



March 2007

## Status Report on the Asian Tsunami Fund

Asian Development Bank

## ABBREVIATIONS

ADB	–	Asian Development Bank
ATF	–	Asian Tsunami Fund
BRR	–	Badan Rehabilitasi dan Rekonstruksi (Rehabilitation and Reconstruction Agency)
DAD	–	development assistance database
ETESP	–	Earthquake and Tsunami Emergency Support Project
MDF	–	Multi-Donor Trust Fund
SARD	–	South Asia Department
SERD	–	Southeast Asia Department
SRDP	–	Subregional development plan
TA	–	technical assistance

## NOTE

In this report, "\$" refers to US dollars.

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## I. INTRODUCTION

1. Since establishment of the Asian Tsunami Fund (ATF) in February 2005 and in accordance with approved administration arrangements, progress reports on the activities financed by the ATF, as well as major issues and recommendations, were made available to the contributors and ADB Board of Directors for information in October 2005 (covering the period from February to 31 August 2005), in December 2005 (marking the first anniversary of the tsunami), and in August 2006 (covering the period from January to June 2006). This report is the fourth semiannual report covering the period from July to December 2006. Only essential contextual information from earlier status reports has been repeated here.

## II. AMOUNTS AND RECIPIENTS OF GRANTS

2. From an initial contribution of \$600 million made by ADB to the ATF and subsequent contributions amounting to \$3.8 million and \$1.0 million from the governments of Australia and Luxembourg, respectively, cumulative resources under the ATF as of 31 December 2006 were \$593.9 million.<sup>1</sup> Total commitments from the ATF stand at \$573.0 million. Of this amount, \$571.0 million was provided to India, Indonesia, Maldives, and Sri Lanka in the form of investment projects, including a contribution to the Multi-Donor Trust Fund (MDF) in Indonesia and technical assistance grants totaling \$2.0 million to Thailand. On 30 October 2006, the Board approved an increase of \$1.0 million in grant financing for the investment project in Indonesia in relation to an earmarked contribution from the Government of Luxembourg to the ATF.<sup>2</sup>

3. In addition to commitments from the ATF, ADB has provided tsunami-related assistance from other sources, bringing ADB's total assistance to \$892.0 million as of 31 December 2006. Of this amount, \$725.1 million, or 81%, was in the form of grants. These additional sources were from the European Community and the governments of Canada, France, Japan, the Netherlands, Norway, Sweden, and the United Kingdom, which had provided funds through cofinancing or contributions to special funds established in ADB.

## III. ADB'S PERFORMANCE ON THE GROUND

4. As of 31 December 2006, cumulative payments of approximately \$117.5 million (including advances), or 21% of total commitments, had been disbursed for investment projects in India, Indonesia, the Maldives, and Sri Lanka as well as for three technical assistance (TA) projects in Thailand (Table 1).

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<sup>1</sup> This amount excludes \$40 million that was transferred back to the ordinary capital resources surplus in November 2005 for subsequent allocation to the Pakistan Earthquake Fund and \$10 million from interest earnings under the ATF approved by the Board in June 2006 to be also transferred back to the ordinary capital resources surplus. Those funds were specifically earmarked for disaster management and reconstruction following the May 2006 earthquake in Yogyakarta and Central Java Provinces of Indonesia. This information was earlier reported in the third semiannual progress report circulated in August 2006.

<sup>2</sup> ADB. 2006. *Earthquake and Tsunami Emergency Support Project Increase in Grant Financing*. Manila (Grant 0002-INO[SF]; Doc R228-06 dated 17 October).

**Table 1: Cumulative Disbursements as of 31 December 2006**  
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<b>Project (Grant and TA Number and Country)</b>	<b>Committed</b>	<b>Cumulative Disbursements</b>	<b>Undisbursed</b>
Tsunami Emergency Assistance Project (GR0001-MLD)	20,000,000	9,816,902	10,183,098
Earthquake and Tsunami Emergency Support Project (GR0002-INO)	291,000,000	54,796,312	236,203,688
Contribution to the Multi-Donor Trust Fund (GR0014-INO)	10,000,000	10,000,000	0
Tsunami Emergency Assistance (Sector) Project (GR0005-IND)	100,000,000	18,797,123	81,202,877
Tsunami-Affected Areas Rebuilding Project (GR0006-SRI)	150,000,000	22,616,539	127,383,461
Development Plan for the Tsunami-Affected Andaman Region (TA 4564-THA) <sup>a</sup>	150,000	121,049	28,951
Supporting Post-Tsunami Activities and Coastal Zone Management (TA 4595-THA) <sup>b</sup>	150,000	106,450	43,550
Subregional Development Plan for the Tsunami-Affected Andaman Region – Phase II (TA 4613-THA) <sup>b</sup>	1,700,000	1,251,640	448,360
<b>Total</b>	<b>573,000,000</b>	<b>117,506,015</b>	<b>455,493,985</b>

IND = India, INO = Indonesia, MLD = Maldives, SRI = Sri Lanka, TA = technical assistance, THA = Thailand.

<sup>a</sup> TA activities were completed in July 2005.

<sup>b</sup> TA activities were completed in October 2006

Source: Status of Resources – ATF as of 31 December 2006, Controller's Department. Asian Development Bank.

5. Against projected disbursements of \$115.4 million in 2006, actual realization as of 31 December 2006 was \$54.9 million, or 48% of the projections (Table 2). For 2007, \$194.8 million is projected to be disbursed under the approved investment and TA projects in the five tsunami-affected countries (Table 3). Cumulative disbursements by the end of 2007 are projected to be \$312.3 million, representing 55% of total commitments. Because of new developments and events that may occur during implementation, however, adjustments may be needed in these projections. The grant amounts under all of the investment and TA projects funded by the ATF are expected to be fully disbursed by the anticipated completion date of 2009.

6. To date, the overall level of disbursements under the investment projects and TA funded by the ATF has been lower than expected. This is attributed to a number of factors, among which are delays in start-up activities that are due in large measure to the magnitude of devastation and the low level of local capacity, but also to the need for systematic and systemic coordination with a diverse group of helpers. Other factors that continue contributing to the level of disbursements include political instability, security issues, prioritization of other sectors not funded by ADB, lack of suitable contractors, and scarcity of materials. Disbursements are, however, expected to accelerate as institutional structures become consolidated and capacity building effects gain hold.

7. ADB's South Asia (SARD) and Southeast Asia (SERD) departments undertake periodic review missions for each of the four investment projects and three TA projects that have been approved. Disbursement missions may also be fielded by the Controller's Department to resolve general and specific financial and disbursement problems as they arise.

**Table 2: 2006 Actual Disbursements**  
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<b>Project (Grant and TA Number and Country)</b>	<b>Projection</b>	<b>Actual</b>
Tsunami Emergency Assistance Project (GR0001-MLD)	3,000,000	1,959,951
Earthquake and Tsunami Emergency Support Project (GR0002-INO)	73,000,000	22,088,215
Contribution to the Multi-Donor Trust Fund (GR0014-INO)	0	0
Tsunami Emergency Assistance (Sector) Project (GR0005-IND)	11,500,000	18,797,123
Tsunami-Affected Areas Rebuilding Project (GR0006-SRI)	26,660,000	10,908,913
Development Plan for the Tsunami-Affected Andaman Region (TA 4564-THA) <sup>a</sup>	0	0
Supporting Post-Tsunami Activities and Coastal Zone Management (TA 4595-THA) <sup>b</sup>	92,116	92,566
Subregional Development Plan for the Tsunami-Affected Andaman Region – Phase II (TA 4613-THA) <sup>b</sup>	1,197,000	1,039,779
<b>Total</b>	<b>115,449,116</b>	<b>54,886,547</b>

IND = India, INO = Indonesia, MLD = Maldives, SRI = Sri Lanka, TA = technical assistance, THA = Thailand.

<sup>a</sup> TA activities were completed in July 2005.

<sup>b</sup> TA activities were completed in October 2006

Source: Grant Financial Information System, Asian Development Bank

**Table 3: 2007 Projected Disbursements**  
(\$million)

<b>Investment and TA Projects</b>	<b>Projection</b>
Tsunami Emergency Assistance Project (GR0001-MLD)	5.00
Earthquake and Tsunami Emergency Support Project (GR0002-INO)	119.00
Tsunami Emergency Assistance (Sector) Project (GR0005-IND)	35.00
Tsunami-Affected Areas Rebuilding Project (GR0006-SRI)	35.42
Development Plan for the Tsunami-Affected Andaman Region (TA 4564-THA) <sup>a</sup>	0.00
Supporting Post-Tsunami Activities and Coastal Zone Management (TA 4595-THA) <sup>b</sup>	0.04
Subregional Development Plan for the Tsunami-Affected Andaman Region – Phase II (TA 4613-THA) <sup>b</sup>	0.34
<b>Total</b>	<b>194.80</b>

IND = India, INO = Indonesia, MLD = Maldives, SRI = Sri Lanka, TA = technical assistance, THA = Thailand.

<sup>a</sup> TA activities were completed in July 2005.

<sup>b</sup> TA activities were completed in October 2006.

Source: Asian Development Bank estimates.

8. An update as of 31 December 2006 on ADB's support to the five tsunami-affected countries is provided below.

9. **India: Tsunami Emergency Assistance (Sector) Project.**<sup>3</sup> A slow start in restoring livelihoods and rehabilitating and reconstructing damaged infrastructure in Tamil Nadu and Kerala have been attributable to (i) the higher priority given to the housing component, which is not funded by ADB; (ii) the executing agencies' unfamiliarity with ADB requirements and

<sup>3</sup> ADB. 2005. *Report and Recommendation of the President to the Board of Directors on a Proposed Loan to India for the Tsunami Emergency Assistance (Sector) Project*. Manila. Approved \$100 million loan; \$100 million grant.

guidelines, compounded by a reluctance to recruit consultants and preference to use in-house resources; (iii) a requirement for extensive consultations with beneficiaries for livelihood activities; and (iv) difficulty in adopting an approach faster than for normal project implementation. Despite a slow start, the implementation progress of the livelihood, transportation, and rural and municipal infrastructure components has gained momentum and substantially greater contracts were awarded in 2006. That is expected to continue so that all remaining contracts will be awarded in 2007 and full disbursement attained by June 2008.

**10. Indonesia: Earthquake and Tsunami Emergency Support Project (ETESP) and Contribution to the Multi-Donor Trust Fund (MDF).**<sup>4</sup> The Rehabilitation and Reconstruction Agency (BRR) is fully supportive and appreciative of ETESP, its flexible sector approach, and its expected impact on Aceh and Nias. ADB and BRR worked closely together during 2005–2006 to fast-track the utilization of ETESP funds and other grants. Essential preparatory work has been completed and design frameworks for most subcomponents under the ETESP have been cleared. Financing of subprojects with a total value of \$268 million, or 81% of the ETESP support, has received endorsement. That includes TA support of \$48 million. ADB and BRR have agreed to accelerate preparation and reprioritizing of the remaining uncommitted resources to meet the reconstruction needs and to do so in close coordination with other donors. On the ground, implementation started in earnest during 2006. Implementation of four components progressed well, implementation of an additional six components started to pick up, and implementation of the remaining two components was initiated by year's end. With ETESP moving into the implementation phase, cumulative contract awards reached \$68.2 million and cumulative disbursements totaled \$54.8 million, representing 23% and 19%, respectively, of the total ETESP grant funds. Having gained significant momentum during 2006, implementation of ETESP is anticipated to peak during 2007. ADB and BRR will reinforce efforts to accelerate implementation, fast-track disbursements, and expedite delivery of support. About \$1.1 million, or 30%, of the Netherlands grant of \$3.5 million provided in conjunction with ETESP has been utilized. Pledges to the MDF total \$650 million, of which \$364 million had been paid in as of December 2006, including ADB's contribution of \$10 million. The current MDF portfolio comprises 17 projects valued at \$713 million. They are financed with \$482 million from MDF and \$231 million from BRR. MDF has so far disbursed \$214 million to the respective project accounts in four sectors: recovery of communities (52%), infrastructure and transport (32%), capacity building and governance (11%), and sustainable management of the environment (5%).

**11. Maldives: Tsunami Emergency Assistance Project.**<sup>5</sup> The Project consists of two components: (i) a quick-disbursing component, which has been fully disbursed, and (ii) a project component consisting of five sectors (i.e., water supply, sanitation and solid waste management; transport; power; fisheries; and agriculture). The delays in implementation have been due to (i) the Government's decision not to establish a project management unit at the Ministry of Finance and Treasury; (ii) changes in implementing agencies; and (iii) indecisions on the selection of islands, types of systems, or the quality of upgrades desired. Under the water supply, sanitation and solid waste management subcomponent, bids for construction of sewerage systems for Guraidoo Island were submitted in December 2006 and selection of international consultants for detailed design of Kulhudhufushi Island is ongoing. Under the

<sup>4</sup> ADB. 2005. *Report and Recommendation of the President to the Board of Directors on a Proposed Loan to the Republic of Indonesia for the Earthquake and Tsunami Emergency Support Project and Contribution to the Multidonor Trust Fund*. Manila. Approved: \$301 million grant; \$3.5 million cofinancing. A progress report on Aceh and Nias Rehabilitation and Reconstruction supported by this project is being circulated separately.

<sup>5</sup> ADB. 2005. *Report and Recommendation of the President to the Board of Directors on a Proposed Loan to Maldives for the Tsunami Emergency Assistance Project*. Manila. Approved: \$1.8 million loan; \$20 million grant.

transport subcomponent, the Ministry of Transport has decided to retender the Dhidhdhoo harbor by incorporating further changes to the design inasmuch as the bid validity of the lowest bidder expired during lengthy negotiations on exemption of import duties. Under the power subcomponent, mobilization of contractors for construction of power supply systems in six islands has been initiated, and all contracts were awarded in the second half of 2006. Under the fisheries subcomponent, most of the activities have been completed or are near completion except for the training and the microcredit and/or revolving fund activities. Under the agriculture subcomponent, social mobilization trips have been made to the 26 agricultural islands, and the needs of the tsunami-affected farmers have been identified. While delays have been encountered, all remaining contracts will be awarded in 2007 and entire project subcomponents will be completed by June 2008. The closing date for the Project has been extended by 9 months, from 30 September 2007 to 30 June 2008.

**12. Sri Lanka: Tsunami-Affected Areas Rebuilding Project.**<sup>6</sup> Legal Assistance Commission centers have started functioning in seven locations. Police awareness programs have been completed in two locations, and school awareness programs have been completed in four locations. Under the Northeast Coastal Community Development, 331 *Gram Niladhari* (low level administration unit) divisions have been identified to receive support. Subproject proposals for 809 community infrastructure projects have been selected from the village development plans to be implemented. Divisional coordinating committees have approved 496 proposals, out of which 403 agreements have been signed between the divisional secretary and implementing nongovernmental organizations. A total of 356 subprojects are in implementation and 65 have been completed. Under the road component, the road works in the North and East could not be bid due to security reasons. However, the Government is now selecting those sections that can be constructed. All the contracts are expected to be awarded during 2007. Under the water supply component, a tender has been awarded for Ranna Water Supply and Sanitation and Bundala Water Supply and Sanitation. A tender was awarded for a transmission line of about 14 km in Mirijiwala/Hambantota and construction is underway. Groundwater investigations are underway for Batticaloa and Muttur. Under the Southern Province Reconstruction, 248 subprojects from all sectors were approved by the Provincial Project Coordinating Committee. Tenders for 228 subprojects were invited and 82 tenders awarded. About 16 subprojects are completed. Under the Coastal Resources component, repairs have been completed for coastal stabilization structures in the southern and western parts of the provinces. Subproject proposals to rehabilitate fishery anchorages, harbors, and breakwaters are in preparation. Under the Northeast Community Restoration and Development Project—Tsunami component, a total 57 subprojects from all sectors were approved by the Coordinating Committee. Tenders for 46 subprojects were invited and 22 tenders awarded. Three subprojects have been completed and handed over.

**13. Thailand<sup>7</sup> Subregional Development Plan:** TA 4564 (Development Plan for the Tsunami-Affected Andaman Region) for preparing a preliminary subregional development plan (SRDP) for those three provinces most affected by the tsunami (Krabi, Phang Nga, and Phuket) was successfully completed in July 2005 (Phase I). Phase II for preparing the SRDP was

<sup>6</sup> ADB. 2005. *Report and Recommendation of the President to the Board of Directors on a Proposed Loan to the Democratic Socialist Republic of Sri Lanka for the Tsunami-Affected Areas Rebuilding Project*. Manila. Approved: \$7 million loan (reallocation); \$150 million grant; \$109.935 million cofinancing.

<sup>7</sup> Approved: \$2.0 million in technical assistance grants: (i) ADB. 2005. *Small-Scale Technical Assistance for Preparing a Development Plan for the Tsunami Andaman Region*. Manila. Approved \$150,000. (ii) ADB. 2005. *Technical Assistance for Supporting Post-Tsunami Activities and Coastal Zone Management*, Manila. Approved \$150,000. (iii) ADB. 2005. *Technical Assistance to the Kingdom of Thailand for the Subregional Development Plan for the Tsunami-Affected Andaman Region*. Manila. Approved \$1,700,000.

supported by TA 4613 (Subregional Development Plan for the Tsunami-Affected Andaman Region) and was completed in October 2006. The Government of Thailand acknowledged the SRDP during a cabinet meeting in August 2006. A summary of the SRDP and area plans has been published (2,000 copies) and distributed. Dissemination activities in the three affected provinces are planned for 28–30 March 2007, and a presentation to all relevant Government departments and development partners will take place in Bangkok, Thailand at the beginning of April 2007.

14. The SRDP recommends an overall long-term planning strategy that will provide the Andaman coast with a blueprint for sustainable development growth to the year 2020. This will notably build on the various recovery programs being carried out in the subregion in the wake of the tsunami disaster. Significantly, and unlike many of the recovery plans and programs, the SRDP is both long term and multisectoral in nature. It pursues a vision of turning the subregion into a unique living environment that is internationally renowned and unrivalled in South East and East Asia as a place to visit, study, work, and reside.

15. The SRDP combines and promotes the strengths of all three provinces through integrated strategies on land use planning, environmental management, tourism, socioeconomic development, and infrastructure provision. These strategies assign clear and complementary roles for each of the three provinces by

- (i) helping Phuket to develop as a major hub not only for tourism but also for leisure living, education, health and wellness, and other knowledge-based economic activities while drawing on existing investor interest and the critical mass of social facilities and skills already found on the island;
- (ii) developing higher-value products in Phang Nga, both in niche tourism and local specialties, through community-based activities, small and medium-sized enterprises, and eventually longer-term expansion of knowledge-based activities from Phuket; and
- (iii) helping develop in Krabi specialized tourism (based on sports, nature, ecotourism, and specialized health and wellness) and higher-value agricultural products (notably relating to oil palm and biodiesel) through a mixture of community-based projects and larger private investments.

16. The subregional strategy strongly advocates cooperation between the three provinces. This can be manifested, in particular, through greater integration of tourism promotion and planning (by establishing a regional tourism board); development of joint branding for the Andaman coast; shared management of Phang Nga Bay; promotion of eco-cultural tourism circuits (including an Andaman scenic drive); creating common environmental values, such as through awareness programs and accreditation schemes; preparing a regional disaster management strategy; and area-wide community-based programs to help local people participate more actively in tourism opportunities and exploit local specialties.

17. **Coastal Zone Management:** TA 4595 (Supporting Post-Tsunami Activities and Coastal Zone Management) was completed in October 2006 with the completion of the TA final report. The report was widely reviewed by the Executing Agency, other external funding agencies, universities, and civil society organizations in Thailand. The TA provided support to Thailand in improving the legal and regulatory framework for coastal zone management and ensuring adequate field-level coordination of government and nongovernment agencies involved in post-tsunami rehabilitation activities.

#### **IV. ADB'S CAPACITY TO SUPERVISE, CONTROL, OR MONITOR THE USE OF RESOURCES**

18. The issues of transparency and effective use of resources have been foremost in the thinking of the affected countries and donors from the very beginning. When ADB invited representatives from the affected countries and donors to a high-level coordination meeting in March 2005 to discuss tsunami recovery, a major recommendation emerging from the meeting was that a tracking system should be publicly available via the Internet. Through the efforts of the affected countries' governments, United Nations Development Programme, and other organizations, these tracking schemes, or so-called development assistance databases (DADs), are now functioning.

19. Subsequently, ADB approved \$800,000 for regional TA<sup>8</sup> to further strengthen transparency, accountability, and efficiency in tsunami recovery programs by helping tsunami-affected countries exercise effective leadership over external assistance. Specifically, the TA will consolidate the progress made in tracking tsunami aid and results, increase data comprehensiveness and accuracy, and provide analytical products that support better decision making and resource allocation. The TA will support ongoing and new DAD initiatives covering (i) capacity development for national aid coordination teams through national and regional technical support; (ii) establishment of national web portals to provide easy access to aid coordination data; (iii) regional analysis of tsunami assistance, including sectoral distribution, through a regional DAD mechanism; (iv) collation of lessons from all four countries; and (v) adaptation of databases to integrate budget and non-tsunami assistance.

20. Recent examples in the developed as well as developing world point to the many challenges in avoiding corruption and the misuse of resources. Indeed, in the case of assistance to the tsunami recovery effort, a high awareness of the problem that is backed by concrete actions related to transparency, accountability, procedures, and capacity development has substantially minimized the loss of tsunami funds. On the whole, ADB's disaster and emergency procedures have been effective in initiating implementation while enabling a flexible approach for directing support to the needed areas. ADB, for its part, has not only assisted in subproject preparation, design, and monitoring but also has worked closely with other development partners in instituting rigorous mechanisms for the transparent implementation of reconstruction and rehabilitation programs. Together with the governments of the tsunami-affected countries, ADB has been working on systems to ensure that reconstruction efforts are sustainable and not tainted by corruption.

#### **V. OTHER MAJOR ISSUES AND ACTIVITIES**

21. While the donor community has generously provided funding to the Maldives in most if not all sectors, a funding gap still remains. This has been partly due to substantial cost increases resulting from more complex and expensive options that have been approved by the Government in its desire to rebuild to higher standards.

22. Political instability and the security situation have continued to be partly responsible for delays in implementing programs supported by the rebuilding project in Sri Lanka. The ongoing conflict has hampered reconstruction in some areas, but ADB and the other development

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<sup>8</sup> ADB. 2006. *Technical Assistance to Support for Strengthening the Tsunami Development Assistance Database*. Manila [TA 6331-REG], approved 28 July 2006.

partners are working closely with the Government to find ways to ensure that work continues in conflict-affected areas. Smaller programs and contracts (i.e., community centers, schools, housing) are proving more difficult to implement. Other important issues include the problems of getting contractors and materials on site, price escalation due to market forces, duplication of donor coordination, and delays in assessing beneficiaries for the Owner Driven Housing Program.

23. Low disbursement levels continue to hamper efforts to conduct proactive media outreach on ADB's efforts in Aceh and Nias. Through its Department of External Relations multimedia team, ADB, in coordination with the web unit, supported the production of a feature documentary, video shoot, photo essay, feature stories, video interviews with the directors general of SARD and SERD, interactive maps and charts, and other accompanying material for the second anniversary of the tsunami. CNN's main second tsunami anniversary piece, which was broadcast internationally on an hourly news cycle on 26 December 2006, featured a sound bite from ADB's Vice President for Operations 2, C. L. Greenwood. With CNN reaching tens of millions of households in over 200 countries worldwide, this provided ADB with excellent visibility. China's CCTV 9 developed a piece from ADB's video news release, which Reuters also picked up and packaged for feeding to global broadcasters. The video footage was recorded during Mr. Greenwood's visit to Banda Aceh in early November 2006. The video news release footage was also requested by APTN and Al Jazeera. Other news releases are scheduled to be made in early 2007 relating to (i) ADB and UN-Habitat Working To Rebuild Nias Homes, and (ii) ADB Strengthening Traditional Water User Groups in Aceh.

## **VI. CONCLUSION**

24. Along with the rest of the global community, ADB responded rapidly to the 26 December 2004 disaster by launching the largest grant program in its history. Its work has focused primarily on helping to get children back to school and their parents back to work; to replace homes, industries and infrastructure; and to restore health and social services. A balance has been maintained between moving quickly and not compromising the quality of families' homes, the roads and bridges being built, and the livelihood programs being supported. Two years after the Indian Ocean tsunami, there are clear signs of progress in the most badly affected regions. While much has been achieved, however, much still remains to be done. Complex challenges remain as reconstruction efforts continue. No two countries were affected exactly alike by the tsunami, thus different challenges confront each of the tsunami-affected countries. What the severely damaged countries have in common is the challenge to sustain the momentum that has provided the tsunami-affected countries an opportunity to rebuild public infrastructure to a higher standard.