Introduction

When the tsunami struck Sri Lanka’s coastline on 26th December 2004, killing 35,322 and displacing 516,150, Sri Lanka Red Cross volunteers were among the first on the ground providing emergency first aid and shelter to the survivors. Graphic images of the disaster broadcast around the world launched an unprecedented humanitarian response for tsunami-affected countries, and the Sri Lanka Red Cross Society and its international partners combined forces to provide emergency relief across tsunami-affected areas.

Key facts and figures

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Two years on, much has been done to rebuild the lives and livelihoods of affected communities. However, the recovery operation has faced challenges, and more work is needed before Sri Lanka has fully recovered from the impact of this disaster. This report outlines progress in the Red Cross Red Crescent Movement tsunami recovery operation in Sri Lanka so far, and explains how the Red Cross Red Crescent will use its resources to support tsunami recovery in the coming years. It aims to be a transparent account to our beneficiaries, our donors and our partners of the Red Cross Red Crescent achievements, but also to explain the challenges and problems we have faced, and how we are overcoming these problems. Finally, through this report, the Red Cross Red Crescent seeks to recognise the resilience of the tsunami survivors and to honour the memory of the tsunami victims.

The Federation’s mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world’s largest humanitarian organization and its millions of volunteers are active in over 185 countries.
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Introduction

When the tsunami struck Sri Lanka’s coastline on 26th December 2004, killing 35,322 and displacing 516,150, Sri Lanka Red Cross volunteers were among the first on the ground providing emergency first aid and shelter to the survivors. Graphic images of the disaster broadcast around the world launched an unprecedented humanitarian response for tsunami-affected countries, and the Sri Lanka Red Cross Society and its international partners combined forces to provide emergency relief across tsunami-affected areas.

Two years on, much has been done to rebuild the lives and livelihoods of affected communities. However, the recovery operation has faced challenges, and more work is needed before Sri Lanka has fully recovered from the impact of this disaster. This report outlines progress in the Red Cross Red Crescent Movement tsunami recovery operation in Sri Lanka so far, and explains how the Red Cross Red Crescent will use its resources to support tsunami recovery in the coming years. It aims to be a transparent account to our beneficiaries, our donors and our partners of the Red Cross Red Crescent achievements, but also to explain the challenges and problems we have faced, and how we are overcoming these problems. Finally, through this report, the Red Cross Red Crescent seeks to recognise the resilience of the tsunami survivors and to honour the memory of the tsunami victims.

Tsunami damage

No. of fatalities
35,322
No. of injured persons
21,441
No. of internally displaced people
516,150
No. of districts affected
14 out of 25
No. of houses damaged or destroyed
98,000
Fishing boats damaged or destroyed
16,919 (75% total fishing fleet) *
No. of livelihoods affected
150,000
Health facilities damaged or destroyed
97
Educational facilities damaged or destroyed
201, including 182 schools
Water and sanitation systems damaged or destroyed
60,000 wells contaminated
Land affected
23,449 acres cultivated land, including paddy, crop fields, home gardens, vegetable farms, fruit trees *

Sources: Government of Sri Lanka, December 2005 except:
* FAO, Ministry of Fishing and Agriculture
Two years on in our tsunami recovery efforts, the Red Cross Red Crescent Movement in Sri Lanka has achieved remarkable results thanks to the tireless humanitarian efforts of its volunteers and staff, and the generosity of Red Cross Red Crescent national societies, donors and the general public all over the world. Tribute must be paid to the dedication of the Red Cross Red Crescent members, and also to the tsunami survivors and their role in the recovery process. The Red Cross Red Crescent also seeks to honour the memory of the victims of this tragic disaster.

In the initial aftermath of the tsunami, Sri Lanka Red Cross volunteers played a critical role in providing emergency relief to affected communities. With international support, the Red Cross Red Crescent is working to address the wider humanitarian needs and help people to survive, rebuild and recover their lives. Hundreds of thousands of tsunami survivors have been supported on the road to recovery amidst enormous challenges. Homes have been built, schools reopened, livelihoods restarted, people supported to deal with the emotional scars caused by so many deaths and so much loss.

Looking back to December 26th 2004, it is striking how the scale of the disaster’s impact could have been avoided with better preparedness and awareness. How are we ensuring that the humanitarian impact of natural disasters can be minimised through appropriate disaster risk reductions? Global experiences have shown us how resources wisely invested in disaster preparedness can substantially reduce the resources required for future disaster response. The Red Cross Red Crescent recovery operation is building back what was damaged, but it is also responding to the gaps in disaster preparedness and response that the tsunami exposed so that rebuilt communities are safer, more resilient and better able to respond to future natural hazards. Working with communities across Sri Lanka, the Red Cross Red Crescent is raising awareness of potential disasters and what to do when these disasters become a reality, and throughout our recovery programmes, we are investing in community consultation, planning and preparation so that tsunami-affected communities agree with what’s being done and that donations are making a lasting impact to people who have lost so much.

One of the challenges facing tsunami recovery is the escalating conflict in the North and East. Deteriorating security is restricting access to tsunami recovery projects sites and preventing transportation of materials for housing construction; more than 200,000 people have been displaced since April 2006. The Red Cross Red Crescent is actively meeting the essential needs of tens of thousands of conflict-affected people, with non food relief items, clean water, shelter materials, safe passage and other support. The Red Cross Red Crescent stands by its commitment to help rebuild tsunami-affected communities across Sri Lanka, and where the conflict is affecting the pace of recovery, financial resources are being set aside so that reconstruction can continue as soon as the security situation permits.

This report highlights the achievements and the ongoing challenges we face. It points the way forward for our tsunami recovery efforts over the coming years and reflects on how we can improve the work we do through greater engagement of the vulnerable communities we seek to support. Tsunami recovery has served to strengthen the Red Cross Red Crescent, particularly our close links with the community in Sri Lanka, our diversity and networks, our knowledge and skills. At the same time, the tsunami aftermath and the ongoing conflict continue to cause immeasurable suffering to the lives of vulnerable people in Sri Lanka. Together, we will continue to build a better future for these vulnerable communities and prioritise the promotion of humanitarian values and principles which seek to alleviate human suffering wherever it may be found.

Jagath Abeysinghe
Honorary Chairman, Sri Lanka Red Cross Society

Al Panico
Head of Sri Lanka delegation, International Federation of Red Cross and Red Crescent Societies

Toon Vandenhove
Head of delegation, International Committee of the Red Cross
Movement Coordination

The 2004 tsunami generated overwhelming support from many of the 185 Red Cross and Red Crescent national societies worldwide. Many of these national societies contributed to the International Federation of Red Crescent and Red Crescent appeal for tsunami recovery, however a number also decided to implement programmes in Sri Lanka themselves. With more than 25 Red Cross Red Crescent Movement partners on the ground, a mechanism was required to ensure cooperation and coordination within the Red Cross Red Crescent Movement as well as with other institutions outside the Movement.

The Red Cross Red Crescent in Sri Lanka developed a tsunami Movement Coordination Framework, to ensure coherent action and effective collaboration, guided by the Red Cross Red Crescent fundamental principles of humanity, impartiality, neutrality, independence, voluntary service, unity, universality. It also strives to enable effective coordination with central and local government, with UN specialized agencies and other international and national organisations.

This Movement coordination framework comprises the following:

Movement Platform - This is where strategic and policy decisions are made. This platform serves as a voice for Red Cross Red Crescent tsunami recovery and provides public communication guidelines for Red Cross Red Crescent partners in the country. Its members include the National Secretary of the Sri Lanka Red Cross, and the Heads of ICRC and Federation delegations in Sri Lanka.

Movement Task Force - This task force ensures that Red Cross Red Crescent operations are in line with the strategic directions of the Red Cross Red Crescent Movement, Sri Lanka Red Cross, and with government requirements. It maintains an overview of operations, assesses changing humanitarian needs, and monitors the response to these needs. The task force is chaired by the Sri Lanka Red Cross and its members are Country Coordinators of all partner national Red Cross Red Crescent societies, operational heads of the International Federation and the Sri Lanka Red Cross, and coordinators from the International Federation and ICRC.

Technical Committees - These committees bring together programme managers and technical specialists from all parts of the Red Cross Red Crescent Movement with expertise in specific technical areas. The technical committees develop, adopt and promote coherent, relevant and quality approaches to common operational challenges in the tsunami recovery operation, so that programmes address the needs of the most vulnerable.

Red Cross Red Crescent Movement Coordination Field Offices have also been set up in 6 locations across Sri Lanka to promote and ensure effective operational cooperation and coordination at the field level, to provide administrative and logistical support for Red Cross Red Crescent partners and to maximise the positive impact on beneficiary communities by sharing and/or aligning resources.
Sri Lanka Red Cross Society

The Sri Lanka Red Cross Society has operated since 1936, first as a branch of the British Red Cross and then from 1949 to 1971 as the Ceylon Red Cross Society. It was recognised by the International Committee of the Red Cross (ICRC) and admitted into the League of Red Cross Societies (now the International Federation of Red Cross and Red Crescent Societies) in 1952. The Ceylon Red Cross Society was renamed as Sri Lanka Red Cross Society in 1972. The Society was recognised by Royal Charter in 1951 and as a charitable organisation in 1959. It was also registered under the Social Services Act 33 of 1980.

Today the Sri Lanka Red Cross Society has developed into a humanitarian organisation serving the most vulnerable throughout the country through its network of 26 branches, 6,500 active volunteers and 100,000 members. It is an affiliated member of the International Federation of Red Cross and Red Crescent Societies, the largest voluntary humanitarian network in the world with National Societies in over 185 countries.

Vision
To conquer vulnerability created by humanitarian emergencies and promote humanitarian values

Mission
To promote the health and wellbeing of vulnerable people and to extend humanitarian assistance in times of natural and manmade disasters, through mobilisation of volunteers and communities irrespective of religion, class, caste, gender, race, ethnicity, according to the humanitarian values and ideals of the Red Cross and Red Crescent Movement.

Current activities of the Sri Lanka Red Cross Society include:
- Health and care in the community
- Disaster Management
- Water and sanitation
- Livelihoods
- Dissemination of Fundamental Principles and Law
- Organisational development
- Tracing
The tsunami damaged or destroyed over 98,000 houses, displacing more than 516,150 people. Health centres, schools, community centres, and most of the infrastructure and utilities that serve coastal communities were also damaged or destroyed. The provision of temporary and permanent shelter to those directly affected by the tsunami became the focus of recovery efforts. Ambitious targets were set to reflect the rapid and generous pledges of donors for reconstruction at a time when the challenges facing the housing reconstruction effort were not fully understood. Experience from across the world suggests that building permanent houses on a scale such as that required in post-tsunami Sri Lanka would require at least 2-3 years to complete. In Sri Lanka, issues over land (quality, availability, and legal ownership), confusion over beneficiary eligibility and verification, the shortage of skilled labour, escalating labour and material prices and the deteriorating security situation, all conspired to delay what was already a complex long-term recovery and development process. Early feedback from completed housing projects emphasised that housing reconstruction entails much more than simply building a house; community infrastructure, access to services and livelihoods are essential for people to rebuild their lives and communities in a sustainable way. Government support to connect housing sites to main roads, electricity and water has also faced challenges and delays and after two years of coordinated relief and recovery effort, much remains to be done to ensure that all tsunami-affected households have new durable homes in functional communities.
Achievements

The Red Cross Red Crescent is the biggest single housing donor to the tsunami recovery in Sri Lanka and successfully mobilised a team of national and international reconstruction experts and project managers to plan and implement appropriate reconstruction initiatives in each of the main tsunami-affected districts.

From the outset, the Red Cross Red Crescent was committed to building quality homes as a catalyst to rebuilding the lives of tsunami-affected communities. The Red Cross Red Crescent designed housing models that met or exceeded the standards set by the Government of Sri Lanka and instituted its own guidelines and procedures to ensure the quality of materials and construction works. The quantity of houses completed or commenced during the two years after the tsunami was also a significant achievement. Red Cross Red Crescent construction is ongoing in over 100 different sites around the country and often in areas where other humanitarian organisations do not have the logistical capacity or local acceptance to be able to work. For example, the Red Cross Red Crescent enjoys the respect and cooperation of local authorities in harder to access conflict-affected areas in the North and East and has been able to commence and in some cases complete housing projects in these areas.

Whilst the scale and reach of the housing programme has been an achievement, so has the diversity in approaches, the flexibility and adaptability of the programme. Red Cross Red Crescent partners have employed a vast array of reconstruction approaches to best fit the prevailing situation on the ground. Access to materials and resources, skilled labour, the nature and location of the land available, security and access, and the desire of the communities themselves have all been considered in determining “donor driven”, “owner driven” and other reconstruction approaches.

The success and sustainability of quality housing programmes also depends on a sense of beneficiary satisfaction and ownership. The Red Cross Red Crescent has sought to involve beneficiaries throughout the design and construction phase and empower people to take ownership of the rebuilding process. Frequent dialogue and consultation with housing beneficiaries also helps in the design of houses that reflect local culture and traditions. The establishment of Community Development Councils at construction sites is one way to ensure that communities’ voices are heard and their needs and desires are incorporated throughout the reconstruction process.

The Red Cross Red Crescent responded quickly to changes in the Government of Sri Lanka policy concerning the buffer zone and has actively pursued a transition towards more “owner driven”, self-build approaches to housing reconstruction during 2006 to facilitate reconstruction for the increasing number of families able to reconstruct on the site of their original home. A primary achievement has been the commencement of a unique partnership project involving the government of Sri Lanka, the World Bank, UNHabitat and the Red Cross Red Crescent. The Red Cross Red Crescent has committed USD 25 million to the government-defined owner driven housing programme, which involves phased disbursement of cash grants directly to the bank accounts of beneficiary households. By working closely together, the partners are delivering a package of financial and technical support to tsunami-affected households that enables them to reconstruct an entire house to quality standards.

Another important achievement of the housing programme, has been the private sector linkages established through reconstruction. Red Cross Red Crescent partners have sought to strengthen local businesses and markets through the local sourcing of materials and labour and provision of vocational training to housing beneficiaries themselves to service construction needs in cement block manufacture, masonry, carpentry and painting amongst others. The Red Cross Red Crescent has also sought to minimize the potential negative impacts of a massive inflow of capital into the construction sector through the adoption of transparent and accountable tendering and procedures systems. It has implemented a series of guidelines, standards, systems, and procedures to promote accountability and encourage responsible local industry development.

The Red Cross Red Crescent is using a holistic, integrated approach to reconstruction to provide tsunami-affected families with the tools and infrastructure they need to rebuild their lives and communities in a sustainable way. Linking work on housing with water and sanitation, health, livelihoods and disaster management has the potential to strengthen the achievements of the reconstruction programme by ensuring that viable communities can function in new relocation housing sites. For example, through livelihoods projects the Red Cross Red Crescent is seeking to establish sustainable economic recovery for housing beneficiaries, an area of support which is especially important for fisher families who have relocated away from the sea and their source of income.

The Red Cross Red Crescent is also supporting rehabilitation of schools, including construction of new buildings, renovation of tsunami-damaged facilities such as wells and toilets and provision of furniture.

Challenges

The Red Cross Red Crescent has kept pace with the changing situation on the ground and has adapted its programming to best meet communities’ permanent shelter needs against the available resources. A key challenge to the housing construction programme has been to meet government, donor and beneficiary expectations concerning the timeliness of permanent housing completion.
The broader humanitarian community and the Red Cross Red Crescent have not done enough to communicate timelines, constraints and targets to the key stakeholders and consequently there has been growing discontent during 2006 with the pace of construction. Changes in the policy environment and particularly the deteriorating security situation have had a significant impact on the timeliness of construction progress during 2006.

Early on after the tsunami, the government enforced a coastal buffer zone restricting construction along the coastline to protect the environment and communities against coastal hazards. However, there was a shortage of good quality, habitable land within close proximity to peoples’ existing homes, with the necessary access to social services (schools, health facilities), basic facilities (transport, water and sanitation, electricity where available), and with clear land title. Complications in the provision of road, water and electricity connections necessary for new relocation housing sites has further delayed housing completion and in some cases increased the financial burden on the Red Cross Red Crescent.

The identification and retention of genuine beneficiaries has also posed major problems for construction programmes - there have been significant delays in obtaining beneficiary lists that accurately reflect the housing entitlements of tsunami-affected households. Beneficiary involvement from the very beginning is vital to empower future homeowners to take ownership of the process and to build sustainable, viable homes and communities, and the Red Cross Red Crescent is seeking to develop its capacity beyond traditional short term relief activities to incorporate more participatory developmental approaches in reconstruction projects.

Ensuring active beneficiary participation in project planning and implementation has been a significant challenge for new Red Cross Red Crescent staff and volunteers who were more familiar with short term relief programming and not well trained in participatory approaches.

The deteriorating security situation is the major obstacle to timely reconstruction in the North and East, where many tsunami-affected communities are also suffering from the mental and physical impact of the protracted armed conflict. Due to the conflict, borders between government and LTTE areas have periodically closed, suspending transportation of construction materials across lines. Where possible, construction materials have been stockpiled to enable construction work to continue.

The massive scale of construction required and the limited availability of local resources has led to rapid inflation in the cost of building materials and labour. Despite contingency planning, housing budgets allocated in the initial stages of the recovery operation are not adequate to meet the increased costs of construction.

The Way Forward

The Red Cross Red Crescent is committed to getting people into quality permanent shelters in a timely manner. Over the next year the Red Cross Red Crescent will strive to increase beneficiary and community participation in the reconstruction process and seek to strengthen the sustainability of reconstruction projects by forging links to other programmes which address the broader livelihoods needs of tsunami-affected and host communities. Advocacy efforts will seek to promote transparency and consistency in the identification of beneficiaries, reflecting donor requirements and the Red Cross Red Crescent mandate to target the most vulnerable. Construction activities will be closely monitored, reviewed and evaluated to ensure that approaches best reflect the needs of beneficiaries and the changing situation on the ground. Innovative approaches will be required to meet challenges of access and to honour construction commitments in the North and the East.
Housing construction by District

- Trincomalee: 4000
- Mullaitivu: 2000
- Matara: 1500
- Kilinochchi: 1000
- Kalutara: 1500
- Jaffna: 1000
- Hambantota: 1000
- Gampaha: 1000
- Galle: 2000
- Colombo: 1000
- Batticaloa: 1500
- Ampara: 4000

Housing units completed or underway: 15,915
Housing units planned: 29,678

Red Cross Red Crescent will contribute to the full or partial construction of each housing unit.
Equity and housing

Sri Lanka presents a complex situation in terms of how the tsunami affected the island’s various populations and geographical areas. Many of the tsunami-affected families were already living in poverty, partly as a result of the protracted armed conflict. The tsunami recovery operation requires a sensitive approach to ensure equity between vulnerable tsunami and conflict-affected communities and maintain consistency in support and approach so that it does not contribute to the existing geographical disparity in living conditions.

The Red Cross Red Crescent is working across Sri Lanka in a cross section of communities that are highly vulnerable and also reflect the country’s diverse ethnicity and population. All activities are designed to ensure that preferential assistance is given to the poorest households, ensuring that over the course of the programme households become more economically secure and that no-one falls below their current socio-economic level.

On one construction site in Mullaitivu district in the North of Sri Lanka, although the houses themselves did not sustain tsunami damage, many of their fishermen residents were killed. The conflict forced this community to relocate 10 years ago, and families are living in substandard cadjan (coconut palm) huts with poor access to transportation and several kilometres away from the main livelihoods source, the sea. The community is the poorest in the area, and was selected in cooperation with local administration.

The Red Cross Red Crescent is using the owner driven approach to help these vulnerable people to reconstruct their own homes. Households receive cash grants to purchase construction materials, and to hire labourers to help in the construction process. Some homeowners participate in the manual labour to build their own house and are able to improve their living conditions with the money saved. The owner driven housing approach supports community development because labour and materials are sourced locally.

The houses on this construction site were due to be finished by the end of 2006. However, the increasing violence and the closure of access routes are contributing to delays in construction. Three truckloads of cement and 20,000 tiles are needed to complete all the houses. Until line borders reopen and transportation of construction materials is permitted, the Red Cross Red Crescent will only be able to complete 170 of the 270 planned houses.
“There were a lot of social problems in the temporary camp but we can get back to a normal life now. This is a safe place to bring up our children. They have the freedom to run around”.

Priyanka Harshini is a beneficiary of the Red Cross Red Crescent donor driven housing programme, which is supporting the housing construction for families relocated to new resettlement site in cases where the government prescribed “buffer zone” has prevented reconstruction along the coastline. Houses are constructed mainly on government land in collaboration with building contractors.

Abdul Cader of Kalmunai in eastern Sri Lanka owns a tea shop by the beach frequented by fishermen. Like most households under the owner driven programme he is building his house in stages, room by room. With government grants and his own contributions, he has managed to complete two rooms. He will use Red Cross Red Crescent funding to build the other side of his house.

The Red Cross Red Crescent owner driven housing programme provides phased cash grants and technical support to help people build their own houses. It operates at two levels, helping the government meet its target to provide all beneficiaries with a basic housing grant, and giving a “top up” grant to families that enables them to build an entire house.

“This has been a new experience for all of us and we can be proud that we have been involved in planning and building our homes as well as our community.”

Mr. Upashantha Perera, the head of a community committee at a housing site in Kalutara, in western Sri Lanka, comments on the participatory approach the Red Cross Red Crescent uses in its construction projects. Consultations and discussions with housing beneficiaries are held regularly on various issues, including allocation of homes, community infrastructure within the site, and inspection visits by beneficiaries themselves, to ensure ownership and community empowerment.

Facts and figures

- 6,025 housing units* completed
- 9,890 housing units under construction
- up to 30,000 housing units completed by 2008
- 89,533 individual beneficiaries so far
- 2 schools projects completed, 7 ongoing

* Red Cross Red Crescent will contribute to the full or partial construction of each housing unit.
The tsunami killed 35,322 people and injured 21,441. Coping with the dead and assisting the injured placed a huge strain on a national health service that was itself coming to terms with the loss of staff, equipment and buildings. 97 health clinics and hospitals were damaged and destroyed, and health facilities inland struggled to cope with patients referred from coastal areas. Meanwhile tsunami survivors faced the psychological trauma of losing family and loved ones. Days and weeks after the disaster, the resilience and health awareness of the Sri Lankan people helped to prevent disease outbreaks as more than 516,150 people moved into temporary shelters, often with inadequate access to water and sanitation. External support came in the form of first aid assistance, medical experts who attended to injuries, provision of drinking water, and access to washing facilities and toilets. The psychological impact of the disaster, coupled with the impact of the protracted armed conflict, remains a pressing issue requiring a sensitive ongoing response. Two years on, the recovery process is focusing on repairing health infrastructure and building community health awareness to promote wellbeing and build resilience to cope with future health challenges.
Achievements

The Red Cross Red Crescent played an important role in meeting healthcare needs in the initial tsunami response. Volunteers with First Aid skills attended to tsunami survivors and international staff and equipment were flown in to set up field hospitals and clinics, providing valuable medical services in coastal areas where the waves had damaged existing facilities.

As survivors came to terms with the loss of loved ones and lives torn apart by the waves, the Red Cross Red Crescent provided psychosocial support to help communities manage the impact of the crisis and return to normalcy and a daily routine. Building on an existing project designed for victims of the conflict, the Red Cross Red Crescent used innovative approaches that addressed the needs of tsunami survivors at the same time as encouraging a general shift in attitude towards psychosocial problems and coping mechanisms. A teacher trainer manual and practical skills development guide were developed in collaboration with the Ministry of Education to support this shift and ensure the psychosocial wellbeing of children, teachers and parents.

Throughout the recovery process, the Red Cross Red Crescent has sought to empower vulnerable communities to make informed decisions about their own health through a community participatory approach. In partnership with local authorities, the Red Cross Red Crescent targets vulnerable communities and supports them to identify their own priority health issues (including healthy diet, domestic violence, substance abuse and hygiene) and find local solutions that are sustainable and cost effective.

Improving the health of vulnerable communities also means increasing access to quality health care services. The Red Cross Red Crescent is supporting the government to rebuild health clinics and hospitals, and is providing equipment and training for medical staff. Nine projects have already been completed and by the end of 2006, a total of 25 sites will be under construction or completed (approximately 40% of the total Red Cross Red Crescent commitment to health infrastructure). The Red Cross Red Crescent is also advocating for better health services in remote areas, and is bridging the gap between communities and the formal health care system by hosting mobile government health teams at Sri Lanka Red Cross offices.

The Red Cross Red Crescent is a growing provider of basic health care services across Sri Lanka. Working through a government endorsed health policy, it is standardising skills development and establishing a sustainable network of staff and volunteers trained as service providers and instructors in first aid, psychosocial support and community health awareness. As a part of the long-term health awareness programme, an HIV/AIDS awareness and anti-stigma project has been designed to address vulnerabilities to HIV/AIDS in disaster affected communities where the breakdown of traditional social structures, disruption of living arrangements and regular medical services and an increase in psychological problems are factors that contribute to increased transmission rates.

Challenges

The tsunami exposed a gap in the existing health system's capacity to cope with large-scale disasters. The Red Cross Red Crescent is supporting reconstruction of tsunami-damaged health facilities to improve access to quality healthcare, however this is a long and complex process with planning, design and tendering phases taking between 6-12 months and actual construction up to 2 years. Mobilising the required resources has been problematic due to the limited availability of local government-approved providers for specialist consultancy and contracting services. Another challenge has been that the majority of the health infrastructure projects are focused on rehabilitation of currently functioning hospitals - planning and construction is more complex and has to be implemented in stages over a period of time to avoid disruption in the ongoing provision of services.

Restoring what was damaged is one way of improving the general health of the Sri Lankan people, however it is also essential to work with communities themselves to develop their awareness of health issues, coping mechanisms and improve access to the formal health services available to them. The need for improved health and services stretches beyond the tsunami-affected coastline. A number of areas have limited access to health personnel and facilities, and the protracted conflict has damaged and destroyed many health structures in the North and East. Malnutrition, high suicide rates, domestic violence, substance abuse, and the psychological impact of a sustained conflict are common problems faced by vulnerable communities. The Red Cross Red Crescent must seek to improve the health of all vulnerable populations through an equitable approach that will not contribute to the existing geographical disparity in health service provision.

The way forward

The Red Cross Red Crescent has a permanent presence in Sri Lanka, and by developing the skills of its staff and volunteers, it will be able to make a meaningful investment in improving access to healthcare and increasing its own role as a provider of basic healthcare services. Using community participatory approaches, trained staff and volunteers will empower communities to understand and cope with health issues. Government level advocacy for improved access to quality health services will complement this grassroot-level approach. Rebuilding and rehabilitating tsunami damaged health facilities to improve health services will also remain a priority.
Psychosocial support

“My best experience as a volunteer was when I visited a family who had lost a child but they were neglecting the other child in the family. I built up a good relationship with the child and his family and now things have improved in the family. This in my opinion is what good psychosocial support is all about: encouraging people to support one another, both in the family and as a community”. Mary Thayhani, 22, is a Sri Lanka Red Cross psychosocial support volunteer in Batticaloa, in the east of Sri Lanka. She became a volunteer because she wanted to give service to the community, which is affected not only by the tsunami but also by war.

The tsunami caused major psychological trauma for survivors coping with the loss of loved ones, destruction of property, loss of livelihoods and financial insecurity. Many survivors were already suffering the impact of the long lasting conflict with limited access to psychosocial referral services. Addressing the long lasting and often harmful effects of trauma and stress has been a priority for the Red Cross Red Crescent in the post-tsunami recovery.

In the immediate aftermath of the disaster, the Red Cross Red Crescent built on its experience supporting conflict-affected people in the North of Sri Lanka to meet the emergency needs of tsunami-affected communities across the island. Trained volunteers and staff gave psychological first aid to the survivors, talking to people and helping them to regain some sense of normalcy and daily routine in their lives. Through community-based projects in tsunami affected areas, the Red Cross Red Crescent sought to help community members to identify common stress reactions; to help people open up without pressuring them; how to listen, comfort and help people deal with their emotions. Volunteers and staff were also trained how to identify individuals with serious problems for referral.

The Red Cross Red Crescent started longer term projects across Sri Lanka to make a meaningful impact on awareness and coping mechanisms for psychosocial problems within the existing education system. One programme is training pre-service teachers and encouraging a shift in attitudes of teachers and the education system as a whole towards psychosocial issues. The programme has seen teachers adapt their role to better observe and communicate with their students and to help students express themselves better, a relatively new concept to both students and teachers who generally focus on relaying information rather than developing communication. On the request of the Ministry of Education, the Red Cross Red Crescent will expand this programme to cover all teacher training colleges in Sri Lanka.

The Red Cross Red Crescent also launched “We Are Little Children”, a schools-based psychosocial training manual, translated into Sinhala, Tamil and English for teachers in the classroom to support psychosocial well-being of children. The manual, approved by the Sri Lanka National Institute of Education, was co-authored by several Sri Lanka experts in the field of assisting children affected by conflict, disaster and other traumas, and aims to increase children’s natural resilience in everyday life by involving their teachers and family members in structured extra-curricular activities such as plays, games and creative arts.
First aid is a proven cost-effective, safe and simple way to save lives in an emergency. Since the tsunami, over 2,361 volunteers and 44 trainers have been trained in basic and advanced first aid. Sri Lanka Red Cross volunteers provide first aid support at religious events, sports festivals and other large scale public events.

In the remote areas in Northern Sri Lanka, the Red Cross Red Crescent is providing medical assistance to vulnerable communities. The medical team which originally arrived to treat the injured who were brought from the surrounding coastal areas, has shifted to treatment of general diseases, minor surgery and a special focus on gynaecological and obstetrical assistance and mother and child care. Due to the difficult situation in the area, the hospital is suffering from a lack of investment and has few qualified medical staff. The Red Cross Red Crescent has initiated a project to train medical staff, and improve the local capacity in general and minor surgical care.

The Red Cross Red Crescent health infrastructure programme aims to rebuild or renovate health facilities across Sri Lanka. Nine projects are already finished and additional work is underway for the rehabilitation of hospital wards and nurses quarters, re-equipping facilities and improvements to inventory methods. This picture shows Balapitiya base hospital in Southern Sri Lanka as it will look after reconstruction.

Facts and figures

- 464,030 people received health and care assistance so far
- 9 health facilities constructed
- 16 health facilities under construction
When the tsunami struck Sri Lanka’s coastline, sea water entered wells and groundwater supplies, and human waste from septic tanks and latrines leaked into water supply systems. There was an immediate need to provide clean water and appropriate sanitation facilities to the affected communities to prevent the outbreak of waterborne diseases. The Red Cross Red Crescent distributed bottled drinking water, and set up water treatment plants, storage tanks and a mechanism for water tanking in damaged areas to provide clean water in line with international SPHERE standards. Temporary toilets were constructed in shelters accommodating tsunami-displaced communities, well cleaning projects got underway and new wells were constructed at sites where the groundwater supply was not contaminated. In addition to meeting the immediate relief needs of those affected, the National Water Supply and Drainage Board and humanitarian community faced the challenge of restoring damaged water sources and constructing new water and sanitation facilities for housing relocation sites. The tsunami response has highlighted the need for the widespread promotion of appropriate hygienic practices and for longer term investment in the development of water and sanitation infrastructure, particularly in the dry zone and coastal areas.
Achievements

The Red Cross Red Crescent responded quickly and effectively to the immediate water and sanitation needs of tsunami-affected households, through the distribution of bottled water and establishment of three emergency water treatment plants that produced 3 million litres of water per week until alternative water supplies were established. Well cleaning teams set about restoring contaminated wells and constructing new ones where suitable groundwater sources were available. In transitional shelters, the Red Cross Red Crescent constructed toilets and drainage facilities and installed water storage tanks to improve access to water sanitation facilities. Through on-the-job training, Sri Lanka Red Cross staff and volunteers involved in these projects increased their capacity to meet emergency water and sanitation needs. One water treatment plant is being retained by the Sri Lanka Red Cross, increasing the national capacity to respond to future disasters.

The Red Cross Red Crescent also initiated a number of environmental cleaning projects, where community members were paid to clean debris from lagoons and drainage systems and fill in low spots to prevent flooding and eliminate mosquito breeding sites. These projects provided an important source of immediate income for tsunami-affected beneficiaries and a useful service to the broader community, preventing the spread of disease and contributing to community psychosocial recovery.

Sustainable access to water and sanitation was ensured by employing a range of diverse and innovative community-based solutions. These have included the introduction of solar power operated wells, rainwater harvesting in communities and schools, and the local production and distribution of ceramic water filters that can provide up to 40 litres of drinking water daily. The Red Cross Red Crescent is using community participatory hygiene promotion activities (with a focus on safe water usage) to complement its provision of water and sanitation infrastructure. In rural areas not sufficiently serviced by the National Water Supply and Drainage Board, the Red Cross Red Crescent is providing skills training and support to communities to progressively manage and maintain their own water supply systems.

The Red Cross Red Crescent is also supporting the government to reconstruct and develop water and sanitation infrastructure through a programme targeting service provision gaps in tsunami-affected coastal areas, relocation housing sites and poor communities living inland. The Red Cross Red Crescent is working in partnership with the National Water Supply and Drainage Board to link existing water supply schemes to targeted areas and create new water supplies through provision of water treatment plants, water towers, collection tanks and piping that brings safe water directly to the homes of the beneficiaries.

Challenges

One of the key challenges facing the Red Cross Red Crescent water and sanitation programme has been coordinating timely assistance with the National Water Supply and Drainage Board (NWSDB). The NWSDB is committed to providing water services to relocation housing sites, but faces competing priorities for the scarce resources available to them. Consequently the Red Cross Red Crescent has had to renegotiate support to some relocation housing sites in order to ensure timely completion and service provision to communities.

Solid waste management is a significant sanitary problem throughout Sri Lanka and regarded as a worsening gap in tsunami relocation and reconstruction where communities have not been mobilized or facilitated to arrange for their own solid waste management. In some cases, house plot sizes make it difficult for beneficiaries to burn their solid waste without directly affecting neighbours. The Red Cross Red Crescent is introducing environmentally friendly waste management solutions in rural areas, including the use of dry and composting latrines instead of septic tanks, however there is still broad scope for awareness raising and adoption of new environmentally friendly systems.

The escalating conflict in the North and East has displaced more than 200,000 people since April 2006 and halted major water infrastructure projects in severely affected conflict areas indefinitely. The Red Cross Red Crescent is responding to the water and sanitation needs of these newly displaced communities through the provision of water and construction of toilets and other sanitation facilities at temporary shelters.

The way forward

The Red Cross Red Crescent has a long term commitment to improving access to water and sanitation facilities across Sri Lanka. It will continue to develop community driven solutions to water issues and promote hygiene awareness, at the same time as working with the National Water Supply and Drainage Board to complete large scale infrastructure projects that will benefit tsunami-affected communities and the wider population. Grassroots-level initiatives to improve access to water and sanitation and encourage better hygiene practices will also continue to be incorporated into community-based health and care projects. Throughout 2007 the Red Cross Red Crescent will continue to integrate its water and sanitation programming with other sectors of assistance to provide greater opportunities for community involvement and more holistic environmentally sound solutions to water and sanitation problems in tsunami-affected areas.
Fifteen solar powered wells are providing up to 8,000 litres of water per day for 250 people in Batticaloa district in the east of Sri Lanka.

The Red Cross Red Crescent cleaned the tsunami-damaged wells, raised and covered them to reduce the risk of pollution, and installed solar power systems to pump water to tap stands. Community-based organisations have taken on the responsibility to manage and maintain the wells, and gradually phase out financial support from the Red Cross Red Crescent.

A Red Cross Red Crescent water sanitation engineer puts the final touches to an artificial wetland that will provide natural treatment to effluent from a temporary camp. Work to improve access to water and sanitation is ongoing in temporary camps accommodating tsunami-displaced families. Toilets have been constructed, drainage facilities and water tanks installed, and measures taken to prevent flooding.

**Facts and figures**

- 3 million litres water distributed per week during the emergency phase
- 188,265 people with improved access to water and sanitation so far
- Over 5,000 wells cleaned and constructed
- 11 infrastructure projects completed and ongoing

**“These communities have been reliant on water from hand pumps which is not always good quality. Now they have high quality tapped water which is safe to drink coming straight into their homes”**

Fidel Pena, Red Cross Red Crescent water sanitation delegate, explains the results of a project that has connected new resettlement sites and neighbouring villages in Galle district, southern Sri Lanka, with the mains water supply.
The tsunami devastated the livelihoods of many of Sri Lanka’s poor and vulnerable people who rely on the coastal environment for their main source of income. The waves swept away crops, and damaged or destroyed shops, hotels, businesses, productive assets, tools and equipment. Over 150,000 people lost their means of employment, their jobs and livelihoods and were left temporarily dependent upon government and donor assistance to meet their basic needs. In the aftermath of the tsunami, the massive clean up efforts, relief and rehabilitation works provided some important opportunities for vulnerable people to become involved in the recovery process. Initial livelihood assistance targeted asset replacement and recovering those sectors of the local economy hardest hit by the tsunami, particularly the fishing industry, agriculture and cottage industries (sewing, coir manufacture). However, as the recovery process has matured, it has become apparent that the socio-economic changes brought about by the tsunami devastation have changed markets for goods and services and that more sophisticated livelihoods strategies are required. Old livelihoods pursuits may no longer be appropriate or productive and the introduction of new livelihood opportunities and greater coordination and diversification are required to improve the sustainability of tsunami recovery assistance.
Achievements

The Red Cross Red Crescent has achieved considerable success in restarting livelihoods for households both directly and indirectly affected by the tsunami. Immediate cash-for-work projects gave community members an opportunity to earn money through debris clearing. Participation in such schemes benefited the community at large and also helped people to start to overcome the psychosocial trauma caused by the disaster.

The timely replacement of tools and other productive assets lost or damaged in the tsunami helped people to get back to work. A high proportion of fisher families and cooperatives have received boats, engines and nets and women have benefited from the targeted distribution of sewing machines, coir making machines and other home-based livelihood assets. The Red Cross Red Crescent has sought to build on existing skills and to expand upon new and existing livelihood pursuits at home and in the workplace – support for vocational training (through the Sri Lankan Vocational Training Authority) has been an important element of this. Men and women in vulnerable communities have learned how to cultivate mushrooms and cinnamon, grow flowers for sale and start up small-scale food processing projects at home. Courses in tile-laying, masonry and carpentry are supporting construction workers to get better jobs as well as contributing to the surge in demand for skilled labourers in the construction sector. Young people are participating in computer training and English language classes to improve their job prospects.

Participatory community assessments have helped guide Red Cross Red Crescent livelihoods programming towards targeting the most vulnerable in tsunami-affected communities and to promote livelihood diversification. The Red Cross Red Crescent has formed operational partnerships with local and international partners (including the Stockholm Environment Institute and Practical Action) to share experience and competencies in vulnerability and capacity assessment methodologies and project design so that livelihoods interventions build community resistance to future hazards. Red Cross Red Crescent support for more thorough market analysis and planning are encouraging more sustainable livelihoods development across tsunami-affected districts.

Challenges

The impact of the tsunami on household and community structures has not yet been thoroughly understood and changes to household income generation practices have disrupted local economies and normal community coping mechanisms. Whilst helping thousands of Sri Lankans to get back to work has been a critical task, the need to create or maintain a balance that not only reflects pre-tsunami livelihood practices but addresses changes in local, district and national supply and demand, is increasingly important. The Red Cross Red Crescent and other humanitarian organisations must ensure that their support doesn’t lead to market oversupply and collapse – this is particularly important for the fishing sector upon which many tsunami-affected communities depend.

Effective coordination is an essential part of humanitarian assistance, especially in a recovery operation with such a large scale and scope. The Red Cross Red Crescent is working with other humanitarian actors and local authorities to provide appropriate assistance to the most vulnerable across Sri Lanka and to avoid duplicating work – clear policies need to be developed with community input and plans developed to implement and monitor progress. Meeting changing needs is also a critical task and the Red Cross Red Crescent must work with beneficiaries and local authorities to continuously re-assess community needs and adapt its programmes accordingly.

The way forward

The Red Cross Red Crescent will increasingly focus its livelihoods support towards those members of the tsunami-affected community who have yet to recover a viable household livelihood. This will involve the ongoing provision of livelihood support activities to communities living in the new relocation housing sites – where access to traditional livelihood materials, resources, markets and services has been disrupted. Red Cross Red Crescent will continue to develop and implement holistic approaches to planning livelihoods support through community vulnerability and capacity assessments, and Red Cross Red Crescent partners will pursue greater integration of livelihoods project activities with other community recovery activities being planned or implemented by the Red Cross Red Crescent, the local authorities and other humanitarian actors. The way ahead is to strengthen vulnerable household incomes and livelihood diversity in order to strengthen community capacity to cope with future disasters.
Helping women get back to work

Before the tsunami, Shemalie Dias was earning a good living as an entrepreneur. She ran a small-scale mushroom cultivation project which provided a steady income, supplemented through the sale of handmade cushion covers and garments. The tsunami washed away everything, including five computers her sister used for a small computer class.

Shemalie found out about the Red Cross Red Crescent programme to support mushroom farmers and other small-scale agricultural activities at the local agrarian centre. With a grant of LKR 21,000 (USD 210), she rebuilt her mushroom shed and restarted production. With the profits of the first harvest, Shemalie’s mother has started pickling limes for sale, increasing the family income. Shemalie is now growing a new type of mushroom, avalone, and is building a second mushroom shed to expand production. Shemalie now harvests eight kilos of mushrooms daily for sale to local supermarkets and hotels under her own brand name, and has increased her monthly household income by more than 100%.

The tsunami affected the lives of men and women differently. Estimates indicate that up to 4 times as many women than men were killed in tsunami-affected areas. Throughout the recovery operation, Red Cross Red Crescent has made efforts to address the different needs of men, women, children and the elderly to reflect the diverse socio-cultural, ethnic and religious environment in affected areas. In Sri Lanka one in five households is now headed by a woman, and 91% of tsunami-affected women over 15 years old who have been engaged in economic activities now find it hard to revive economic ventures due to loss of equipment, financial activities, and lack of space.

The Red Cross Red Crescent is ensuring longer term sustainable support to women through creating opportunities for established and non-traditional livelihoods. The mushroom cultivation project is one of several livelihoods ventures targeted towards helping women increase their household’s income through reviving agricultural production.

Women have experience in household-based agriculture and cultural norms see women spending more time at home. The project, designed with the involvement of women beneficiaries, has successfully increased women’s access to employment, and contributed to their empowerment in the community through greater acknowledgement of their productive role. Women also benefited from education and training activities which strengthened their knowledge and confidence and have resulted in them feeling less vulnerable and more independent.
Facts and figures

• • • 42,079 men and 36,592 women helped to get back to work
• • • 1,400 boats, 1,100 engines and 7,000 nets distributed
• • • Over 2,000 people participated in vocational training courses

“My husband was a fisherman before the tsunami but now there is little work for him and the money I make from coir rope means that we have something extra to spend on the home and the children.” Siriwathee, Red Cross Red Crescent beneficiary, Hambantota.

The Red Cross Red Crescent is supporting a coir making project that boosts the incomes of local women at a new housing settlement built in the southern Sri Lankan district of Hambantota. Siriwathee is now producing 40 lengths of rope every day which she sells to local farmers, making an extra USD50 on average each month.

“New nets and a boat will help me and the workers as there will be more fishing, more income and we will be able to work continuously,” K. Parameswaran is one of over thirty boat owners to benefit from an innovative beach seine fishing project. Beach seine fishing offers regular work to as many as 30 people per boat. As well as giving boats to owners and getting fishermen back to work, the Red Cross Red Crescent has negotiated a more equitable profit-sharing deal for workers. Over the next three years, the Red Cross Red Crescent will support Batticaloa’s fishing communities to identify ways families can diversify or change their livelihoods so that they have a more sustainable future ahead of them.

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“Everyone benefits from this project. We are providing a reliable supply of free blocks, the block-making generates an income for tsunami-affected families and in four months the community should have a thriving business”.

Johan Roels, Red Cross Red Crescent construction delegate

In the eastern district of Ampara, tsunami beneficiaries are producing cement blocks to build their own homes. Red Cross Red Crescent supplies raw materials and a salary for the first four months, after which the community will take over the running of the project.

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Livelihoods projects
While Sri Lanka experiences frequent flooding, landslides, cyclones, and droughts and has faced the impact of a protracted armed conflict, it was completely unprepared for the tsunami and had never experienced a disaster on such a huge scale. There was no early warning system in place, and over two thirds of Sri Lanka’s coastline was devastated and one million people affected. The local population played an important role in the immediate disaster relief, as individuals and private organisations came forward with food, shelter and medical assistance to help those affected. Neighbouring countries sent support to help rebuild and reopen roads and bridges, international and non governmental organisations provided humanitarian assistance to cope with the aftermath and facilitate a speedy recovery. Local administration across the island helped facilitate access to affected areas. Despite the challenges of reaching so many people across such an extended area, the immediate relief operation was generally regarded as a success. However, little has been invested up to now in future disaster preparedness, and to date, there is still no early warning system in place.
Achievements

Within hours of the tsunami, thousands of Sri Lanka Red Cross volunteers from across the country sprang into action to support affected coastal communities with first aid, health and care, water, food and shelter. National Disaster Response Teams, composed of Sri Lanka Red Cross staff and volunteers, and international Red Cross Red Crescent Emergency Response Units with expertise in healthcare, water and sanitation, distribution of relief items and communications, arrived with equipment and human resources to manage a coordinated response to the urgent needs. The existing Red Cross Red Crescent presence on the ground provided the base for the rapid mobilisation of relief operations and facilitated access to hard-to-reach communities in conflict-affected areas. Over 371,093 people received timely and effective Red Cross Red Crescent support within the first six months of the tsunami relief and recovery operations.

The capacity of the Sri Lankan people to cope in the aftermath of the tsunami was extraordinary, with much of the initial support provided by and through local communities. Building upon local capacities, the Red Cross Red Crescent expanded the introduction of a community-based approach to support communities to strengthen their disaster coping mechanisms by identifying threats and developing collective response plans to warn against and respond to future hazards. One highly successful approach has been a schools-based programme, where teachers are trained to educate children about hazards and how to respond to them. Red Cross Red Crescent volunteers play a part in the school training sessions and children are encouraged to join the Red Cross Red Crescent youth movement, and continue the disaster management awareness among their friends and in their communities. The valuable role of the Red Cross Red Crescent in this type of risk reduction is recognised by the Government of Sri Lanka in its National Disaster Road Map.

Creating national capacity to respond to disasters is also being supported through a series of training courses in disaster management. Red Cross Red Crescent staff and volunteers are developing their skills to better identify post disaster needs and to manage effective and efficient disaster response operations. The Red Cross Red Crescent has also pre-positioned emergency relief stocks, and has constructed or rented strategically located warehouses with established systems and procedures. The combination of trained staff and volunteers with access to relief tools across the country has significantly increased the Red Cross Red Crescent capacity to launch timely, high quality localised disaster response operations. A Red Cross Red Crescent National Disaster Management Centre is also being constructed to enable better response to future disasters.

Challenges

Although the initial emergency response was a success, the unprecedented size of the operation and the multitude of humanitarian actors on the ground contributed to an often chaotic, confusing environment with lapses in coordination between humanitarian actors and government agencies. Acknowledging the importance of coordination as an essential part of any disaster relief operation, the Red Cross Red Crescent established internal coordination mechanisms and participated in external interagency meetings in Colombo and at the field level to avoid duplication in relief and recovery efforts.

The escalating conflict in the North and East during 2006, compounded the challenges facing the tsunami recovery operation. To escape the conflict, many tsunami-affected communities have been displaced from their homes into temporary shelters with inadequate access to food and water. More than 200,000 people have been made homeless since April 2006. Restricted access is hampering efforts to provide humanitarian assistance to internally displaced people and to continue recovery projects.

The way forward

Demand for a national and Indian Ocean-wide tsunami early warning system is immense, and significant progress on developing relevant infrastructure and systems in Sri Lanka can be expected to be achieved in 2007. The Red Cross Red Crescent has considerable international experience in grassroot-level information dissemination and has committed to support the Government of Sri Lanka in the public awareness component of the planned early warning system in Sri Lanka, through involvement of its extensive volunteer network. The way forward for the Red Cross Red Crescent will be to build on the existing disaster response capacities of Sri Lanka Red Cross to extend community-based disaster management approaches to all tsunami-affected areas and beyond. Climate change related hazards and the ongoing conflict present the need for effective local and national contingency planning and the pre-positioning and replenishment of emergency relief stocks. The Red Cross Red Crescent must continue to strengthen the sustainability of its local branches and the skills of volunteers to provide ongoing disaster management services to vulnerable communities throughout the country.
Restoring family links

The tsunami created a greater awareness among the general public, government authorities, and other organisations both in Sri Lanka and abroad of the importance of restoring family links (RFL) and also highlighted the strength of Sri Lanka Red Cross Society (SLRCS) volunteers in this area.

Immediately after the disaster, the Red Cross Red Crescent set up 12 mobile teams to help restore family links for survivors and their relatives. The teams visited over 300 welfare centres in tsunami-affected areas, where they gave people the opportunity to make over 1,700 satellite telephone calls – the majority to relatives overseas. The teams collected 417 “I Am Alive” messages that were posted on a website and published in the Sri Lankan media. Over 50 particularly vulnerable people were actively traced and, through Red Cross messages, they were able to restore contact with their families. The Red Cross Red Crescent also distributed mail kits, consisting of stamps, envelopes, paper and pens to families in certain areas, allowing people to stay in touch with relatives.

To strengthen Red Cross Red Crescent capacity to respond to community needs in future, the SLRCS with assistance from the Red Cross Red Crescent began a two-year project in 2005 to reactivate the SLRCS Tracing Service. The government of Sri Lanka has recognised the SLRCS as having a unique role in restoring family links following disasters in the Government National Disaster Road Map 2006.

In 2006 the conflict situation in the country has escalated dramatically. The Red Cross Red Crescent called upon the newly reactivated Sri Lanka Red Cross tracing service in August of this year to support restoring family links and facilitate the exchange of urgent family news for conflict-affected families. With normal means of communication such as landlines and mobile phone networks disrupted, the service provided by the Red Cross Red Crescent is extremely important to the emotional and psychological well-being of the population. Since the beginning of August 2006, over 560 families have re-established contact and more than 1,700 have registered “I Am Alive” messages at Sri Lanka Red Cross and International Red Cross Red Crescent offices.
“The tsunami revealed how few people living along the coast could actually swim. This project aims to teach basic water safety to coastal communities that will help them to prevent and manage water-related accidents.”

Red Cross Red Crescent project manager Takako Miyawaki talks about a water safety project which is providing advanced level life-saver training to create a network of instructors, who can then organise basic water safety training and awareness for local communities.

Branch Disaster Response Teams (BDRT) are a cost-effective national disaster response support system staffed entirely by trained, multi-skilled members of a national Red Cross or Red Crescent Society. When a disaster strikes, a trained BDRT may get involved in response assessments. As well as covering core relief functions of food, water, health and shelter, BDRTs can also support interventions in food security, nutrition, construction and other specialised areas.

In July 2006, 35 Sri Lanka Red Cross staff and volunteers from across the island successfully completed BDRT training and they join 64 other trained staff and volunteers on standby for disaster response.

“Communities are often not aware of the value of their indigenous knowledge in reducing risk. One community told us that they know when floods are coming because the walls in their homes get damp. The local authorities were able to support this simple early warning system by identifying a safe place for households to go in advance of the floods.”

Munas Kaldeen, Sri Lanka Red Cross community-based disaster management trainer. Community-based disaster management empowers communities to reduce their vulnerability to disasters. The Red Cross Red Crescent has trained 99 trainers to introduce disaster management concepts at the grassroot-level and through participatory approaches to help communities identify potential hazards and coping mechanisms.

**Facts and figures**

- In the initial tsunami aftermath, more than 371,093 people received emergency relief assistance.
- 99 staff and volunteers trained in community-based disaster management.
In the wake of the devastating tsunami, the Red Cross Red Crescent faced a huge and urgent demand to deliver humanitarian assistance. With its network of 26 branches, trained staff and volunteers, the Sri Lanka Red Cross Society (SLRCS) was in an unparalleled position to provide immediate assistance to affected communities throughout Sri Lanka. However, the unprecedented scale of the disaster exceeded SLRCS capacity for immediate response and its capacity to effectively coordinate the influx of Red Cross Red Crescent partners and donor funding from around the world. Throughout the recovery process, the Red Cross Red Crescent Movement partners have sought to strengthen the capacity of the SLRCS to coordinate recovery programmes and implement activities that strengthen community self-reliance and empower vulnerable communities to better cope with future disasters.

Clare Graham
Achievements
In the initial tsunami aftermath, the international Red Cross and Red Crescent network combined forces to meet the urgent humanitarian needs. Nine Emergency Response Units with technical expertise in health, water and sanitation, relief, logistics and telecommunications arrived from overseas to work with the Sri Lanka Red Cross across the devastated coastline.

As the scope and scale of the disaster and the corresponding recovery effort became clear, the Red Cross Red Crescent set into motion a series of measures to support Sri Lanka Red Cross to address immediate needs and increase its capacity to better respond to humanitarian crises in the future. The introduction of a new management structure for Sri Lanka Red Cross branches in tsunami-affected areas brought in additional staff and equipment and strengthened the branches’ capacity to assist affected communities. Sophisticated financial systems were put in place to ensure greater transparency in spending, and enhance trust and accountability to donors, beneficiaries and the Government of Sri Lanka.

A number of key policies and procedures were revised to support the longer term development of the SLRCS, including guidelines for volunteer management and human resource development. Work has commenced on fundraising initiatives designed to reduce the dependency of the Sri Lanka Red Cross on outside support and Sri Lanka Red Cross updated its five-year strategic plan to refine the vision and future direction of the Red Cross Red Crescent in Sri Lanka in core areas of sustainable humanitarian support.

The Red Cross Red Crescent also formed a number of external operational alliances with other experienced humanitarian organisations and local authorities to coordinate recovery response, exchange experiences and to ultimately provide better quality and more cost effective assistance to vulnerable communities.

Challenges
Meeting the immediate humanitarian needs took precedence over longer term planning. Initial organisational development efforts were limited to “on-the-job” training, however, as the recovery operation has progressed, the focus has shifted to developing the coordination capacity of Sri Lanka Red Cross and its capacity to implement effective relief and recovery activities.

One of the key challenges has been to balance the need to build the longer term capacity of the Sri Lanka Red Cross in the core areas (health and care in the community, disaster management, and the promotion of humanitarian values) with the operational demands of working across a broad range of non-traditional and non-core sectors. The vast bulk of tsunami recovery resources have been allocated to the reconstruction effort, however developing skills and capacities for construction project management does not fit the longer term strategic needs of the Sri Lanka Red Cross. The large number of new and relatively inexperienced Red Cross Red Crescent staff and volunteers poses a challenge for short term training – particularly given the weak pre-tsunami capacity that existed in most of the affected districts and SLRCS branches.

Organisational development needs a pragmatic approach. The Red Cross Red Crescent has identified core areas for targeted capacity building, and while it continues to meet the wider needs of the tsunami-affected population, the focus will remain on expanding proven sustainable and replicable services (such as community-based health, first aid and disaster management) that can be managed at the community level by Red Cross Red Crescent staff and volunteers. Capacity building must also take place at a national level, so that the Red Cross Red Crescent is better positioned to help not only tsunami-affected communities but also people suffering the consequences of the recent escalation in the conflict and other humanitarian needs in poverty stricken communities.

The way forward
The scale of Red Cross Red Crescent involvement in post tsunami recovery and reconstruction has enhanced its public image and increased understanding of the Red Cross Red Crescent role. The Red Cross Red Crescent seeks to build on its increased visibility and good reputation through national fundraising and income generation programmes, which will seek to strengthen the longer term sustainability of core Sri Lanka Red Cross programmes. The strengthened Sri Lanka Red Cross profile will also be the basis for pursuing the process to formally enact a Red Cross Law in Sri Lanka that will recognise the Sri Lanka Red Cross as a distinct entity endorsed by the Government of Sri Lanka.

Recent clarifications to the roles and responsibilities of Red Cross Red Crescent partners in Sri Lanka provide a sound basis for planning and implementing enhanced organisational development support to the Sri Lanka Red Cross over the coming year. Through a policy of decentralisation, Sri Lanka Red Cross branches will improve district level management, and be supported to strengthen the linkages with communities and local stakeholders. The Sri Lanka Red Cross will also implement and monitor its five-year strategic plan to ensure that it gives clear guidance for the development of the National Headquarters and all 26 branches, to improve service delivery to vulnerable communities and enable long term external partnerships.

1 Emergency Response Units (ERUs) provide specific support or direct service when local facilities are either destroyed, overwhelmed by needs, or do not exist. Using a standardised modular system of equipment and pre-trained teams of Red Cross Red Crescent technical specialists, ERUs can be deployed within 48 hours to 72 hours.
Operational alliances

The scope and scale of the post tsunami operation has led to new partnerships with international agencies, where the Red Cross Red Crescent access to communities (through its volunteer base and national and local partnerships) adds value to the technical expertise and government level networks of other agencies. Through these external operational alliances, the Red Cross Red Crescent is able to share competencies and capacity and make sure humanitarian efforts are not wasted through duplication or inefficiency.

One example of an operational alliance is the Community Recovery and Reconstruction Partnership between the Red Cross Red Crescent, the Government of Sri Lanka, UNHabitat, the World Bank and tsunami-affected families, through which Red Cross Red Crescent will support construction of houses for some 10,000 families. This partnership has been designed to ensure that donor contributions are used to the maximum effect involving minimal support costs. The Red Cross Red Crescent benefits from its partners’ operational experience in a well-established, tried and tested housing approach. At the same time, the Sri Lanka Red Cross network of volunteers is providing access at the grassroots-level to work with communities and facilitate better community participation and ownership of the housing project. By combining strengths, the partners are also able to reach a larger number of beneficiaries, and through outreach work in targeted communities where there was no previous Red Cross Red Crescent presence, the Sri Lanka Red Cross is recruiting new volunteers and expanding its capacity.

In livelihoods programmes, the Red Cross Red Crescent is working with local and international partners to share expertise in vulnerability and capacity assessment techniques, so that Red Cross Red Crescent projects are designed to target the most vulnerable and build resistance to future hazards and overall economic security at the household level. The Red Cross Red Crescent has formed an operational alliance with the Stockholm Environment Institute (SEI) whereby the SEI provides expertise and training in community-level assessments for Red Cross Red Crescent volunteers in the south and east of Sri Lanka and uses project evaluation to support ongoing research into applicable livelihoods interventions in conflict and non conflict-affected areas. The Red Cross Red Crescent also has access to operational experience and technical expertise in the field of micro-business development as a result of its cooperation with Practical Action, a local non government organisation (NGO) with long term experience in the livelihoods sector in Sri Lanka.

In response to the large scale of the tsunami devastation and the recovery requirements, and to maximise its resources and scope of work, the Red Cross Red Crescent is also funding other humanitarian actors in Sri Lanka to implement rehabilitation and reconstruction programmes.
“I lost my house in the tsunami, but my work with the Red Cross has given me a fresh start in life and it also gives me a sense of satisfaction to know that I am contributing to the recovery of my own community.”

Mohideen Muzamil is a volunteer turned Sri Lanka Red Cross staffer. He was first recruited by the Red Cross Red Crescent water and sanitation Emergency Response Unit to assist with translating. A year and a half later, he was responsible for coordinating the Red Cross Red Crescent well monitoring and cleaning project in Ampara district in the east of Sri Lanka. Volunteer management and skills development is key to ensuring high quality programme implementation at the community level. The Red Cross Red Crescent is developing its volunteer policy to provide standard guidelines on volunteer supervision, what volunteers can expect to gain from joining the Sri Lanka Red Cross and how the Red Cross Red Crescent can most benefit from their services.

The Sri Lanka Red Cross has streamlined its finance division to cope with the national and international response to the tsunami and provide greater transparency in financial management. The finance unit now consists of a fully trained and professional team responsible for ensuring that funds provided are utilised as planned, and able to provide accurate information to donors, beneficiaries and the Government of Sri Lanka about financial expenditure.
HUMANITARIAN VALUES

The tsunami took away lives and destroyed homes and livelihoods indiscriminately. In the emergency response that followed, national and international non-governmental organisations and agencies sought to protect the dignity of the tsunami survivors and victims in keeping with local cultures and customs. However, the impact of the devastation and the subsequent humanitarian assistance caused tensions within tsunami-affected communities and highlighted existing disparities between conflict-affected communities and the rest of the country. The Red Cross Red Crescent, with its grassroots network of volunteers, is in a good position to address the social issues arising from this disparity through community-based sensitisation campaigns. Through the promotion of humanitarian values and the Fundamental Principles of the Red Cross and Red Crescent Movement, the Red Cross Red Crescent is seeking to influence the behaviour of its own members, public and private authorities and the communities it works with to encourage respect for others and build social harmony.
Achievements

The Red Cross Red Crescent has actively promoted understanding of its fundamental principles and humanitarian values within its own membership. New staff and volunteers participated in awareness raising on the principles and values and their application in all Red Cross Red Crescent projects. Project planning training has included a focus on basic humanitarian values and the need to respect and promote these values through the delivery of humanitarian services. The Red Cross Red Crescent has also developed skills in conducting Vulnerability and Capacity Assessments to identify beneficiaries so that humanitarian assistance projects target the most vulnerable communities.

In the tsunami emergency response, Red Cross Red Crescent staff and volunteers received orientation in the Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief, which provides universal basic standards in emergency relief operations that seek to protect and respect disaster victims. Humanitarian assistance was provided to all tsunami-affected communities, regardless of race, ethnicity or religion. The Red Cross Red Crescent ensures application of the principles of humanity and equity in all its disaster response operations, and disaster management for staff and volunteers includes a focus on humanitarian values and the principles. Since the tsunami the Red Cross Red Crescent has provided impartial humanitarian assistance to vulnerable communities wherever they may be and whatever the circumstances of their vulnerability. Recent relief operations include response to floods, landslides and the impact of the armed conflict.

Externally, Red Cross Red Crescent projects have sought to make a change in the way people view and understand one another. The Red Cross Red Crescent has taken significant steps to change behaviour in the field of psychosocial support for children. In cooperation with Ministry of Education, the Red Cross Red Crescent is making a lasting and sustainable impact on the education system by establishing a training programme for pre-service teachers and a practical training guide to support the psychosocial wellbeing of children and encourage students and teachers to express themselves. This is a relatively new concept in an environment where students are more used to processing information rather than communicating with their teachers. The Red Cross Red Crescent has also sought to change behaviour and raise awareness of child protection issues among its own staff and through a “Be Safe” campaign for vulnerable children. Another key area where awareness raising can contribute to a reduction in stigma and discrimination is HIV/AIDS, and the Red Cross Red Crescent is running an awareness campaign to promote respect for people living with HIV/AIDS and fight intolerance.

The Red Cross Red Crescent has also sought to increase its profile in the aftermath of the tsunami as a key provider of humanitarian assistance. Working relationships have been established with local and international media, government and humanitarian actors to strengthen the Red Cross Red Crescent identity and capacity to advocate on behalf of vulnerable people. The scope and scale of the post-tsunami operation has also enabled the Red Cross Red Crescent to develop closer relations with communities. Increasing awareness of the Sri Lanka Red Cross role and mandate is particularly relevant in the new and challenging environment post tsunami, especially in areas affected by the conflict in the North and East where respect and acceptance of the Red Cross Red Crescent is critical to gaining humanitarian access. Progress was made in formalising legal recognition of the Red Cross Red Crescent in March 2006, when the Sri Lankan parliament passed the Geneva Conventions Bill, which includes protection of the Red Cross emblem.

Challenges

While the Red Cross Red Crescent has had relative success in mainstreaming the application of humanitarian values and fundamental principles throughout its disaster response operations, the challenge remains to ensure longer term activities address these values and principles in a sustainable way. The Red Cross Red Crescent acknowledges its weakness to date in this area and the insufficient understanding of the values and principles among newer members of staff. In addition to training staff and volunteers in the application of the principles and values in humanitarian work, the Red Cross Red Crescent has introduced quality and accountability mechanisms that will encourage participatory approaches and beneficiary consultation to enable tsunami-affected communities to play an active role in decision making processes and activities which affect them, and ensure the Red Cross Red Crescent is accountable to its beneficiaries.

The Red Cross Red Crescent also needs to enhance its image and identity in Sri Lanka with all stakeholders to have better access to support humanitarian activities. The lack of legal recognition from the government contributes to a general lack of understanding of the Red Cross Red Crescent role and mandate.

Sri Lanka presents a complex situation in terms of how the tsunami affected the island’s various populations and geographical areas. Many of the tsunami-affected families were already living in insecurity as a result the protracted armed conflict, and communities affected by conflict alone can be more vulnerable than tsunami survivors. The recov-
Every operation requires a sensitive approach to ensure equity between vulnerable tsunami and conflict-affected communities, to maintain consistency in support and approach, and to avoid contributing to the existing disparity in living conditions between the conflict-affected North and East and the rest of the country. Relocation of tsunami-affected families is also creating tensions between new residents and host communities, and the Red Cross Red Crescent must work in consultation with both groups to prevent resentment and make sure that the benefits of humanitarian assistance are felt throughout the wider vulnerable community, not just the tsunami-affected households.

Red Cross Red Crescent efforts to ensure equity through humanitarian assistance are complicated by the fact that the majority of funds raised for Sri Lanka were earmarked specifically for tsunami-affected communities. However, a number of Red Cross Red Crescent partners and donors have granted a degree of flexibility in allocation of financial resources, enabling projects to start up among the most vulnerable communities, tsunami-affected or otherwise.

The way forward
The Red Cross Red Crescent is committed to working throughout the country in a cross section of communities that are not only the most vulnerable but also reflect the country’s diverse ethnicity and population. It will maintain a presence across the island in spite of and in response to the escalating conflict and increasing need for emergency response.

Red Cross Red Crescent will continue to promote humanitarian values and fundamental principles and their application in all spheres of Red Cross Red Crescent work, and will seek to set an example and encourage a climate of respect through the behaviour of its staff and volunteers and by applying the principles in all its projects. In particular, the Red Cross Red Crescent will seek to ensure sensitivity in planning and implementation of activities through the Better Programming Initiative and Do No Harm initiative, so that projects contribute to developing harmony throughout vulnerable communities and do not increase the risk of tension.
Facts and figures

- Government of Sri Lanka passed Geneva Conventions Bill (including protection of the Red Cross emblem) in March 2006
- 1,000 Red Cross Red Crescent members marched to mark World Aids Day as part of anti stigma campaign

Advocacy work with the Government of Sri Lanka led to adoption of the Geneva Conventions Bill on the protection of the Red Cross emblem in March 2006. This will support efforts to increase awareness with all stakeholders of the Red Cross Red Crescent role and mandate and its specific identity and values. This is especially important in the North and East, where increased understanding and acceptance of the Red Cross Red Crescent will ensure better access to support humanitarian activities.

A new relief manual for staff and volunteers has been designed to improve efficiency, effectiveness, respect and promotion of basic fundamental rights of beneficiaries in times of disaster through service delivery. Applying humanitarian values and fundamental principles in its grassroot-level relief operations is one way for the Red Cross Red Crescent to set an example by behaviour and promote a climate of respect among people sharing different values and beliefs.

“This training has changed the way I see my role as a teacher. It will help me better observe and communicate with my students which in turn will help them express themselves better”

Rozmin Nifa, a student at Kalutara National Teacher’s College in the west of Sri Lanka, took part in a Red Cross Red Crescent teacher training programme set up after tsunami to help children recover from emotional trauma though creative and expressive activities. The training programme has been so successful that the Ministry of Education requested Red Cross Red Crescent to expand it to all 17 teacher training colleges across the country.
Statistics

Total number of Red Cross Red Crescent projects: 391

Total number of beneficiaries served: 1,199,992 (male: 606,875; female: 593,114)

Beneficiaries with improved access to water and sanitation facilities:
188,265 (male: 94,133; female: 94,132)

Beneficiaries with improved access to health and care services and structures:
464,030 (male: 232,326; female: 231,704)

Beneficiaries provided with shelter/housing:
89,533 (male: 44,767; female: 44,766)

Beneficiaries supported through livelihoods projects:
78,671 (male: 42,079; female: 36,592)

Beneficiaries supported through disaster management and emergency relief programmes:
371,093 (male: 185,573; female: 185,520)

Beneficiaries supported through organisational development programmes:
8,400 (male: 8,000; female: 400)

% projects including beneficiary participation*: 45.5

*Beneficiary participation includes information collection from beneficiaries; consultation with communities; encouraging active participation in project design, implementation, and assessment; project-related training for beneficiaries.
Donors

Red Cross Red Crescent National Societies

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American Red Cross *
Andorran Red Cross
Argentine Red Cross
Australian Red Cross *
Austrian Red Cross *
Red Crescent Society of Azerbaijan
Bahamas Red Cross Society
Barbados Red Cross Society
Belgian Red Cross – Flanders *
Belgian Red Cross – Luxembourg *
Belize Red Cross
Bolivian Red Cross
Botswanan Red Cross
Red Cross Society of Bosnia and Herzegovina
Brazilian Red Cross
British Red Cross *
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Chilean Red Cross
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Hungarian Red Cross
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Red Crescent Societies *
Red Crescent Society of the Islamic Republic of Iran
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Italian Red Cross *
Jamaica Red Cross
Japanese Red Cross Society *
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Republic of Korea National Red Cross *
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Latvian Red Cross
Lebanese Red Cross
Lesotho Red Cross Society
Libyan Red Crescent
Liechtenstein Red Cross
Lithuanian Red Cross Society
Luxembourg Red Cross
The Red Cross of the Former Yugoslav
Republic of Macedonia
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Micronesia Red Cross
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Moroccan Red Crescent
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Philippine National Red Cross
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Samoa Red Cross
Qatar Red Crescent Society
Saudi Arabia Red Crescent *
Red Cross of Serbia
Singapore Red Cross Society
Slovak Red Cross
Slovenian Red Cross
South African Red Cross Society
Spanish Red Cross *
Sri Lanka Red Cross Society *
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Swedish Red Cross
Swiss Red Cross *
Taiwan Red Cross organisation *
Tonga Red Cross Society
Trinidad and Tobago Red Cross Society
Turkish Red Crescent Society *
Uganda Red Cross Society
Ukrainian Red Cross Society
Red Crescent Society of United Arab Emirates
Uruguayan Red Cross
Vanuatu Red Cross Society
Venezuelan Red Cross Society
Red Cross of Viet Nam

*indicates National Societies operational in Sri Lanka.
Significant support was provided by all National Societies in the form of financial assistance, in-kind goods and staff.

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The Fundamental Principles of the International Red Cross and Red Crescent Movement

**Humanity**
The International Red Cross and Red Crescent Movement, born of a desire to bring assistance without discrimination to the wounded on the battlefield, endeavours, in its international and national capacity, to prevent and alleviate human suffering wherever it may be found. Its purpose is to protect life and health and to ensure respect for the human being. It promotes mutual understanding, friendship, cooperation and lasting peace amongst all peoples.

**Impartiality**
It makes no discrimination as to nationality, race, religious beliefs, class or political opinions. It endeavours to relieve the suffering of individuals, being guided solely by their needs, and to give priority to the most urgent cases of distress.

**Neutrality**
In order to continue to enjoy the confidence of all, the Movement may not take sides in hostilities or engage at any time in controversies of a political, racial, religious or ideological nature.

**Independence**
The Movement is independent. The National Societies, while auxiliaries in the humanitarian services of their governments and subject to the laws of their respective countries, must always maintain their autonomy so that they may be able at all times to act in accordance with the principles of the Movement.

**Voluntary service**
It is a voluntary relief movement not prompted in any manner by desire for gain.

**Unity**
There can be only one Red Cross or one Red Crescent Society in any one country. It must be open to all. It must carry on its humanitarian work throughout its territory.

**Universality**
The International Red Cross and Red Crescent Movement, in which all Societies have equal status and share equal responsibilities and duties in helping each other, is worldwide.
For further information specifically related to the tsunami operation please contact:

**In Sri Lanka:**
- Patrick Fuller, Communications Coordinator; mobile: + 94 773502154;  
  email: patrick.fuller@ifrc.org
- Al Panico, Head of Sri Lanka Delegation; mobile: +94 773291621;  
  email: al.panico@ifrc.org

**In Geneva:**
- Johan Schaar, Special Representative for the tsunami operation; +41.22.730.4231,  
  email: johan.schaar@ifrc.org
- Suzana Harfield, South Asia Regional Officer; phone: +41.22.730.4222;  
  fax:+41.22.733.0395; email: suzana.harfield@ifrc.org
- Lesley Schaffer, Tsunami Grants Officer; email: lesley.schaffer@ifrc.org
- Matthew Cochrane, media and public relations officer, phone: +41.22.730.4426;  
  Mobile: +41 79 308 9804; email: matthew.cochrane@ifrc.org

**In Kuala Lumpur, Asia Pacific Service Centre** - phone: +60.3.2161.0892;  
  fax: +60.3.2161.1210
- Igor Dmitryuk, Head of Regional Logistics Unit, ext. 600;  
  email: igor.dmitryuk@ifrc.org
- Umadevi Selvarajah, Head of Regional Finance Unit, ext. 140;  
  email: umadevi.selvarajah@ifrc.org; Karl Oflaherty, Tsunami Finance Analyst, ext. 617;  
  email: karl.oflaherty@ifrc.org
- Jenny Iao, Head of Regional Reporting Unit, ext. 300; email: jenny.iao@ifrc.org