Holmes, DCI Technical Advisor, First mission report
Anne Holmes, DCI Technical Advisor, Second mission report
Anne Holmes, DCI Technical Advisor, Third mission report
DCI, Annual report 2002, 2003, 2004.
Survey of Dóchas members and other organizations on their Tsunami Activities and Response, Presented to Dóchas by Siobhán McGee 19th July 2005
NGO project files
Press releases and website documents