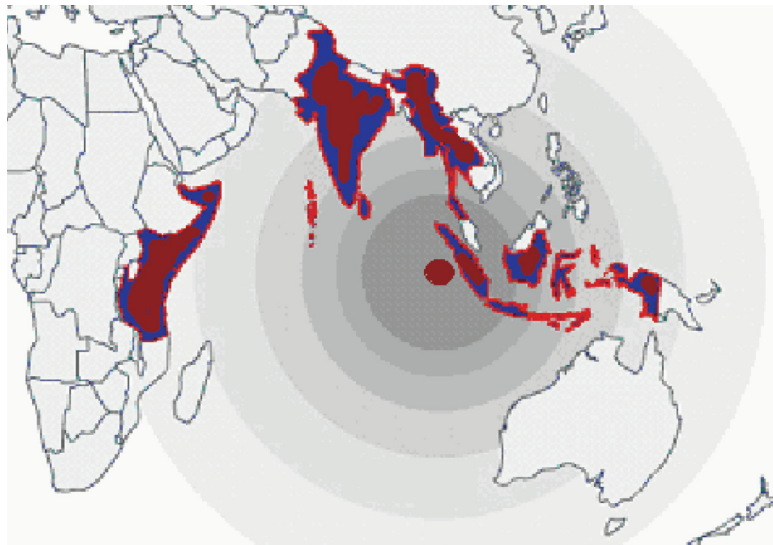


Tsunami Evaluation Coalition (TEC)

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



Government Funding

Ireland

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Abbreviations and Acronyms*

CAP	Consolidated Appeal Process
DAC	Development Assistance Cooperation
DCI	Development Cooperation Ireland
DFA	Department of Foreign Affairs
EHAF	Emergency Humanitarian Assistance Fund
EPPR	Emergency Preparedness and Post-Emergency Recovery Fund
GHD	Good Humanitarian Donorship
IFRC	International Federation of Red Cross
IHB	International Humanitarian Partnership
INGO	International NGO
LRRD	Linking Relief, Rehabilitation and Development
NGO	Non-Governmental Organization
OCHA	Office of Coordination of Humanitarian Assistance
ODA	Overseas Development Aid
TEC	Tsunami Evaluation Coalition
TTVI	Thai Tsunami Victim Identification
UNHCR	United Nations High Commissioner for Refugees
UNJLC	United Nations Joint Logistics Center
WFP	World Food Program
WHO	World Health Organization

* Irish Aid - Development Cooperation Ireland was renamed as Irish Aid on the 27th of February 2006.

Definitions¹

Pledge:

Pledges are made by donors in response to disasters usually in the form of statements. They are not reported through any international mechanism or validated system; instead they are a series of individual statements from countries. Pledges are usually made as statements in a donor conference, to Parliament or at a press conference.

Commitment:

The key feature of a commitment is that it is (to some extent) binding. Donors use different terms and the status of a commitment may range from money 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 no longer has control of the funds. 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 goods and services either from the donor country or from a specified group of countries. Aid is tied if it is specified in a contract or agreement between the donor and the recipient that a specific supplier from the donor country has to be used. Gifts in kind are always tied.

New Money:

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 to by the participants in the TEC Funding Study Coordination meeting in Geneva, September 8, 2005.

New money is defined as funds that are added to an existing budget line. It can be new money to the humanitarian budget or new money to the development budget as a whole. Reallocations from existing budget lines do not constitute new money.

Humanitarian Assistance:

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

Introduction

Channel Research is pleased to present this Draft Report on **the Irish 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 effort. The Funding Study, commissioned by Danida, is one of six thematic evaluations under the auspices of the Tsunami Evaluation Coalition (TEC). Findings from the thematic evaluations will be presented in an overall TEC Synthesis Study to be published at the end of 2005.

According to the TOR (see appendix) the purpose of the sub-study on Irish Government funding is to:

1. Document the amount and pattern of pledges made by the Government of Ireland in the months following the tsunami. Analyze 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 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 prioritized and disbursed in a way that demonstrates impartiality?
5. Analyze the 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 subject to evaluation consists of descriptive and financial data on pledges, commitments and disbursements, actions, projects and 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 September 8, 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 synthesis 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 strictly as possible to the reporting format, the evaluation team has striven 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 and interviews with key informants in the Development Cooperation Ireland; 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, and a spreadsheet for the data collection. Data supplied by the donor was supplemented with data found on a number of websites including the DCI and DFA websites – 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, to 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, September 8, 2005.

Limitations encountered in the evaluation and accounting for particularities

The initial contacts in relation to requests for funding between officials at DCI, politicians and other actors took place orally, which means that a limited number of written documents were available. Initial allocations were based on knowledge, trust and confidence in organizations known to DCI. Therefore, written documentation is scarce or not available during the first phases of responses, especially with regards to the level of assessment of proposals.

Since DCI does not have a formalized system of documenting the assessment of a project proposal, the documentation on files varies considerably. Reflections on proposals can consist of hand-written notes that are difficult to read, or print-outs of e-mail correspondence between organizations and DCI officials.

Description of the Response

Background

The main channel for official Irish assistance in emergencies is emergency humanitarian assistance through funding from the Development Cooperation Ireland (DCI) of the Department of Foreign Affairs to NGOs, the Red Cross and UN organizations.

Over the years, a number of Irish NGOs have achieved special status as important implementers of humanitarian assistance. While in the case of the tsunami funding applications were largely from Irish NGOs, it is important to note that Ireland also funds non-Irish NGOs for humanitarian assistance. Ireland gives more support pro-rata to NGOs than is the norm in other donor countries.

DCI is a strong supporter of the coordinated efforts and has made commitments to UN agencies, International Red Cross and Multi Donor Trust Funds in Indonesia and Sri Lanka. However, at this stage it is doubtful whether the Sri Lankan MTDF will become operational.

With respect to the sectors supported, most of the implementing actors have engaged in multi-sector initial rehabilitation and food with a minor share of the funding going to coordination and health. Regional funding was channeled through UN agencies and the Red Cross whereas country-specific funding was done through NGOs, UN agencies and Multi Donor Trust Funds.

Of the Irish response, less than 1% has been provided in kind as technical assistance. Four technical advisors from the Irish Defense Forces were seconded to UNJLC and two police officers were sent to Phuket to act as liaisons with the forensic authorities at Thai Tsunami Victim Identification (TTVI). The cost of this technical assistance has been captured in this report, but is not charged to the Irish ODA budget.

Partly due to a few critical voices within Ireland saying that critical gaps had appeared in the tsunami rescue operation, an audit of existing government capacity and assets in

Ireland was initiated. Apart from recommending a continuation of the DCI policy of supporting the enhancement of the emergency capacity of existing partners, the report also states that an Emergency Personnel Roster would add value and increase Ireland's traditional support for the UN and multilateral organizations.²

The tsunami attracted unusually large attention in the media and among the public, which donated at least €110 million (\$130 million) in private and corporate collections.

Response to the tsunami

A total pledge of €20,000,000 (\$25,595,849) was made by the Irish Government.

DCI responded to the tsunami within a few hours. A working group was set up comprising heads of the Emergency and Specialist sections with close contact to the Financial Section in order to shorten lines of communications and be able to act swiftly.

The first pledge of €1 million was made on the 26th of December. The figure was raised to €2 million on the 27th of December and by the 31st of December the total figure was €10 million including €1 million pledged by the Department of Agriculture. The additional final pledge of €10 million was made on the 12th of January after a visit to the affected area.

There was a broad agreement in the Irish Government to pledge this amount, and it was a situation which differed from the norm in the way that the Taoiseach³ and government were involved. A total of €20 million was pledged within 17 days of the disaster. On December 31st, the Taoiseach confirmed that the first pledge of €10 million would be additional to the budgeted allocation for Overseas Aid for 2005.

Representatives of the Government and DCI held consultations with the aid agencies and participated in an appraisal mission⁴ to the affected area with heads of the four major Irish NGOs. On the basis of this mission a number of funding allocations took place. From this mission emerged the recommendation to appoint an Irish Special Envoy to the region as well as the policy and strategy for the implementation of the humanitarian assistance in the tsunami case.

During the early period, some NGOs raised the idea of sending the Irish Defense Force to support the humanitarian efforts. On the basis of the media coverage DCI wisely

² Civil Protection Audit – Final Report v101.pdf, DCI.

³ The Irish Prime Minister.

⁴ Mission from the 7th to the 21st of January 2005.

included an experienced military person with the technical mission. His analysis concluded that there was no need to send the Irish Defense Forces, but technical support was needed to assist the UN in logistic affairs.

On the 26th of January Parliament announced the decision to appoint “The Special Envoy to the Region” for a period of six months. Responsibilities included reporting on the status of the recovery effort, the commitment of governments in the region, the role of the United Nations and international NGOs and, in particular, the use of Ireland’s Official Development Assistance, including the large element of this being expended via Irish NGOs.

Subsequently a number of follow-up missions have taken place. The second technical mission was carried out from February 17th to March 1st, by personnel from DCI’s Emergency and Recovery Section. The Special Envoy has made three trips to the affected area.

DCI appointed (in mid-March 2005) additional staff to the Emergency and Recovery section in the form of a Technical Advisor to monitor and follow-up on funding to the tsunami. The Technical Advisor for Tsunami Follow-up has so far made four trips⁵ to the area.

Actors and the funding mechanisms

The Irish pledges were committed through key agencies (both Irish and international) involving a total of 45 allocations to 34 different agencies. Of the 34 agencies that received funding, 9 were not experienced in humanitarian relief. This figure does not include ChildFund, which was, in DCI’s opinion, experienced in the kind of relief and recovery activities for which it received DCI funding. Of the nine organizations and agencies that did not have significant experience, two were new entities established in the wake of the tsunami – the TTVI and the Irish Sri Lanka Trust Fund – while one other – the Embassy Micro Projects Fund – was established specifically to provide low level funding to newly established groups responding to relief and recovery activities in Thailand.

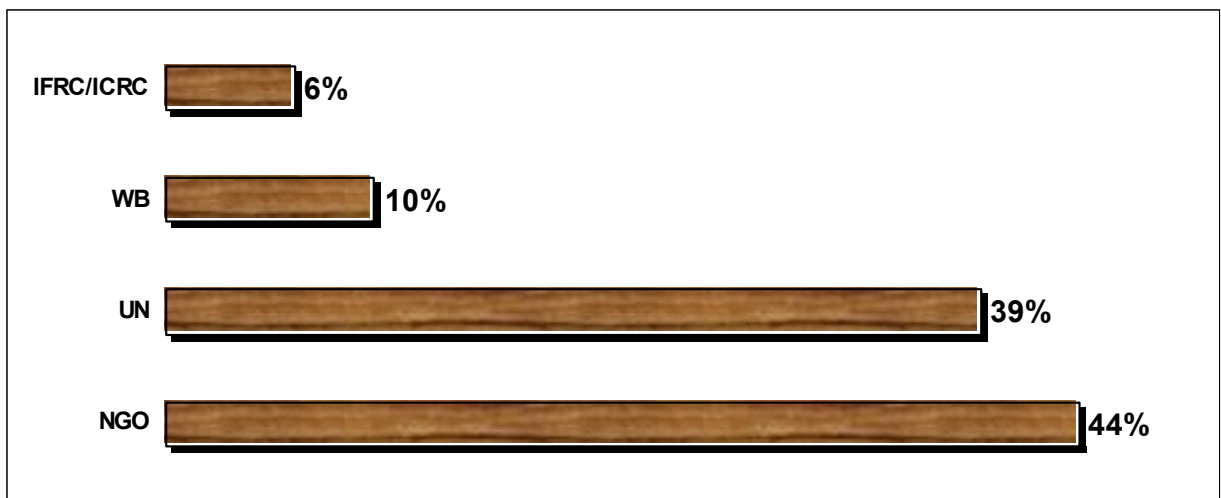
Fifty-five percent of Irish funding was allocated through UN/International agencies – of this the UN received 39% (of which 79% was response to the Regional Flash Appeal), the Red Cross 6%, MTDF10%, and the NGOs 44%. Forty-five percent of the Irish tsunami funding has been given as a response to the Consolidated Flash Appeal.

The allocations were made to key players who are all very experienced in humanitarian engagement, except for two allocations to ChildFund of Ireland and one to the Human Development Foundation, which totaled 2.3% of total allocations.

⁵ A total of visits 3 x Indonesia and Sri Lanka, 2 x Thailand, 1 x India.

Distribution of emergency funding is guided overall by “Emergency Humanitarian Assistance Fund, Guidelines & Application instructions for NGOs” and, in the case of the tsunami funding, the framework for response as outlined by the technical assessment team as mentioned above. The function of this team and the recommendations it generated were employed throughout the tsunami response and have been a fundamental tool used by DCI. The framework also alludes to and reflects GHD principles.

Funding channels



The criteria applied for swift and flexible handling of humanitarian funds were 1) being known to DCI, 2) having demonstrated experience and a successful track record in effective and efficient delivery of emergency assistance, and 3) allocation of assistance impartially and on the basis of need.

With regard to the NGOs, 27 individual allocations were made through 16 different NGOs. The largest commitment was €1.98 million and the smallest €0.1 million.

No military assets were deployed, but four military personnel were seconded to UNJLC. The Irish Department of Defense seconded four military officers on the request of UNJLC in Sri Lanka. The four officers from the Irish Defense Forces were seconded to perform logistical support within UNJLC in Sri Lanka. This involved two transport specialists and two engineers during the period from January 17th to March 10th.⁶

⁶ The lessons learned from this first cooperation between Irish Defense Forces and UNJLC was partly that cooperation with UNJLC functioned very well at an operational level, but at a strategic level it could have functioned better if it had had the cooperation of the Sri Lankan Government. While this study has captured the expenditure it is not being charged to DCI budget, nor will it be reported as part of the Irish ODA.

Level of importance of humanitarian spending in donor state aid

The Irish spending of humanitarian aid to the tsunami represents 50%⁷ of the total humanitarian budget for 2005. The level of importance is difficult to judge in a natural disaster of this kind. In terms of emergency funding prioritization, the highest amount allocated in 2005 so far has been 9% to Sudan (of total EHAF budget including new money) and 4% to Niger. This means that tsunami allocations are 5.5 times bigger than funds allocated to Sudan and 12.5 times the funding to Niger. This may relate to a variety of factors, such as media attention, and number of lives lost and threatened, as well as to prior experience of the countries.

Percentage of funding which donor usually devotes to humanitarian aid

The objective of the Emergency Humanitarian Assistance Fund is to support humanitarian interventions in situations where lives are threatened by natural or man-made disasters. Ireland's humanitarian share of total ODA is currently at 6% and with the added €10 million added to the Humanitarian budget the total for 2005 reaches 8%.

How donor acted and reacted

Of the total pledge of €20 million, nearly €19 million came from the Emergency Assistance Fund and €1 million from the Department of Agriculture.

Initial allocations were committed to IFRC and Irish NGOs and funding mechanisms were quick and flexible. The initial pledges and commitments were made on the basis of verbal contacts and/or brief concept notes⁸ with the expectation of a full proposal that would be forwarded as soon as possible. A subsequent allocation was committed by the Department of Agriculture to WFP in response to the UN Flash Appeal.

Further allocations were made as responses to the Regional UN Flash Appeals and to Irish as well as international NGOs with known capacities in the field. Again, the commitments were flexible but now to a higher degree based on both concept notes and actual proposals.

The final allocations involved response to UN agencies and Multi Donor Trust funds (47%) and included funding for the Maldives, Thailand and a regional Early Warning System.

⁷ €1 million came from Department of Agriculture and Food and € 19 million from EHAF out of an original budget of €37.5 million. Later in 2005 additional funding was made available (see page 22).

⁸ Concept notes were generally 2-4 pages where the agencies describe activities, beneficiaries, risk assumptions and output.

Other pledges of non-humanitarian funds amount to €351,689 (\$446,864). This includes costs for the two Garda (police officers) at TTVI and costs for the four technicians seconded by the Irish Defense Forces to UNJLC. €177,705 of these funds were used for the benefit of the tsunami-affected countries and are therefore included here. However, it is important to note that they are not part of official Irish ODA, but rather have been absorbed into the normal operating budget of the defense forces and police. The remainder are costs from non-humanitarian budget lines used for activities related to the tsunami, which are part of ODA.

Why the donor acted

“The people of Ireland have been overwhelmed by the scale and horror of the disaster in South Asia. We have all been profoundly affected by the loss of so many lives in this appalling and unprecedented tragedy.”⁹

Ireland is committed to humanitarian action which is founded in human rights law and reflected in Ireland's adherence to the principles of GHD. As the disaster unfolded, there was a growing intensity of wishes and expectations from NGOs and the media about the need for the Irish government to respond to the disaster. From the onset there was a strong wish among politicians to respond to and accommodate public response, both in terms of getting citizens home from the region and assisting the affected communities financially.

The response from the public was overwhelming. To accommodate this response a joint team consisting of the Minister of Foreign Affairs, the Director General of DCI and the heads of four Irish NGOs went on a joint mission to visit the affected countries. The combination of the team as well as the meeting with the Prime Minister before departing on the journey is unusual in Irish practice. The purpose was to bring government and NGOs together in order for them to acquire a common understanding of the crisis.

The fact that the mission report was taken to Parliament to be presented to Prime Minister Bertie Ahern and Minister of State Conor Lenihan (junior minister with responsibility for the aid program) demonstrates the political priority given to the situation.

⁹ Taoiseach Bertie Ahern, press release, December 31, 2004.

Overall Allocation and Disbursement¹⁰

Donor Ireland	Country	Committed \$	Disbursed \$	In Kind %	Grant %	Tied Aid \$
DCI	Burma	634,276	634,276		100	
	India	2,183,170	2,183,170		100	
	Indonesia	8,238,658	8,238,658		100	
	Maldives	279,082	279,082		100	
	South Asia Region	5,835,342	5,835,342		100	
	Sri Lanka	6,028,162	4,443,105		100	
	Thailand	825,511	825,511		100	
	Total	24,024,200	22,439,144		100	
Department of Agriculture		-	-		100	
	South Asia Region	1,268,553	1,268,553		100	
	Total	1,268,553	1,268,553		100	
Department of Defense		-	-		100	
	Sri Lanka	183,940	183,940	100	0	183,940
	Total	183,940	183,940	100	0	183,940
Police Force		-	-			
	Thailand	119,156	119,156	100	0	119,156
	Total	119,156	119,156	100	0	119,156
Total Ireland		25,595,849	24,010,793			303,097

€11 million in additional funding was made available as a result of the tsunami, €10 million was added to DCI's budget and an extra €1 million was made available from the Department of Agriculture's budget. A small amount of funding was used from other existing budget lines for the tsunami. In addition funds have been reallocated from other so far unspent budget lines within DCI.

There was no immediate impact on other planned interventions. On the other hand, if there had not been significant additional funding and reallocation of other unspent budget lines to the emergency and recovery budget lines, funds would have been insufficient for other emergencies for the rest of 2005.

¹⁰ 100% humanitarian assistance.

There were no restrictions from DCI as to which countries or sectors to support. The deployment of technical engineers and police officers are regarded as in kind and therefore also as tied aid.

Breakdown by Implementing Actor for Relief Phase

Donor	Implementation foreseen	Actor	Commitment \$	COUNTRY	Sector	In Kind
DCI	DCI	Embassy Malaysia	63,428	Thailand	multi-sector	0
DCI	DCI	TTVI	63,428	Thailand	multi-sector	0
DCI	DCI	TTVI	20,837	Thailand	multi-sector	0
DCI	IFRC/ICRC	ICRC	634,276	Burma	multi-sector	0
DCI	IFRC/ICRC	IFRC	951,414	Sri Lanka	initial rehab	0
DCI	NGO	ChildFund of Ireland	209,945	Indonesia	Protection	0
DCI	NGO	ChildFund of Ireland	253,711	Sri Lanka	initial rehab	0
DCI	NGO	Christian Aid	317,138	India	Food	0
DCI	NGO	Concern Worldwide	553,080	India	Food	0
DCI	NGO	Concern Worldwide	2,510,466	Indonesia	initial rehab	0
DCI	NGO	Concern Worldwide	634,276	Sri Lanka	multi-sector	0
DCI	NGO	GOAL	615,248	India	Food	0
DCI	NGO	GOAL	507,421	Sri Lanka	initial rehab	0
DCI	NGO	Gorta	126,855	India	multi-sector	0
DCI	NGO	Habitat for Humanity	316,504	Sri Lanka	Shelter	0
DCI	NGO	Home Life Foundation	126,855	Thailand	Health	0
DCI	NGO	Hope	253,711	India	multi-	0

		Foundation			sector	
DCI	NGO	Human Development Foundation	126,855	Thailand	Water & sanitation	0
DCI	NGO	Mercy Corps Scotland	353,652	Indonesia	Health	0
DCI	NGO	Mercy Corps Scotland	443,993	Indonesia	Agriculture	0
DCI	NGO	Oblate Fathers	56,451	Sri Lanka	multi-sector	0
DCI	NGO	Oxfam Ireland	317,138	Indonesia	Water & sanitation	0
DCI	NGO	Oxfam Ireland	317,138	India	Food	0
DCI	NGO	Plan Ireland	253,711	Sri Lanka	Shelter	0
DCI	NGO	Trocaire	380,566	Indonesia	initial rehab	0
DCI	NGO	Trocaire	253,711	Sri Lanka	initial rehab	0
DCI	NGO	Trocaire	951,414	Indonesia	Education	0
DCI	NGO	Trocaire	317,138	Thailand	multi-sector	0
DCI	NGO	Trocaire	6,343	Sri Lanka	multi-sector	0
DCI	NGO	Trocaire	26,957	Indonesia	multi-sector	0
DCI	NGO	VSO	386,909	Sri Lanka	initial rehab	0
DCI	NGO	VSO	279,082	Maldives	initial rehab	0
DCI	NGO	World Vision Ireland	253,711	Sri Lanka	Food	0
DCI	UN	FAO	190,283	Sri Lanka	Agriculture	0
DCI	UN	IDLO	190,283	Indonesia	Protection	0
DCI	UN	IDLO	190,283	Sri Lanka	Protection	0

DCI	UN	ILO	317,138	Indonesia	initial rehab	0
DCI	UN	IOM	126,855	South Asia Region	multi-sector	0
DCI	UN	OCHA	1,268,553	South Asia Region	Coordination	0
DCI	UN	UNDP	191,234	Thailand	initial rehab	0
DCI	UN	UNDP	1,268,553	Indonesia	multi-sector	0
DCI	UN	UNESCO	634,276	South Asia Region	preparedness and mitigation	0
DCI	UN	UNHCR	634,276	South Asia Region	multi-sector	0
DCI	UN	UNICEF	1,268,553	South Asia Region	multi-sector	0
DCI	UN	WFP	1,268,553	South Asia Region	Food	0
DCI	UN	WHO	634,276	South Asia Region	Health	0
DCI	UN	WHO	504,884	Sri Lanka	Health	0
DCI	WB	World Bank MDTF	1,268,553	Indonesia	multi-sector	0
DCI	WB	World Bank MDTF	1,268,553	Sri Lanka	multi-sector	0
Dept. of Agriculture	UN	WFP	1,268,553	South Asia Region	Food	0
Dept. of Defense	UN	Dept. of Defense	183,940	Sri Lanka	Coordination	183,940
Police Force	Police Force	Garda	34,892	Thailand	multi-sector	34,892

Role of the Flash Appeal and the FTS

DCI has a long history of support through the UN. DCI responded as information from Flash Appeals appeared. The first response to the UN Flash Appeal was for WFP and was disbursed on December 31, 2004. A total of € 7,848,750 was allocated through UN agencies and of these 79% were responses to Regional Flash Appeals. Of the total tsunami budget 45% was given as a response to the Consolidated Flash Appeal through UN agencies and the International Red Cross. DCI reports to the Financial Tracking System.

Concentration of funds

A total of 45 allocations were made involving 34 agencies. There is no prior disaster of this scale to compare with, but it is usual for DCI to fund through both Irish and International NGOs as well as UN and World Bank agencies for implementation purposes. The current “pattern” does not appear to significantly differ from previous responses to disasters, except in terms of the amounts involved.

No funds flowed to private companies for implementation purposes.

No military assets were employed. The Irish Department of Defense seconded two engineers and two transport specialists at the request of UNJLC¹¹, from January 17th to March 11th, 2005, to work in the UNJLC, primarily to analyze the road and transport situation in post-tsunami Sri Lanka. Compared to other nations that had standby arrangements and personnel which were deployed immediately, this deployment was very late, and as a result rushed. The promotion of the four military officers to UNJLC is by definition labeled as “in kind” contributions. The costs comprised salary and equipment. Salaries add up to €65,000 for four people during the deployment period for a total of 90 working days. Assuming that this includes travel, per diem, etc. it seems a reasonable cost. Equipment at the value of €80,000 was needed for carrying out the task and was taken back for further use in the Irish Defense Forces. These amounts have been included in this report to reflect the actual contribution from the Irish Government to the tsunami, but they have not been charged to Irish ODA.

The deployment of police officers and a civilian¹² at TTVI for help in the identification process is also an in kind contribution. These costs has not been charged to ODA.

These are the only in kind contributions and therefore no in kind contributions will be charged to ODA. All purchases of goods were left to the discretion of the organizations administrating the funds. With regards to the Irish NGOs, they all purchased locally (in the countries of implementation) where possible.

¹¹ All other members of the UNJLC were civilians.

¹² An accountant was sent to work with TTVI under a volunteer scheme.

New and unforeseen implementation mechanisms

First of all Ireland undertook to employ a new model for response. This model included the deployment of a multi-member technical assessment team, comprising representatives from a number of sections within DCI as well as representatives from the Department of Defense. From these assessment missions a defined framework for response was identified, based on a commitment to GHD principles, which included the identification of needs-based sectoral priorities as well as the allocation of dedicated human resources (the Special Envoy as well as the Technical Advisor). This model of response for Ireland is unprecedented and has been identified as significantly successful to the point where its replication for future crises has been recommended to the state (by the Special Envoy).

The promotion of personnel to UNJLC¹³ is a new and unforeseen implementation mechanism. The request was expressed by the UN during the first Irish mission. The involvement of military personnel in a disaster area mission is new and was largely to investigate and possibly comply with the demand expressed by some Irish NGOs and the public. From this experience, which was not entirely positive according to reports from the Irish Defense Force, the extension and improvement of cooperation between the Irish Defense Force, Development Cooperation Ireland and UNJLC has been recommended.

ChildFund¹⁴ of Ireland has little prior history of implementing DCI emergency funds (2004 to Uganda), but being present in Indonesia, having a special focus on child protection and a specific approach of working through community-based organizations with psychosocial rehabilitation of children in child centered spaces made it appropriate for DCI to engage in cooperation with ChildFund. Based on the positive results from the first project that started January 31st, a second project was approved beginning July 1st.

Sector Allocations and Geographic Focus by Donor and Budget

Sector	COUNTRY	Commitment \$	Disbursement \$
Agriculture	Indonesia	443,993	443,993
	Sri Lanka	190,283	190,283
Agriculture Total		634,276	634,276
Coordination	South Asia Region	1,268,553	1,268,553
	Sri Lanka	183,940	183,940
Coordination Total		1,452,493	1,452,493
Education	Indonesia	951,414	951,414
Education Total		951,414	951,414
Food	India	1,802,604	1,802,604

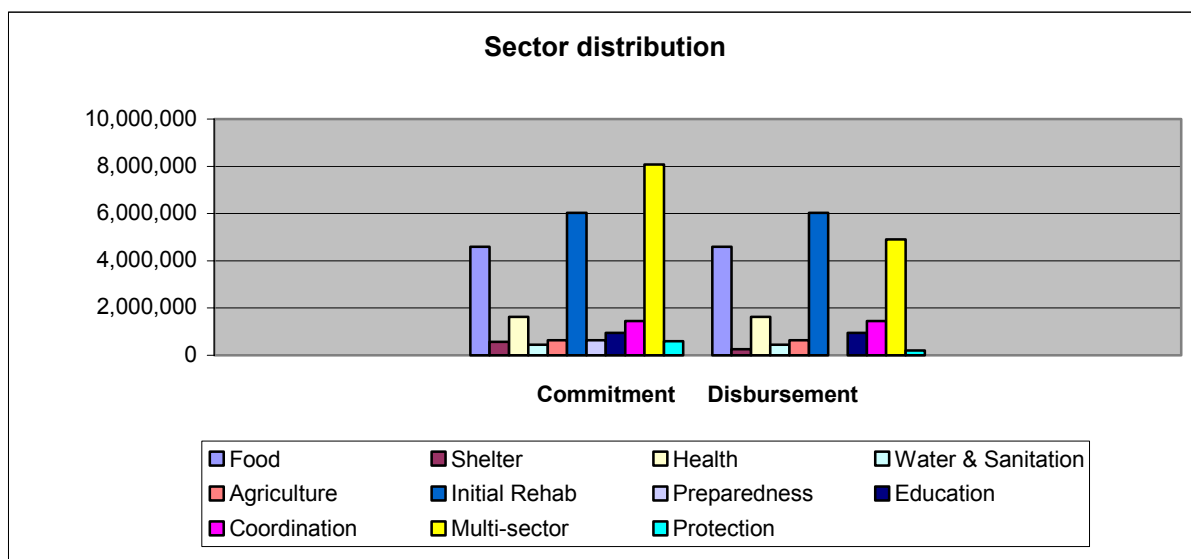
¹³ From January 17th to March 10th.

¹⁴ Formerly known as Christian Children's Fund.

	South Asia Region	2,537,105	2,537,105
	Sri Lanka	253,711	253,711
Food Total		4,593,420	4,593,420
Health	Indonesia	353,652	353,652
	South Asia Region	634,276	634,276
	Sri Lanka	504,884	504,884
	Thailand	126,855	126,855
Health Total		1,619,668	1,619,668
Initial rehab	Indonesia	3,208,169	3,208,169
	Maldives	279,082	279,082
	Sri Lanka	2,353,165	2,353,165
	Thailand	191,234	191,234
Initial rehab Total		6,031,650	6,031,650
Multi-sector	Burma	634,276	634,276
	India	380,566	380,566
	Indonesia	2,537,105	2,537,105
	South Asia Region	2,029,684	2,029,684
	Sri Lanka	1,902,829	634,276
	Thailand	380,566	380,566
Multi-sector Total		7,865,026	6,596,473
Preparedness and mitigation	South Asia Region	634,276	634,276
Preparedness and Mitigation Total		634,276	634,276
Protection	Indonesia	400,228	400,228
	Sri Lanka	190,283	190,283
Protection Total		590,511	590,511
Shelter	Sri Lanka	570,214	253,711
Shelter Total		570,214	253,711
Unspecified/Multi-sector	Indonesia	26,957	26,957
	Sri Lanka	62,793	62,793
	Thailand	119,156	119,156
Unspecified/Multi-sector Total		208,907	208,907
Water & Sanitation	Indonesia	317,138	317,138
	Thailand	126,855	126,855
Water & Sanitation Total		443,993	443,993
		25,595,849	24,010,793

The number of allocations in the different sectors have been: Food – 7, Shelter – 2, Health – 4, Water & Sanitation – 2, Agriculture – 2, Initial rehabilitation – 10, Preparedness and mitigation – 1, Education – 1, Coordination – 2, Multi-sector – 12, Protection – 3.

The funding though ChildFund Ireland is directed at psychosocial rehabilitation of children for which there is no sector definition; this is presently set as protection. The sector distribution went largely to multi-sector, food and initial rehabilitation.



Country distribution

As the table below demonstrates, Irish bilateral funds are distributed to six countries in the region and the funds distributed multilaterally through Flash Appeals were all regional.

The hardest hit counties, Indonesia and Sri Lanka, received 32% and 24% respectively. Most of this was given as bilateral funding through the NGOs. Multilateral funding was to a large extent regional and in order to cover all affected countries, DCI funded through UN organizations, WFP, IFRC/ICRC and the World Bank. DCI did not embark on any specific earmarking with respect to the Flash Appeals and therefore distribution of funding through the UN was left to the discretion of the UN.

Country	Commitment \$	Disbursement \$	% Commitment
Burma	634,276	634,276	2%
India	2,183,170	2,183,170	9%
Indonesia	8,238,658	8,238,658	32%
Maldives	279,082	279,082	1%
South Asia Region	7,103,894	7,103,894	28%
Sri Lanka	6,212,102	4,627,046	24%
Thailand	944,667	944,667	4%
	25,595,849	24,010,793	

Previous bilateral humanitarian funding by DCI amounted to €150,000 to India and Bangladesh in 2004, €20,000 to India in 2003 and €150,000 to Sri Lanka in 2003.

Good Humanitarian Donorship

DCI allocated funds through organizations that adhere to GHD and who were either present on the ground or working through local partners. Initially the “do no harm” strategy was a criteria for funding, and less attention was given to protection needs and other specific needs like gender needs assessment. As very little material on assessments is available, due to the general lack of written documentation, no conclusion can be made as to the level of assessment that took place.

Over time the assessment improved and files demonstrate much more rigorous dialogue between NGOs and DCI. During a visit by the Technical Advisor in Indonesia it was noted that Irish NGOs “have both expressed concern over the fact that there are several directly and indirectly tsunami-affected communities that are totally excluded from the humanitarian program due to their a) remoteness and b) proximity to Free Aceh Movement (GAM) areas.”¹⁵

During the Irish missions to Sri Lanka DCI emphasized that Ireland is a neutral country and made a point of visiting both the northeast and the south of the country, ensuring that funds were allocated both to areas controlled by the Sri Lankan government and by the Tamil Tigers.

At present a White Paper on Ireland’s official program of Overseas Development Assistance (ODA) is being elaborated by DCI and it is expected that this will be complete by the end of 2005. In addition, specific policy papers are being developed on humanitarian and recovery policy within DCI. Both policies will endeavor to include the Good Humanitarian Donorship agenda as their basis.

Humanitarian objectives and principles

DCI’s key objective for emergency response is to save and protect lives threatened by natural disasters and man-made crises, in line with best practice and key guiding principles.¹⁶

Officials in DCI’s Emergency Section have extensive experience with emergency situations and previous work with GHD principles. Due to time pressure, the political

¹⁵ Tsunami Region, July 2005, Anne Holmes.

¹⁶ Guidelines & application instructions for NGOs (DCI, October 2003).

desire to respond to immediate basic needs, and lack of time to do a thorough appraisal of the applications, DCI chose not to engage in new sectors and with completely new partners. Initial response left little time for DCI to perform in-depth analysis of applications. The basis for allocating funds was the experience and capacity of DCI officials, confidence in the applicants (Irish NGOs and IFRC), which were either present in the affected countries or had firsthand information from their local partners and a previous relationship with DCI.

Promoting the use of IASC guidelines, RC Code of Conduct and IDP Guiding Principles, and Sphere Minimum Standards in Disaster Response

DCI only funds organizations that adhere to SPHERE standards. The majority of the NGOs also refer to IASC guidelines and the RC Code of Conduct in their statutory documents.

This evaluation team found no information available that demonstrated how DCI upholds these principles. The “Guidelines”¹⁷ for NGOs does not specify that NGOs should respond to questions as to which principles they base their applications on.

Flexibility and timeliness

Concerning flexibility, unspent funds within DCI can be used for another activity; however, in the case of the tsunami all commitments will be honored and unspent funds will not be reallocated away from the tsunami pledges.¹⁸

With regards to timeliness, if a target of six weeks from commitment to disbursement is used, the following are the statistics on DCI:

- 1st pledge disbursed 6 out of 6 commitments within target
- 2nd pledge disbursed 1 out of 1 commitment within target
- 3rd pledge disbursed 11 out of 14 commitments within target
- 4th pledge disbursed 0 out of 5 commitments within target
- 5th pledge disbursed 1 out of 20 commitments within target

In total, 92% of committed funds have been disbursed. Whether these funds have actually been spent already is difficult to say as no final reports have yet been received. DCI disburses all funds as soon as a contract is signed between DCI and the

¹⁷ Emergency Humanitarian Assistance Fund, Guidelines & Application Instructions for NGOs.

¹⁸ Fiona English, DCI and by November 4th disbursements had increased to 92% of the total pledge.

implementing partner. Likewise it is difficult to say if project estimates/budgets were appropriate. The remaining un-disbursed funds are mainly to the MDTF.

Needs-based funding

The approach to funding was needs-oriented to the extent that initial funding was based on specific local knowledge and on the ground assessment of the situation. IFRC and the Irish NGOs were present in all affected countries that received initial funding.

Some Irish NGOs were working with local partners prior to the tsunami. The partnership model is an asset as it gives direct access to affected communities. Needs assessment could therefore be based on some involvement of affected communities. The NGOs emphasize that the approach has become more participatory over time.

Emergency response teams formed by the NGOs' international affiliations were dispatched to appraise needs and response capacities. These assessments determined that it was appropriate for the organizations to mount a response.

The first technical mission from DCI identified needs through a review of secondary data; direct observation; field visits; meetings with key local government officials, the UN, the Red Cross and NGOs; meetings with other donor government representatives; and semi-structured and group interviews with selected beneficiary groups. In each country, the team divided into sub-teams to ensure geographic, agency and sector coverage.

Flash Appeals were important to DCI as they were the main source for committing funds through the major international organizations. DCI recommends and encourages cooperation with both UN agencies and local governments wherever possible.

Beneficiary participation

It was practically impossible during the first days to uphold the principle of beneficiary participation. The organizations that DCI initially funded all have major experience in emergencies like earthquakes, flooding, etc. Due to the known past experience of the emergency agencies, DCI did not consider this specific criteria a *sine qua non*.

A few NGOs do refer to inclusion of participatory methods in their proposals, but this is only at a later stage. Needs assessments done through the local partners do involve beneficiaries to some extent.

Disaster preparedness and mitigation

The humanitarian budget is subdivided into the Emergency Humanitarian Assistance Fund (EHAF) and the Emergency Preparedness and Post-Emergency Recovery Fund (EPPR).

The major differences between the two budget lines are the timeframe (up to six months and three years to EHAF and EPPR, respectively), capacity building and rehabilitation (included in the EPPR), and sustainability and demonstration of active community involvement (included in EPPR).

One commitment has been made to support UNESCO with a Tsunami Early Warning System, which was recommended by the Special Envoy in his first report.

Linkages to recovery and development

The timeframe for the recovery projects committed after the initial phase goes into 2007.

Some 25 out of 45 commitments continue into 2006 and 3 out of 45 continue into 2007. No funds have been set aside from future development budget lines. DCI has no prior history of development programming in the affected countries and currently has no plans to extend its development budget into the affected countries. However, it should be noted that Ireland does have development budgets available to NGOs, and it is likely that these budgets may be availed of in the region in the future.

All recommendations from both the Special Envoy and DCI missions emphasize that the response to the tsunami will be complex and long-term; consequently aid allocations should not be tied to short timeframes.

The recommendations from the Special Envoy and DCI missions were that Ireland should make a meaningful and significant contribution to the emergency and recovery efforts in Aceh Province, Indonesia, and in Sri Lanka for the forthcoming 18 to 24 months. This contribution should be directed at reinforcing government leadership in overseeing the recovery plan, strengthening the capacity of local government and NGOs, and flexibly responding to emerging needs.

UN coordination and ICRC/IFRC mandate

DCI has supported coordination with €1 million (5% of total pledge) to OCHA and €1.2 million (6.25%) to IFRC/ICRC.

DCI emphasizes through the NGO “Guidelines” the importance of coordination with relevant authorities and other humanitarian actors and has decided that it is vital that any project applicant demonstrate that it is participating in the relevant coordination processes. This is to ensure that different groups do not duplicate projects or undermine

each other's work. Coordination is seen as a forum for shared learning and for identifying means in which different groups can add value to each other's work.

In the first report from the Technical Advisor, advice was given on how to go about coordination.¹⁹ "If (as seems to be the case in Thailand), there is not much going on in the way of formal interagency coordination the group should attempt more informal coordination. One possibility is to post information about the planned intentions in high visibility areas in the village and at the local district leader's office. Leave contact details inviting any other group planning on working the same area to contact them."

Effect on other crises

There seems to have been no effect on other crises.

Ninety-nine percent of the original Emergency Budget was committed by the end of August 2005. Towards the end of the year DCI performs budget revisions to ensure that all ODA funds are spent – both development and emergency funds. Any unspent funds are lost to DCI as they cannot be carried over to the following financial year. There is no indication of funds being diverted from other crises. Additional funding and reallocation of unspent budget lines within DCI has made additional funding available for the remainder of 2005. DCI has increased the budget for EPPR with €8 million in order to respond to other crises including Pakistan.

Predictability and flexibility

The agencies DCI has supported are all regarded as key agencies and all have labeled DCI as being very flexible in the case of the tsunami. Due to DCI's thorough knowledge of Irish NGOs, it has been acceptable to commit funds on the basis of very brief statements of intent – concept notes – with the expectation of DCI subsequently receiving full project proposals.

Even if projects were expected to be completed according to agreed timeframes and agreements and final reports were expected to be present in the files, no final reports had been yet been received. Some projects had been postponed by 3 to 12 months, but due to lack of documentation in some files it was not clear whether reporting or project implementation had been delayed.

All key organizations have been able to rely on DCI for funding.

Appeals and action plan

¹⁹ April, Sri Lanka, Thailand and Indonesia, Anne Holmes, DCI.

According to OCHA's Financial Tracking System, Ireland has contributed 0.3% of the grand total of the tsunami funding. In comparison, contributions from the Netherlands were (0.7%), Sweden (0.6%) and Denmark (0.7).

Of the grand total related to projects in the Flash Appeals, Ireland has contributed 0.8% whereas Denmark has contributed 1.5%, the Netherlands 2.8% and Sweden 2.0%.

Response capacity

DCI has no standing donor response capacity.

Since 2003, however, DCI has engaged in a strategic partnership with civil society in the provision of Ireland's assistance to developing countries and to that end a number of schemes have been developed. One of the schemes, the Multi Annual Program Scheme (MAPS), under which DCI provides up to €117 million to five NGOs (Christian Aid Ireland, Concern, GOAL, SHDI and Trócaire), began in 2003. This cooperation on development funding has had a major effect in building relationships between DCI and these organizations, but not in terms of emergency response. Four of these five Irish NGOs have been the key players in the tsunami response.

The Civil Protection Audit recommended the creation of an Emergency Personnel Roster which would add value and increase Ireland's traditional support for UN and multilateral organizations.²⁰ From the same audit a number of scenarios are suggested and it is also recommended that Ireland joins the IHP (International Humanitarian Partnership), once a functioning personnel roster is in place.

With reference to the Lessons Learned report written by the Irish Defense Forces based on their experience of promoting staff to the UNJLC, it has been recommended to build and increase the capacity for further cooperation with the UNJLC in order for Ireland to have greater disaster preparedness and response capacity.

Ireland also contributes to the disaster preparedness of UN agencies by providing annual core funding for the UN (€47 million was allocated in 2005).

Civilian humanitarian action

All commitments from DCI went solely to civilian organizations.

The Irish Defense Force seconded four military personnel within UNJLC, under whose jurisdiction the Irish military personnel were placed.

Evaluation

²⁰ Civil Protection Audit – Final Report v101.pdf, DCI

DCI is funding the TEC with €130,000, a pooled fund with the Danish Ministry of Foreign Affairs, towards all the work of the thematic group on funding.

DCI is carrying out its own monitoring procedure specifically through the Special Envoy and the Technical Advisor. In addition, the Evaluation and Audit Unit will use the work of the TEC to prepare a Public Expenditure Review for submission to the Irish Parliament.

DCI was well prepared for this evaluation, very cooperative and very forthcoming with regards to access to information, interviews, etc.

DCI will participate in report dissemination as well as in the implementation of the evaluation results.

Financial transparency and accountability

DCI reports to the UN Financial Tracking System.

DCI holds precise records of committed funds through the EHAF and other budget lines. While most funds are from DCI, the use of funds from other agencies (e.g. Department of Agriculture) is not the responsibility of DCI.

While disbursements are recorded in the financial management system of DCI, it currently does not track pledges. Therefore, the spending against pledges is tracked manually, with the responsible officer maintaining a spreadsheet. The funding for the tsunami was largely controlled by the Emergency and Rehabilitation Section.

Decision-making Criteria

Presence, known competence and past experience were the major criteria in the decision-making process with regards to both commitment and choice of cooperation partners. The selection criteria are a result of a long-term collaboration with the major Irish NGOs and charities. They are not part of a top-down approach.

In its tsunami response, the Irish government has acted in accordance with its stated principles and framework for response. The stated criteria were followed even if decisions were made on an ad hoc basis.

Among the selection criteria, known and proven competence played a large role. A common principle in all stages of response is that assistance will be directed to organizations that have a proven track record, are responsive to locally defined needs, and have the capacity to account for funds received.

Response Strategy

The initial strategy was to secure basic needs for survivors and respond on the basis of “do no harm” strategy. Known and experienced collaboration partners such as Irish NGOs and the IFRC were used for implementation. Apart from the scale of funding the strategy that was implemented was slightly different from previous emergencies in that this strategy also involved engaging on a strategic level with the NGOs.

In short, the main strategy that emerged after the first appraisal mission²¹ was to:

- 1) reinforce government leadership,
- 2) deliver financial assistance through key United Nations agencies, international organizations and NGOs that are supporting governments in implementing the national recovery program in a transparent and non-discriminatory manner, with a proven track record and by responding to the basic needs of those most impacted by the disaster,
- 3) promote specialist personnel from the Defense Forces to the UNJLC in Colombo,
- 4) and focus on the medium-term to include support for housing and associated infrastructure.

Due to the substantial assistance afforded to Ireland in relation to the identification and repatriation of Irish victims of the disaster in Thailand, the first mission recommended that a sum of €500,000 should be made available to support the implementation of small-scale programs. This was subsequently revised based on more detailed assessments, with specific funding given to the TTVI and other projects, and an amount of €50,000 made available for the small-scale projects.

The Special Envoy paid specific attention to the conflict situations in Indonesia and Sri Lanka by including areas of conflict during visits and by recommending that DCI commit to projects in conflict areas. DCI included specific attention to conflict-sensitive areas during the monitoring of implementation of DCI funding. This is specifically noted in the reports from the Special Envoy and the Technical Advisor and has been followed up during later missions.

DCI has actively supported the Consolidated Appeal Processes, and is presently engaged in the establishment of the Multi Donor Trust Funds in Sri Lanka and Indonesia. A risk remains that the Trust Fund in Sri Lanka may not materialize in the near future.

²¹ Report of Government of Ireland South Asia Technical Assessment Mission, Sri Lanka, Thailand and Indonesia, January 7-21, 2005.

Human Resources

DCI managed initially with existing staff. Everyone worked long hours for the first two to three weeks after the tsunami. All regular staff in the emergency section were drawn into tsunami-related work and less urgent issues, like developing guidelines, were put aside.

Responsibilities were assigned to qualified staff in DCI's emergency section. Because of the time of the year in which the tsunami took place, it initially meant limited access to resources as officials were on Christmas holiday and abroad. However, there was high motivation and a feeling of team spirit among the staff present. On December 27th and 28th more people came back from holidays and some shortened their holidays.

Channeling of large funding through NGOs places a huge workload and responsibility on DCI to control and monitor many big and small projects. The scale of projects both in terms of the number and their activities suggests a further need for additional administrative and financial resources within DCI. This is also demonstrated by the fact that although intentions are good, documentation is scarce regarding assessments of allocations.

DCI has been able to reinforce human resources by employing an additional person as a technical advisor for tsunami follow-up. The Technical Advisor commenced in March 2005 and will be available for a one-year period.

The appointment of the Special Envoy and the use of cross-section staffing in the initial period also assisted DCI given the limited human resources available.

Key Messages

- The Irish Government has in its tsunami response benefited from the rich and diverse relief scene in Ireland. Ireland places great importance on NGOs and a very large share (44%) of Irish public funding for the tsunami was channeled through NGOs. The Irish NGOs are very diverse and range from volunteer-based NGOs, like VSO, and smaller NGOs, like Gorta, to major NGOs, like Trócaire, with a strong worldwide network.
- Unlike many other like-minded donors, Ireland does not insist on “having an Irish flag” on specific projects. It funds both Irish and non-Irish NGOs for emergency operations. The Government is thereby able to target more widely and increase the speed and diversity with which Irish Emergency Assistance is delivered. Ireland is also living up to the principles of Good Humanitarian Donorship by not earmarking its contributions to UN agencies.
- The strategy of funding as many as 16 different NGOs and many smaller projects per agency has proven very demanding for a relatively small administration like Development Cooperation Ireland.
- The monitoring of the Irish government response has, however, been secured by adding extra resources. It allowed the Government good overview both in terms of strategic planning and monitoring and evaluation of the response.
- An Emergency Personnel Roster has been suggested as an area which could add value to the traditional Irish humanitarian response.

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 December 26, 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 (Myanmar and Somalia), or touched by the tsunami (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 displaced.²² 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 US\$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)

²² 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.

1. Document the amount and pattern of pledges made by the Government of Denmark in the months following the tsunami. Analyze 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 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 prioritized 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 and should include:

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 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

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

1. The organizers will feed comments back to the evaluator in weeks two and three of October.
2. Final draft material must be presented by e-mail to the organizers by Friday, November 4th.

References

Interviews

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

Background Documents

Chris Flood, Special Envoy, First mission report
Chris Flood, Special Envoy, Second mission report
Anne Holmes, DCI Technical Advisor, First mission report
Anne Holmes, DCI Technical Advisor, Second mission report
Anne Holmes, DCI Technical Advisor, Third mission report
DCI, Annual report 2002, 2003, 2004
DCI project files

Tables in Original Currency

Overall Allocation and Disbursement

Donor	Country	Pledged €	Committed €	Disbursed €	In Kind %	Grant %	Tied Aid
DCI	Burma		500,000	500,000			
	India		1,720,993	1,720,993			
	Indonesia		6,494,534	6,494,534			
	Maldives		220,000	220,000			
	South Asia Region		5,578,750	5,578,750			
	Sri Lanka		4,892,000	3,642,500			
	Thailand		728,255	728,255			
	Total	19,000,000	20,134,532	18,885,032		100%	
Department of Agriculture				-			
	South Asia Region		21,250	21,250			
	Total	1,000,000	21,250	21,250		100%	
Department of Defense			-	-			
	Sri Lanka		5,000	5,000			5,000
	Total	-	5,000	5,000	100%	0%	5,000
Police Force			-	-			
	Thailand		16,426	16,426			16,426
	Total	-	16,426	16,426	100%	0%	16,426
Total Ireland		20,000,000	20,177,208	18,927,708	0%	100%	21,426

* Outside Pledge

Sector Allocations and Geographic Focus by Donor and Budget

Sector	Country	Commitment €	Disbursement €
Agriculture	Indonesia	350,000	350,000
	Sri Lanka	150,000	150,000
Agriculture Total		500,000	500,000
Coordination	South Asia Region	1,000,000	1,000,000
	Sri Lanka	145,000	145,000
Coordination Total		1,145,000	1,145,000
Education	Indonesia	750,000	750,000
Education Total		750,000	750,000
Food	India	1,420,993	1,420,993
	South Asia Region	2,000,000	2,000,000
	Sri Lanka	200,000	200,000
Food Total		3,620,993	3,620,993
Health	Indonesia	278,784	278,784
	South Asia Region	500,000	500,000
	Sri Lanka	398,000	398,000
	Thailand	100,000	100,000
Health Total		1,276,784	1,276,784
Initial Rehab	Indonesia	2,529,000	2,529,000
	Maldives	220,000	220,000
	Sri Lanka	1,855,000	1,855,000
	Thailand	150,750	150,750
Initial Rehab Total		4,754,750	4,754,750
Multi-sector	Burma	500,000	500,000
	India	300,000	300,000
	Indonesia	2,000,000	2,000,000
	South Asia Region	1,600,000	1,600,000
	Sri Lanka	1,500,000	500,000
	Thailand	300,000	300,000
Multi-sector Total		6,200,000	5,200,000
Preparedness and Mitigation	South Asia Region	500,000	500,000
Preparedness and Mitigation Total		500,000	500,000
Protection	Indonesia	315,500	315,500
	Sri Lanka	150,000	150,000
Protection Total		465,500	465,500
Shelter	Sri Lanka	449,500	200,000

Shelter Total		449,500	200,000
Unspecified/Multi-sector	Indonesia	21,250	21,250
	Sri Lanka	49,500	49,500
	Thailand	93,931	93,931
Unspecified/Multi-sector Total		164,681	164,681
Water & Sanitation	Indonesia	250,000	250,000
	Thailand	100,000	100,000
Water & Sanitation Total		350,000	350,000
		20,177,208	18,927,708

Breakdown by implementing actor for relief phase

Donor	Implementation foreseen	Actor	Commitment €	Country	Sector	In Kind
DCI	DCI	Embassy Malaysia	50,000	Thailand	Multi-sector	0
DCI	DCI	TTVI	50,000	Thailand	Unspecified/Multi-sector	0
DCI	DCI	TTVI	16,426	Thailand	Unspecified/Multi-sector	0
DCI	IFRC/ICRC	ICRC	500,000	Burma	Multi-sector	0
DCI	IFRC/ICRC	IFRC	750,000	Sri Lanka	Initial Rehab	0
DCI	NGO	ChildFund of Ireland	200,000	Sri Lanka	Initial Rehab	0
DCI	NGO	ChildFund of Ireland	165,500	Indonesia	Protection	0
DCI	NGO	Christian Aid	250,000	India	Food	0
DCI	NGO	Concern Worldwide	435,993	India	Food	0
DCI	NGO	Concern Worldwide	1,979,000	Indonesia	Initial Rehab	0
DCI	NGO	Concern Worldwide	500,000	Sri Lanka	Multi-sector	0
DCI	NGO	GOAL	485,000	India	Food	0
DCI	NGO	GOAL	400,000	Sri Lanka	Initial Rehab	0

DCI	NGO	Gorta	100,000	India	Multi-sector	0
DCI	NGO	Habitat for Humanity	249,500	Sri Lanka	Shelter	0
DCI	NGO	Home Life Foundation	100,000	Thailand	Health	0
DCI	NGO	Hope Foundation	200,000	India	Multi-sector	0
DCI	NGO	Human Development Foundation	100,000	Thailand	Water & Sanitation	0
DCI	NGO	Mercy Corps Scotland	350,000	Indonesia	Agriculture	0
DCI	NGO	Mercy Corps Scotland	278,784	Indonesia	Health	0
DCI	NGO	Oblate Fathers	44,500	Sri Lanka	Unspecified/Multi-sector	0
DCI	NGO	Oxfam Ireland	250,000	India	Food	0
DCI	NGO	Oxfam Ireland	250,000	Indonesia	Water & Sanitation	0
DCI	NGO	Plan Ireland	200,000	Sri Lanka	Shelter	0
DCI	NGO	Trocaire	750,000	Indonesia	Education	0
DCI	NGO	Trocaire	300,000	Indonesia	Initial Rehab	0
DCI	NGO	Trocaire	200,000	Sri Lanka	Initial Rehab	0
DCI	NGO	Trocaire	250,000	Thailand	Multi-sector	0
DCI	NGO	Trocaire	21,250	Indonesia	Unspecified/Multi-sector	0
DCI	NGO	Trocaire	5,000	Sri Lanka	Unspecified/Multi-sector	0
DCI	NGO	VSO	220,000	Maldives	Initial Rehab	0
DCI	NGO	VSO	305,000	Sri Lanka	Initial Rehab	0
DCI	NGO	World Vision Ireland	200,000	Sri Lanka	Food	0
DCI	UN	FAO	150,000	Sri Lanka	Agriculture	0
DCI	UN	IDLO	150,000	Indonesia	Protection	0
DCI	UN	IDLO	150,000	Sri Lanka	Protection	0
DCI	UN	ILO	250,000	Indonesia	Initial Rehab	0
DCI	UN	IOM	100,000	South Asia	Multi-sector	0

				Region		
DCI	UN	OCHA	1,000,000	South Asia Region	Coordination	0
DCI	UN	UNDP	150,750	Thailand	Initial Rehab	0
DCI	UN	UNDP	1,000,000	Indonesia	Multi-sector	0
DCI	UN	UNESCO	500,000	South Asia Region	Preparedness and Mitigation	0
DCI	UN	UNHCR	500,000	South Asia Region	Multi-sector	0
DCI	UN	UNICEF	1,000,000	South Asia Region	Multi-sector	0
DCI	UN	WFP	1,000,000	South Asia Region	Food	0
DCI	UN	WHO	500,000	South Asia Region	Health	0
DCI	UN	WHO	398,000	Sri Lanka	Health	0
DCI	WB	World Bank MDTF	1,000,000	Indonesia	Multi-sector	0
DCI	WB	World Bank MDTF	1,000,000	Sri Lanka	Multi-sector	0
Dept. of Agriculture	Dept. of Agriculture	WFP	1,000,000	South Asia Region	Food	0
Dept. of Defense	Dept. of Defense	Dept. of Defense	145,000	Sri Lanka	Coordination	145,000
Police Force	Police Force	Garda	27,505	Thailand	Unspecified/Multi-sector	27,505