



National Audit Office

## **DEPARTMENT FOR INTERNATIONAL DEVELOPMENT**

# Tsunami: Provision of Financial Support for Humanitarian Assistance

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**DEPARTMENT FOR INTERNATIONAL DEVELOPMENT**  
**Tsunami: Provision of Financial Support  
for Humanitarian Assistance**

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*John Bourn*  
**Comptroller and Auditor General**  
**National Audit Office**

**8 February 2006**

The National Audit Office study team consisted of:

Ben Allen, Mark Malpus, Robin Ball,  
under the direction of Martin Daynes

This report can be found on the National Audit Office web site at [www.nao.org.uk](http://www.nao.org.uk)

**For further information about the National Audit Office please contact:**

National Audit Office  
Press Office  
157-197 Buckingham Palace Road  
Victoria  
London  
SW1W 9SP

Tel: 020 7798 7400

Email: [enquiries@nao.gsi.gov.uk](mailto:enquiries@nao.gsi.gov.uk)

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## PART ONE

# Introduction and Key Findings

*There are two main messages contained in this Report. Firstly, DFID's reaction in the hours and days following the tsunami disaster was both rapid, and impressive: the first cargo of relief supplies was airlifted to the affected area within 24 hours. Secondly, DFID should continue to examine how unspent grants made to multilateral agencies and Non-Governmental Organisations might be used, and request refunds where appropriate.*

**1.1** On Sunday, 26 December 2004, an earthquake registering 9.3 on the Richter scale occurred under the Indian Ocean off the western coast of the Indonesian island of Sumatra. The earthquake triggered a series of tsunami (large sea waves) which devastated coastal and immediate inland areas of Indonesia, Sri Lanka, coastal areas of the Indian state of Tamil Nadu, the Maldives, Malaysia, Burma and the resort island of Phuket in Thailand. Tsunami-related flooding reached several kilometres inland in places. The force of the tsunami was so great that fatalities and infrastructure damage also occurred as far away as Somalia, 2,500 miles west of the epicentre. The areas worst affected are illustrated in **Figure 1**.

**1.2** Across the region as a whole some 300,000 people died, including 141 Britons. Many more were injured and some 1.6 million people were displaced or otherwise affected. Indonesia and Sri Lanka were the worst affected countries. In Indonesia damage stretched for more than 140 miles along the northwest coast of Sumatra, with Aceh province being particularly badly hit. The reported number of dead and missing in Indonesia exceeded 237,000, and some 617,000 people were displaced. In Sri Lanka, reported deaths and missing exceeded 35,000 and more than 550,000 people were displaced.

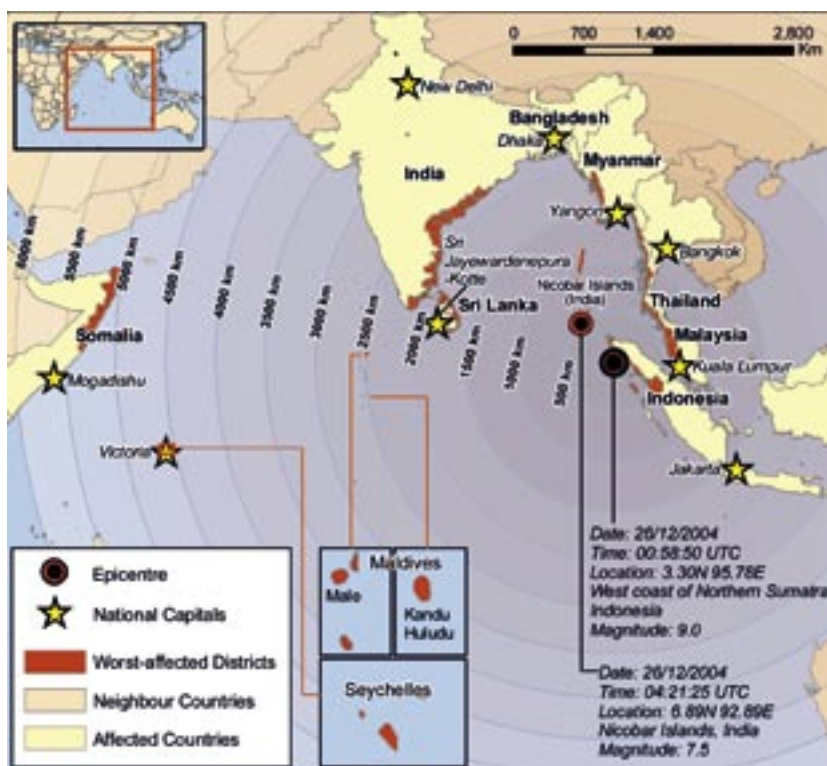
**1.3** As well as the devastating loss of life and immediate suffering, the disaster brought longer term effects. Many people lost their means of earning a living: fishermen lost their boats and nets; farmers' crops were destroyed; roads, bridges, buildings and other infra-structure were damaged or destroyed; and coastal areas where livelihoods were dependent upon tourism were severely affected.

**1.4** The National Audit Office reviewed the response of the Department for International Development (the Department) to this disaster, concentrating on the extent to which they had met their commitment to provide immediate humanitarian assistance to the victims of the tsunami in the six months immediately following the event.

## Key Findings

**1.5** The Department responded rapidly to the disaster and put into operation their emergency plan. Action was taken to work with partner organisations, such as the Red Cross, to airlift relief supplies immediately to the area. The first flight departed on 27 December.

## 1 Map showing the epicentre of the earthquake and the area worst affected by the Tsunami



Source: United Nations

### NOTE

Map provided courtesy of the ReliefWeb Map Centre, United Nations Office for the Coordination of Humanitarian Affairs.

The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.

**1.6** The Department pledged £75 million in immediate humanitarian aid. This pledge was based on information available early in January 2005. In the months that followed, the extent of the generosity of governments and the world community became clear – sufficient resources had been made available to the victims to meet their immediate and short-term relief requirements. There was therefore no need for the Department to spend all the resources they had pledged. In the event, £64.1 million was spent, and £7.5 million reallocated to the Department’s disaster risk reduction programme. The remaining £3.4 million was held in reserve to meet unexpected costs.

**1.7** The £64.1 million spent on tsunami-related projects represented additional resources and was not a substitute for development assistance already earmarked in existing country assistance plans.

**1.8** Grants totalling over £50 million were paid to third parties, such as United Nations agencies and Non-Governmental Organisations (NGOs). Once approved, grants tended to be paid immediately in full. Monitoring undertaken by the Department showed that delays were occurring in implementing some projects and this meant that unspent grants were being held by the grant recipients. The Department is now following up these unspent balances, looking at plans for how they might be utilised and requesting refunds where appropriate.

**1.9** The emphasis has now shifted to meeting the rehabilitation and reconstruction needs of the victims. The Department are actively engaged in this programme and have allocated £65 million of new funding to meet these needs.

## PART TWO

# National and International Response to the Disaster

### The Initial Response in the UK

**2.1** The Department are responsible for taking the lead in the government's response to international disasters. When any sudden-onset disaster occurs, the Department activate a pre-arranged emergency response plan. As soon as the scale of the tsunami disaster started to become apparent on 26 December, the Department's plan was activated and a crisis operations team set up. The Department's immediate efforts were focused upon a range of practical actions, such as delivery of urgently needed relief items including water, plastic sheeting, tents and blankets.

**2.2** On 27 December the Department airlifted tents and plastic sheeting to Sri Lanka, in response to an urgent request from the Sri Lankan government. Further flights followed, including approximately 80 tonnes of water to the Maldives, sufficient basic emergency medical supplies to Indonesia to treat 100,000 people for three months, and flights to Indonesia carrying almost 4,000 family tents.

**2.3** **Figure 2** provides further details of the actions taken by the Department during the first two weeks of the emergency. It illustrates some of the actions taken by the Department to provide operational, technical and logistical support. In addition to these direct interventions, the Department's immediate efforts included support to the United Nations humanitarian organisations, the Red Cross movement and NGOs in the UK and other countries.

**2.4** The United Nations led the international humanitarian response, and Britain supported the United Nations co-ordination and logistics effort to improve delivery of assistance. For example, in Indonesia, Britain provided equipment to help establish the United Nations field office in Banda Aceh, plus five helicopters and vehicles for the United Nations to use in Aceh province. The Department also provided two experts for the United Nations assessment team and two emergency teams which, together with three military operations teams from the Ministry of Defence, worked closely with local government and partner nations to assess needs.

**2.5** In parallel with the response by the Department, the Foreign and Commonwealth Office (FCO) activated their own emergency response plan. The FCO took the lead in providing support to Britons overseas who were directly affected by the disaster. The NAO has undertaken a separate review of the FCO response and the lessons learned.<sup>1</sup>

**2.6** British families affected by the disaster also received support from the Department for Culture, Media and Sport (DCMS) on their return to the UK. DCMS assumed overall responsibility for co-ordinating the support which UK government departments and public services offered to the families. These ranged from help with physical and mental injuries, to better access to benefits and social services.

<sup>1</sup> The NAO have undertaken a separate review of lessons learned by the Foreign and Commonwealth Office from the tsunami which has been published as HC 594 Session 2005-2006, 24 November 2005: Foreign and Commonwealth Office - Consular Services to British Nationals.



## 2 Illustrative actions taken by DFID in immediate response to the Indian Ocean Tsunami

### Sunday 26 December 2004

A series of earthquakes hit southern Asia on Sunday at around 0800 hrs local time, setting off tsunami that reaches Indonesia, Sri Lanka and India, and Thailand.

- DFID staff hear within an hour of earthquake hitting and mobilise emergency unit.
- DFID immediately provide team members for two UN Disaster Assessment and Coordination Teams.
- DFID despatch own assessment team to Sri Lanka.

### Monday 27 December 2004

- DFID provide £55,000 to the World Health Organisation to facilitate the mobilisation of assessment and response teams.
- DFID provide further £400,000 to Save the Children Fund for their response in Sri Lanka.
- DFID provide £400,000 to Christian Aid for their response in India.
- DFID despatch an aircraft with plastic sheeting and tents to Sri Lanka. Total value £250,000.

### Tuesday 28 December 2004

- DFID complete the purchase of 20,000 tarpaulins, 4,500 cooking sets, 40,000 sleeping mats, 5,000 water cans that will be dispatched to the region as soon as possible.

### Wednesday 29 December 2004

- Team of three humanitarian advisers is deployed to support the DFID Office in Indonesia.
- DFID broker First Choice flight from Manchester to the Maldives carrying Scottish Water bottles to people in need of fresh water.
- DFID charter flight leaves from East Midlands airport carrying Oxfam aid (40 tonnes of water equipment) to Colombo, Sri Lanka and then on to Medan, Indonesia.

### Thursday 30 December 2004

- DFID grant £2 million to the International Federation of the Red Cross.
- A DFID airlift of medical supplies leaves Amsterdam for Indonesia. DFID are providing ten emergency health kits that each provide basic medical services for 10,000 people for three months.

### Friday 31 December 2004

- DFID offer to assist the Disasters Emergency Committee (DEC) in transporting any items purchased from the Tsunami Earthquake Appeal to affected people in Asia.

### Saturday 1 January 2005

- DFID flight carrying emergency kits arrives in Jakarta. Flight leaves Denmark for Indonesia with vehicles, electrical lighting, generators and water purification units from DFID stockpile.

### Sunday 2 January 2005

### Monday 3 January 2005

- DFID charter flight leaves from Brindisi (Italy) carrying 40 tonnes of World Vision aid (tarpaulins, blankets, cooksets, jerrycans and water systems) to Colombo, Sri Lanka.

- A DFID funded aircraft leaves for the Maldives carrying over 40 tonnes of water (donated by Scottish Water and Strathmore Water) and collapsible plastic jerry cans (donated by Scottish Water).

### Tuesday 4 January 2005

- DFID approve £1.5 million grant for the International Committee of the Red Cross for the provision of health, water and sanitation, logistics, food, non-food items and tracing of missing persons in Sri Lanka and Indonesia.
- DFID approve £897,000 for The Mentor Initiative for malaria and dengue fever prevention in Aceh.

### Wednesday 5 January 2005

- DFID approve £4,000,000 grant to UNICEF for water and sanitation activities in Indonesia, the Maldives, India and Sri Lanka.

### Thursday 6 January 2005

- An aircraft chartered by DFID leaves from East Midlands Airport for Kuala Lumpur, from where shipment will be arranged to Banda Aceh and Medan. The plane carries a mobile humanitarian centre for use by the United Nations Office for the Co-ordination of Humanitarian Affairs in Banda Aceh. In addition the flight carries one million water purification tablets and sufficient tents to provide shelter for at least 1,000 people.

### Friday 7 January 2005

- DFID approve £3.5 million grant for World Food Programme.
- A DFID charter flight carrying Christian Aid relief equipment (five vehicles, tents, tarpaulins and water purification equipment) leaves from Oslo for Medan, Indonesia.

### Saturday 8 January 2005

- DFID approve £1 million for the International Organisation for Migration for logistics, transport, storage and distribution of relief items throughout the tsunami affected region.
- DFID approve £484,163 for HelpAge International for health, water, food, non-food items for 30,000 people in India and 10,000 people in Sri Lanka.
- DFID charter flight from Cologne takes more tents to the region.

### Sunday 9 January 2005

### Monday 10 January 2005

- A DFID charter flight leaves from East Midlands Airport carrying Oxfam aid (393 packages of water filtration equipment) for Kuala Lumpur.
- A DFID charter flight carrying Christian Aid relief equipment (three vehicles, pumps, a generator and emergency food rations) leaves for Medan, Indonesia.

### Tuesday 11 January 2005

- DFID announce a UK commitment of £40 million to the United Nations Flash Appeal for urgent humanitarian assistance in the region. The appeal – which will cover the period to the end of June 2005 – will help meet immediate needs for shelter, food, health, water and sanitation, as well as economic recovery and rebuilding damaged infrastructure.

Source: DFID

**2.7** Within a few days of the tsunami occurring it was clear that this was a major disaster. On 28 December 2004 the Disasters Emergency Committee (DEC) launched an appeal for assistance from the British public and corporate sector. The DEC is an umbrella organisation which represents 13 leading UK aid agencies.<sup>2</sup> The DEC ran the appeal on behalf of its members, and the moneys raised were distributed amongst them to support relief projects. By the time the appeal closed on 26 February 2005 the DEC had collected some £300 million. In addition the public had given some £50 million direct to UK aid charities.

## The Response of the International Community

**2.8** On 6 January 2005 the United Nations launched a world-wide “flash appeal” for aid for the victims of the tsunami. A flash appeal is the way in which the UN co-ordinates the many agencies responding to a sudden humanitarian crisis and presents a unified set of needs to donors. The agencies identify needs, and design and cost projects to meet those needs. The UN provides a concise overview of the identified needs and a platform to publicise funding requirements.

**2.9** In the case of the tsunami, the appeal was designed to cover a six month period for the humanitarian emergency needs of an estimated 5 million people affected by the tsunami. It included projects proposed by 37 organisations for food, agriculture, healthcare, water and sanitation, shelter, other urgent non-food items and an element for the early restoration of livelihoods. The initial total value of the appeal was US\$ 978 million (£520 million).

**2.10** On 11 January 2005 the Department pledged £40 million to the flash appeal. In accordance with their usual procedures, the Department analysed the projects within the appeal and provided specific pledges of assistance to those they decided to support. Pledges and payments made by the Department under the flash appeal are summarised in Appendix 1.

**2.11** The UK’s response to the tsunami was mirrored in many countries throughout the world. Governments and aid agencies responded promptly to provide immediate assistance, with individuals and businesses giving generously to national appeals.

## The Department’s Financial Commitment

**2.12** In the UK, the cost of responding to the disaster was met from the resources of each of the government departments involved. As regards the contribution made by the Department, on 29 December 2004 £15 million of emergency aid was announced. This was increased on 30 December by £35 million, bringing the total to £50 million. Of this total, £20 million was to come from the contingency which the Department hold for dealing with humanitarian emergencies and £30 million from the Department’s general reserve.

**2.13** On 10 January 2005 the Prime Minister announced to the House of Commons that the government would increase their pledge to the immediate humanitarian response from £50 million to £75 million by drawing £25 million from the government’s central reserve. In addition, the Prime Minister confirmed that none of the £75 million would be taken from existing development programmes.

<sup>2</sup> The DEC members are: ActionAid, British Red Cross, CAFOD, CARE International UK, Christian Aid, Concern, Help the Aged, Islamic Relief, Merlin, Oxfam, Save the Children, Tearfund and World Vision.

**2.14** Through their website, the Department provided frequent updates on progress with the relief work. This included descriptions of work done and progress achieved, and quantitative information on expenditure incurred by the Department and grants made. On 21 June 2005, some six months after the disaster, the Department provided Parliament with a summary of all projects funded and expenditure to date.<sup>3</sup>

## Moving from Emergency Aid to Medium and Long-term development assistance

**2.15** The worldwide response to the tsunami focused initially on the victims' immediate needs – food, shelter and medical assistance. Once immediate needs had been met, the focus shifted to medium and long-term rehabilitation and reconstruction, including essential services such as the rebuilding of infrastructure, roads, housing, schools and healthcare in the tsunami affected areas.

**2.16** Assessment of the medium and long-term needs has been undertaken by the Department, the United Nations and other agencies. On 22 March 2005 the Department announced that up to £65 million of additional aid would be provided for rehabilitation and reconstruction. This funding has been ring-fenced by the Department as an addition to the existing aid programmes in tsunami-affected countries.

**2.17** The work that the Department are undertaking on rehabilitation and reconstruction is ongoing. Work is expected to take at least three years. This longer-term response falls outside the period covered by this report.

<sup>3</sup> Commons Hansard Written Answers: 21 June 2005: Column 946W 'A Breakdown of DFID's Immediate Relief Assistance in Response to The Indian Ocean Earthquake and Tsunami'.

## PART THREE

# Meeting the Financial Commitment

### Scope of the National Audit Office Review

3.1 The National Audit Office examined the way in which the Department had met their financial commitment to the victims of the tsunami. The examination included:

- the extent to which the Department had met their pledge to provide £75 million in immediate humanitarian assistance;
- confirming that the assistance provided was additional to existing development aid programmes; and
- consideration of the extent to which grants provided by the Department to third parties have been spent.

### Meeting the £75 million pledge

3.2 The government pledged £75 million for immediate humanitarian assistance. This money was either to be spent by the Department directly, or would be given in grants to third party organisations, such as UN agencies or NGOs, to spend on agreed projects. When the Department award a grant or commit to taking direct action they record the cost as a pledge. This is liquidated at a later date when payment is made. In undertaking the financial analysis the National Audit Office have recognised the timing difference between pledges and payments.

3.3 The pledges and payments made by the Department in the period to the end of June 2005 are summarised in **Figure 3** below.

3.4 As Figure 3 shows, by the end of June 2005 the Department had pledged some £76.8 million for immediate humanitarian relief. This included £40 million pledged to the United Nations flash appeal; £13.2 million in grants awarded to the Red Cross movement and NGOs in the UK and countries affected by the tsunami; £9.5 million set aside as a ring-fenced addition to the aid programme for Indonesia; and £14.1 million for the direct activities of the Department. The full list of pledges made is at Appendix 1.

3 DFID pledges and payments: 26 December 2004 to 30 June 2005		
	Pledges Made £m	Expenditure £m
Pledges made to the United Nations flash appeal	40.0	31.1
Grants awarded to the Red Cross and NGOs	13.2	11.6
DFID Indonesia Programme	9.5	8.4*
DFID own costs	14.1	13.0
<b>Total</b>	<b>76.8</b>	<b>64.1</b>

*Source: NAO analysis of DFID records*

NOTES  
\* Includes an additional £4 million grant awarded in September 2005.

**3.5** By 26 June 2005 the Department had spent £64.1 million against the pledged total of £76.8 million.<sup>4</sup> In other words, £12.7 million of the pledges made by the Department had not been met. The Department explained that the main reason that the pledged amounts were not spent was that the money was not needed. The pledge to provide £75 million in immediate humanitarian assistance was based upon situation assessments made in early January. In the ensuing period, the extent of the generosity of governments and people from around the world had become clear and meant that there were sufficient resources available to meet the immediate and short-term relief requirements. There was therefore no need for the Department to spend all of the pledged resources in the way originally intended.

**3.6** Of the unspent money set aside for tsunami relief, the Department have reallocated £7.5 million to their disaster risk reduction programme. In December 2005, the remainder was being held in reserve to meet any unexpected costs.

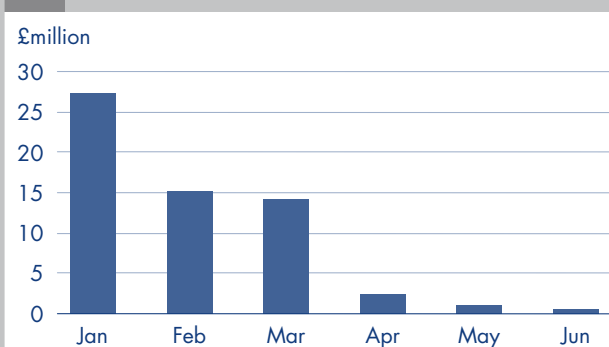
**3.7** The NAO examined the pace at which the Department made payments to meet the pledges they had made. **Figure 4** summarises the position.

**3.8** Within one month of the disaster some £27.4 million was spent, with £15.1 million in February and £14.1 million in March. Expenditure in these three months amounted to almost 90 per cent of the Department's total spend on immediate assistance. This pattern reflects the importance of providing relief quickly after a disaster, and the Department's decision to meet their pledges promptly.

## Was the spending on tsunami relief in addition to existing aid programmes?

**3.9** The National Audit Office examined the evidence that the expenditure of £64.1 million on tsunami relief was in addition to existing country assistance programmes. The approach adopted was to compare planned country spending plans before and after the tsunami. We found that the Department had undertaken a budget review exercise in November/December 2004 which looked at the estimated spend by country for 2005-06. We then compared those figures with actual expenditure in 2005-06, concentrating on the Indonesia and Sri Lanka country programmes.

**4** DFID payments: 26 December 2004 to 30 June 2005



Source: NAO analysis of DFID records

**3.10** In November 2004 the country programme for Indonesia for 2005-06 was budgeted at £30 million. Expenditure monitoring information showed that expenditure in 2005-06 was now expected to be £31.6 million, plus the ring-fenced £9.5 million of tsunami relief funding. For Sri Lanka, the planned 2005-06 country aid programme was £2.5 million, and this increased to £3.1 million. As none of the projects in the two country programmes duplicates the tsunami related relief projects identified in Appendix 1, the National Audit Office concluded that the assistance provided following the tsunami was additional to existing aid programmes.

## Have grants provided to third parties been spent?

**3.11** The National Audit Office observed that of the £64.1 million spent by the Department, £51.1 million related to grants to third parties. As the Department have no direct control over the rate at which money is spent once it has been given to a third party, there was a risk that the grants might not be fully spent, or might be spent on unapproved purposes.

**3.12** We reviewed the Department's arrangements for making payments to third parties and found that of the money pledged, some £45 million had been paid by the end of March 2005. Subsequent payments increased the total spend on grants to £51.1 million.

<sup>4</sup> The expenditure figure of £64.1 million includes a payment of £4 million to the World Bank Multi-Donor Fund for Aceh which was actually made on 2 September.



**3.13** Having paid the grants, the Department had instituted monitoring reviews undertaken in the field by aid specialists. These reviews included consideration of the progress made by projects, with details of the costs and outcomes.

**3.14** The monitoring reports showed that at the end of June 2005, many projects designed to provide immediate humanitarian assistance were still underway. The delays in completing these projects meant that moneys paid by the Department had not been spent at the pace that had been originally intended.

**3.15** But not all projects were delayed. For example, the Department had previously established a Disaster Emergency Relief Fund arrangement with the International Federation of the Red Cross and Red Crescent Societies (the Red Cross), under which the Red Cross maintained a stock of emergency equipment which could be despatched at short notice to disaster areas. Following the tsunami the Red Cross made available health, water and sanitation, food and other items for distribution throughout the affected region (including East Africa). The Department made a payment of £2 million on 31 December to meet the cost of these items and their distribution, followed later by a further payment of £1.5 million.

**3.16** The Department told us they did not have comprehensive data on the amounts provided to third parties that had not been spent at the end of June 2005. They were continuing to review funded projects to identify any unspent balances. Where these were identified they would discuss with the project managers how they should be utilised. In due course all the projects will prepare formal financial accounts which will be audited. At that point the Department will have independent confirmation of how much has been spent on the approved projects, and the Department will then be able to consider how any remaining unspent balances might be utilised.

## Conclusions

**3.17** The National Audit Office reached the following conclusions:

- a** The Department responded rapidly to news of the disaster, and put into operation their emergency plan. Action was taken to work with partner organisations, such as the Red Cross, and to airlift relief supplies immediately. The first flight departed on 27 December.
- b** The pledge of £75 million was based on information available early in January 2005. Since then, the extent of the generosity of governments and people from around the world has become clear. Sufficient resources were available to the victims to meet their immediate and short-term relief requirements. There was therefore no need for the Department to spend all of the pledged resources. In the event, £64.1 million was spent.
- c** The expenditure on tsunami related relief projects was not in substitution for the existing country assistance plans. The £64.1 million represented additional resources.
- d** Grants totalling over £50 million were paid to third parties, such as the UN and NGOs. Once approved, grants tended to be paid immediately, in full. Monitoring undertaken by the Department showed that delays were occurring in implementing some projects and this meant that unspent grants were being held by the grant recipients. The Department is now following up these unspent balances, looking at plans for how they might be utilised and requesting refunds where appropriate.

# APPENDIX 1

## The Department's pledges, and expenditure

### Introduction

**1** This Appendix summarises the National Audit Office analysis of the pledges and expenditure made by the Department in support of the victims of the tsunami.

### Total of Pledges and Payments

**2** **Figure 5** summarises the total of pledges and payments made by the Department in the six month period immediately after the disaster.

**3** Figure 5 shows that the total of pledges of assistance made by the Department was £76.8 million. The National Audit Office calculated this figure based on the Department's records and the summary provided to Parliament on 21 June 2005.<sup>5</sup>

**4** Pledges arise when the Department awards a grant to an external body or commits itself to taking direct action. Expenditure relates to payments made by the Department to liquidate a pledge or commitment. There is, therefore, frequently a timing difference between pledges and payments.

### The United Nations' Flash Appeal

**5** **Figure 6 overleaf** is a list of the projects within the United Nations flash appeal that the Department chose to support. It shows the amount pledged, compared with the amounts paid by the Department.

**6** On 11 January 2005 the Department pledged £40 million to the UN flash appeal. The flash appeal co-ordinated several hundred individual projects proposed by 41 UN agencies and NGOs. In accordance with their usual procedures, the Department analysed the projects within the appeal and provided specific pledges of assistance to those they decided to support.

#### **5** DFID pledges and payments: 26 December 2004 to 30 June 2005

	Pledges Made £m	Expenditure £m
Pledges made to the United Nations flash appeal	40.0	31.1
Grants awarded to the Red Cross and NGOs.	13.2	11.6
DFID Indonesia Programme	9.5	8.4*
DFID own costs	14.1	13.0
<b>Total</b>	<b>76.8</b>	<b>64.1</b>

Source: NAO analysis of DFID records

#### NOTES

\* Includes an additional £4 million grant awarded in September 2005.

**7** Within the total of £40 million pledged to the flash appeal, the Department made commitments to individual projects totalling £31.1 million. At December 2005, the balance of £8.9 million had not been allocated to projects.

**8** Our examination of the financial records confirmed that the Department acted quickly to provide pledges of support and to make payments. In January 2005 the Department paid £14.5 million to UN agencies; with £11.1 million in February; and £4.5 million in March. Thus out of the total the £31.1 million paid, some £30.1 million (97%) had been paid by the end of March.

### Grants Awarded to the Red Cross and NGOs

**9** **Figure 7 overleaf** lists the pledges and payments for the Red Cross (the International Federation of the Red Cross and Red Crescent Societies, and the International Committee of the Red Cross) and NGOs from the UK and other countries.

<sup>5</sup> Commons Hansard Written Answers: 21 June 2005: Column 946W 'A Breakdown of DFID's Immediate Relief Assistance in Response to The Indian Ocean Earthquake and Tsunami'.

**6** DFID pledges and expenditure relating to the UN Flash Appeal: 26 December to 30 June 2005

Agency and Region of Operation	Amount Pledged £m	Amount Paid £m
UN Office for the Coordination of Humanitarian Affairs (OCHA) – All regions affected.	10.5	10.5
United Nations Development Programme (UNDP) – Indonesia	4.0	4.0
United Nations Children’s Fund (UNICEF) – Indonesia, Sri Lanka and the Maldives	4.0	4.0
World Food Programme (WFP) – mainly Indonesia and Sri Lanka	3.5	3.5
World Health Organisation (WHO) – Mainly the Maldives and Indonesia	3.3	3.3
United Nations Children’s Fund (UNICEF) – Indonesia and Sri Lanka	2.2	2.2
International Organisation for Migration (IOM) – All regions	1.0	1.0
Food and Agriculture Organisation (FAO) – All regions	0.6	0.6
United Nations Development Programme (UNDP) – the Maldives	0.5	0.5
UN High Commissioner for Refugees (UNHCR) – Sri Lanka and Indonesia	0.4	0.4
UN Security Co-ordinator (UNSECOORD) – Indonesia	0.4	0.4
United Nations Environment Programme (UNEP) – the Maldives	0.4	0.4
Office For the Coordination of Humanitarian Affairs (OCHA) – Sri Lanka	0.3	0.3
Unallocated Pledge to the Flash Appeal	8.9	0.0
<b>Total</b>	<b>40.0</b>	<b>31.1</b>

Source: NAO analysis of DFID financial records

**7** DFID pledges and expenditure relating to the Red Cross and NGOs: 26 December to 30 June 2005

NGO	Amount Pledged £m	Amount Paid £m
International Federation of Red Cross and Red Crescent Societies (IFRC)	2.0	2.0
International Committee of the Red Cross (ICRC)	1.5	1.5
ZOA Refugee Care	1.1	1.0
The Mentor Initiative	1.1	0.9
Islamic Relief	0.6	0.0
ADRA	0.5	0.5
HelpAge International	0.5	0.5
Norwegian Refugee Council	0.5	0.5
Voluntary Health Association of India (VHAI)	0.5	0.2
International Medical Corps (IMC)	0.4	0.4
ADRA	0.4	0.4
Save the Children Fund UK	0.4	0.4
Christian Aid	0.4	0.4
Aide Et Action	0.4	0.3
Disaster Mitigation Institute (DMI)	0.3	0.2
International Medical Corps (IMC)	0.3	0.3
Plan International	0.3	0.3
Habitat for Humanity (HFH)	0.3	0.3
Mercy Corps	0.3	0.2
Christian Children’s Fund	0.3	0.3
Christian Aid	0.3	0.2
Agence D’Aide A La Cooperation Technique Et Au Developpement (ACTED)	0.3	0.3
World Vision UK (WV)	0.2	0.2
Red R	0.2	0.2
Grants to BasicNeeds International Health Partners	0.1	0.1
<b>Total</b>	<b>13.2</b>	<b>11.6</b>

Source: NAO analysis of DFID financial records

**10** The first grant to the Red Cross was approved on 30 December 2004 and paid on the following day. The second grant was paid on 17 January. As regards other NGOs, grants were awarded and paid quickly, with over 90% by value being paid by the end of March 2005.

**11** Some £1.6 million in grants remained to be paid at the end of June 2005. These continued to be paid, as and when payment requests were received. For example, a project by Islamic Relief for debris clearance and repairs to housing was awarded £590,000 in January 2005, but this was not substantially drawn down until October, by which time the project was fully completed.

## DFID Indonesia Programme

**12** The Department have an ongoing development aid programme in Indonesia with a resource allocation of some £30 million in 2005-06. Responding to the tsunami, the Department allocated an additional £9.5 million to the aid programme to be ring-fenced and used for tsunami related projects. The commitment and projects funded are summarised in **Figure 8**.

**13** Two large payments have been made from the additional funds provided to the Indonesia Programme. Just over £4 million was paid to the Asian Development Bank to help support water and health programmes in Indonesia. And in September 2005 £4 million was paid to the World Bank Multi-Donor Trust Fund for Aceh. The Trust Fund has been established to provide finance for the reconstruction and rehabilitation of Aceh province. However, delays in establishing the necessary statutory bodies in Indonesia have meant that little had been spent by December 2005.

**14** At December 2005, there remained £1.1 million of funds allocated to the Indonesia programme which had yet to be allocated to specific projects.

## DFID Own Costs

**15** **Figure 9** summarises the costs incurred by the Department.

**16** The Department incurred costs in providing emergency freight flights on behalf of the Red Cross, Disasters Emergency Committee and UN agencies to ensure that food and supplies reached the affected areas. For example, at a cost of £87,000, the Department provided a flight from Stansted to Colombo on

2 January 2005 for Save the Children where the cargo was water purification tablets, tarpaulins, ID bracelets and other essential equipment.

**17** The estimate for the cost of flights was £2.1 million, but as the companies providing the flights did not seek to recover full costs, the actual costs incurred by the Department were £1.6 million.

**18** The Department provided some £10.5 million of goods and supplies to aid agencies to distribute in the affected countries. The Department also provided a small number of key workers to affected areas. These included air traffic controllers and water and sanitation engineers. The cost of this element of the relief programme was £0.4 million.

### 8 DFID addition to the Indonesia Programme

NGO	Amount Pledged £m	Amount Paid £m
DFID Addition to the Indonesia Programme	9.5	
Asian Development Bank: Water and Health Programme		4.0
Internews: Co-ordination of public information interventions		0.4
World Bank: Contribution towards KDP programmes		4.0
<b>Total</b>	<b>9.5</b>	<b>8.4</b>

Source: NAO analysis of DFID financial records

### 9 Costs incurred directly by DFID: 26 December 2004 – 30 June 2005

Expenditure type	Estimated Cost £m	Actual Spend £m
Emergency/Freight Flights	2.1	1.6
Goods and supplies gifted	10.9	10.5
Key workers seconded	0.5	0.4
Monitoring/Evaluation/Support Costs	0.6	0.5
<b>Total</b>	<b>14.1</b>	<b>13.0</b>

Source: NAO analysis of DFID financial records