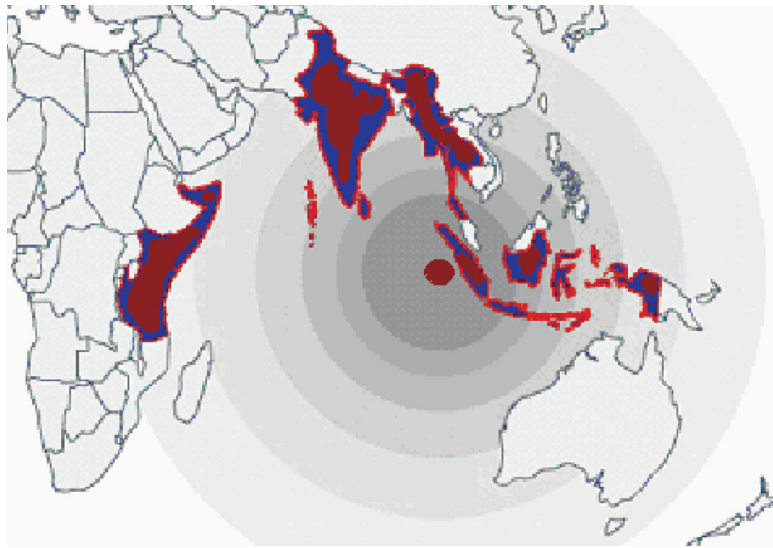


Tsunami Evaluation Coalition (TEC)

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



Government Funding

Canada

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I. Introduction

Provide a general description of the donor country's response, the actors involved and the funding mechanisms employed. (i.e. whether several agencies are involved and if military assets have been deployed, etc.).

The Government of Canada's response to the Tsunami was a broad interdepartmental effort. Thirteen different government departments contributed on a variety of levels from providing direct support to working on adoption policy issues or assisting with Tsunami early warning systems.

Three core governmental departments were directly involved in Canada's response: The Department of Foreign Affairs, which provided overall coordination; the Canadian International Development Agency (CIDA), which coordinated and disbursed most of the relief and recovery assistance and; the Department of National Defence (DND), which provided the airlift for relief supplies and also deployed the Disaster Assistance Response Team (DART).

Other branches of government were also involved: The Privy Council and Prime Minister's Offices; Public Security and Emergency Preparedness Canada, through the deployment of forensic specialists from the Royal Canadian Mounted Police (RCMP) to the region to help with the identification of bodies; Citizenship and Immigration Canada (CIC), which dealt with relevant immigration issues including managing a special short-term program initiated to help fast-track immigrant applications from Tsunami affected countries; the Department of Finance, which assumed responsibility for Canada's debt moratorium for the affected countries and; the Public Health Agency of Canada, which provided stocks from the National Emergency Stockpiles. Health Canada, Canada Customs and Revenue Agency, and the Treasury Board also all played meaningful roles in Canada's response.

Canadian NGOs and governments of interested Canadian provinces, territories and municipalities also informed and assisted the Government of Canada's response.

The table below provides an overview of the Government of Canada's Tsunami commitment over a 5-year period.

Department	USD	Activity
CIDA	308,820,560	Relief and reconstruction. \$171,746,160 for Canadian NGO and implementing partners through Matching Funds Program
Dept. of National Defence	16,126,400	DART deployment
Dept. of Foreign Affairs and Royal Canadian Mounted Police	8,063,200	Consular affairs and forensic work
Revenue Canada	6,047,400	Revenue Implications from Tax Breaks
Citizenship and Immigration Canada	3,628,440	Incremental operational costs related to fast track visa and immigrant applications
Total	342,686,000¹	

Comment on the level of importance of humanitarian spending in donor state aid. Supply OECD DAC data on percentage of funding which donor usually devotes to humanitarian aid. (i.e. whether it is above or below the 7% average).

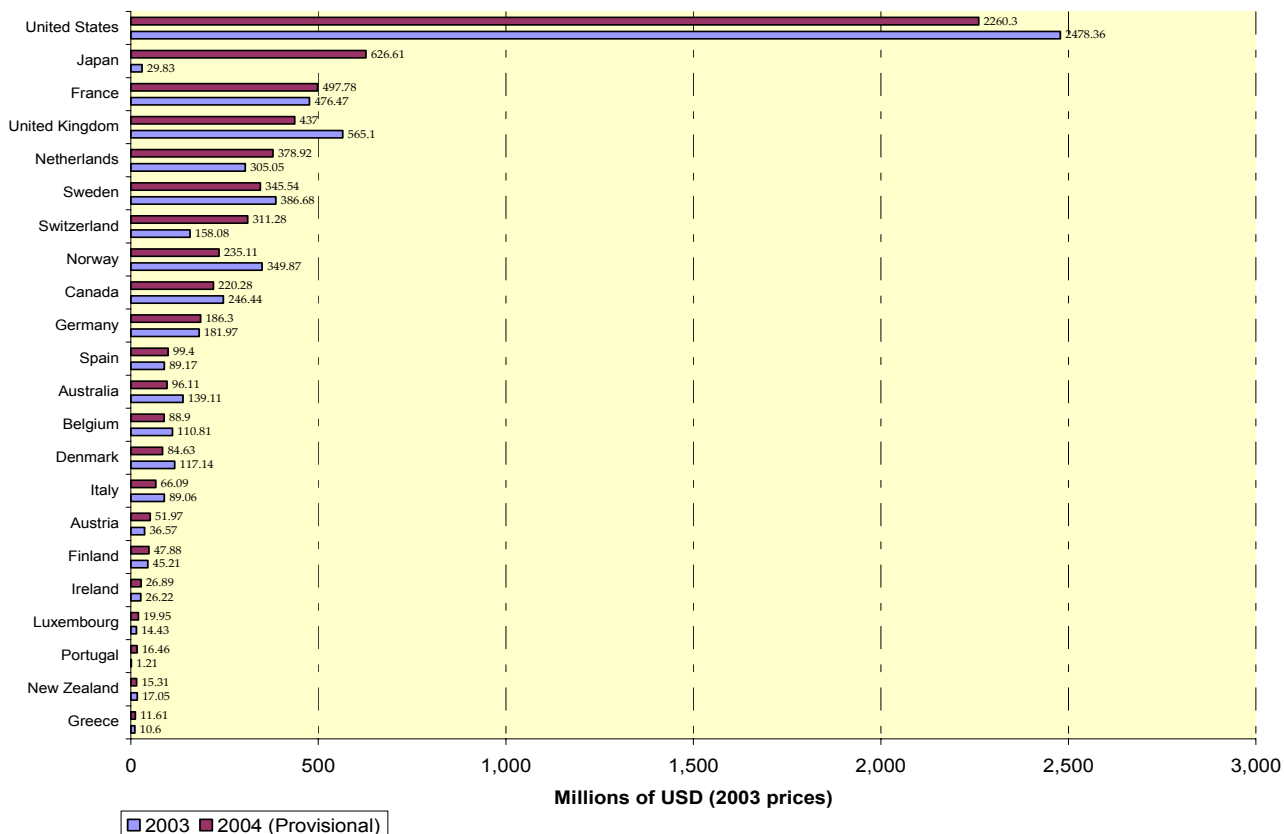
As the tables below show, in 2003, Canada was the world's tenth largest donor of ODA by volume, providing about \$2 billion (2003 prices). Provisional data for 2004 indicate that Canada is now the ninth largest donor, providing almost \$2.3 billion (2003 prices) and contributing 3.2% of overall global ODA flows.

Between 2000-2004, the average ODA as a percentage of GNI has remained at about 0.25%. Provisional data for 2004 indicate that Canada's ODA/GNI is now 0.26%. In real terms, Canada's ODA in 2004 rose by 12.2%.² Despite the increase, Canada's ODA/GNI level remains far below the UN target of 0.7%.

¹ DAC Exchange rate 2005: USD 1 = CAN 1.2402

² OECD/DAC *Official Development Assistance increases further—but 2006 targets still a challenge*

Chart 1. Net disbursements to humanitarian assistance



	Total ODA (millions USD)	ODA/GNI (%)	Bilateral ODA (millions of USD)	Humanitarian assistance (millions of USD)	Humanitarian assistance/Bilateral ODA (%)
2004 (provisional)	2278.28	0.26%	1651.39	220.28	13%
2003	2030.6	0.24%	1347.62	246.44	18%
2002	2318.47	0.28%	1736.06	220.48	13%
2001	1766.43	0.23%	1382.43	241.87	17%
2000	1948.84	0.25%	1296.85	224.96	17%

2003 prices

Source: OECD/DAC

Present an overview on *how* donor(s) acted and reacted with their funding in this emergency and *why*.

Like other official donors, Canada's pledges for the Tsunami response started small and grew rapidly. Immediately following news of the disaster, the Canadian Government pledged \$806,320 dollars; two days later, on 28 December, this rose to \$3,225,282.³ . On 2 January, the government announced that it would increase the pledge to \$64,505,600. Over a week later, on 10 January, the government announced that it would commit \$342,686,000 for Tsunami relief and rehabilitation over a period of five years. This pledge made Canada the fifth largest donor in the Tsunami response.

A number of variables may have played into the steady increases in pledges made by the Government of Canada. The Canadian public's generous outpouring of contributions to aid Tsunami-affected countries may have put the government under some pressure. Furthermore, international and domestic criticism of the response may have added pressure to the Canadian government to increase its commitment. The Flash Appeal on 6 January also played an important role as it highlighted the extent of the destruction caused by the Tsunami and indicated the level of resources that would be required for an adequate response.

Shortly after the Tsunami the Government of Canada announced that it would match, dollar for dollar, individual donations for the response made between 26 December and 11 January to eligible implementing partners. Just over half of the Canadian Government's official funding for the Tsunami has been earmarked for the Matching Funds Program, which has proved to be a new and creative way to maximise the impact of the massive private flow of funds that were being donated for the Tsunami response.

Eligible implementing partners—largely Canadian NGOs—may apply for match funds for humanitarian relief project (those that last less than 12 months) or rehabilitation. Unused funds from the Matching Funds Program will be used for reconstruction projects in the Tsunami-affected areas.⁴

³ www.cbs.ca "Canada Pledges \$4 million in Aid" 28 December, 2004.

⁴ www.acdi-cida.gc.ca

Comment on possible limitations encountered in the evaluation and account for particularities.

The objective of this report is to present an overview of Canadian Government funding for the Tsunami as well as examine the Canadian Government's response with regards to principles of Good Humanitarian Donorship. One of the peculiarities of this report is that rather than provide piecemeal information, CIDA provided one contact person, who responded to almost all of the questions within this report. This method ensured that the responses provide a coherent overview of the Canadian Government's response to the Tsunami.

The short timeframe in which this report was written impacted both the amount of data gathered and the level of analysis.

II. Overall Allocation and Disbursement

Mapping the volume and distribution

Donor	Country	Total Pledged	Total Committed*	Disbursed	Relief %	Recon %	Grant %
CIDA	India		\$10,586,791	\$6,958,351	83%	17%	83%
	Indonesia		\$67,628,851	\$50,254,643	73%	27%	96%
	Maldives		\$2,386,733	\$2,386,733	100%	0%	100%
	Somalia		\$109,446	\$109,449	100%	0%	100%
	Sri Lanka		\$52,504,974	\$36,086,348	99%	1%	99%
	Thailand		\$2,461,049	\$2,461,049	100%	0%	100%
	Myanmar		\$1,119,545	\$1,119,545	100%	0%	100%
	Regional		\$20,591,771	\$20,591,771	100%	0%	100%
	<i>Total CIDA</i>	<i>\$308,820,560</i>	<i>\$157,389,160</i>	<i>\$119,967,889</i>	<i>87%</i>	<i>13%</i>	<i>97%</i>
OGD*		\$33,865,440	\$28,535,665	\$28,535,665			
Total		\$342,686,000	\$185,924,828	\$148,503,554			

* "Committed" refers to initiatives that have received final approval and are operational.

-Note that % columns reflect percentages of disbursed amounts.

-Note that Regional disbursements could support activities in any of the affected countries, including but not limited to those isolated in this table.

*Other government departments: DND, FAC, Revenue Canada and CIC

Additional funding provided to date by CIDA for humanitarian assistance includes \$1,548,000 provided in small grants by affected-country Canadian missions to local organizations, bringing CIDA's total humanitarian disbursements to \$104.35 million. CIDA may fund one more relief project of an eligible Matching Funds partner. Relief activities are generally complete and funding for this project—less than \$806,320—will be retroactive.

In addition to the funding disbursed by CIDA for humanitarian assistance, the Government of Canada has also disbursed \$7,611,661 to cover the expenses of the Department of National Defence's DART deployment in Sri Lanka.

Have committed funds increased overall spending? (i.e. were new funds allocated or was the emergency relief funding reallocated from other budget lines?).

The CIDA funds for the Tsunami represent additional funds allocated and transferred from the fiscal framework, and therefore an increase to existing budgets.

If other budget lines were affected, which? What was the immediate impact on other planned interventions? Was all funding provided in the form of grants and untied aid?

Other budget lines were not affected. There was no serious impact on other planned interventions. Planned programming went ahead, but was in some instances delayed by one or two months.

Apart from \$7 million worth of food aid through WFP—over \$6 million of which went to Sri Lanka—and \$1.8 million worth of relief supplies for the IFRC/ICRC, all of CIDA's funding for humanitarian aid was provided as grants.

Breakdown by implementing actor for relief phase

CIDA did not provide funds to private companies or directly to governments of affected countries. CIDA also did not directly implement any activities.

Table 4 Government of Canada's response by implementing actor (as of October 2005)				
Donor	Implementation foreseen	Actor	Committed - Cash	Country
CIDA	NGOs	World Vision Canada	\$12,860,804	Indonesia, Sri Lanka, India, Thailand
		CARE Canada	\$2,547,971	Indonesia
		Save the Children Canada	\$1,216,737	India, Indonesia, Sri Lanka
		Oxfam Canada	\$564,424	Indonesia, Sri Lanka
		Health Partners International Canada	\$207,224	Sri Lanka
		International Development and Relief Foundation	\$70,150	Indonesia
		Christian Reformed World Relief Committee (CRWRC)	\$2,031,926	India, Indonesia
		Canadian Food for the Hungry International (CFHI)	\$149,976	Indonesia, Thailand
		Adventist Development Relief Agency (ADRA) Canada	\$522,495	Thailand

		Canadian Catholic Organization for Development and Peace	\$1,631,992	Sri Lanka, India
		Mennonite Central Committee Canada	\$841,798	Indonesia, Somalia, Sri Lanka, India
		Canadian Baptist Ministries	\$41,122	India
	UN agency	UNICEF	\$15,088,666	Indonesia, Sri Lanka, Regional
		WFP	\$8,466,360	Indonesia, Sri Lanka, Regional
		UNDP	\$2,822,120	Indonesia, Sri Lanka, Regional
		OCHA	\$806,320	Indonesia, Sri Lanka, Thailand, Regional
		UNHCR	\$2,418,960	Indonesia, Sri Lanka, Regional
		WHO	\$1,209,480	Indonesia, Sri Lanka, Regional
		UNSECOORD	\$403,160	Indonesia, Sri Lanka, Regional
		IOM	\$1,209,480	Indonesia
		FAO	\$806,320	Indonesia, Sri Lanka
	CRCS/ IFRC/ICRC	Canadian Red Cross Society	\$41,460,974*	Indonesia, Sri Lanka, India, Myanmar, Maldives, Regional.
		Canadian Red Cross Society and PHAC for relief supplies and airlift	\$1,802,125	Indonesia, Sri Lanka, Maldives
		IFRC	\$3,628,440	Indonesia, Sri Lanka, India, Myanmar, Maldives, Regional
Total			\$102,809,025	
*includes \$10,643,424 transfer to IFRC				

What role, if any, did the Flash Appeal and the FTS play in terms of the donor funding?

The 6 January Flash Appeal played an important role in communicating to the Canadian Government the scale of the disaster and the response needed. Based on this appeal, and other information about the extent of the damage, on 10 January the Government of Canada increased its overall Tsunami commitment to \$342,686,000—a considerable increase from the earlier commitment of \$64,505,600.

The FTS did not play a significant role in determining the appropriate funding allocation, but was useful as a tool for communicating the Government of Canada's initiatives. At the time of the funding decisions for the appeal, there was insufficient reliable information on the FTS, Canadian government officials developed their own supplementary tracking system.

Has there been a concentration of funds in a few organizations/institutions or have funds been distributed more widely? (How does this compare with percentages of allocations committed in other disasters?)

Funding was distributed widely to organizations that had proved their effectiveness in humanitarian response. As a result of the Matching Funds Program, NGOs received a larger proportion of funding than in previous disasters. As a result, the government increased the number of funded partners. Of the funds spent to date, 22% has gone to NGOs, 32% to UN organizations and 46% to the IFRC/ICRC family.

Did funds flow to private companies for implementation purposes? No

Were military assets employed?

Canadian Forces Air assets were utilized to facilitate the dispatch of relief supplies pre-positioned for natural disasters abroad. In addition, the Department of National Defence deployed the Disaster Assistance Response Team (DART) to the Ampara region of Sri Lanka.

The DART is comprised of some 200 members of Canadian Forces including a medical platoon, an engineering platoon, a defence and security platoon, a logistics platoon and headquarter support. The DART defines itself as:

*...a military organization designed to deploy rapidly anywhere in the world to crises ranging from natural disasters to complex humanitarian emergencies.*⁵

The DART has four goals: To provide safe drinking water; to provide medical care; to repair basic infrastructure and; to improve communication.⁶ The DART is designed to enhance emergency relief efforts or bridge the gap until longer-term help is available.⁷

Amidst domestic criticism for the delay in deployment, the entire DART was in Sri Lanka by 10 January. The \$16 million mission to Sri Lanka far outstripped the DART's annual budget of \$403,160. Transportation included 40 vehicles, water purification equipment, forklifts and tonnes of medical equipment and supplies.

The DART spent 39 days in Sri Lanka before returning to Canada. The Tsunami response was the third time the DART had been deployed since its inception in 1996.

Were any donations in kind? If so, what type of goods were provided?

Messaging at all levels of the Government of Canada was clear and consistent to the public regarding the importance of providing cash not goods. This was based on experience, including the recently concluded 2004 hurricane season.

The Canadian Government, however, did provide some goods in kind where appropriate, giving WFP \$7 million worth of food rations. In addition, in response to a specific request by the International Federation of the Red Cross/Crescent and the World Health Organization, CIDA sent emergency supplies from its own relief item stockpile and from the National Emergency Supply System of the Public Health Agency of Canada.

The value of goods in kind was calculated based on replacement cost plus transport and handling costs.

What implementation mechanisms were foreseen and utilized?

⁵ Source: DART Homepage [www.forces.gc.ca]

⁶ www.cbc.ca (CBS online. 10 January 2005).

⁷ www.forces.gc.ca

CIDA envisioned three different implementation mechanisms, all consistent with and guided by the Government of Canada's Standard Operating Procedures for responding to international natural disasters: Support of experienced and effective UN organizations, Red Cross, and NGO partners; dispatch of emergency relief stocks in response to appeals and; deployment of the Government of Canada's DART team to an affected area.

Each of these mechanisms was utilized for the Tsunami response.

Have different partnerships developed?

In terms of the humanitarian response, different partnerships did not develop. Rather, the Canadian Government worked with trusted partners with a strong reputation in humanitarian assistance. However, CIDA is looking more closely at in-Canada coordination for future activities with provincial and municipal governments and the Public Health Agency of Canada.

Sector Allocations and Geographic Focus by Donor and Budget

- ◆ **Data should be provided for humanitarian aid**
- ◆ **To the sectors defined by OCHA, "logistics" has been added to account for military assets, transportation and emergency teams, etc.**

The Canadian Government cannot provide sectoral distribution of funding at this point. Final reports for humanitarian assistance projects funded by CIDA will not be available until the summer of 2006. CIDA will then be able to provide the sectoral breakdown of its humanitarian assistance funding.

Have donor institutions funded non-traditional areas and sectors?

The Government of Canada's Tsunami response did not generate funding in non-traditional areas. Traditional humanitarian assistance sectors, such as health, water and sanitation, shelter and household items, security, livelihoods and education and coordination were funded. Cross-cutting themes such as gender equality and environmental sustainability played a significant role in Canadian Government funding through its humanitarian partners.

Information should be provided on whether the donor regularly funds humanitarian aid interventions in the countries that were affected by the Tsunami and whether efforts in disaster preparedness and mitigation have been engaged in the past.

Through CIDA, the Canadian Government funded humanitarian aid activities prior to the Tsunami in Somalia, Indonesia, Sri Lanka, and Myanmar, and will continue to do so as needs require. Currently, this includes responding to the ongoing complex emergencies in Somalia and Myanmar and responding to natural disasters in the region. Canada also continues to respond to the annual appeals for Asia by the primary humanitarian actors in the region, such as the ICRC, OCHA and UNHCR.

In 2004, CIDA provided \$806,320 to the IFRC's Disaster Management and Coordination Appeal and to their Capacity Building Fund. Both the appeal and the fund contributed to activities in the affected countries prior to the Tsunami, which included pre-positioning of relief stocks in India, training of regional disaster response teams in both Indonesia and Sri Lanka, and strengthening Myanmar's national society to allow it to respond to disasters more effectively.

III. Good Humanitarian Donorship

Provide an assessment of donor funding policy on the basis of Humanitarian Donorship Principles and Good Practice.

As is demonstrated in greater detail below, the Canadian Government's funding policy is firmly grounded in Humanitarian Donorship Principles and Good Practice. Not only has the Canadian government implicitly grounded its funding policy in the HDP, but all documents make explicit reference to a range of international standards connected relevant to humanitarian response.

1. Humanitarian principles and objectives

Was funding guided by principles of *humanity, impartiality, neutrality and independence*?

The Canadian Government has undertaken deliberate measures to ensure that its funding is explicitly guided by the principles of humanity, impartiality, neutrality and independence.

Since CIDA is the development and relief arm of the Canadian government, its mandate provides an indication of the importance of the principles of humanity, impartiality, neutrality and independence in humanitarian funding:

The purpose of Canada's Official Development Assistance is to support sustainable development in developing countries in order to reduce poverty and to contribute to a more secure, equitable and prosperous world⁸

As such, funding was directed to ease human suffering and was provided in a way that did not favour one of the parties in conflict to the detriment of another. Furthermore, available evidence indicates that the Canadian Government's funding response to the Tsunami was generally guided by the principles of Good Humanitarian Donorship.

How were international humanitarian law, refugee law and human rights considered in both the strategy and funding of donors in response to the Tsunami?

They formed the policy context within which CIDA made allocation and programming decisions. More specifically, protection issues, especially child protection, and access issues in Sri Lanka and Indonesia were important considerations for the Government of Canada's strategy, especially in the early days of the response.

What efforts have been engaged in promoting the use of IASC guidelines, RC Code of Conduct and IDP Guiding Principles?

All recipients of CIDA International Humanitarian Assistance funding are expected to abide by (i) the Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGOs) in Disaster Relief and (ii) the Sphere Humanitarian Charter. Furthermore, partner NGOs are also expected to have organizational codes of conduct consistent with the core principles identified in the Inter-Agency Standing Committee Plan of Action on Protection from Sexual Exploitation and Abuse in Humanitarian Crises. The grant agreement signed with each NGO explicitly require the above.

Did the donor uphold the principles of humanitarian aid in responding to the Tsunami disaster? Was funding explicitly and exclusively channelled only to those institutions that claim to adhere to this code of conduct and aspire to Sphere Minimum Standards in Disaster Response? (Related to needs based funding and choice of independent implementing channels, etc.).

⁸ www.acdi-cida.gc.ca

The multilateral partners that received Tsunami funding are experienced humanitarian actors that are supportive of both GHD and Sphere standards. NGO's screened into the Matching Funds Program needed to be experienced humanitarian responders familiar with Sphere. It is CIDA standard practice that the grant agreement signed with each NGO makes Sphere standards an explicit requirement in the provision of humanitarian assistance activities, reflected in the following clause:

All recipients of CIDA International Humanitarian Assistance funding are expected to abide by (i) the Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGOs) in Disaster Relief and (ii) the Sphere Humanitarian Charter. They are also expected to have organizational codes of conduct consistent with the core principles identified in the Inter-Agency Standing Committee Plan of Action on Protection from Sexual Exploitation and Abuse in Humanitarian Crises.

2. Flexibility and timeliness

How flexible and timely was funding?

Much of CIDA's immediate assistance—including funding of the Flash Appeal—was disbursed within three weeks of the Tsunami. Funding through the Matching Funds Program was allocated based on receipt of fully developed proposals from partner NGOs. The majority of this funding was disbursed 3 to 4 months after the Tsunami, however funding could, and for the majority did, retroactively cover activities immediately following the disaster.

Can intended funding be reallocated to another crisis?

While CIDA allows flexibility to shift funding among sectors or affected areas based on need, the total package of CIDA's \$308,820,560 will be used exclusively for the Tsunami response.

3. Needs based funding

To what extent did Tsunami funding follow a needs-oriented approach and allocate funding on the basis of needs assessments?

Immediate assistance was based largely on assessments done for the UN and IFRC Flash Appeals and was provided in grants to allow recipient organizations maximum flexibility to effectively meet needs.

What criteria was followed? Was there a shared analysis of needs?

One requirement for individual proposals from implementing partners was that projects were firmly grounded in the needs of affected communities and focused on specific sectors.

Shared analyses of needs were widely used. Most Canadian NGOs relied on the needs analyses conducted by their international networks and by analysis generated by sectoral coordination bodies, local governments, and the UN. CIDA encouraged shared needs analyses by expecting NGO proposals to reflect activities that were consistent with priorities and approaches agreed on in sectoral coordination meetings.

How were needs assessed?

For activities supported by CIDA, the specific needs assessments were carried out by partner organizations in their project proposals and appeals. As a donor, CIDA expects its operational partners to be the lead in needs-assessments, though information is also obtained from other sources to complement the analysis carried out by partners.

What sources of information were available? (local governments, in-country donor staff, humanitarian professionals dispatched, Embassy personnel, media, etc.)

The Government of Canada supplemented intelligence gleaned from the UN, local governments, and other partner sources with detailed field reporting from in-country donor staff, including development professionals based in overseas missions and humanitarian professionals deployed from CIDA HQ. All of these played a role in describing the level of need, which determined the Canadian government's overall Tsunami commitment.

What role did appeals play (Flash appeals, Governments, UN, NGOs)?

Appeals played an important role in communicating the scale of the disaster and the level of response needed.

The Canadian government relies on appeals to describe the level of need, priorities, and programming possibilities. Canada's contribution to appeals is consistent with its commitment to effective multilateral action. Through its support of multilateral actors, Canada seeks to maximize its contributions to urgent humanitarian emergencies by using trusted and tested international organizations.

4. Beneficiary participation

Was funding directed in a manner that supported beneficiary participation?

Meeting the needs of beneficiaries was the guiding factor in determining Canada's overall funding package. NGOs participating in the Matching Fund Program were required to demonstrate beneficiary participation in project design and had to provide a targeted needs assessment. Thus, while the Matching Fund Program matched the private fundraising of Canadian NGOs, participation in the Program necessitated demonstrated beneficiary input.

Provide criteria for forms of funding that favour beneficiary participation.

Funding for humanitarian assistance is managed by CIDA's Humanitarian Assistance, Peace and Security Division and must comply with the division's humanitarian assistance guidelines. With regards to participation, the guidelines specify that:

Consultation and participation - IHA programming seeks to significantly involve targeted, affected populations in decision-making relating to needs assessment, program design and implementation. Special measures may be required to gain the views and perspectives of minority groups, and of women and youth given that they are often excluded from community decision-making forums. The IHA program seeks to support project activities that are based on a full awareness of local socio-economic realities and indigenous coping strategies and mechanisms.

5. Disaster preparedness and mitigation

What efforts if any have been undertaken in disaster risk reduction, mitigation, preparedness? Including efforts engaged prior to the disaster and Tsunami funding committed for this purpose: amount and percentage. Does the donor have a specific budget line for this purpose?

Disaster Preparedness and Capacity Building are specific line items in CIDA's International Humanitarian Assistance Unit budget. The annual budget for these items is approximately \$4.8 million.

6. Linkages to recovery and development

What measures have been undertaken to provide humanitarian assistance in ways that are supportive of recovery and long-term development?

Humanitarian assistance is only one component of the Government of Canada's 5-year Tsunami response commitment. While humanitarian assistance activities are specifically intended to meet basic needs, they are part of a continuum of programming that also includes medium-term rehabilitation and longer-term reconstruction activities. For example, CIDA provided funding for tents while focusing reconstruction efforts on permanent housing.

Funds allocated by the Government of Canada are flexible enough to be directed within this 5 year window to respond whenever needs are greatest through whatever strategy can best address them.

7. UN Coordination and ICRC/IFRC mandate

To what extent and how has the donor supported OCHA's and other key humanitarian UN agency coordinating and ICRC/IFRC specific roles in the Tsunami disaster?

Within the first week of the crisis, the Canadian government participated in the US-initiated Tsunami Core Group and specifically worked to ensure that the Core Group operated in support of broader UN coordination and action.

In the weeks and months that have followed the Tsunami, Canada has continued to support in-country UN and IASC coordination efforts, including through Canada's standing presence in Aceh (Canada House).

CIDA strongly encourages implementing partners to actively participate in coordination fora. Evidence of such coordination is required in project proposals.

How has the flow of funds been coordinated internationally and nationally?

Internationally, CIDA field representatives have been active participants in donor coordination groups (serving as a regular chair of the one in Sri Lanka) and in sectoral coordination bodies. Similarly, CIDA partners are required to demonstrate how they are coordinating with local authorities and sectoral bodies and local coordination efforts in order to receive funding. Finally, CIDA has provided support to OCHA and other sectoral leads, allowing them to carry out field-level coordination, as well as providing support to BRR/BAPEL and other in-country locally-owned coordination mechanisms.

Within CIDA, the Government of Canada established a Tsunami Secretariat to function as consistent contact point for all Tsunami-related activities and to ensure overall coordination within CIDA and between CIDA and its partners.

Nationally, CIDA regularly convenes meetings with its NGO partners in order to maximise coordination and share lessons learned.

Provide the level of funding provided for UN coordination and ICRC/IFRC mandate. Describe what measures if any are undertaken by the donor to promote that organizations and other actors funded respect UN and RC roles.

As a part of its overall commitment to the key role played by multilateral organizations, CIDA provides support to annual core funding to the UN organizations listed in the table below. In addition to this, the Canadian government provided significant support to the primary humanitarian coordinating bodies for the Tsunami disaster. CIDA contributed \$806,320 to OCHA, provided the IFRC with \$3,628,440 directly and an additional \$10,643,424 through the Canadian Red Cross, and provided \$1,209,480 to the UN Joint Logistics Centre through the WFP. Other UN bodies also received funding, significant insofar as they may have acted as sectoral coordination leads.

Table 5. Canadian Government Annual Contribution to Core Funding to UN Organizations (USD)

WFP*	16,126,400
UNHCR	11,288,480
OCHA	806,320
ICRC	4,837,920
OHCHR	1,612,640
FAO	5,531,355
UNFPA	13,183,332
GFATM	56,442,400
WHO	8,708,256
UNDP	45,557,080
UNICEF	10,885,320

*Does not include humanitarian which is funded on responsive basis through EMOPs and PRROs

Note: funds may vary from year to year

CIDA funding to IFRC is earmarked

Similarly, CIDA provided support to these organizations in their lead coordination role by emphasizing the importance of these roles to NGO partners. Implementing partners are strongly encouraged to participate in the relevant coordination fora.

8. Effect on other crises

How and with what resources has the response to the Tsunami been funded? Have funds that were intended for other crises been diverted? Has the generous response to the Tsunami affected funding of other emergencies in 2005?

The \$308,820,560 for CIDA's response to the Tsunami represents additional funds transferred from the fiscal framework, and therefore an increase in the overall budget. Funds for other crises have not been diverted and Tsunami funding has not directly impacted the funding of any other emergencies.

9. Predictability and flexibility

Has the donor engaged efforts to ensure predictability and flexibility in funding to support key humanitarian organization?

Which agencies have been funded? Are they regarded as *key* and what has been the selection criteria? See chart on pages 3 and 4.

CIDA funded partners with whom it had prior experience. All of CIDA's partners were considered effective humanitarian actors with the specific competencies to meet the needs on the ground. CIDA worked only with organizations that had been based in the affected countries for at least three years. This ensured that the organizations had good knowledge of the country and connections with local communities. In addition, to qualify for the matching funds program, organizations were required to demonstrate in-house skills in at least one of the priority sectors needed to respond to the Asian Disaster. Lastly, organizations were required to meet minimum standards in Disaster Response (Sphere) and adhere to the Code of Conduct for the International Red Cross and Red Crescent Movement in Disaster Relief.

How flexible and predictable have funding mechanisms proved? ⇒Definition of key (agency competence), flexibility and predictability. Could key organizations rely on donor for funding?

The Canadian government actively seeks to provide flexible and predictable funding to key organizations through the creation of multi-year core funding agreements. While this issue is high on CIDA's policy agenda, the process of operationalizing this goal is still underway.

10. Appeals and Action Plan

Has the donor contributed responsibly, and on the basis of burden-sharing, to United Nations Consolidated Inter-Agency Appeals and to International Red Cross and Red Crescent Movement appeals, and actively supported the formulation of Common Humanitarian Action Plans?

The Government of Canada has been an active participant and supporter of the CAP, CHAP, and IFRC/ICRC appeals. CIDA participates in the annual Montreux retreat and expects NGO proposals to be in line with CHAPs.

What do we consider to be a responsible contribution to appeals? (% of coverage of appeals in this emergency). Does the percentage of coverage of the appeal differ from that of other emergencies?

While the FTS lists Canada's humanitarian pledge at 1.8% of the total, when private donations are removed and only institutional donors are calculated, Canada's contribution is the fifth largest and represents approximately 5.7% of the total.

CIDA does not have a traditional contribution level to appeals so comparisons with other emergencies do not show a trend.

11. Response capacity

Has the donor supported mechanisms for contingency planning by humanitarian organizations, including, as appropriate, allocation of funding, to strengthen capacities for response? List contingency planning mechanisms and types of funding that strengthen response capacity (i.e. training, professionalisation of staff, disaster preparedness, emergency stocks, contingency funds, disaster response teams). (Target: specific budget line allocating 5-10% of annual funding for preparedness activities of the organizations).

In addition to regular annual core funding to the primary multilateral humanitarian agencies, CIDA provides support to the IFRC's Disaster Management and Coordination appeals, to their Capacity Building Fund, and to the CRCS/IFRC Disaster Response Fund. Additionally, CIDA

funds the WFP's IRA and is now providing support to UNJLC and WHO HAC's Performance Enhancement Program. CIDA maintains a stockpile of emergency relief supplies.

Through CIDA, the Canadian Government also funds disaster management projects with IFRC and PAHO, provides support to ISDR and BCPR, and provides multi-year support to UNDAC.

CIDA also provides support to the Sphere Project through training provided to CIDA staff and funding provided to external organizations so that their staff may undertake training on Sphere standards. Finally, through funding specific initiatives, such as UNHCR and UNOCHA, and participation on relevant boards and committees, CIDA takes a leadership role in ensuring that humanitarian organizations program in ways supportive of gender equality. For example, CIDA provides funds to ensure that organizations are able to hire gender specialists.

In addition to the programming and support described above, within CIDA, staff in the Humanitarian Assistance Unit receive training in Sphere and other relevant humanitarian issues. Staff often join the unit with previous professional humanitarian experience gained in the field. It is common for staff from the Unit to undergo UNDAC training and to be on UNDAC rosters.

CIDA has a project with the Canadian Red Cross to maintain an Emergency Operations Supply Centre which is on standby for the deployment of emergency relief stocks to affected countries. When significant amount of relief stocks are deployed, CIDA sends an official from the Humanitarian Assistance Unit to ensure their delivery and appropriateness.

The Government of Canada has created a crisis pool which can be accessed for future large scale crises funding.

12. Civilian humanitarian action

What efforts have been engaged in affirming primary position of civilian organizations in the implementation of humanitarian action?

The vast majority of Canada's humanitarian assistance for the Tsunami response was directed through civilian organizations. Where military assets were deployed, the Government of Canada ensured the primary position of civilian organizations through the TORs of the military assets and by seconding a civilian humanitarian professional to the military operation

The Government of Canada has also developed guidelines on “Civil-Military Cooperation and Humanitarian Action” that aim to clarify the appropriate roles of the Canadian Forces in humanitarian action. These guidelines are consistent with the Oslo Guidelines and with the MCDU guidelines for complex emergencies.

If military assets were provided, did the donor ensure that civilian organizations had an overarching role over the military in the humanitarian response? And if so, list measures that were undertaken.

The decision to deploy DND’s DART was taken jointly by three different governmental departments: CIDA, Foreign Affairs, and the Department of National Defence before being approved by Cabinet. The decision was based on a specific request for assistance from the Government of Sri Lanka and recommendations of a multi-disciplinary, cross-departmental reconnaissance mission to the area. The DART ensured that it developed an appropriate hand - strategy of its activities to civilian agencies at the end of its 39-day deployment.

The DART’s terms of reference include a mandate to liaise with local civilian actors to ensure a coordinated and coherent approach. The DART mandate explicitly outlines that it is an interim mechanism meant to support affected governments until such time as they—and international and non-governmental agencies—are able to take over and reinstate services. Finally, a civilian humanitarian expert from CIDA is attached to the DART to further ensure adequate coordination and effective humanitarian action .

13. Evaluation

Has the donor supported the evaluation of the Tsunami response?

Yes. the Government of Canada has been involved with the TEC since its inception through regular participation in TEC meetings and with financial support.

Is the donor supporting the TEC with funds?

Yes. A grant of \$30 000 has been provided to the TEC through the WHO for the needs assessment thematic evaluation.

Is the donor carrying out its own evaluation processes?

To date, FAC has led two government-wide lessons-learned exercises on Canada's response. The Office of the Auditor General has conducted a preliminary audit of CIDA's Matching Funds Program. CIDA's internal evaluation unit is planning to conduct a detailed evaluation of reconstruction projects in 2007 and 2008.

Did the donor cooperate with the evaluation (agree to the interview, provide necessary data and information)? Is the donor interested in the results of the TEC?

The Government of Canada was extremely cooperative with the TEC evaluation. CIDA dedicated a staff member specifically to respond to the Donor Study. CIDA took the lead in collecting data both internally and from other governmental departments.

The Canadian Government is interested in the results of the evaluation, and through CIDA, is actively supporting the TEC both through active participation and funding.

Will the donor participate in its dissemination and in the implementation of evaluation results?

CIDA and other relevant Government of Canada departments will participate in the dissemination of TEC findings to stakeholders and will take all recommendations under serious consideration.

14. Financial transparency and accountability

What efforts have been engaged to ensure accuracy, timeliness and transparency in donor reporting on official humanitarian Tsunami response spending? How has the donor reported its contributions?

CIDA has attempted to ensure that its reporting through the FTS is as accurate as possible, however this has been a challenge. As with other donors, the Government of Canada's humanitarian response evolved over the two weeks following the Tsunami. Thus information provided to the FTS needed constant revision until more concrete figures were finalized and available. The Government of Canada's multi-year pledge and the ability of NGO partners to use their eligible funding for either relief activities or longer-term reconstruction has meant that it has been difficult to obtain a specific amount for Canada's humanitarian pledge. Funds have been—and will continue to be—disbursed to NGO partners on a responsive basis, making detailed tracking and categorising difficult. Nonetheless, the Canadian government has worked

with OCHA and the FTS team to try to ensure that commitment and disbursement information has been as timely and transparent as possible.

CIDA has also attempted to communicate announcements of specific project approvals and disbursements to the public through press releases in an ongoing effort to engage Canadians in the Tsunami response.

Finally, the Cabinet has required CIDA to raise levels of transparency and accountability in part, through regular reporting to a special Cabinet Committee.

IV. Decision making criteria

Have past experiences had an influence on decision-making processes and if so what are the principles and criteria?

The main lessons learned by the Government of Canada from past disasters relate to the need for better internal coordination. As a result, new standard operating procedures for coordinating the Government of Canada's response to international natural disasters were developed over the last five years. These have contributed to a much more timely, predictable and coordinated approach in Canada's Tsunami response.

Have these criteria been developed in collaboration with others or are they part of a top down approach?

FAC, CIDA and DND jointly developed decision-making criteria. Criteria are regularly updated and disseminated to reflect lessons identified from different crises.

Did agency competence (organizational capacity, experience, ability to raise funds, quality of proposal) or needs assessments play a role in decision making?

Immediate assistance was based largely on the Flash Appeal and provided in grants to allow recipient organizations maximum flexibility to effectively meet needs. Individual proposals had to be needs-based and targeted to particular sectors and affected communities.

Organizational capacity and experience were requirements for NGOs through the Matching Funds Program. Once deemed eligible, NGOs could receive matching grants which corresponded to their level of privately raised funds during a specified time period. No proposal was approved until CIDA was satisfied with its quality. For eligibility criteria see p. 15.

Multilateral organizations that received Tsunami funding are experienced humanitarian actors.

V. Response strategy

Provide an overview and appraisal of standing donor state disaster response for the Tsunami.

The Government of Canada's response to the Tsunami was similar to many other countries in that initially it trailed behind generous donations made by private citizens. The use of experienced, reputable in-country NGOs as the primary implementers ensured that the response was strongly needs-based.

The use of the DART remains somewhat controversial, with public concerns about the slow deployment and high cost. One factor that created a delay was that the DART has limited capacity to transport itself by air and for longer distances must rely on chartered planes.⁹ If use of the DART as a part of Canada's response to disasters is to increase, cost and logistical issues will have to be addressed.

Canada's overall response was slightly delayed but once underway, was effective.

Was there a specific strategy being implemented and if so what are the main features of this strategy?

The main objective of Canada's Tsunami response was to provide substantial assistance over a 5-year period that could address needs in the relief, rehabilitation, and reconstruction phases. The overall strategy is that this assistance be demand-driven and needs-based. Reflecting needs on the ground, the majority of the funding will be targeted at Indonesia and Sri Lanka, with India and other affected-countries receiving smaller proportions of assistance.

⁹ www.cbc.ca

To what extent did the donor take into account the conflict situations in Indonesia and Sri Lanka and carry out conflict mapping and analysis?

Protection issues, especially child protection, and access issues in Sri Lanka and Indonesia were important considerations for CIDA's strategy, especially in the early days of the response.

While the conflict situations were of prominent concern, CIDA did not carry out conflict mapping and analysis because it did not carry out any direct implementation activities. Information regarding the conflicts gathered from CIDA's experienced bilateral programs, from missions abroad, and from FAC political desks were shared with NGO partners so that they could carry out relevant conflict analysis for their programme proposals and implementation. Many of the NGOs receiving CIDA support for Tsunami response have extensive experience working in these countries and in other conflict zones. Current programming in Indonesia, for example, is increasingly tailored to be supportive of the peace process and address the needs of de-militarized GAM combatants within Tsunami programming.

Was a risk analysis or ex-ante evaluation undertaken prior to specific intervention and if not how was a risk assessed?

Risk assessments and mitigation strategies represent a key component of project proposals from NGO implementing partners to CIDA's Humanitarian Assistance Unit. The burden for carrying out the analysis, however, rests with CIDA's implementing partners. Nonetheless, CIDA does play an information coordination role with its partners with regards to potential risks, sharing information obtained from a variety of sources.

Have funding strategies been adapted over time to the needs of the affected countries, and if so what are the external influences that caused these changes.

CIDA has shifted more funding into reconstruction activities than originally intended. This is due primarily due to the over subscription of the relief phase and potential under-subscription of long-term reconstruction activities.

Has the donor state engaged in efforts to facilitate donor agreement on common operational objectives?

Internationally, CIDA field representatives have been active participants in donor coordination groups (serving as a regular chair of the one in Sri Lanka) and in sectoral coordination bodies.

Similarly, CIDA's Minister and other officials from the Government of Canada have played prominent roles in high-level donor meetings about the Tsunami. Both of these approaches have helped facilitate donor agreement.

VI. Human Resources

To what extent were responsibilities assigned and how were personnel needs addressed? Were additional means provided? Were responsibilities to manage these funds delegated adequately? Did donors provide support to staff in order to administer, distribute and allocate funds in an effective manner?

One of the lessons learned from the Tsunami response is that CIDA and the Government of Canada need to institutionalise surge capacity mechanisms to adequately address staffing and personnel issues for response to rapid-onset emergencies. This has led to changes in structure at FAC and to corporate planning strategy with CIDA's Humanitarian Assistance, Peace and Security division.

Responsibility for Tsunami program design and management was assigned to CIDA and FAC officials familiar with humanitarian and disaster response. Staffing was initially stretched, but this was addressed by drawing in staff from other divisions and branches. This temporary measure resulted in sufficient human resources to meet CIDA's immediate needs. CIDA was thus able to manage both immediate assistance and longer term programming; relationships with partner organizations and other government departments and; communicate activities and results to the Canadian public.

FAC and CIDA staff were sent to the missions of affected countries to provide additional professional assistance in responding to demands. An inter-agency Tsunami Secretariat was established in CIDA to provide the Canadian public and partner organizations a single point of contact and to ensure overall coordination of the Canadian government's Tsunami response.

The Government of Canada also created a Tsunami Task Force—comprised of senior government officials—which met regularly in the weeks and months following the Tsunami. In addition, the Tsunami Assistance Coordinating Committee was created. This body—composed of working level officials—continues to meet weekly to provide ongoing support and guidance to the Tsunami Secretariat.

Was staff withdrawn from other operations and crises to address Tsunami operation needs?

In the immediate aftermath of the Tsunami, staff were temporarily re-assigned from other operations to Tsunami-related duties. In some instances, programming for other ongoing active crises delayed by one or two months, but ultimately proceeded as planned prior to the end of the fiscal year.

What efforts, if any, were engaged to ensure professional humanitarian staff at donor and implementing actor level?

CIDA staff with professional humanitarian experience were assigned to Tsunami-related duties. As there were more volunteers than operational needs required, professional experience in humanitarian policy or the management of humanitarian operations was the primary criteria for selection.

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