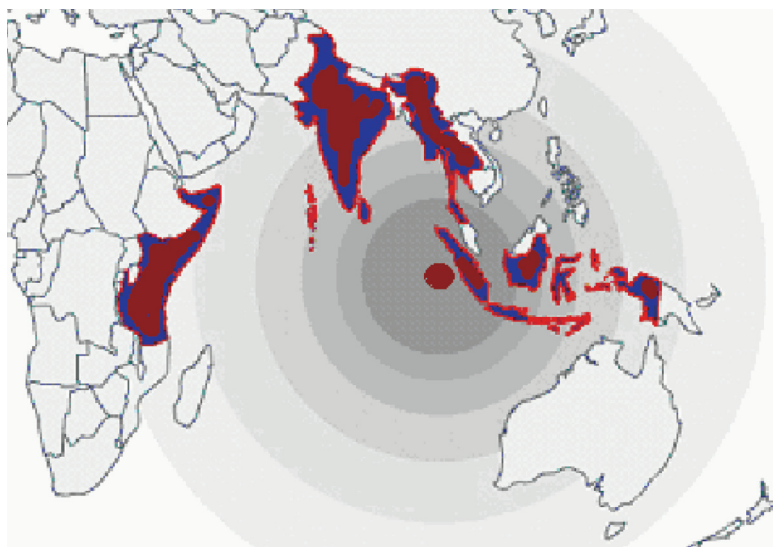


Tsunami Evaluation Coalition (TEC)

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



Government Funding

Denmark

Rie Andersen
Marina Buch Kristensen

June 2006

TABLE OF CONTENTS

ABBREVIATIONS AND ACRONYMS	I
DEFINITIONS	II
INTRODUCTION	1
METHODOLOGY	2
DESCRIPTION OF THE RESPONSE	3
OVERALL PLEDGES, ALLOCATIONS AND DISBURSEMENTS	5
GOOD HUMANITARIAN DONORSHIP	11
DECISION MAKING CRITERIA.....	15
RESPONSE STRATEGY.....	16
KEY MESSAGES	18
APPENDIX	19
<i>Terms of Reference</i>	19
<i>References</i>	21
<i>Tables in original currency</i>	22

Abbreviations and Acronyms

CAP	Consolidated Appeal Process
DAC	Development Assistance Cooperation
DADECO	Danish Development Cooperation Office
DARA	Development Assistance Research Associates
DEMA	Danish Emergency Management Agency
ICRC	International Committee of Red Cross
IHB	International Humanitarian Partnership
IFRC	International Federation of Red Cross
INGO	International Non Governmental Organization
LRRD	Linking Relief, Rehabilitation and Development
MFA	Ministry of Foreign Affairs
MDTF	Multi Donor Trust Fund
NGO	Non Governmental organization
OCHA	Office of Coordination of Humanitarian Assistance
ODA	Overseas Development Assistance
TEC	Tsunami Evaluation Coalition
TOR	Terms of Reference
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WFP	World Food Program
WHO	World Health Organization

Definitions¹

Pledge:

Pledges are made by donors in response to disasters usually in the form of statements. It is not reported through any international mechanism or validated system. They are a series of individual statements from countries. Pledges can among other be made as a statement in a donor conference, to Parliament or at the press conference.

Commitment:

The key feature of a commitment² is that it is (to some extent) binding. Donors use different terms and the status of a commitment may range from money which has been set aside with the intention that it should be spent on X to a legally binding contract to transfer a fixed amount to the recipient on a specified date. It is always a defined amount of money.

Disbursement:

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

Goods in kind:

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

Tied aid:

Tied aid is aid that must be spent on good and services either from the donor country or from a specified group of countries. Aid is tied if it specified in a contract or agreement between the donor and the recipient that a specific company from the donor country has to be used. Gifts in Kind are always tied.

New money:

New money is funds that are added to an existing budget line. It is not new money if it has been reallocated from other budget lines. It can be new money to the humanitarian budget or new money to the development budget as a whole.

Humanitarian assistance:

There is no common definition of what constitutes humanitarian assistance- the growing area of action which aims to respond to and prevent emergencies. For the purpose of this evaluation the term covers what is defined as humanitarian

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

² MFA, Sus Ulbæk: All reconstruction assistance are commitments. Not possible to distinguish between pledge and commitment

assistance by donors and NGOs in the respective countries. In Denmark “nødhjælp”, in the Netherlands “noodhulp” and the Ireland emergency aid. The terms humanitarian assistance, relief and emergency are used interchangeable.

Introduction

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

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

1. Document the amount and pattern of pledges made by the Government of Denmark in the months following the tsunami. Analyse these pledges commenting on evidence that they represent new funding, or reallocated funding. Seek to comment on the relationship between appeals for assistance from agencies and states on the one hand and the nature of pledges on the other.
2. Document for each actual financial commitment made and comment on how these relate to their pledges. Where possible, show to which countries and to which agencies, commitments have been made. Comment on where these commitments correspond to agency and affected-state identified programming.
3. Commitment mechanisms – identify mechanisms used by donors to disburse funds (i.e. traditional methods versus new methods).
4. Of these commitments, what has actually been spent? How well has spending in these first months been prioritised and disbursed in a way that demonstrates impartiality?
5. Analysis of flow of goods in kind from each major donor state paying particular attention to military assets and pharmaceuticals. Have unsolicited goods been donated? Has military assistance been charged at cost?

The data being subject to evaluation consists of descriptive and financial data on pledges, commitments and disbursements, actions, the projects and the policies, as gathered by the evaluation team in October 2005.

The draft report is presented in a structure common to all the sub-studies commissioned as part of the funding evaluation. This format was agreed to at the TEC Funding Study Coordination meeting, on 8 September 2005 in Geneva. It has been prepared by Development Assistance Research Associates (DARA), the agency responsible for synthesizing the findings of the multiple Government studies in preparation for the overall funding study synthesis. Consequently the report at hand does not constitute a traditional stand-alone evaluation report, but is written in a format which facilitates the purpose of synthesizing and cross-country comparison.

Besides a general description of the donor country's response, the DARA format includes a focus on: Overall Allocation and Disbursement; adherence to Good Humanitarian Donorship principles; Decision Making Criteria; Response Strategy and Human Resources. While adhering as strict as possible to the reporting format, the evaluation team has strived to avoid unnecessary repetitions in the report caused by the overlapping nature of these themes.

Methodology

The evaluation team ensured triangulation of findings by applying a variety of data collection methods comprising desk research and analysis of existing material; interviews with key informants in the Danish Ministry of Foreign Affairs; as well as interviews and quantitative data collection in the form of a questionnaire sent to organizations and institutions receiving government funding.

In the desk phase the team carried out initial research, and developed a list of background documents, a questionnaire based on the TOR as well as a spreadsheet for the data collection. Data supplied by the donor was supplemented with data found on a number of web sites including the MFA website – such as: policy documents; previous evaluations; press releases; and discussions in parliament. Furthermore, the team approached the recipients of government funding, in order to gather further information and documentation.

The desk research was followed up by interviews with two types of informants:

- Interviews in person, by phone or e-mail, with officials in the donor administration, so as to be able to answer questions about pledges, donor policy, action and reaction with respect to the donor.
- Interviews in person, by phone and e-mail, with selected grant recipients in order to confirm the grants, obtain more financial data and to be able to answer questions specifically related to donor processes including criteria for cooperation.

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

Limitations and particularities.

Understanding *how* the Danish Government has acted in relation to the Tsunami response is facilitated by an evaluation of the Danish management of the Tsunami from 24 May 2005. The evaluation focuses primarily on how the Danish MFA has handled support to Danish citizens in the affected areas. It does however also give an exact account of how the events unfolded internally in the Ministry.

Understanding *why* the Danish Government decided to pledge and allocate its funding exactly as it did has been more difficult. Humanitarian aid especially in relation to natural catastrophes is an activity characterized by the need for swift action. There is seldom enough time for appraisals and precise needs assessments. In the files of the humanitarian section of the Danish MFA there is a significant lack of written accounts and assessments. The authors of this evaluation therefore had to base their account of the “why question” in relation to humanitarian assistance entirely on interviews with senior staff in the relevant ministries. With regard to reconstruction funds the evaluation team was able to rely on more written documentation as the normal procedures have been applied including both written projects proposals and appraisals.

Description of the Response

Background

The Danish government pledged an unprecedented amount of DKK 420 million to the Tsunami response in Asia³. The Tsunami catastrophe and the response were in many ways unique, and part of the aim of this evaluation is to seek to determine *how* the Danish government acted and reacted with its funding, and *why*.

Less than a week after the catastrophe struck on 26th of December 2004 DKK 300 million had been pledged DKK 200 million in humanitarian aid and DKK 100 million for reconstruction purposes respectively. On the 3rd of January a further DKK 120 million was pledged in environmental assistance. While an amount of DKK 38 million in new money was committed to the humanitarian budget in October 2005, the rest of the funding has been found through reallocation – of existing and planned - budget lines.

Within the first week two extraordinary governmental meetings were held concerning the Tsunami response and The Danish Prime Minister and the rest of the Government were involved to an extent not seen earlier in relation to delivery of Danish humanitarian aid. It was a political decision based on broad agreement in the Danish Parliament to pledge such a large amount.

The Tsunami also attracted unusually large attention in the media and in the public who donated DKK 326 million in private and corporate collection.

Actors and Funding Mechanisms

The DKK 200 million pledged from the Humanitarian budget were committed to 25 projects to 20 different agencies.

Of the humanitarian budget 38% was granted to 5 different UN agencies, 17% was granted through 6 different Danish NGOs, 15% to Danish Red Cross (ICRC/IFRC), 3% to local NGOs through the embassies in Indonesia, Sri Lanka and India⁴ and finally 27% were granted through the Ministry of Defence and its Emergency Management Agency⁵. In total 44% of the humanitarian budget was granted through the CAP⁶.

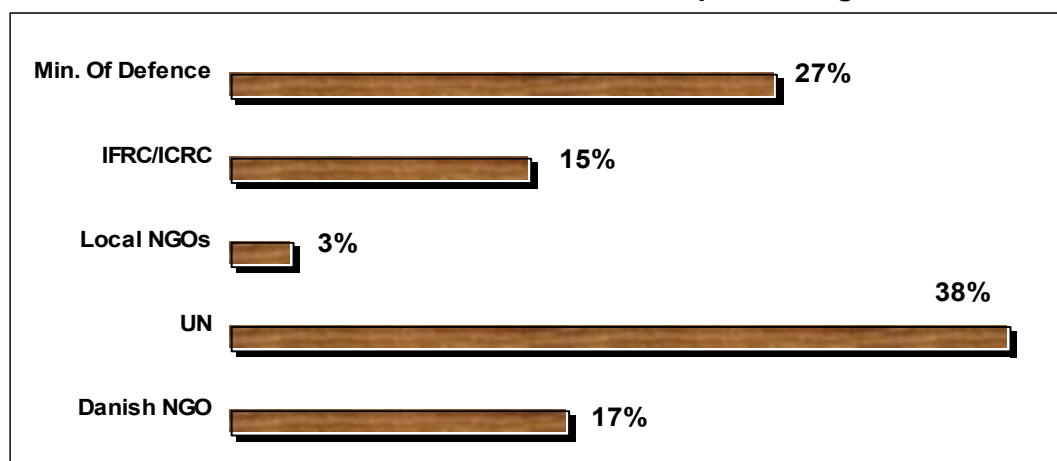
3 The amount was 3 times the amount allocated to Darfur in 2005; the catastrophe that received the most emergency funding in 2004. The humanitarian pledge of DKK 200 million equals the total amount donated to emergencies in Africa (excluding Darfur) in 2004.

4 In Sri Lanka it went through the Danish Development Cooperation Office (Dadeco) in Colombo[0] which had been given extraordinary competence for granting aid to local projects.

5 By comparison in 2004 of the Danish Humanitarian budget 53% was implemented by Danish NGOs, 44% by UN-agencies and only 2% by the Ministry of Defence and its Emergency Management Agency.

6 Contributions to UN-agencies and International Red Cross. In addition the Government got direct requests from WHO to send a mobile hospital to the Aceh province and an OCHA request for air transport.

Distribution of the Humanitarian Assistance on implementing actor



The first 100 million DKK from the humanitarian budget was primarily allocated to large established institutions such as the Danish Red Cross, DanChurchAid and the Danish Refugee Council. Funds were consequently allocated to organizations with prior presence and local partners or networks in either Sri Lanka or Indonesia.

The second 100 million DKK from the humanitarian budget was allocated to smaller NGOs and to UN agencies (among others responding to a direct request by UN-agencies for air transport and provision of a Danish mobile hospital).

Of the total DKK 220 million pledged as reconstruction aid, DKK 210 million has been committed so far. Ten commitments have been made, including DKK 110 million to a Multi Donor Trust Fund in Indonesia, DKK 30 million to the Government of Indonesia, DKK 50 million to the Government in Sri Lanka and DKK 20 million to the Government in Thailand. DKK 90 million is awaiting parliamentary approval. An additional DKK 60-65 million are expected to be disbursed this year.

The Tsunami Strategy

Danish humanitarian assistance is guided by “*Strategic Priorities in Danish Humanitarian Assistance*”⁷ and “*General Principles for Aid to Danish NGOs’ humanitarian response*”. In its Humanitarian response to the Tsunami the Danish Government has acted in accordance with these stated principles.

The total amount pledged was decided by comparing with pledges by like-minded donors. It was perceived as important that Denmark matched the amount pledged by like-minded donors. Like-wise it was perceived as important to act to the public response of swift and generous Danish response⁸.

Moreover the MFA had already received heavy criticism for its handling of support to Danish citizens in the affected areas and their relatives in Denmark (see evaluation of the Danish management of the Tsunami from 24 May 2005) The Ministry was therefore interested in proving that they as one senior staff put it: “could at least get the humanitarian part right”.

⁷ Danish MFA, February 2002

⁸ Interview with Jan Top Christensen, Head of Humanitarian Department, MFA

With regard to humanitarian aid it was decided to primarily intervene in Indonesia and Sri Lanka, as they were most severely affected and had the comparatively weakest disaster management capabilities⁹. It was decided not to commit funds to India as the Indian Government had not appealed for outside assistance. Thailand was not granted humanitarian funding as the country was regarded as affluent and capable of managing the disaster. Finally it was decided not to donate funds to the Maldives as the Danish MFA did not have any implementing partners in the country. The lion's share of the humanitarian funding has consequently been earmarked to either Sri Lanka or Indonesia. Regional funding was allocated to UN-agencies such as WFP, OCHA and UNICEF and small amounts were granted through the Danish Embassy in India to local NGOs.

It is a stated objective in the *“Strategic priorities in Danish Humanitarian Assistance”*¹⁰ and common practice that Danish relief organizations are chosen as partners on the basis of their mandate, general competence and local knowledge (inter alia local partners). In its Tsunami response the MFA has placed greatest emphasis on local presence or strong local partners in the affected areas.

It is likewise a stated objective that in situations of natural disasters Denmark will focus on interventions during the first and most acute phase. Only in special cases can humanitarian assistance encompass actual physical reconstruction and only to countries that have a special connection with Denmark.¹¹

The Danish Government decided to allocate reconstruction aid to Sri Lanka and Indonesia and to reallocate or bring forward environmental assistance to Thailand and Indonesia where Denmark already was engaged in environmental programs. The reconstruction aid was allocated to Sri Lanka and Indonesia as they were the most affected countries and as Denmark already had programs in the two countries¹².

Overall Pledges, Allocations and Disbursements

	Commitment \$	Disbursement \$	Hum	Rec	In Kind	Tied
India	102.171	101.537	100%	0%	0%	0%
Indonesia	36.857.459	19.310.343	59%	24%	10%	8%
Regional	10.727.969	9.771.132	100%	0%	13%	0%
Sri Lanka	19.608.344	9.951.950	58%	42%	10%	3%
Thailand	3.259.259	1.004.765	0%	100%	0%	0%
	70.555.203	40.139.727				

Nine days after the catastrophe struck a total of DKK 420 million had been pledged. DKK 300 million was pledged on the 31 December 2004 by the Prime Minister after an extraordinary government meeting. The remaining DKK 120 million was likewise pledged on the 3 January 2005 after an extraordinary government meeting. The full pledge of DKK 420 million was announced at the donor conference on the 6 January 2005.

⁹ Note to the Danish Minister of Development, 2 January 2005

¹⁰ Danish MFA, February 2002

¹¹ Danish MFA, February 2002

¹² In Sri Lanka DKK 156 million has been allocated in support for the peace process and in Indonesia programs were already initiated in the area of human rights and fight against terrorism. Moreover Indonesia had been appointed focus country for environmental assistance.

The first DKK 10 million of the humanitarian assistance was pledged and allocated by the Minister of Development already on the 27th of December 2004 to Danish NGOs and the Danish Emergency Management Agency and by 2nd of January the first DKK 100 million had been pledged and allocated to Danish NGOs, UNICEF, WFP, DEMA as well as small grants to local NGOs in India and Indonesia. By 10th of January the remaining DKK 100 million in Humanitarian aid had been allocated to UNHCR, OCHA, WHO, the Ministry of Defence and Danish NGOs.

The DKK 100 million in reconstruction aid to Sri Lanka and Indonesia was pledged 31 December 2004. However, the first commitment of funds was made on the 21st of January 2005 allocation to Indonesia (in support of the Multi Donor Trust Fund) followed by the 31st of March and 11th of April commitments to Water and Sanitation Services in Sri Lanka. In the case of Sri Lanka the actual commitment was postponed by efforts by several donors to set up a multi donor trust fund similar to the one in Indonesia. At present it is unlikely that the fund will be established at all.

The 120 million DKK in reconstruction aid for environmental purpose was pledged on the 3rd of January 2005. DKK 19 million has so far been committed to Thailand. The first DKK 17 million was committed on the 9th of February and the last DKK 2 million DKK on the 11th of April 2005. On the 25th of October commitments to MDTF and Government of Indonesia were made.

The 19 million to Thailand was reallocated from a program in preparation to rehabilitation of Tsunami affected areas in agreement with the Thai authorities. DKK 100 million has been pledged to Indonesia but has not yet been committed. Indonesia was appointed new focus country for environmental assistance in the Environmental Strategy from 2004. It was decided to advance the first program of DKK 100 million for Indonesia to 2005 and focus this on environmental rehabilitation of the Tsunami affected areas. In order to allow for this advancement it was agreed with the Malaysian Government that the expected out phasing of the environmental assistance to this country should be brought forward.

DKK 4.6 million has been allocated to NGOs to Tsunami related activities outside the pledge.

Breakdown by Implementing Actor for all funding

Implementation foreseen	ACTOR	Commitment \$	COUNTRY	Sector	Cash \$	In Kind \$	Tied \$
Government	Danida-ChumchonThai Foundation	1.233.376	Thailand	Environment	1.233.376	-	
Government	Danida-ChumchonThai Foundation	340.570	Thailand	Environment	340.570	-	
Government	Danida & Sri Lanka National Water Supply & Drainage Board	7.730.949	Sri Lanka	water & sanitation	7.390.379	-	340.570
Government	Danida & Sri Lanka National Water Supply & Drainage Board	783.312	Sri Lanka	water & sanitation	749.255	-	34.057
Government	Danida-Wastewater Management Authority	1.685.313	Thailand	Environment	1.685.313	-	-
Government	MDTF + Government	15.325.670	Indonesian	Environment	14.303.959	-	1.021.711
MTDF	Danida	8.514.261	Indonesia	Multi-sector	8.514.261		

						-	-
NGO	Aceh Recovery Forum	416.421	Indonesia	Multi-sector	416.421	-	
Local NGOs	Embassy Jakarta	51.086	Indonesia	Coordination	51.086	-	
Local NGOs	Embassy Jakarta	51.086	Indonesia	Shelter and non-food	51.086	-	
Local NGOs	Embassy New Delhi	51.086	India	Multi-sector	51.086	-	
Local NGOs	Embassy New Delhi	51.086	India	Multi-sector	51.086	-	
Local NGOs	Management unit Colombo	851.426	Sri Lanka	Multi-sector	851.426	-	
Min. Of Defence	Danish Emergency Management Agency (DEMA	459.770	Indonesia	water & sanitation	95.370	344.828	19.573
Min. Of Defence	Danish Emergency Management Agency (DEMA	5.108.557	Indonesia	Health	-	3.320.562	1.787.995
Min. Of Defence	Danish Emergency Management Agency (DEMA	2.383.993	Sri Lanka	Water & sanitation	-	1.883.355	500.639
Min. Of Defence	Ministry of Defence	1.362.282	regional	Coordination	-	1.362.282	-
Danish NGO	Danish Bilharziouse Laboratory	85.143	Indonesia	Health	-	-	85.143
Danish NGO	ADRA-Denmark	851.426	Indonesia	Shelter and non-food	851.426	-	
Danish NGO	ASF-Danish Peoples Aid	510.856	Sri Lanka	Shelter and non-food	510.856	-	
Danish NGO	Danchurchaid	1.362.282	Sri Lanka	Multi-sector	1.362.282	-	
Danish NGO	Danish Refugee Council	1.021.711	Sri Lanka	Multi-sector	1.021.711	-	
Danish NGO	Danish Refugee Council	681.141	Sri Lanka	Economic recovery	681.141	-	
Danish NGO	Danmission	34.057	Indonesia	Multi-sector	34.057	-	
Danish NGO	IAS International Aid Service	170.285	Sri Lanka	Multi-sector	170.285	-	
Danish NGO	IAS International Aid Service	68.114	Sri Lanka	Multi-sector	68.114	-	
Danish NGO	Save the Children	851.426	Sri Lanka	Shelter and non-food	851.426	-	
Danish NGO	Rotary	85.143	Sri Lanka	Food	85.143	-	
Danish NGO	DDG	42.571	Sri Lanka	Multi-sector	42.571	-	
DRC	Danish Red Cross	1.362.282	Sri Lanka	Multi-sector	1.362.282	-	
DRC	Danish Red Cross	2.043.423	Indonesia	Multi-sector	2.043.423	-	
DRC	ICRC- through Danish Red Cross	1.702.852	Indonesia	Multi-sector	1.702.852	-	
UN	OCHA	851.426	regional	Coordination	851.426	-	
UN	UNHCR	1.702.852	Sri Lanka	Multi-sector	1.702.852	-	
UN	UNICEF	4.257.131	regional	Multi-sector	4.257.131	-	
UN	WFP	4.257.131	regional	Food	4.257.131	-	
UN	WHO	2.213.708	Indonesia	Health	2.213.708	-	

New or reallocated money

In January 2005¹³ the Danish Prime Minister stressed in a debate in the Danish Parliament that new funding for the humanitarian budget would be provided and that new money would not be taken from the existing development budget.

In October 2005 the Humanitarian Section in the MFA requested additional funding of DKK 150 million. According to the Humanitarian Section, the Government responded by committing DKK 38 million in new funds and reallocating DKK 112 million from bilateral development budget lines to Nepal, Bolivia and Kenya.

Initially, the total 2005 humanitarian budget was DKK 494 million. A large proportion of the budget was committed to Danish NGOs in the beginning of year to ongoing catastrophes around the world¹⁴. The DKK 200 million for the Tsunami response was taken from the existing humanitarian budget which meant that the budget was almost entirely committed very early in 2005.

The DKK 100 million allocated to reconstruction aid to Indonesia and Sri Lanka came from bilateral budget lines previously allocated to Iraq, Palestine and Bolivia in 2004. According to the Ministry the development funds could not be spent as planned due to the conflict situation in the respective countries. If the money had not been allocated to the Tsunami response it would have been "lost" to the aid budget. Furthermore, it is stated that the respective countries will eventually receive the funds if the conflict situations improve.

In 2004, the level of humanitarian spending of the total development budget in Denmark was 8%. The same level was allocated in 2005. The actual level in 2005 will not be known before the end of the year.

Military assets, in-kind and tied contributions

Of the humanitarian budget 5% was allocated as direct military assets¹⁵. OCHA requested air transport and the Danish Emergency Management Agency (DEMA) (an agency under the Ministry of Defence) supplied a Hercules C-130 which was deployed under UN authority. The military assets were charged to the humanitarian budget at cost¹⁶. The cost of the air transport was reduced from DKK 1.6 million to DKK 0.9 million¹⁷ after negotiations between the Ministry of Defence and DEMA.

Of the humanitarian budget, 20% has been provided in-kind in the shape of air transport, a mobile hospital, a management and communication module, cars, water purification equipment, a lift, containers for drinking water, generators, blankets, body bags It has been provided through the Danish Ministry of Defence and DEMA. Of the humanitarian budget 7% committed so far has been tied in the shape of personnel from Denmark.

Of the reconstruction budget committed so far only 2% has been of the provided as tied aid in the shape of personnel from Denmark. None of the reconstruction aid committed has been in-kind.

13 Danish Parliament, 12th of January 2005

14 The Ministry was unfortunately not able to provide the amount allocated in the beginning of the year to on-going catastrophes.

15 Air transport (Hercules C-130), water purification equipment, generators, tents and blankets

16 The evaluation team was unfortunately not provided with a detailed budget showing how figures were calculated.

17 The cost per hour was reduced from 49.172 to 27.589 DKK (\$ 4.700)

In addition the private sector provided in-kind contributions. One example is a private Danish company that donated broad-spectrum antibiotics for the value of DKK 1 million to the mobile hospital¹⁸.

The role of the Flash Appeal and the FTS

The MFA has reporting its contributions to the Financial Tracking System. Of the humanitarian budget 44% was allocated on the basis of the Consolidated Flash Appeal to UN-agencies and International Red Cross.

Funds concentrated in a few key agencies

Of the humanitarian budget 40% has been allocated to 6 different Danish NGOs and 38% to UN agencies, and 27% to the Ministry of Defence and DEMA. The Danish humanitarian assistance have thus been distributed quite widely to both multilateral agencies as well as Danish and local NGOs. However, slightly more than a quarter of the Humanitarian budget has been allocated to the Ministry of Defence and its agency.

Most reconstruction aid has been granted to local government bodies for implementation. A very small amount has been granted to private Danish companies for installing water purification systems in Sri Lanka.

Implementation mechanisms utilized- new partnerships?

The main criterion used for selection of NGOs in relation to the implementation of the humanitarian funding has been their prior presence in the affected areas. While several projects from NGOs without an established presence were rejected, at least one NGO without a humanitarian mandate was funded with the argument that it was already present in the area¹⁹. In other instances application were turned down if the organization applying was perceived as being a development organization as opposed to a humanitarian relief organization.

All NGOs with one notable exception were established implementing partners of the MFA. One organization that had not previously worked with the MFA was granted a small amount²⁰.

In general applications from Danish NGOs for projects in India were turned down. However minor amounts have been granted by the Danish Embassy in India to small Indian relief organizations. Most of local NGOs which received funds through the Embassies in India, Sri Lanka and Indonesia are new implementing partners.

It is the aim of the Ministry of Foreign Affairs to either channel the reconstruction aid bilaterally through local Governments or through a Multi Donor Trust Fund.

Non-traditional areas and sectors

Of the total budget (humanitarian and reconstruction) 43% has been allocated to multi-sectoral response. A large share of the total funding has however been allocated to

¹⁸ Commercial price provided by Peter Kaas-Claesson, DEMA

¹⁹ Danish Refugee Council

²⁰ Rotary

areas where Denmark has a comparative advantage such as health (13%), water & sanitation (21%) and environment (6%)

Sector allocations and Geographic (Humanitarian and Reconstruction)²¹:

Sector	COUNTRY	Commitment \$	Disbursement \$
Coordination	Indonesia	51.086	51.084
	regional	2.213.708	1.256.871
Coordination Total		2.264.794	1.307.955
Economic recovery	Sri Lanka	681.141	-
Economic recovery Total		681.141	-
Environment	Indonesia	15.325.670	
	Thailand	3.259.259	1.004.765
Environment Total		18.584.930	1.004.765
Food	regional	4.257.131	4.257.131
	Sri Lanka	85.143	42.571
Food Total		4.342.273	4.299.702
Health	Indonesia	7.407.407	5.704.555
Health Total		7.407.407	5.704.555
Multi-sector	India	102.171	101.537
	Indonesia	12.711.014	12.294.593
	regional	4.257.131	4.257.131
	Sri Lanka	6.538.953	6.260.166
Multi-sector Total		23.609.269	22.913.427
Shelter and non-food	Indonesia	902.512	902.512
	Sri Lanka	1.362.282	1.362.282
Shelter and non-food Total		2.264.794	2.264.794
Water & sanitation	Indonesia	459.770	-
	Sri Lanka	10.898.255	487.665
Water & sanitation Total		11.358.025	487.665
		70.512.632	37.982.862

A focal area for the Danish Government in its response has been the provision of clean drinking water. Provision of actual water purification systems was a new area of response. Water purification systems have been both funded from the humanitarian budget and provided in-kind by the Danish Emergency Management Agency and funded as bilateral contribution to the National Water Supply and Drainage Board in Sri Lanka.

The Danish Emergency Management Agency did not have prior experience with provision of water purification systems and the systems had to be bought from a private Danish company under significant time pressure. Thus the water purification systems acquired were constructed for producing process water (water without salt) for the pharmaceutical industry and not for use in humanitarian situations, i.e. cleaning muddy water in a village in Sri Lanka²². A small number of water purification systems were provided by the Defense Ministry, where these systems were better equipped to the conditions in Sri Lanka.

The Danish Emergency Management Agency also provided a mobile hospital to Banda Aceh on a request from WHO. The mobile hospital has previously been deployed in Bosnia (1993-96) and in Gujarat, India in 2001. Although only used in a limited number

²¹ All funding is from Danida

²² 1/2005/February/Udvikling

of humanitarian situations, it is as such not a new area of intervention for the MFA. A relatively large amount of the Tsunami humanitarian budget (15%) was allocated to provide this hospital and since the costs of transporting equipment, theatres etc. are initially high, 28% of costs the first month went to the transport of the mobile hospital.²³

The mobile hospital is not cost-effective if it is posted for a short period of time. Considering the fact that there was less need for a health response than initially anticipated the hospital may not have been the most appropriate contribution. However the hospital was delivered on a request from the WHO. On the assumption that the services were needed for a longer period than the realized two months the mobile hospital was over-budgeted. The Ministry over-budgeted the cost of the mobile hospital, the air transport and the water purification by 29% as final accounts show actual expenditure of 71%²⁴.

Considering the high costs of the mobile hospital it may be advisable as recommended in the evaluation of the Danish management of the Tsunami (24 May 2005) to conduct a thorough cost-benefit analysis of the mobile hospital.

Previous funding in the affected countries

Denmark has chosen to concentrate its bilateral development aid on few selected countries, the so called *program countries*. In Asia four countries have this status and of these four only Bangladesh was affected by the Tsunami. Previously Bangladesh has received substantial support to flood control and mitigation.

India has received bilateral aid from Denmark since the beginning of the 1960ies but ceased to be a program country in 2001. Aid is being phased out and will stop in 2005.

An amount of DKK 156 million has been allocated to Sri Lanka to support the peace process in the period 2003-2006. On average, Indonesia receives bilateral aid in the amount of DKK 15-20 million annually within the sectors of human rights; protection; and fight against corruption and terrorism.

Both Thailand and Malaysia are benefiting from an environmental co-operation program and in 2004 the MFA appointed Indonesia a new focus country for environmental assistance. In Malaysia the aid is currently being phased out. This process will be enhanced with the agreed reallocation of the funding to the Tsunami affected areas in Indonesia. In Thailand a third phase of environmental assistance runs until 2006.

India, Thailand, Sri Lanka, Indonesia, Malaysia and Maldives all benefit from the "Mixed Credits" scheme. This is a development scheme that offers interest free loans earmarked for buying Danish products.

Good Humanitarian Donorship

Humanitarian principles and objectives

²³ No final accounts were available and the budget was not specified in great details.

²⁴ During interviews with the Ministry of Defense and DEMA it was indicated that total expenses would amount to approximately 70% of committed amounts

Danish humanitarian assistance is guided by “Strategic priorities in Danish Humanitarian Assistance” (Danish MFA, February 2002) and “General principles for aid to Danish NGOs humanitarian response”. Both documents have explicit references to humanitarian principles and objectives.

One aim is to grant assistance within an overall coordinated framework containing political, conflict resolving, development and humanitarian elements. It is stressed that adopting a broader framework in no way must weaken respect for the neutrality and impartiality of assistance efforts. The importance of the implementing NGOs respecting the Sphere standards, the Red Cross Code of Conduct, the “Do No Harm - Local Capacities for Peace”, is stressed. It is also stressed that Denmark will actively seek to improve application of the IDP Guiding Principles and in general support this group.

Moreover a guide to the preparation of project documents in the field of humanitarian assistance has been elaborated. The organizations are encouraged to consider human rights, the need for protection, gender equality, environment, vulnerable groups, conflict prevention and peace building and advocacy in their strategies. It is stated that immediate objectives and outputs should be expressed in terms of achievement of the SPHERE standards.

The humanitarian principles are thus enshrined in the Danish strategy papers and guiding principles vis-à-vis the implementing NGOs. Referring explicitly to the principles is not a precondition for funding, but it is stated that the MFA will give priority to projects that address “Do No Harm-Local Capacities for Peace” and the Sphere standards.

Due to a relationship of confidence between the Ministry and its implementing partners it is not controlled ex-post if NGOs respect the principles when implementing projects. The Ministry is more focused on evaluating the capacity of the organizations, and scrutinizing project financial accounts. In the case of larger organizations the dialogue is to a certain extent formalized as annual negotiations and follow-up meetings every six months.

Flexibility and timeliness

From the pledge on 31st December 2004, 27 commitments were made (from the Humanitarian budget). The Ministry disbursed 18 out of the 27 within the 6 week target.

Humanitarian funding is flexible and unspent funds can be reallocated to other emergencies within the same budget year. It has not yet been decided if unspent funds committed to the Tsunami will be spent on other emergencies.

Needs based funding

Whether Danish funding was supply- or demand driven cannot be answered with a simple yes or no as demand and supply changed over time. An unprecedented amount was however made available before exact need or demand was known.

The pledge of DKK 300 million on the 31st December 2004 was decided with reference to pledges made by like-minded donors and public pressure for a generous response. The actual later commitments were to a larger extent based on a needs-oriented approach. Implementing partners were on-the-spot and funding was allocated on the basis of need assessment by the NGOs or the UN.

Denmark participated in a need assessment mission under the coordination of OCHA on the 1st of January. It was according to the MFA impossible to map needs earlier than

that, a fact which is corroborated by field evidence collected in other TEC evaluations. Flash Appeals were central in the response in the sense that 44% was granted through the Flash Appeals as contributions to UN agencies or the International Red Cross. In addition the Danish Government had direct requests from the UN agencies for a mobile hospital to the Aceh province and air transport to the region.

The MFA guidelines²⁵ state that NGOs should give importance to inclusion of Flash Appeals in their proposals. However only very few of the organizations selected as implementation partners actually refer to the Flash Appeals in their need assessments.

Beneficiary participation

It is also stated in the MFA guidelines¹⁷ that the participation of target groups through consultative and participatory processes is important and should be considered by the implementing NGO when preparing the strategy and response. However, very few NGOs refer to this in their proposals.

If one assumes that funding channelled through NGOs is most likely to favor beneficiary participation then at least 25% of the humanitarian funding could have involved some form of beneficiary participation.

Disaster preparedness and mitigation

The Danish Emergency Management Agency (DEMA) can be deployed abroad on request from another state or an international organization. DEMA is able to react quickly in acute situations and can leave its home base within 12 hours²⁶.

According to the Ministry of Foreign Affairs it is too costly to have a fully operational disaster preparedness system in place. It is more cost-effective to support local disaster preparedness. The Danish environmental aid to countries in South East Asia (including Thailand, Indonesia and Malaysia) is part of a risk reduction²⁷ strategy. The environmental assistance following the Tsunami catastrophe will follow the same strategy.

There is no specific budget line for disaster risk reduction, mitigation and preparedness in developing countries. However substantial support has successfully been provided for Bangladesh flood control and mitigation.

The importance of prevention of natural catastrophes is stressed in policy guidelines "Strategic priorities in Danish Humanitarian Assistance"²⁸ and Denmark has experience with early warning in relation to tidal waves. An international workshop on disaster preparedness in developing countries has been recommended in the evaluation from May 2005 of the Danish management of the Tsunami. The workshop is scheduled to take place in November 2005.

Linkages to recovery and development

It is a stated objective that in situations of natural disasters Denmark will focus on interventions during the first and most acute phase. Most projects initiated through the

25 Guide to the Preparation of Project Documents-Humanitarian Assistance, MFA.

26 It can provide a search and rescue unit, a management and communication module, a transport module, a logistics module, camp module, environment module, supply module, training and counseling module, human resources and a emergency mobile hospital.

27e.g. rehabilitation of mangroves

28 Danish MFA, February 2002

Humanitarian Department and implemented by NGOs in this response will consequently be concluded by the end of 2005.

Denmark has chosen to engage in long-term reconstruction efforts in Sri Lanka (until end 2007) and Indonesia (until end 2009) and will continue its environmental programs in Thailand (until end 2007).

It is outside the scope of this evaluation to determine if the humanitarian aid delivered by the Danish MFA has been given in a way that establishes an actual link to longer term recovery and development in the affected area.

UN Coordination and ICRC/IFRC mandate

The overall coordinating responsibility of the UN is accorded crucial importance in Danish humanitarian assistance. The Danish Government has honored this tradition by donating DKK 5 million directly to OCHA's regional coordination activities. Moreover, DEMA has responded to several requests from the UN for coordination support. A Danish expert from DEMA was sent to the Maldives already on the 27th of December to help with the needs assessment. On the 28th of December DEMA received a request for a coordination center in Banda Aceh which was provided by the International Humanitarian Partnership (IHP)²⁹. DEMA contributed by providing its management and communication module.

Finally the Danish Government has donated DKK 12 million through the Danish Red Cross to the ICRC.

Predictability and flexibility

The key implementing partners in the Danish Tsunami response have been the Danish Emergency Management Agency (DEMA), UN-agencies and Danish NGOs. The distribution of funding among them was different from 2004. In relation to the Tsunami the distribution was 38% to the UN, 35% to the NGOs and 27% to the Ministry of Defence and DEMA. In 2004 the distribution was 44% to the UN, 53% to NGOs and 3% to the Ministry of Defence and DEMA.

However, as the funding base was larger than normal, it was possible to fund all key UN agencies involved: OCHO, UNICEF, UNHCR; WFP; WHO as well as all key Danish Humanitarian NGOs.

The Danish Government's main emphasis was to deliver humanitarian aid fast. Therefore agencies that were able to act swiftly were chosen and NGOs already present in the affected areas which had the capacity to operate immediately were selected. DEMA which was able to depart with 12 hours notice was likewise selected.

All representatives from the Danish NGOs and DEMA interviewed for the NGO funding study stressed that the Ministry was very flexible. The agencies were able to respond very swiftly as they received confirmation of funding by telephone within days of the catastrophe. Furthermore, they were able to scale up their response as needs assessment were conducted, as they could rely on the public funding to increase gradually as the need assessments became more precise.

Appeals and Action Plan

²⁹ IHP is a humanitarian corporation between Denmark, Sweden, Norway, Finland, the Netherlands and England.

According to OCHA Financial Tracking System Denmark has contributed with 0.7% of the grand total of the Tsunami funding. This the same level as the Netherlands (0.7) and Sweden (0.6).

Of the grand total related to projects in the Flash Appeals Denmark has contributed with 1.5%, the Netherlands with 2.8 and Sweden with 2.0%. In comparison with like-minded donors Denmark has contributed relatively less to the Flash Appeal. However Denmark has outside the flash appeals responded to direct UN request such as requests for the mobile hospital and the air transport.

Response capacity

The International Humanitarian Service (IHB – a Danish personnel roster administered by MFA) receives annual funding from the Danish humanitarian budget. It is an important contribution to the international humanitarian preparedness efforts. Additionally, emergency response mechanisms established by Danish NGOs receive financial support from the Ministry. The Danish organizations can receive non-earmarked grants for fielding or seconding personnel and for procuring and shipping of relief supplies. Moreover Denmark participates in multilateral assessment missions.

The annual provision of untied core funding to the humanitarian UN organizations also helps to ensure contingency planning by these agencies. The total contribution of untied core funding to UN-agencies in 2005 was 257 million DKK.

Civilian humanitarian action

It is stated in the policy paper “*Strategic priorities for Danish Humanitarian Assistance*” that resources from the armed forces and the civil defences are expected to be increasingly involved in implementing humanitarian assistance and that clarification of the framework for utilising these resources will continue in the Humanitarian Contact Group in which Danish public and private organizations participate.

The Ministry stresses the importance of the UN in coordinating the military contributions and of more work at international level of creating better cooperation between civilian and military actors. The Danish Government has honoured this commitment by placing its military assets in this case the Hercules C-130 under the control of the UN thereby affirming the overarching role of civilian organizations.

Evaluation

The Ministry of Foreign Affairs has commissioned the sub-studies on Danish NGO and Government funding and is the overall coordinating agency for the TEC funding evaluation. It is supporting the TEC with € 32,982 for core funding and € 150.000 dedicated to the funding evaluation.

An evaluation of the Danish management of the Tsunami was published already in 24 May 2005. It was an internal evaluation carried out and commission by the MFA.

All actors involved have co-operated with the evaluation team.

Decision making criteria

In its humanitarian response the Danish Government has acted in accordance with its stated principles as summarised in the report on “*Strategic priorities in Danish*

Humanitarian Assistance” (Danish MFA, February 2002) and the “*General principles for aid to Danish NGOs humanitarian response*”.

These principles have been elaborated among others with members of the Humanitarian Contact Group. They are a product of collaboration with a wide range of actors and not the result of a top down approach.

The stated criteria were followed even if decisions were taken on an ad hoc basis. Agency competence and need assessments played a role in decision making even if the main emphasis was on presence in the affected areas and even if funding was provided before precise need assessment were provided.

It is difficult to say how much of the funding allocated was directly supply driven. However it is fair to say that a very large amount was pledged very early before anyone knew neither the scale of the event nor the exact need. The decision making was clearly influenced by the scale of the disaster and the need to act swift and generous.

Response strategy

The Danish humanitarian response has been delivered in accordance with the stated strategy for delivering humanitarian assistance and the Danish government has relied on its key implementing partners.

With regard to reconstruction aid the normal preparation procedures including project proposals and appraisals were followed. The MFA participated in multilateral assessment missions to help gather information about possible Danish interventions in Indonesia and Sri Lanka.

In Sri Lanka there have been efforts by several donors to set up a multi donor trust fund similar to the one in Indonesia so far without success. Denmark has therefore proceeded with bilateral funding.

The Danish Government has chosen to contribute with reconstruction of the water and sanitation sector as it is an area where Denmark has years of experience and therefore a comparative advantage. In Sri Lanka a three phase strategy has been elaborated in close cooperation with the authorities. It is stressed that the need assessment is temporary and it is likely that changes will have to be made. The conflict situation has been taken into account and the response will be implemented both in the Southern regions controlled by the Government and regions controlled by the Tamil Tigers. The Ministry will co-operate with both national authorities and the Tamil Rehabilitation Organization (T.R.O). Risks have been identified and will be monitored.

Human Resources

At headquarters existing staff managed the response with existing resources. A network consisting of representatives from the Department for Humanitarian Affairs, the Department for Asia and the Technical Assistance Section (TAS) as well as the representations abroad was created and formed the backbone of the coordinated response. Everybody worked closely together to ensure quick and relevant response. In the field in Sri Lanka and Indonesia the embassies were quickly strengthened by consultants from TAS as well as external consultants. In the case of Indonesia a long term consultant has been employed to assist the embassy in preparing the

environment program and in Sri Lanka a program coordinator was placed in the National Water Board to facilitate implementation.

Key messages

Based on the findings above, the evaluation team would like to draw attention to the following key findings:

- The Danish government pledged an unprecedented amount of DKK 420 million (\$ 70.5 million) to the Tsunami response in Asia. DKK 200 million (\$ 33.4 million) was pledged in humanitarian aid and DKK 220 million (\$ 37.1 million) in reconstruction aid.
- The Danish Government delivered a very swift humanitarian response to the Tsunami catastrophe. A timely response was made possible by the Ministry's ability to rely on both the standing disaster response mechanisms of the Danish Emergency Management Agency and the effective Danish relief organizations. The co-operation between the Ministry of Foreign Affairs and its implementing partners was impeccable. It was facilitated by years of trust and confidence building between the parties³⁰ as well as years of capacity building of the organizations. Consequently, the Ministry was able to allocate money to its implementing partners within the first days after the disaster and bureaucratic and time consuming procedures could be avoided.
- Whether Danish funding was supply- or demand driven cannot be answered with a simple yes or no as demand and supply changed over time. An unprecedented amount was however made available before exact need or demand was known. All the humanitarian assistance had been pledged less than a week after the disaster. The decision making was clearly influenced by the scale of the disaster and the urge to act swift and generous. There has therefore been a large pool of funding to allocate and some implementing partners have consequently received more funding than they have been able to spend.
- The Danish Government concentrated both its humanitarian and reconstruction funding with regard to prior engagement with countries, partners and to a lesser extent sectors. Both humanitarian assistance and reconstruction aid went primarily to Indonesia and Sri Lanka. The lion share of the funding has been given to few well known partners and has to some extent been concentrated in sectors where Denmark has a comparative advantage such as water & sanitation, health and environmental assistance.
- A key implementing partner with regard to humanitarian funding has been the Danish Emergency Management Agency. Of the humanitarian budget 24% was allocated to this agency. The Danish mobile hospital was relatively expensive mainly due to the transporting costs. The Ministry could consider performing a cost/benefit analysis of the hospital and compare with relevant alternatives.

³⁰ Institutionalised in a body like the "Humanitarian Contract Group" in which the parties meet on a regular basis to plan and coordinate Danish humanitarian assistance.

Appendix

Terms of Reference

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

- Theme 2 Government funding flows

Background

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

The Tsunami catastrophe that struck Asia on 26 December 2004 is one of the worst natural disasters in modern history. Although the major impact was felt in India, Indonesia, the Maldives, Sri Lanka and Thailand, several other countries were affected including Myanmar and Somalia, or touched by the tsunami including Bangladesh, Kenya, Malaysia, Seychelles and Tanzania. More than 170,000 people are thought to have died and thousands more injured. Overall, an estimated 2 million people have been directly or indirectly affected of whom 1.7 million are internally displaced³¹. Damage and destruction of infrastructure has destroyed people's livelihoods, and left many homeless and without adequate water and healthcare facilities.

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

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

The purpose of this specific evaluation is to:

3. Key state donors (including the EU)

1. Document the amount and pattern of pledges made by the Government of Denmark in the months following the tsunami. Analyse these pledges commenting on evidence that they represent new funding, or reallocated funding. Seek to comment on the relationship between appeals for assistance from agencies and states on the one hand and the nature of pledges on the other.
2. Commitments. Document for each actual financial commitments made and comment on how these relate to their pledges. Where possible show to which countries and to which agencies commitments have been made. Comment on

³¹ Figures for numbers dead and missing taken from Guha-Sapir, Van Panhuis, "Health Impact of the Tsunami: Indonesia 2005". Brussels Centre for Research on the Epidemiology of Disasters, July 2005

where these commitments correspond to agency and affected-state identified programming

3. Commitment mechanisms – identify mechanisms used by donors to disburse funds (i.e. traditional methods versus new methods)
4. Of these commitments, what has actually been spent? How well has spending in these first months been prioritised and disbursed in a way that demonstrates impartiality?
5. Analysis of flow of goods in kind from each major donor state paying particular attention to military assets and pharmaceuticals. Have unsolicited goods been donated? Has military assistance been charged at cost?

Final report

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

1. An introduction which describes the nature of the data and subject specifically being evaluated.
2. An overview of the methodology adopted with particular reference to data sources.
3. A presentation, in narrative, table and graphical form, of the data gathered.
4. An analysis of the data in the light of the four key issues presented above.
5. An annex containing cited references

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

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

Timetable

1. The penultimate draft of the evaluation must be submitted to the evaluation organizers, by email, no later than 7th October.
2. The organizers will feed comments back to the evaluator in weeks two and three of October.
3. Final draft material must be presented by email to the organizers by Friday 4th November.

References

Interviews:

Christensen, Jan Top	Head of Humanitarian Department, MFA
Kaas-Claesson, Peter	Chief of Section, DEMA
Kjellberg, Lars	Senior Staff, MFA
Ulbæk, Sus Anette	Head of Asia Department, MFA
Pernille Brunse	Ministry of Defence
Christensen, Keld	Chief of Section, Ministry of Defence

Background documents:

“Strategic Priorities in Danish Humanitarian Assistance” (MFA, February 2002)

“General Principles for Aid to Danish NGOs Humanitarian Response” (MFA)

“Guide to the Preparation of Project Documents-Humanitarian Assistance” (MFA)

“Evaluation of the Danish management of the Tsunami” (MFA, May 2005)

“Danidas NGO-samarbejde 2004 (MFA, May 2005)

Project files

Press releases and website documents

Notes to Parliament, Finance Committee, Ministers

Tables in original currency

Breakdown by Implementing Actor for all funding

Implementation foreseen	ACTOR	DKK Commitment	COUNTRY	Sector	Cash	In Kind	Tied
DRC	Danish Red Cross	12.000.000	Indonesia	Multi-sector	100%	0	0
DRC	Danish Red Cross	8.000.000	Sri Lanka	Multi-sector	100%	0	0
DRC	ICRC- through Danish Red Cross	10.000.000	Indonesia	Multi-sector	100%	0	0
Government	Danida & Sri Lanka National Water Supply & Drainage Board	45.400.000	Sri Lanka	Watsan	96%	0	4%
Government	Danida & Sri Lanka National Water Supply & Drainage Board	4.600.000	Sri Lanka	Watsan	96%	0	4%
Government	Danida-Chumchonhai Foundation	7.243.000	Thailand	Environment	0%	0	0
Government	Danida-Chumchonhai Foundation	2.000.000	Thailand	Environment	0%	0	0
Government	Danida-Waste Water Management Authority	9.897.000	Thailand	Environment	0%	0	0
Government	MDTF + Government	90.000.000	Indonesia	Environment	93%	0	7%
Local NGO	Embassy Jakarta	300.000	Indonesia	Coordination	100%	0	0
Local NGO	Embassy Jakarta	300.000	Indonesia	Shelter and non-food	100%	0	0
Local NGO	Embassy New Delhi	300.000	India	Multi-sector	100%	0	0
Local NGO	Embassy New Delhi	300.000	India	Food, non-food	100%	0	0
Local NGO	Management unit Colombi	5.000.000	Sri Lanka	Multi-sector	100%	0	0
Min. Of Defence	Danish Emergency Management Agency (DEMA)	2.700.000	Indonesia	Watsan	0%	75%	25%
Min. Of Defence	Danish Emergency Management Agency (DEMA)	30.000.000	Indonesia	Health	0%	65%	35%
Min. Of Defence	Danish Emergency Management Agency (DEMA)	14.000.000	Sri Lanka	Watsan	0%	79%	21%
Min. Of Defence	Ministry of Defence	8.000.000	regional	Coordination	0%	100%	0
MTDF	Danida	50.000.000	Indonesia	Multi-sector	100%	0	0
NGO	Aceh Recovery Forum	2.445.430	Indonesia	Multi-sector	100%	0	0
NGO	ADRA-Danmark	5.000.000	Indonesia	Shelter and non-food	100%	0	0
NGO	ASF-Dansk Folkehjælp	3.000.000	Sri Lanka	Shelter and non-food	100%	0	0
NGO	Danchurchaid	8.000.000	Sri Lanka	Multi-sector	100%	0	0
NGO	Dansk Flygtningehjælp	6.000.000	Sri Lanka	Multi-sector	100%	0	0
NGO	Dansk Flygtningehjælp	4.000.000	Sri Lanka	Economic recovery	100%	0	0
NGO	Dansk Missionsråd	200.000	Indonesia	Multi-sector	100%	0	0
NGO	DBL-Dansk Bilharziøse Laboratorium	500.000	Indonesia	Health	0%	0	100%
NGO	DDG	250.000	Sri Lanka	Mine-action	100%	0	0
NGO	IAS (Pinsekirken)	1.000.000	Sri Lanka	Multi-sector	100%	0	0
NGO	IAS (Pinsekirken)	400.000	Sri Lanka	Multi-sector	100%	0	0
NGO	Red Barnet	5.000.000	Sri Lanka	shelter and non-food	100%	0	0
NGO	Rotary/DDG	500.000	Sri Lanka	Food	100%	0	0
UN	OCHA	5.000.000	regional	Coordination	100%	0	0
UN	UNHCR	10.000.000	Sri Lanka	Multi-sector	100%	0	0
UN	UNICEF	25.000.000	regional	Multi-sector	100%	0	0
UN	WFP	25.000.000	regional	Food	100%	0	0
UN	WHO	13.000.000	Indonesia	Health	100%	0	0

Overall Pledges, Allocations and Disbursements

	Committment DKK	Disbursement DKK	Hum	Rec	In Kind	Tied
India	600.000	596.273	100%	0%	0%	0%
Indonesia	216.445.430	113.399.992	59%	24%	10%	8%
Regional	63.000.000	57.380.974	100%	0%	13%	0%
Sri Lanka	115.150.000	58.442.827	58%	42%	10%	3%
Thailand	19.140.000	5.900.480	0%	100%	0%	0%
	414.335.430	235.720.546				

Sector allocations and Geographic (Humanitarian and Reconstruction)

Sector	COUNTRY	Committment DKK	Disbursement DKK
Coordination	Indonesia	300.000	299.992
	regional	13.000.000	7.380.974
Coordination Total		13.300.000	7.680.966
Economic recovery	Sri Lanka	4.000.000	-
Economic recovery Total		4.000.000	-
Environment	Indonesia	90.000.000	-
	Thailand	19.140.000	5.900.480
Environment Total		109.140.000	5.900.480
Food	regional	25.000.000	25.000.000
	Sri Lanka	500.000	250.000
Food Total		25.500.000	25.250.000
Health	Indonesia	43.500.000	33.500.000
Health Total		43.500.000	33.500.000
Multi-sector	India	600.000	596.273
	Indonesia	74.645.430	72.200.000
	regional	25.000.000	25.000.000
	Sri Lanka	38.400.000	36.762.827
Multi-sector Total		138.645.430	134.559.100
Shelter and non-food	Indonesia	5.300.000	5.300.000
	Sri Lanka	8.000.000	8.000.000
Shelter and non-food Total		13.300.000	13.300.000
Water & sanitation	Indonesia	2.700.000	-
	Sri Lanka	64.000.000	2.863.814
Water & sanitation Total		66.700.000	2.863.814
		414.085.430	223.054.359