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Asia Pacific Disaster Response Fund: Review of Performance

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Asian Development Bank

ABBREVIATIONS

ADB	–	Asian Development Bank
ADF	–	Asian Development Fund
APDRF	–	Asia Pacific Disaster Response Fund
CWRD	–	Central and West Asia Department
DEAP	–	Disaster and Emergency Assistance Policy
DMC	–	developing member country
EARD	–	East Asia Department
EFAP	–	Emergency Food Assistance Project
OCR	–	ordinary capital resources
PARD	–	Pacific Department
RSDD	–	Regional and Sustainable Development Department
SARD	–	South Asia Department
SERD	–	Southeast Asia Department
UN	–	United Nations

NOTE

In this report, “\$” refers to US dollars.

Vice-President	B. Lohani, Knowledge Management and Sustainable Development
Director General	C. Locsin, Regional and Sustainable Development Department (RSDD)
Unit Head	P. Bhandari, Climate Change Coordination and Disaster Risk Management Unit, RSDD
Team leader	C. Benson, Senior Disaster Risk Management Specialist, RSDD
Team members	M.J. David, Senior Public Management Officer (Disaster Risk Management), RSDD

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I. INTRODUCTION

1. This report reviews performance of the Asia Pacific Disaster Response Fund (APDRF) under its first tranche of funding. The provisions set forth in the Board paper establishing the fund require a review before replenishment may be sought. Any request for replenishment must be based on such a review, including an assessment of the fund's effectiveness and the appropriateness of its implementation arrangements.¹

2. The review covers the period from April 2009, when the fund was first approved, to December 2014. During this period, 20 grants were approved by the President. The review covers fund performance, including fund resources; fund allocations; timeliness; use of funds; liquidation; and auditing. It also assesses the implementation arrangements and grant effectiveness, including the appropriateness of arrangements, the satisfaction of eligibility criteria, the performance of eligibility criteria in targeting resources, the value-added contribution of the grants, and project impact. It concludes with a summary of fund performance and a discussion of opportunities for improvement.

3. The Climate Change Coordination and Disaster Risk Management Unit of the Regional and Sustainable Development Department (RSDD) conducted the review. It is based on (i) a desk-based review of APDRF documentation, including files held by the Controller's Department; and (ii) correspondence and discussions with project officers for approved grants.

II. BACKGROUND

A. Establishment of the Fund

4. Strategy 2020 identifies disaster and emergency assistance as one of the areas of operations for the Asian Development Bank (ADB), reflecting the considerable challenges that natural hazards pose to development in Asia and the Pacific. The strategy states that ADB will continue to mainstream disaster risk management and provide early and medium-term disaster response and assistance in partnership with specialized aid agencies.² The 2004 Disaster and Emergency Assistance Policy (DEAP) also stresses the importance of disaster risk reduction, preparedness, and post-disaster response.³ It seeks to address disaster and emergency assistance in an integrated fashion, covering all aspects of disaster risk management. A companion DEAP Action Plan was approved in April 2008 and remained in effect for 6 years.⁴ This action plan recommended exploring the provision of a quick-disbursing fund for developing member countries (DMCs) affected by a major disaster.

5. In line with these directives, the ADB Board of Directors approved the establishment of the APDRF on 1 April 2009 as a special fund to provide timely, incremental grant resources to DMCs in order to help them cover the initial costs of responding to a major disaster. The APDRF was designed to provide quick-disbursing grants of up to \$3 million per event to assist DMCs in meeting immediate expenses to restore life-saving services to affected populations, augmenting aid provided by other donors in times of national crisis. The fund was intended to

¹ ADB. 2009. *Establishment of the Asia Pacific Disaster Response Fund*. Manila.

² ADB. 2008. *Strategy 2020: The Long-Term Strategic Framework of the Asian Development Bank, 2008–2020*. Manila.

³ ADB. 2004. *Disaster and Emergency Assistance Policy*. Manila.

⁴ The 2008 DEAP Action Plan was succeeded by the Operational Plan for Integrated Disaster Risk Management, 2014–2020 in April 2014.

bridge the gap between existing ADB loan and grant arrangements to reduce disaster risk and longer-term lending for post-disaster reconstruction. It would only apply to disasters triggered by natural hazard events.

6. An initial tranche of \$40 million was transferred to the APDRF from uncommitted resources of the Asian Tsunami Fund. The APDRF paper indicated that ADB would also accept contributions to the fund from bilateral, multilateral, and individual sources, including companies and foundations, on an untied grant basis. To ensure cost-effective processing and reporting, a minimum contribution of \$500,000 equivalent was set.

B. Implementation Arrangements

7. ADB approved the implementation guidelines governing the provision of APDRF grants on 17 April 2009.⁵ The authority to approve APDRF grants was delegated to the ADB President. RSDD was given the responsibility for managing the APDRF, in close consultation with regional departments and resident mission disaster focal points.

8. Any DMC can access the APDRF in the event of a disaster that satisfies the fund's eligibility criteria. The fund paper set three eligibility criteria: (i) a natural disaster has occurred in the DMC, (ii) a statement of national emergency has been officially declared by the affected DMC, and (iii) the United Nations (UN) humanitarian/resident coordinator has confirmed the scale and implications of the disaster and has indicated a general amount of funding required to assist in alleviating the situation. The second criteria was revised in 2010 to require the declaration of a state of emergency beyond the capacity of the country and its own agencies to meet the immediate expenses necessary to restore life-saving services to the affected populations (paras. 60–61).⁶

9. Central governments are the recipients of the grants. They in turn can allocate funds to local governments, government agencies, and other suitable national or international entities, including nongovernment organizations. Unless otherwise agreed by ADB, the grant closing date is set at 6 months after the signing of the grant agreement.

10. APDRF grants can be used to procure goods, works, and services related to disaster response, such as emergency rescue and communication equipment; medical kits; personal hygiene kits; food and bottled drinking water; transitional shelter; water purification and sanitation systems; aviation fuel; and debris sifting, site clearance, and safe disposal of rubble. Disbursements are allowed for up to 100% of eligible costs (including applicable taxes and duties). APDRF resources can be used following procurement procedures suitable for emergency response. ADB's Procurement Guidelines (2013, as amended from time to time) and ADB's Guidelines on the Use of Consultants (2013, as amended from time to time) do not apply.

11. Recipient governments are required to confirm the use of the grant through a statement of expenditure to be submitted promptly after the grant closing date. Within 6 months of receipt of the statement of expenditure by ADB, the recipient's supreme audit institution or another audit firm acceptable to ADB is required to provide an audit report on the use of the grant, including the imprest account and the statement of expenditure.

⁵ ADB. 2009. *Asia Pacific Disaster Response Fund: Implementation Guidelines*. Manila.

⁶ ADB. 2010. *Amendment to Condition for Assistance of the Asian Pacific Disaster Response Fund*. Manila.

III. FUND PERFORMANCE

A. Resources

12. **Contributions to the fund.** An initial tranche of \$40 million was transferred to the APDRF from uncommitted resources of the Asian Tsunami Fund. No further contributions have been made.

13. The fund can receive resources from bilateral, multilateral, and individual sources. Although ADB has sought to mobilize funds from such sources in a number of meetings and other forums, the APDRF has not received any external contributions. Bilateral donors channel significant multilateral humanitarian relief resources through specialized UN agencies with dedicated humanitarian relief expertise, particularly the UN Central Emergency Response Fund.⁷ However, because ADB does not have humanitarian assistance technical capabilities and expertise, it is not well positioned to attract humanitarian relief resources earmarked for disbursement through multilateral channels. Bilateral donors are also typically keen to retain some portion of their humanitarian budget for direct support to affected countries. This direct support provides strong donor visibility in the immediate aftermath of major disasters, contributing to positive political relationships with affected governments.

14. **Fund approvals.** From April 2009 to December 2014, 20 APDRF grants totaling \$39.7 million were approved, providing assistance to 12 DMCs. Undisbursed balances of \$4.6 million have subsequently been returned to the fund, leaving \$4.9 million remaining in the APDRF as of 31 December 2014 (Table 1). All government requests for support from the APDRF have been met.

Table 1: Asia Pacific Disaster Response Fund Grant Approvals, 2009–2014
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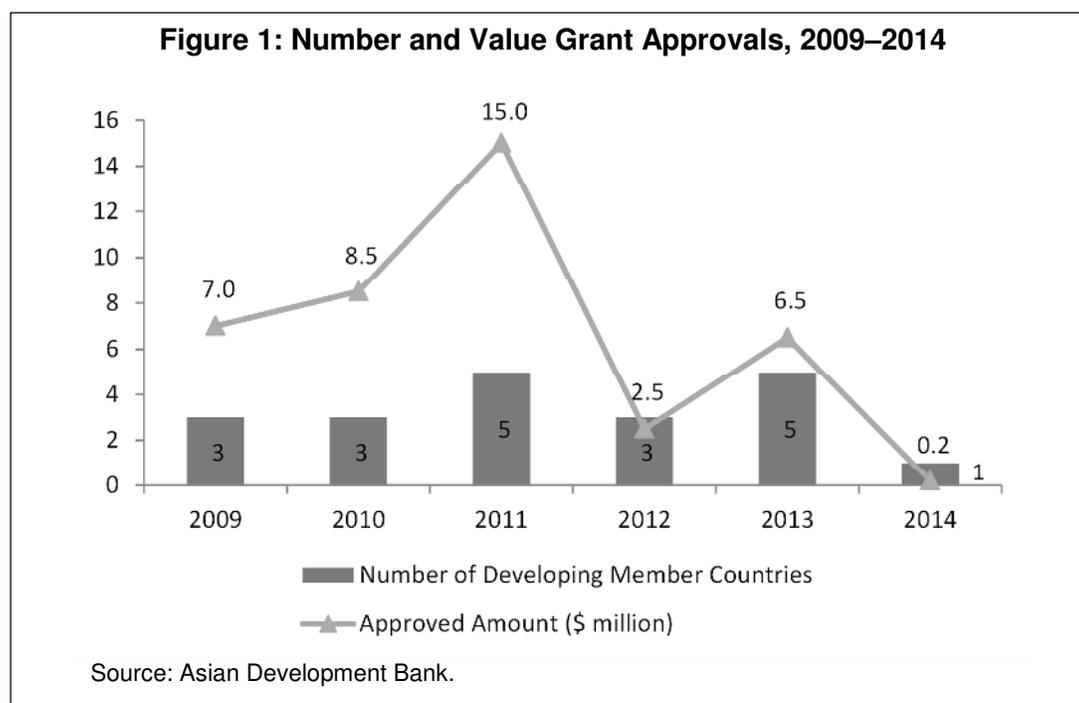
Approval Year	Country	Grant Title	Grant Number	Approved Amount	Disbursed Amount	Undisbursed Balance
2009	Philippines	Typhoon Ketsana	162	3,000,000	1,650,000	1,350,000
2009	Samoa	Earthquake and Tsunami Disaster Response	165	1,000,000	1,000,000	0
2009	Indonesia	West Sumatera Earthquake Disaster	168	3,000,000	2,999,460	540
2010	Mongolia	Dzud Disaster Response	200	2,500,000	2,500,000	0
2010	Pakistan	National Flood Emergency Response	214	3,000,000	2,976,972	23,028
2010	Indonesia	Mount Merapi Disaster Response	237	3,000,000	0	3,000,000
2011	Sri Lanka	Flood Disaster Response	247	3,000,000	3,000,000	0
2011	Pakistan	Sindh and Balochistan Flood Disaster Response	266	3,000,000	2,999,380	620
2011	Cambodia	Cambodia Flooding 2011: Humanitarian Assistance	268	3,000,000	2,830,291	169,709
2011	Thailand	Thailand Flooding 2011	269	3,000,000	3,000,000	0

⁷ This UN fund provides rapid initial funding for life-saving assistance at the onset of humanitarian crises and critical support for poorly funded, essential humanitarian response operations. It was launched in March 2006 and allocates about \$400 million annually.

Approval Year	Country	Grant Title	Grant Number	Approved Amount	Disbursed Amount	Undisbursed Balance
2011	Philippines	Tropical Storm Washi	279	3,000,000	3,000,000	0
2012	Fiji	Fiji Flood Emergency Response	283	1,000,000	1,000,000	0
2012	Fiji	Fiji Flood Rehabilitation	286	1,000,000	1,000,000	0
2012	Samoa	Cyclone Emergency Response	333	500,000	500,000	0
2013	Marshall Islands	Drought Disaster Response	344	100,000	100,000	0
2013	Marshall Islands	Second Drought Disaster Response	351	200,000	200,000	0
2013	Philippines	Typhoon Haiyan (Yolanda)	369	3,000,000	3,000,000	0
2013	Cambodia	Cambodia Flooding 2011: Humanitarian Assistance	372	3,000,000	2,987,502	12,498
2013	Palau	Super Typhoon Haiyan Response	381	200,000	200,000	0
2014	Solomon Islands	Flood Disaster Response	385	200,000	200,000	0
TOTAL				39,700,000	35,143,604	4,556,396

Source: Grant Financial Information System.

15. The number and value of grant approvals have fluctuated from year to year, reflecting the timing of disaster events. From 2009 to 2013, three to five grants were approved each year (Figure 1). Only one grant was approved in 2014. Annual total grant approvals have varied in value terms between \$0.2 million in 2014 and \$15.0 million in 2011. Four of the five grants approved in 2011 were made in response to floods linked to La Niña conditions, which resulted in a higher incidence of extreme rainfall events in Asia.⁸

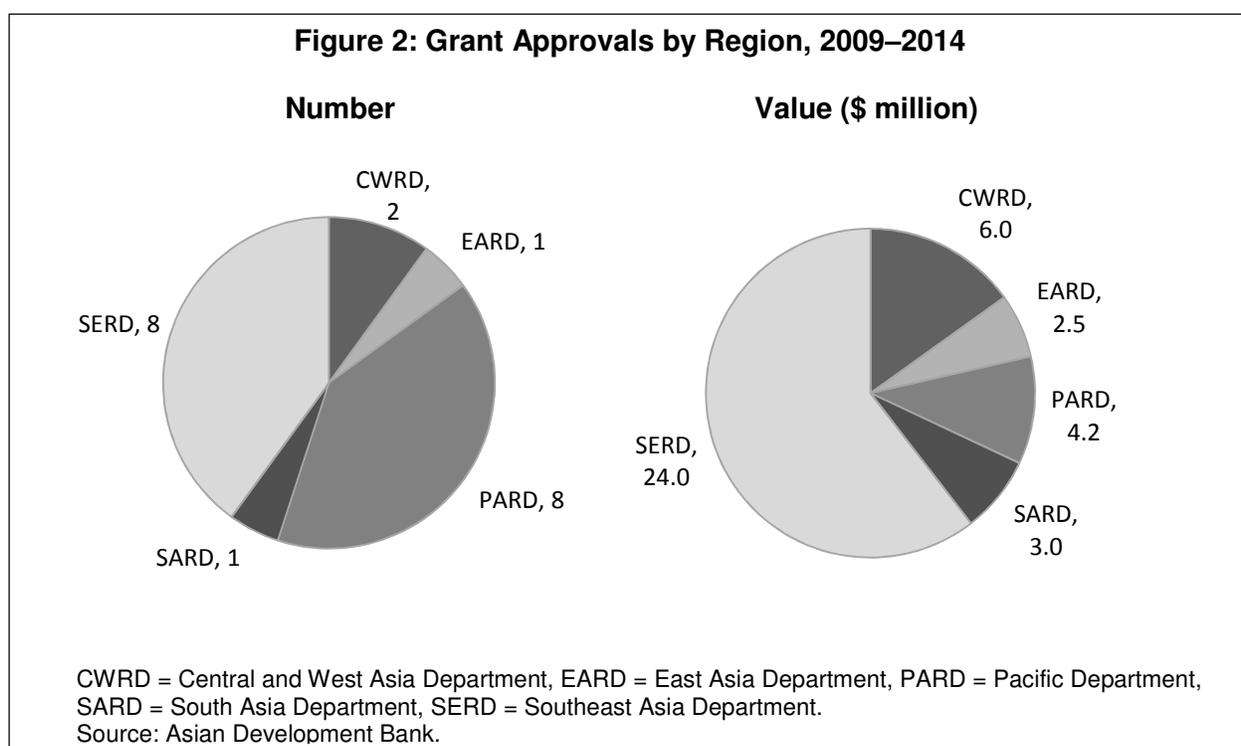


⁸ La Niña conditions, which involve a cooling of the sea surface temperature in the equatorial Pacific, occur at irregular intervals and are associated with heavier rainfall in Asia.

16. **Returned funds.** Undisbursed balances and canceled funds totaling \$4.6 million were returned to the fund. These included \$3 million from a 2010 grant for Indonesia that was subsequently canceled because the executing agency failed to (i) submit a detailed work plan or procurement plan in compliance with the provisions of the grant agreement, and (ii) justify its request to extend the grant closing date for 18 months (para. 45).

17. Undisbursed balances from five other grants were returned because the funds were not used. These returns include \$1.4 million from the 2009 grant to the Philippines in response to Typhoon Ketsana (locally named Ondoy). Returns from the remaining four grants totaled \$193,898.

18. As of 31 December 2014, eight APDRF grants had not been financially closed, which means some additional proceeds could be returned. However, the APDRF has not received any indication that a substantial portion of any of these grants is likely to be returned.

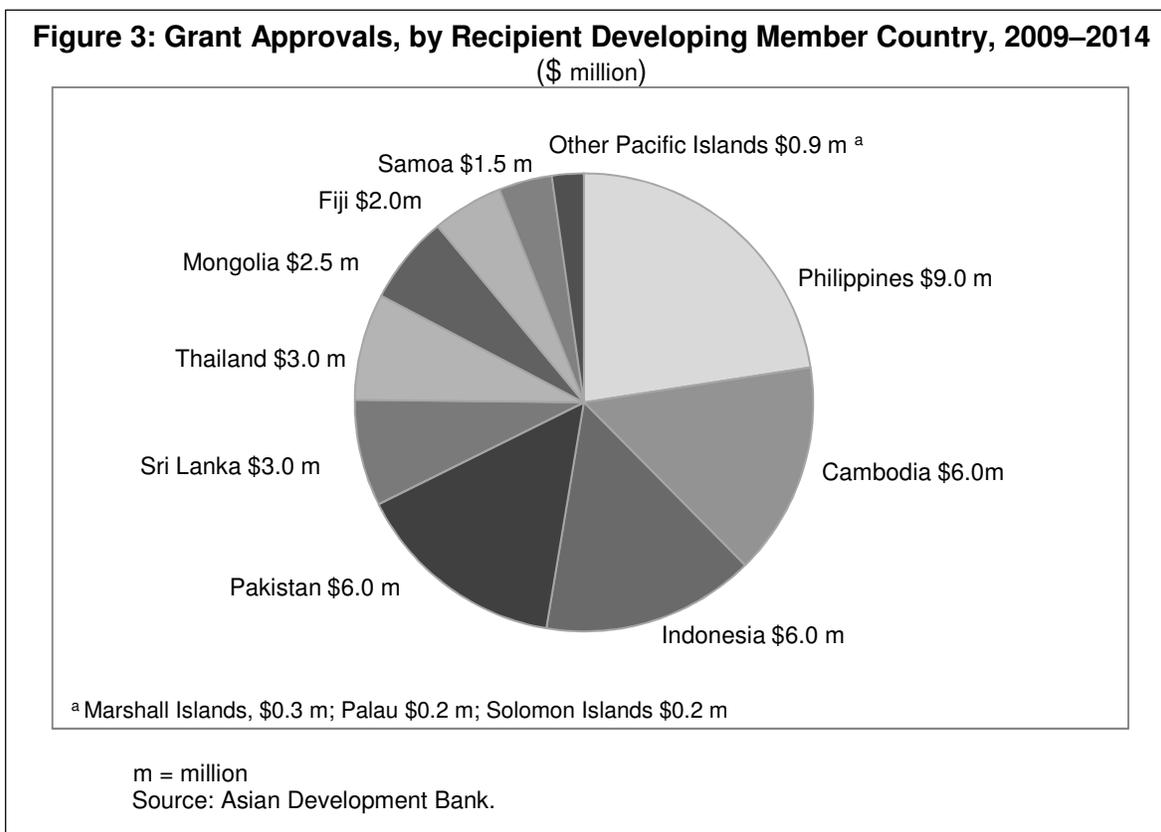


B. Allocations

19. **Grant recipients.** All five regional departments have tapped the APDRF. DMCs covered by the Southeast Asia Department (SERD) have received the largest number of grants in value terms (Figure 2). The region has accounted for 8 of the 20 grants approved, amounting to \$24 million or 61% of the total approved. Pacific Department (PARD) DMCs have also received eight grants. However, reflecting the much smaller scale of disasters in Pacific island economies—both in terms of the number of people affected and the scale of physical damage—these grants have totaled \$4.2 million, equivalent to 11% of the approved resources. DMCs of the Central and West Asia Department (CWRD) have received the second highest allocation of grants in value terms, receiving two grants totaling \$6 million. South Asia Department (SARD) DMCs have received one grant for \$3.0 million, while East Asia Department (EARD) DMCs have

received one grant for \$2.5 million.

20. The Philippines has been the largest single recipient of APDRF grants, both in number and value (Figure 3). The country has received three grants, each for the maximum amount of \$3 million. The Philippines has received 23% of total approved grants in value terms. Six DMCs have each received two grants (Cambodia, Fiji, Indonesia, Marshall Islands, Pakistan, and Samoa); five DMCs (Mongolia, Palau, Solomon Islands, Sri Lanka, and Thailand) have each received one grant. The Marshall Islands is the only country to have received two APDRF grants in response to the same disaster. An extended drought resulted in a continuing need for humanitarian support over a prolonged period, justifying two successive grants.



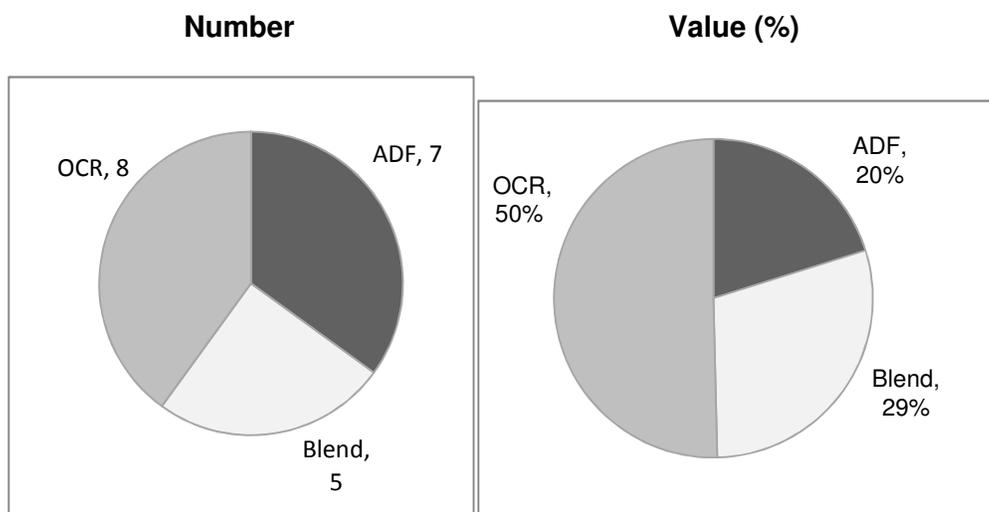
21. DMCs that only have access to Asian Development Fund (ADF) resources have accounted for 7 (35%) of the 20 grants approved to date, blend countries for 5 (25%) of the grants, and countries only with access to ordinary capital resources (OCR) for the remaining 8 grants (40%).⁹ However, ADF-only countries have accounted for only 20% of total approved grants in value terms because several of these grants were extended to Pacific countries and were relatively small (Figure 4). Blend countries have accounted for 29% of total grants in value terms and OCR countries for the remaining 50%.

22. **Types of disaster.** About 85% of grants have been approved in response to climate-related disasters. Floods alone have accounted for nine grants totaling \$23.2 million, equivalent to 51% of total grant approvals (Figure 5). Five grants have been approved in response to

⁹ Blend countries receive loans from both ADF and OCR.

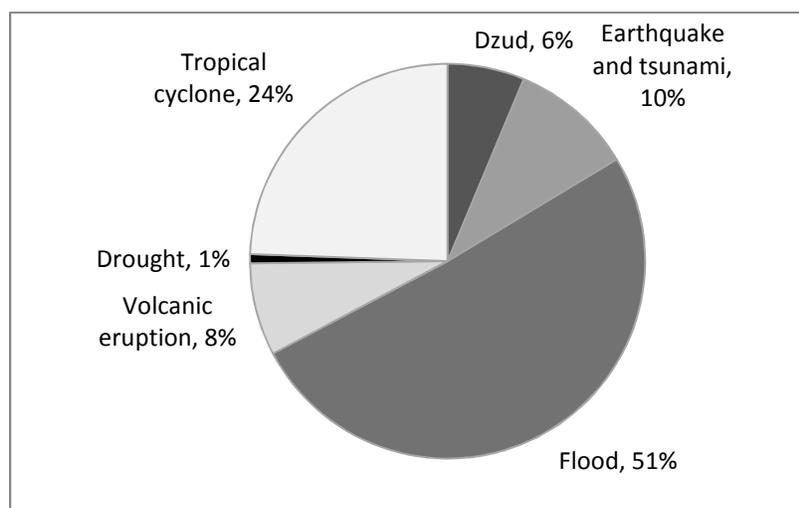
tropical cyclones,¹⁰ including the three grants approved for the Philippines. Grants have also been provided in response to droughts, dzud,¹¹ earthquakes, tsunamis, and volcanic eruptions.

Figure 4: Grant Approvals, by Country Classification, 2009–2014



Source: Asian Development Bank.

Figure 5: Grant Approvals, by Hazard Type, 2009–2014 (%)



Source: Asian Development Bank.

¹⁰ Tropical cyclone is the generic term for cyclones, hurricanes, and typhoons. All three of the latter terms describe the same type of natural hazard. The term applied depends on the location of origin of a particular event.

¹¹ A dzud is a Mongolian term relating to winter climatic extremes associated with snowfall and temperature. Dzud pose a particular threat to livestock populations.

C. Timeliness of Grant Approval, Effectiveness, and Implementation

23. APDRF grants have typically been approved promptly in response to government requests, supporting the timely and effective use of grant resources.

24. **Request for support.** Government requests for APDRF assistance have generally been received promptly following a disaster. Seven of the grants have been provided in response to tropical cyclones, earthquakes, and tsunamis. These types of hazard have a brief duration and the scale of damage is quickly apparent. ADB received official requests for assistance within a week of occurrence of six of the seven tropical cyclones, earthquakes, and tsunamis supported through the APDRF (Table 2). The request for assistance following the 2009 earthquake in Indonesia took slightly longer at 12 days.

25. The remaining 13 grants have entailed responses to situations of flood, drought, and dzud, where it is less clear-cut at what point an event escalates to the point of a major disaster. However, the date on which a disaster is declared provides a useful proxy. Disasters were declared in 11 of these cases (paras. 62–63). Requests for ADB support were received within 1 week of the declaration of a disaster in three cases, within 3 weeks in five cases, and the day before the declaration of a disaster in one case. In contrast, the request for ADB support in response to the 2009–2010 dzud in Mongolia was received 58 days following the declaration of a disaster. This lag reflected the time required to consider and approve a change to one of the three APDRF eligibility criteria to accommodate a potential request for support in response to this event (paras. 60–61).

Table 2: Timeline for Request for Fund Support, 2009–2014

Approval Year	Country	Disaster	Disaster Date	Declaration of Disaster/ Emergency	Request to ADB
2009	Philippines	Tropical cyclone	26-Sep-09	28-Sep-09	28-Sep-09
2009	Samoa	Earthquake and tsunami	29-Sep-09	29-Sep-09	30-Sep-09
2009	Indonesia	Earthquake	30-Sep-09	01-Oct-09	12-Oct-09
2010	Mongolia	Dzud	Dec 2009 - May 2010	02-Feb-10	01-Apr-10
2010	Pakistan	Flood	Late July 2010	05-Aug-10	18-Aug-10
2010	Indonesia	Volcanic eruption	26-Oct-10	05-Nov-10	26-Nov-10
2011	Sri Lanka	Flood	Dec 2010	11-Feb-11	10-Feb-11
2011	Pakistan	Flood	Mid-Aug 2011	Balochistan 16 Sep 11/ Sindh 6 Oct 11	27-Sep-11
2011	Cambodia	Flood	22-Sep-11		27-Oct-11
2011	Thailand	Flood	Aug-Sep 2011	20-Oct-11	4-Nov-11
2011	Philippines	Tropical cyclone	16-18Dec11	20-Dec-11	21-Dec-11
2012	Fiji	Flood	23-27Jan12	25-Jan-12	8-Feb-12
2012	Fiji	Flood	29Mar-3Apr12	1-Apr-12	5-Apr-12
2012	Samoa	Tropical cyclone	13-14Dec12	17-Dec-12	20-Dec-12
2013	Marshall Islands	Drought	Early 2013	19-Apr-13	10-May-13
2013	Marshall Islands	Drought	Early 2013	8-May-13	11-Jun-13

Approval Year	Country	Disaster	Disaster Date	Declaration of Disaster/ Emergency	Request to ADB
2013	Philippines	Tropical cyclone	08-Nov-13	11-Nov-13	12-Nov-13
2013	Cambodia	Flood	3rd week of Sep13		21-Oct-13
2013	Palau	Tropical cyclone	7-Nov-13	9-Nov-13	8-Nov-13
2014	Solomon Islands	Flood	3–5 April 2014	4-Apr-14	10-Apr-14

Source: Asian Development Bank.

26. **ADB confirmation of eligibility.** Following the receipt of an official request for APDRF support, ADB's first step is to confirm satisfaction of the three eligibility criteria. This step has taken 6.7 days on average and just 2.6 days excluding four grants for which some delays were encountered (Table 3). These four grants were (i) the 2011 Pakistan grant, where a disaster for one of the affected provinces was not declared until after the formal request for APDRF support; (ii) the 2013 Cambodia grant, where an issue pertaining to the country's non-declaration of a disaster needed to be resolved (para. 62); (iii) the second 2013 Marshall Islands grant, where justification for a second tranche of support was required; and (iv) the 2013 Palau grant, where it took time to ascertain the country's humanitarian needs.

Table 3: Time Line for Grant Endorsement and Approval, 2009–2014

Approval Year	Country	Disaster	Request to ADB	RSDD Endorsement	Approval Date
2009	Philippines	Tropical cyclone	28-Sep-09	29-Sep-09	29-Sep-09
2009	Samoa	Earthquake and tsunami	30-Sep-09	02-Oct-09	02-Oct-09
2009	Indonesia	Earthquake	12-Oct-09	12-Oct-09	13-Oct-09
2010	Mongolia	Dzud	01-Apr-10	05-Apr-10	12-Apr-10
2010	Pakistan	Flood	18-Aug-10	18-Aug-10	19-Aug-10
2010	Indonesia	Volcanic eruption	26-Nov-10	02-Dec-10	07-Dec-10
2011	Sri Lanka	Flood	10-Feb-11	14-Feb-11	16-Feb-11
2011	Pakistan	Flood	27-Sep-11	11-Oct-11	24-Oct-11
2011	Cambodia	Flood	27-Oct-11	28-Oct-11	02-Nov-11
2011	Thailand	Flood	4-Nov-11	10-Nov-11	17-Nov-11
2011	Philippines	Tropical cyclone	21-Dec-11	22-Dec-11	22-Dec-11
2012	Fiji	Flood	8-Feb-12	13-Feb-12	15-Feb-12
2012	Fiji	Flood	5-Apr-12	9-Apr-12	16-Apr-12
2012	Samoa	Tropical cyclone	20-Dec-12	21-Dec-12	24-Dec-12
2013	Marshall Islands	Drought	10-May-13	15-May-13	17-May-13
2013	Marshall Islands	Drought	11-Jun-13	28-Jun-13	10-Jul-13
2013	Philippines	Tropical cyclone	12-Nov-13	13-Nov-13	13-Nov-13
2013	Cambodia	Flood	21-Oct-13	12-Nov-13	14-Nov-13
2013	Palau	Tropical cyclone	8-Nov-13	17-Dec-13	18-Dec-13
2014	Solomon Islands	Flood	10-Apr-14	11-Apr-14	16-Apr-14

ADB = Asian Development Bank, RSDD = Regional and Sustainable Development Department.

Source: Asian Development Bank.

27. **Grant approval.** The APDRF implementation guidelines specify that, where conditions permit, the relevant operations vice-president will convey his or her recommendation to the President for grant approval within 72 hours of confirmation that the eligibility criteria have been met. Information on the date of submission to the President is not readily available. However, 15 of the 20 APDRF grants were approved within 3 working days from the date of RSDD confirmation that the eligibility criteria were satisfied (Table 3). Three other grants were approved within 5 days; of the remaining two, one was approved in 8 days, the other in 9 days.

28. Strong internal coordination, collaboration, and communication within ADB between the relevant resident mission, regional department, Controller's Department, Office of Administrative Services, Office of General Counsel, Operations Services and Financial Management Department, RSDD, Treasury Department, and the relevant vice-president's office have been widely cited as key in securing both rapid grant approval and rapid effectiveness and disbursement of funds. All ADB departments have consistently recognized the urgency in approving and disbursing APDRF grants and have prioritized associated duties and responsibilities as and when required. The One ADB spirit was exemplified, in particular, in the processing of a grant for the Philippines in response to Typhoon Washi (Sendong) in 2011. ADB received the request for this grant on 21 December 2011, approved it 1 day later, and the grant became effective a 4 days after that—even though ADB was open for only 3 days from 21 to 26 December.

29. In its capacity as the fund manager, RSDD has prepared a step-by-step checklist for use by project teams in preparing APDRF grants. This checklist has been widely applied and has proved useful in contributing to smooth processing, as most project officers have no experience in processing APDRF grants.

30. Project officers have also cited strong external working relationships and close dialogue and coordination with relevant government agencies, the UN humanitarian or resident coordinator, and other development partners as essential elements in ensuring timely APDRF approval and effective grant use.

31. **Grant effectiveness.** Grant effectiveness has typically promptly followed grant approval. The time between grant approval and effectiveness has averaged 12.5 days, falling to just 4.8 days if four grants for which delays were encountered are excluded, and 3.5 days if weekends are not counted. In eight cases, the time between grant approval and effectiveness was 2 days or less.

Table 4: Time Line for Grant Agreement and Effectiveness, 2009–2014

Approval Year	Country	Disaster	Approval Date	Agreement Date	Effectivity Date
2009	Philippines	Tropical cyclone	29-Sep-09	01-Oct-09	01-Oct-09
2009	Samoa	Earthquake and tsunami	02-Oct-09	02-Oct-09	02-Oct-09
2009	Indonesia	Earthquake	13-Oct-09	21-Oct-09	21-Oct-09
2010	Mongolia	Dzud	12-Apr-10	14-Apr-10	14-Apr-10
2010	Pakistan	Flood	19-Aug-10	22-Oct-10	22-Oct-10
2010	Indonesia	Volcanic eruption	07-Dec-10	10-Jan-11	19-Jan-11
2011	Sri Lanka	Flood	16-Feb-11	18-Feb-11	18-Feb-11
2011	Pakistan	Flood	24-Oct-11	27-Oct-11	27-Oct-11
2011	Cambodia	Flood	02-Nov-11	04-Nov-11	04-Nov-11

Approval Year	Country	Disaster	Approval Date	Agreement Date	Effectivity Date
2011	Thailand	Flood	17-Nov-11	22-Dec-11	27-Dec-11
2011	Philippines	Tropical cyclone	22-Dec-11	23-Dec-11	26-Dec-11
2012	Fiji	Flood	15-Feb-12	06-Mar-12	12-Mar-12
2012	Fiji	Flood	16-Apr-12	19-Apr-12	19-Apr-12
2012	Samoa	Tropical cyclone	24-Dec-12	02-Jan-13	02-Jan-13
2013	Marshall Islands	Drought	17-May-13	24-May-13	29-May-13
2013	Marshall Islands	Drought	10-Jul-13	18-Jul-13	23-Jul-13
2013	Philippines	Tropical cyclone	13-Nov-13	14-Nov-13	14-Nov-13
2013	Cambodia	Flood	14-Nov-13	22-Nov-13	22-Nov-13
2013	Palau	Tropical cyclone	18-Dec-13	20-Dec-13	20-Dec-13
2014	Solomon Islands	Flood	16-Apr-14	22-Apr-14	22-Apr-14

Source: Asian Development Bank.

32. Grant effectiveness of a 2010 grant in response to a volcanic eruption in Indonesia took 43 days following grant approval, in part because the grant agreement was modified to require a work plan and procurement plan to help overcome previous difficulties encountered in the implementation of a 2009 APDRF grant for Indonesia (para. 45). Grant effectiveness of a 2010 grant for Pakistan was delayed by 64 days following grant approval while institutional arrangements were being determined. Grant effectiveness of the first of two grants for Fiji in response to the two 2012 floods was delayed by 20 days beyond grant approval because the grant signatory, the Minister of Finance who also holds the position of Prime Minister, was absent. Effectiveness of the 2011 grant for Thailand was delayed by 40 days as a consequence of a change in government.

33. Some flexibility in standard operating procedure was required for both of the 2013 grants for the Marshall Islands to avoid delays in these cases. Receipt of original copies of the signed grant agreement are normally required to declare grant effectiveness and of the original withdrawal applications to initiate funds disbursement. This can take some time in countries, such as the Marshall Islands, where ADB does not have a resident mission. Therefore, ADB agreed in these cases to accept scanned copies of the grant agreement instead, while the Marshall Islands development coordination officer accepted the original withdrawal application on ADB's behalf.

34. **Grant implementation.** Unless otherwise agreed by ADB, the APDRF Board paper and implementation guidelines specify that the grant closing date should occur within 6 months after signing of the grant agreement. The grant closing date is defined in the grant agreement as the date after which “ADB may terminate the right of the Recipient to make any withdrawals from the Grant Account, or such other date as may be agreed between ADB and the Recipient for such purpose.”¹² Only expenditures incurred on or before the grant closing date are eligible for financing.

35. A number of grants have run into implementation challenges, in several cases resulting in an extension of the grant closing date. These challenges have included

- (i) lack of familiarity on the part of government officials with government emergency procurement procedures, as occurred in Pakistan following the 2011 floods;

¹² ADB. 2009. *Establishment of the Asia Pacific Disaster Response*. Manila. Appendix 2: Asia Pacific Disaster Response Fund Grant Regulations. Section 2.01, item 9.

- (ii) delays in disbursement withdrawals pending the return to office of authorized signatories, as occurred under the second of the two 2012 grants for Fiji;
- (iii) delays in the government's procurement approval process, as was also the case for the second of the two 2012 grants for Fiji; and
- (iv) delays in fund transfer from the imprest account to the implementing agency pending government approval of all donor emergency assistance as part of its annual budget deliberations, as occurred in Samoa following the 2012 tropical cyclone.

36. In total, an extension of the closing date was secured for five grants: the 2011 and 2014 grants for Cambodia, the 2011 grant for the Philippines, the 2012 grant for Thailand, and the second 2012 grant for Fiji.

37. Grant extensions were required for the two Cambodia grants because of the complexity of activities supported, involving civil works, cash-for-work, and, in one case, the subsidized sale of rice seed. An additional 7 months extension was approved for implementation of the 2011 grant (with a further 4 months allowed to process pending claims and payments from contractors and service providers, and to close the project account, in reality taking 7 months) and an extension of 2 months for implementation of the 2013 grant. However, these time frames were modest relative to the activities accomplished.

38. Meanwhile, monthly progress review meetings between ADB and the Sri Lankan Ministry of Finance to discuss the utilization of an APDRF grant provided in response to the 2011 flood were reported to play a key role in timely implementation of this grant and grant closing within 6 months of grant signing.

D. Use of Funds

39. The APDRF implementation guidelines permit considerable flexibility in the use of funds. Grant agreements can state broad indicative uses or be more specific. However, decisions regarding the use of funds can subsequently be amended without any prior agreement with ADB, provided the use of resources remains in accordance with the stated intent of the fund to restore life-saving services to affected populations. Governments have appreciated this flexibility, which has enabled adjustments in the use of APDRF resources following the refinement of information on the scale and nature of humanitarian needs and the receipt of additional pledges of in-kind (and thus inflexible) humanitarian assistance from elsewhere.

40. Grant agreements for 6 of the 20 approved grants indicated that the funds would be used for general relief purposes (Table 5 and Appendix Table A2.1). The remainder were more specific, detailing a range of proposed uses. Ten of these indicated that the funds would be used at least in part to procure relief supplies, such as food and water; seven for shelter; seven for the restoration of community infrastructure and public services, including the repair of irrigation canals; five for some form of livelihoods restoration; three for agricultural inputs, including seeds; two for debris clearance; one to cover logistical costs; and one for disease control.

41. Actual use has varied from these original intentions in a number of cases. The purchase of relief goods has been the single most supported activity; 10 of the 20 APDRF grants involved some use of grant proceeds for this purpose. The restoration of community infrastructure, temporary shelter, and livelihoods restoration have been significant, as also anticipated. However, a number of additional uses to those originally envisaged have also been supported,

involving the procurement of emergency response equipment, cash transfers, water purification and sanitation systems, power and electricity supply restoration, and school teaching materials.

Table 5: Intended Purpose versus Actual Use of Grants, 2009–2014

Intended purpose of grants	Number of grants indicating this intended purpose	Number of grants supporting this actual use
General relief purposes	6	N/A
Relief goods	10	10
Temporary shelter	7	5
Debris clearance	2	1
Logistics and transportation	1	4
Seed and agricultural inputs	3	1
Restoration of community infrastructure and public services, including irrigation systems	7	7
Disease control	1	0
Livelihoods restoration	5	5
Cash transfers		2
Emergency response equipment		3
Water purification and sanitation systems		1
Power and electricity restoration		2
School teaching materials		2

NA = not applicable.

Note: The table is based on provisional information for grants that are still pending liquidation.

Source: Asian Development Bank.

42. Some variation between intended and actual use is unsurprising given the fluidity of an immediate post-disaster situation, with assistance from a range of sources rapidly pouring in to meet particular needs. Options should be reconsidered where needed to support effective grant use. Some other changes in use simply reflect an elaboration of use during implementation.

43. In 10 cases, APDRF grants were used to support activities straddling humanitarian relief and early recovery purposes.¹³ A crossover between humanitarian relief and early recovery operations is inevitable, and some activities can serve both purposes, such as cash-for-work programs (para. 77) and certain infrastructure repairs.

44. Three of these cases have involved grants for the Pacific, entailing a particularly significant shift in the use of these grants relative to original intentions. In Pacific countries, immediate humanitarian needs are often met promptly in the aftermath of a disaster because (i) the absolute numbers affected are relatively small; (ii) international development partner engagement in the region is high, often resulting in a relatively good response to requests for humanitarian support; (iii) family and cultural social safety nets are strong in many Pacific countries; and (iv) overseas Pacific communities also provide post-disaster support. These factors, in combination with certain country procurement system issues and practices in two cases (para 35), resulted in the use of APDRF grants to support infrastructure repair. These repairs supported the humanitarian relief efforts, while also contributing to early recovery. In

¹³ Post-disaster response is divided into three overlapping phases: (i) humanitarian assistance, involving aid to the affected population to meet their basic needs (food, water, medical services, temporary shelter, and search and rescue); (ii) early recovery, involving the restoration of essential services and temporary repairs to support the reestablishment of economic and social activities; and (iii) reconstruction, involving the comprehensive, full restoration of infrastructure.

Samoa, which received an overwhelming global humanitarian response following a tsunami in 2009, the related APDRF grant was used in part to restore electricity to tsunami-affected and new settlement areas. The grant was also utilized to procure materials to reprint curriculum and other educational aids. In Fiji, an APDRF grant provided in response to floods in 2012 was used to repair a bridge, in this case constituting a replacement activity for liquidation purposes. In the Solomon Islands, an APDRF grant provided in response to the 2014 floods was used to support the repair of a bridge in Honiara to retain connectivity and to provide access to hospital and humanitarian support to affected people.

45. Meanwhile, delays in the establishment of an imprest account influenced the use of a 2009 APDRF grant for Indonesia following an earthquake in West Sumatra. Although this grant became effective only 21 days after the earthquake occurred, it took more than 3 additional months for the government to establish the imprest account—by which the time the emergency phase was ending. In consequence, the APDRF grant was used to purchase emergency response equipment for future disasters, such as pick up trucks, motorcycles, rubber boats, and a communications vehicle. This equipment was delivered about 7 months after the earthquake. Another APDRF grant was approved for Indonesia the following year in response to a volcanic eruption. To help ensure that this new grant was used to provide direct support to the affected population, its grant agreement required the preparation of a work plan and disbursement plan before procurement. Despite repeated meetings between ADB and the responsible government agencies, the government was unable to prepare acceptable plans and the grant was subsequently canceled about a year after its approval.

E. Grant Closing and Liquidation

46. Recipient governments are required to confirm the use of the grant through a statement of expenditure to be submitted “promptly” after the grant closing date (footnote 3). In practice, the liquidation process has experienced substantial delays, in sharp contrast to the generally positive experience regarding the timeliness of grant approval and effectiveness. To date, 16 grants have been at least partially liquidated (12 fully liquidated, 4 partially liquidated). For the 12 fully liquidated grants, final liquidation occurred on average 80 weeks after grant signing (Table 6). Only two of these grants were fully financially liquidated within 4 months of the original or revised grant closing date.¹⁴ Three grants are pending liquidation, two of which have not submitted any liquidation in more than a year since the grant closing date. The 2010 grant for Mongolia achieved the fastest full liquidation, taking 35 weeks from grant signing, although the subsequent audit was considerably delayed (paras. 52–53). In contrast, liquidation of the 2009 grant for the Philippines took 175 weeks from grant signing, equivalent to 3.4 years.

Table 6: Timeline for Grant Liquidation and Financial Closing, 2009–2014

Approval Year	Country	Disaster	Agreement Date	Last/Final Liquidation Date	(Partial) Cancellation Date	Financial Closing Date
2009	Philippines	Tropical cyclone	01-Oct-09	08-Feb-13	26-Apr-13	
2009	Samoa	Earthquake and tsunami	02-Oct-09	01-Sep-10		14-Dec-10
2009	Indonesia	Earthquake	21-Oct-09	31-Dec-10		31-Dec-10
2010	Mongolia	Dzud	14-Apr-10	15-Dec-10		30-Jun-14

¹⁴ For regular investment grants, ADB normally presumes that a 4-month winding up period is necessary to submit and liquidate any expenditure incurred on or before the grant closing date and an additional 2 months is necessary to refund any outstanding advances.

Approval Year	Country	Disaster	Agreement Date	Last/Final Liquidation Date	(Partial) Cancellation Date	Financial Closing Date
2010	Pakistan	Flood	22-Oct-10	02-Feb-12		30-Sep-13
2010	Indonesia	Volcanic eruption	10-Jan-11	N/A	22-Dec-11	N/A
2011	Sri Lanka	Flood	18-Feb-11	13-Feb-12		04-Jul-13
2011	Pakistan	Flood	27-Oct-11	19-Jun-13		30-Sep-13
2011	Cambodia	Flood	04-Nov-11	25-Jul-13		15-Aug-13
2011	Thailand	Flood	22-Dec-11	29-Apr-14		27-May-14
2011	Philippines	Tropical cyclone	23-Dec-11	15-Jan-13		16-Oct-14
2012	Fiji	Flood	06-Mar-12	05-Nov-13		
2012	Fiji	Flood	19-Apr-12	18-Oct-13		28-Jul-14
2012	Samoa	Tropical cyclone	02-Jan-13	28-Oct-14		23-Dec-14
2013	Marshall Islands	Drought	24-May-13			
2013	Marshall Islands	Drought	18-Jul-13			
2013	Philippines	Tropical cyclone	14-Nov-13	29-Apr-14		
2013	Cambodia	Flood	22-Nov-13	03-Jun-14		
2013	Palau	Tropical cyclone	20-Dec-13			
2014	Solomon Islands	Flood	22-Apr-14	16-Oct-14		

N/A = not applicable.

Source: Asian Development Bank.

47. Project officers have reported significant challenges in liquidation. Difficulties and delays have been encountered pertaining to

- (i) poor communications and coordination between executing and implementing agencies regarding their respective liquidation responsibilities;
- (ii) government capacity to prepare statements of expenditure, exacerbated by poor bookkeeping during the emergency relief phase because of time pressure;
- (iii) delays in securing statements of expenditure against eligible items;
- (iv) challenges in identifying eligible activities in cases where grant disbursement has been delayed or where the implementing agency has paid for eligible activities after grant closing;
- (v) processing of replacement liquidation based on claims from a new implementing agency where the original statements of expenditure were disallowed, as occurred for the second 2011 APDRF grant in response to floods in Fiji;
- (vi) the time required to collect cash from the subsidized sale of rice seeds to beneficiary farmers, as occurred with the 2011 APDRF grant for Cambodia;
- (vii) the absence from office of the designated signatory; and
- (viii) the refund of unused balances to ADB, with additional challenges in at least one case pertaining to the requirement to return funds in US dollars rather than local currency.

48. Use of retroactive financing was granted for the 2013 APDRF grant for the Philippines in an effort to avoid previously encountered issues in liquidation, which had resulted in the return of a significant part of a 2009 grant. The stipulation that APDRF grants should not be used for retroactive financing of expenditure is only contained in the APDRF implementation guidelines and not in the fund paper, so it can be waived with the approval of RSDD's director general.

F. Auditing

49. Auditing has been challenging in some cases. This has commonly reflected limited auditing capacity and lack of clarity on APDRF auditing responsibilities within recipient governments, combined with limited knowledge and understanding of APDRF requirements and ADB's disbursement policies and procedures. Eleven APDRF grants have been financially closed with an average of 11.9 months between final liquidation and financial closing and 27.4 months between grant signing and financial closing.¹⁵ Only six of them have met the APDRF requirement that the audit report be provided within 6 months of receipt of the statements of expenditure by ADB. In one of these six cases, involving the 2009 grant for Indonesia, final liquidation and financial closure occurred on the same day. In two other cases, involving the 2011 grants for Cambodia and Thailand, the grants were financially closed within a month of liquidation. In contrast, liquidation to financial closure for the remaining five APDRF grants that have been closed took 9.3–42.5 months, with an average of 21.9 months. Excluding Mongolia, which accounted for the 42.5-month lag, the average falls to 16.7 months. Of the remaining active grants, two were liquidated in 2013, implying two additional grants that have encountered significant delays in auditing. In one of these cases, concerning the first 2012 grant to Fiji, almost 14 months had lapsed since liquidation (as of 31 December 2014). In the other, concerning the 2009 grant to the Philippines, 21.7 months had lapsed.

50. The lengthy delay in auditing of the 2009 grant for the Philippines provides an example of the associated challenges. The issues encountered in this case include the following:

- (i) auditing responsibilities were originally, by default, accorded to the executing agency, the Department of Finance, because it held the imprest account but the executing agency did not liquidate the project, complicating auditing;
- (ii) the project was implemented in multiple regions, requiring an audit report from each region; and
- (iii) the Department of Finance does not normally implement projects, so it was unfamiliar with ADB's disbursement and liquidation procedures,

51. Auditing responsibilities in this case were belatedly reassigned to the implementing agency, the Department of Social Welfare and Development. Auditing for the more recent APDRF grant for the Philippines, approved in response to Typhoon Haiyan (locally named Yolanda) in November 2013, should be significantly smoother. Drawing on lessons learned, the government clearly assigned the responsibility for this task to the implementing agency, the Department of Social Welfare and Development.

52. Other audit findings included

- (i) insufficient proof of the cash transfers from local government to individual herders in Mongolia, coupled with initial recording of these cash transfers as materials because they were intended for restocking of livestock;
- (ii) a disclaimer of opinion regarding the audited project financial statements for the first 2011 APDRF grant for Fiji, requiring further outstanding action before the project can be financially closed; and
- (iii) delays linked to government requirements to complete the audit as part of its broader annual audit process at the end of the financial year, as in Pakistan.

¹⁵ Financial closing is defined as the date on which all project-related financial transactions for the grant account are finalized, an acceptable audit report has been received by ADB, and the account is closed on ADB's books.

53. In the case of Mongolia, ADB agreed that a specific written assertion by the Ministry of Finance on the distribution of this grant through the 13 recipient aimags to herders would suffice to resolve this issue.¹⁶

IV. ASSESSMENT OF IMPLEMENTATION ARRANGEMENTS AND GRANT EFFECTIVENESS

A. Appropriateness of Implementation Arrangements

54. APDRF implementation arrangements have been broadly appropriate, supporting timely approval and effectiveness of grant resources and allowing room for adjustment in the use of resources in line with identified gaps in humanitarian support. Certain limitations in access to the fund relating to the eligibility criteria have been resolved (paras. 61–62).

55. Implementation arrangements could be enhanced by permitting the regular use of retroactive financing. A change in the APDRF implementation guidelines to permit the use of retroactive financing of disaster relief costs incurred after a disaster would support governments in identifying eligible items of expenditure and speed up liquidation significantly.

56. Grant implementation, liquidation, and auditing performance can also be strengthened through enhanced monitoring arrangements and closer coordination with ADB. ADB project officers should seek periodic meetings with implementing and executing agencies to help encourage strong monitoring and to help identify and address any potential issues in grant administration. Project officers should also coordinate with the auditor to ensure that APDRF requirements and ADB disbursement policies and procedures are understood.

57. Several project officers have indicated that implementation issues regarding both the speed of implementation and use of grant resources could be significantly improved if grants were implemented either by local governments, where capacity remains intact, or by nongovernment organizations. The APDRF guidelines state that, although the recipients are central governments, they can allocate funds to local governments, government agencies, and other suitable national or international entities, including nongovernment organizations. APDRF grants for the Philippines, for instance, have channeled funds through local governments, although this has recently resulted in auditing challenges (paras. 50–51). Project officers should ensure that governments are aware of implementing arrangement options, while also encouraging careful monitoring and clear assignment of responsibilities where grants are implemented by local governments or nongovernment organizations.

58. Internal ADB reporting arrangements could be improved to support enhanced grant administration. Implementation arrangements should be adjusted to require the submission of a brief report to RSDD at grant closing and the preparation of a project completion report at financial closing. These documents should assess grant performance, in particular how effectively the grant performed, and identify lessons. They should also include information on project beneficiaries, including sex-disaggregated data. Only limited data is currently available on project beneficiaries. Sex-disaggregated information, in particular, is only readily available for two APDRF grants, both relating to assistance for Cambodia.

¹⁶ Administratively, Mongolia is divided into 21 provinces (aimag) and the capital city. Provinces are further divided into regions (soum).

B. Satisfaction of Eligibility Criteria

59. Meeting the three criteria for accessing the APDRF has been straightforward in most cases, as reflected in the short period between receipt of the official request for APDRF support and grant approval. However, some challenges have been encountered in satisfying the second eligibility criterion. These challenges resulted in an amendment to this criterion in 2010 to help ensure that certain DMCs are not precluded from accessing the APDRF because of differences in disaster legislation.

60. According to the original terms and conditions of the APDRF, a state of national emergency had to be declared by the affected DMC to access the fund. Legislation in many DMCs requires the declaration of a state of emergency before government disaster response funds can be released. However, the declaration of a national emergency is not required in some countries to release national funding or to precipitate a request for external assistance. In some cases national government resources can be released and international assistance requested following the declaration of a provincial disaster, the declaration of an emergency without reference to affected administrative levels, or no declaration at all. A government may also choose not to announce a state of emergency because of strategic considerations.

61. In recognition of these facts, and in direct response to a dzud in Mongolia, the second eligibility criterion for accessing the APDRF was amended in March 2010 to require “the declaration of a state of emergency beyond the capacity of the country and its own agencies to meet the immediate expenses necessary to restore life-saving services to the affected populations,” rather than the declaration of a national emergency as previously required. Mongolia experienced a severe dzud in 2009–2010, resulting in the loss of 8.8 million livestock in 2010 alone—equivalent to about a quarter of the country’s livestock population. The dzud caused considerable economic and social hardship for the country’s rural community, and states of disaster were announced in 15 aimags (provinces). However, the government chose not to declare a national state of emergency because a national disaster declaration in 2009 for pandemic influenza H1N1 had resulted in unintended and detrimental consequences for the business sector. Following the amendment to the eligibility criteria, Mongolia successfully accessed the APDRF, receiving a \$2.5 million grant.

62. The revised second criterion has been waived on three occasions to permit the provision of APDRF support in response to major disasters where there has been no declaration of a state of emergency at any level of administration. The Government of Cambodia declined to declare a state of emergency following both the 2011 and 2013 floods because it was reluctant to indicate that the scale of the events was beyond its response capacity.¹⁷ For the same reason, it chose not to launch a UN flash appeal on either occasion (para. 67) but indicated that humanitarian aid was welcome. In lieu of a declaration of a state of emergency, a series of special plenary sessions of the Cambodia Council of Ministers to discuss the government’s response to the floods were referenced in the memo to the ADB President seeking approval for the 2011 grant. The memo to the President pertaining to the 2013 grant cited the mobilization of resources to provide immediate relief and emergency assistance through the coordinated efforts of national, provincial, and local government, with contributions from other development

¹⁷ Memo from Kunio Senga, Director General, SERD to Haruhiko Kuroda, President dated 28 October 2011 with subject *Cambodia Flooding 2011 - Request for ADB Financial Assistance from the Asia Pacific Disaster Response Fund*; Memo from James Nugent, Director General, SERD to Takehiko Nakao, President dated 11 November 2013 with subject *Cambodia Flooding 2013 - Request for ADB Financial Assistance from the Asia Pacific Disaster Response Fund*.

partners used as evidence of the severity of the event.

63. In the case of the 2011 floods in Sri Lanka, the government chose not to declare a state of emergency because of concerns that a declaration would have adverse consequences for its economic development programs, including for the tourism sector.¹⁸ Instead, the APDRF memo to the President referred to the establishment of a Presidential task force to oversee the reconstruction efforts, as well as to the government's announcement that it would welcome foreign assistance, as indicators of the severity of the floods.

64. ADB should continue to accommodate such situations when they arise, drawing on alternative indicators of the severity of an event, as was done in these three cases. To ensure that DMCs can access APDRF resources in a timely manner, an amendment to the second criterion could be considered to formally reflect appropriate alternative indicators. Any amendment should retain the criterion's clear-cut nature, while also ensuring that no DMC is excluded from accessing the humanitarian support provided through the APDRF, either because it has no legal provision regarding the declaration of a state of emergency or because of domestic economic or political concerns.

C. Performance of Eligibility Criteria in Targeting Resources

65. Overall, the eligibility criteria have been extremely effective in targeting APDRF resources to countries most in need of external humanitarian assistance. APDRF grants have been provided in response to some of the most significant disasters in ADB's DMCs relative to country coping capacity, as measured by the number affected relative to total population and the disasters for which UN appeals have been launched.

66. From January 2009 to October 2014, 318 disasters triggered by natural hazards in ADB's DMCs were recorded in the Emergency Events Database, a global disaster database.¹⁹ These events were ranked according to the number of people affected relative to total population for the country. According to this measure of disaster severity, APDRF grants were approved in response to 7 of the 10 most severe events²⁰ and 10 of the top 16 events over that period (Table 6). Seventeen of the APDRF grants were provided in response to the top 50 events.

Table 6: Disasters in Asia and the Pacific, 2009–2014
(People Affected Relative to Total Population)

Rank	Year	Disaster	Country	Number of People Affected	People Affected as % of Population
1	2009	Drought	Kyrgyzstan	2,000,000	37.0
2	2009	Dzud	Mongolia	769,113	28.6
3	2013	Tropical cyclone	Philippines	17,944,508	18.4
4	2011	Flood	Thailand	9,500,000	14.8
5	2010	Flood	Thailand	8,970,653	14.1

¹⁸ Memo from Sultan H. Rahman, Director General, SARD to Haruhiko Kuroda, President dated 14 February 2011 with subject *SRI – Flood Disaster - Request for ADB Financial Assistance from the Asia Pacific Disaster Response Fund*.

¹⁹ D. Guha-Sapir, R. Below, and P. Hoyois. 2015. *Emergency Events Database: International Disaster Database*. www.emdat.be

²⁰ These seven events accounted for 8 of the 20 APDRF grants, reflecting the approval of 2 grants in response to the 2013 drought in the Marshall Islands.

Rank	Year	Disaster	Country	Number of People Affected	People Affected as % of Population
6	2009	Tropical cyclone	Philippines	12,221,563	13.4
7	2013	Drought	Marshall Islands	6,384	11.8
8	2010	Flood	Pakistan	20,363,496	11.7
9	2011	Flood	Cambodia	1,640,023	11.3
10	2010	Flood	PRC	140,194,000	10.5
11	2010	Drought	Thailand	6,482,602	10.2
12	2011	Tropical cyclone	Philippines	9,468,676	10.1
13	2013	Flood	Cambodia	1,500,000	10.0
14	2010	Tropical cyclone	Cook Islands	2,202	9.3
15	2012	Drought	Sri Lanka	1,800,000	8.9
16*	2014	Flood	Solomon Islands	50,000	8.7
17	2013	Flood	Lao PDR	574,253	8.6
18	2012	Tropical cyclone	Philippines	7,560,480	7.9
19	2014	Tropical cyclone	Vanuatu	20,000	7.4
20	2011	Flood	PRC	93,360,000	6.9
21	2011	Flood	Lao PDR	430,000	6.7
22	2012	Tropical cyclone	Samoa	12,703	6.7
23	2011	Drought	Afghanistan	1,750,000	6.6
24	2011	Flood	Sri Lanka	1,293,924	6.2
25	2013	Flood	Thailand	3,515,254	5.3
26	2013	Tropical cyclone	Palau	900	5.1
27	2012	Flood	Philippines	4,601,628	4.8
28	2010	Tropical cyclone	Fiji	39,101	4.6
35	2011	Flood	Pakistan	5,400,755	3.0
37	2009	Tsunami	Samoa	5,585	3.0
47	2012	Flood	Fiji	19,545	2.3
64	2012	Flood	Fiji	10,566	1.2
65	2009	Earthquake	Indonesia	2,850,364	1.2
159	2010	Volcanic eruption	Indonesia	152,200	0.1

Lao PDR = Lao People's Democratic Republic, PRC = People's Republic of China.

Note: Disasters supported by grants from the Asia Pacific Disaster Relief Fund are highlighted in grey.

Source: Asian Development Bank.

67. Since the establishment of the APDRF on 1 April 2009, the UN has launched 12 appeals relating to natural hazard events in Asia and the Pacific. APDRF grants were provided in response to eight of these events, although not directly in response to the related UN appeals (Table 7). This is further evidence that APDRF grants have been provided in response to some of the most significant disasters in the region since the fund's establishment.

68. APDRF grants were provided in response to five of the seven UN flash appeals, relating to the 2009 earthquake in Indonesia, a 2009 tropical cyclone in the Philippines, the 2010 and 2011 floods in Pakistan, and the 2011 floods in Sri Lanka.²¹ Over the same period, the UN launched one consolidated appeal for Asia and the Pacific, relating to the 2009–2010 dzud in Mongolia; a humanitarian action plan in response to a 2012 tropical cyclone in the Philippines; and a strategic response plan in response to a 2013 tropical cyclone in the Philippines. APDRF grants were provided in response to all three of these events. The UN also launched two “other” appeals—one pertaining to mud flows in Tajikistan (2009), the other for additional floods in Pakistan (2012). No APDRF grants were provided in response to these disasters.

²¹ The other three flash appeals were issued in response to a tropical cyclone in Lao PDR (2009), a further flood in Pakistan (2011), and an earthquake in the Philippines (2013).

Table 7: United Nations Disaster-Related Appeals, 2009–2014

Year	Country	Disaster	Type of appeal ^a	APDRF grant
2009	Indonesia	Earthquake	Flash	X
2009	Lao PDR	Tropical cyclone	Flash	
2009	Philippines	Tropical cyclone	Flash	X
2009	Tajikistan	Mudflow	Other	
2010	Pakistan	Floods	Flash	X
2010	Mongolia	Dzud	Consolidated	X
2011	Pakistan	Floods	Flash	X
2011	Sri Lanka	Floods	Flash	X
2012	Pakistan	Floods	Other	
2012	Philippines	Tropical cyclone	Humanitarian Action Plan	X
2013	Philippines	Earthquake	Flash	
2013	Philippines	Tropical cyclone	Strategic response plan	X

Lao PDR = Lao People's Democratic Republic.

^a Flash appeals are launched within 5–7 days of the occurrence of a sudden onset emergency and focus on urgent humanitarian needs over the next 3–6 months. Consolidated appeals include projected activities for the following year. A strategic response plan may be prepared for a protracted or sudden onset emergency that requires international humanitarian assistance.

Source: Data drawn from the online Financial Tracking Service at <http://fts.unocha.org/> on 31 November 2014. ²²

D. Value-Added Contribution

69. Humanitarian assistance needs in the aftermath of a major disaster are substantial, typically amounting to about 16% of direct physical damage in the event of an earthquake and 23% in the event of a tropical cyclone or flood.²³ This humanitarian assistance is required urgently, together with some initial flows of resources to support the early recovery process. Most governments in the region make an annual budget appropriation for contingency purposes including disaster response—sometimes through a line item for a range of unforeseen circumstances, sometimes specifically for response to natural hazard events. However, these resources are typically limited.

70. As a consequence, governments often struggle to address immediate humanitarian needs in the aftermath of a major disaster, let alone start early recovery efforts. Funding shortages can exacerbate the length and scale of human suffering and delay the recovery efforts, prolonging the humanitarian relief phase and increasing the indirect economic losses incurred as a consequence of damage to physical assets. Governments turn to the international community for additional support for humanitarian response, early recovery, and longer-term reconstruction. The scale of the international response is unpredictable, in part reflecting geopolitical considerations, the extent of media coverage of a disaster, and the number and scale of other recent disasters. However, international appeals often do not meet their targets, and a considerable amount of the humanitarian assistance provided is in kind, such as food,

²² The Financial Tracking Service is a global, real-time database that records all reported international humanitarian aid (including that for nongovernment organizations, the Red Cross and Red Crescent Movement, bilateral aid, in-kind aid, and private donations). Financial Tracking Service data is based on reports from donors and recipient organizations.

²³ D.Bitran. 2004. *Importancia Relativa De Los Gastos De Emergencia Y Los Correspondientes A La Remoción De Escombros En Desastres Naturales*. Report prepared for AIR Worldwide. Boston.

tents, and medical supplies. APDRF grants help meet the funding gap and provide some additional flexibility by taking the form of financial support. Therefore, APDRF grants potentially provide significant value-added.

71. Data limitations prevent precise quantification of the funding gap for humanitarian assistance. However, APDRF grants were compared with total reported international humanitarian assistance provided in response to each of the disasters supported through the APDRF to gauge its relative significance (Table 8). The reported assistance includes some support for early recovery, as well as humanitarian assistance, inflating the figures in some instances. Conversely, humanitarian assistance is sometimes underreported. Nevertheless, the data provide a reasonable indicator of total support and some insight on the APDRF's contribution.

72. The data indicate that APDRF grants have provided a significant portion of total reported international humanitarian assistance in a number of cases, exceeding 10% of the total provided in response to seven events. The APDRF provided particularly significant resources relative to other contributions in response to the 2010 volcanic eruption in Indonesia and the two 2012 floods in Fiji. This primarily reflected the limited scale of the impact of these disasters and, thus of other flows of international support. The APDRF also provided a significant contribution to the 2010 dzud response in Mongolia, reflecting challenges in attracting international support from elsewhere because human lives were not in any immediate danger and because of the limited absolute scale of need relative to concurrent emergencies elsewhere (most notably the January 2010 Haiti earthquake). The UN appeal for the Mongolian dzud raised only \$3.4 million of its \$18.2 million target. Therefore, the additional \$2.5 million provided by the APDRF, although not directly in response to this appeal, constituted an important additional source of support. APDRF support was also significant relative to the total amount sought through UN appeals for the 2009 earthquake in Indonesia and the 2011 Sri Lankan floods. No APDRF grants were provided specifically in response to such appeals.

73. In the immediate aftermath of major disasters in large countries, in contrast, APDRF grants have sometimes accounted for a small share of total humanitarian support. ADB may need to redouble efforts to ensure that governments understand the nature and purpose of the APDRF, including the grant ceiling, and are aware of potential additional ADB loan, grant, and technical assistance support for recovery and reconstruction. This understanding may be important in avoiding direct comparisons of APDRF grants with full programs of support from other development partners and resulting impressions that ADB support is unduly modest.

74. Some project officers have suggested that the grant ceiling could be increased to provide greater support for larger-scale disasters. However, this would take ADB more significantly into the realm of humanitarian assistance, which is not a traditional area of work either for ADB or other multilateral banks.

75. Reporting of aid flows is an important aspect of efforts to ensure high value-added of individual contributions. Comprehensive reporting of aid flows supports strong coordination of relief efforts and the identification of any major funding gaps, whether or not particular pledges of assistance are made in direct response to a UN appeal. Reporting mechanisms typically rely on self-reporting. However, an examination of the Financial Tracking Service indicated that APDRF grants are poorly reported (footnote 15). They are only listed in aid commitments for four of the disasters supported through the APDRF. ADB staff should therefore be encouraged to report the approval of APDRF grants in the Financial Tracking Service, as well as to the UN country humanitarian or resident coordinator. Coordination on the ground is essential too. In the

response to the Pakistan floods in 2010 and 2011, for instance, close coordination with government agencies, the UN, and nongovernment organizations, both at the national and state levels, reportedly ensured that the APDRF grants were optimally used.

E. Project Impact

76. Limited evidence is available on the impact of APDRF grants, with the exception of some cash-for-work components. This evidence has indicated good outcomes, but enhanced information gathering on the impact of APDRF grants more generally is required in the future.

Table 8: Asia Pacific Disaster Relief Fund Grants Relative to Total Humanitarian Assistance for Supported Disaster Events, 2009–2014

Country	Approval year	Disaster	APDRF grant \$ million	Total humanitarian assistance received ^a		UN appeal amount	
				\$ million	APDRF support as % total	\$ million	APDRF support as % total
Indonesia	2010	Volcanic eruption	3.0	5.0	60.1		
Fiji	2012	Flood	1.0	2.6	37.9		
Fiji	2012	Flood	1.0	4.7	21.4		
Mongolia	2010	Dzud	2.5	17.4	14.3	18.2	13.8
Cambodia	2011	Flood	3.0	23.5	12.8		
Samoa	2012	Tropical cyclone	0.5	4.0	12.6		
Thailand	2011	Flood	3.0	27.0	11.1		
Samoa	2009	Earthquake and tsunami	1.0	12.2	8.2		
Sri Lanka	2011	Flood	3.0	38.9	7.7	46.4	6.5
Marshal Islands	2013	Drought ^b	0.3	6.5	4.6		
Indonesia	2009	Earthquake	3.0	80.7	3.7	38.0	7.9
Philippines	2009	Tropical cyclone	3.0	108.5	2.8	143.8	2.1
Solomon Islands	2014	Flood	0.2	8.0	2.5		
Pakistan	2011	Flood	3.0	266.5	1.1	356.8	0.8
Philippines	2013	Tropical cyclone	3.0	844.8	0.4	775.7	0.4
Pakistan	2010	Flood	3.0	2653.2	0.1	1963.5	0.2
Philippines	2011	Tropical cyclone	3.0		
Cambodia	2013	Flood	3.0		
Palau	2013	Tropical cyclone	0.2		

APDRF = Asia Pacific Disaster Response Fund, UN = United Nations, ... = not available.

^a Adjusted from the figure reported in the Financial Tracking Service in cases where the APDRF grant was not included in total humanitarian assistance.

^b Contribution from two successive APDRF grants for the same event.

Source: Data drawn from the online Financial Tracking Service at <http://fts.unocha.org/> on 30 November 2014.

77. Cash-for-work initiatives are commonly established in the aftermath of disasters, offering temporary employment to the most vulnerable segments of the affected population in public projects linked to the relief and early recovery efforts, such as debris clearance and road repair

projects. Cash-for-work initiatives offer a number of benefits including

- (i) rehabilitation of community assets;
- (ii) temporary opportunities for work close to home, particularly increasing opportunities for women's participation and reducing out-migration;
- (iii) provision of flexible support to affected households for use in accordance with individual priorities;
- (iv) a reduction in operational costs and issues regarding the timeliness of delivery and quality of remuneration associated with food-for-work programs;
- (v) stimulation of the local economy, spurring its recovery;
- (vi) fostering of human dignity in the receipt of assistance;
- (vii) reinforcement of accountability to affected communities; and
- (viii) fostering of community spirit as affected households come together to restore community infrastructure.

78. APDRF grants have been used in part to support cash-for work initiatives in five cases: in response to tropical cyclones in the Philippines in 2009 and 2011, the 2011 floods in Sri Lanka, and the 2011 and 2013 floods in Cambodia. The cash-for-work program in Sri Lanka, for example, supported the rehabilitation of paddy fields, irrigation canals, and rural gravel roads. About 10,500 poor households affected by the floods were involved, with one member from each family participating in the program for 4–6 months, until cultivation of the next crop began.

79. The success of cash-for-work schemes and other project components in supporting affected communities under the 2011 and 2013 APDRF grants for Cambodia has been particularly well documented (box). For instance, an internal review of the second grant concluded that project outcomes had exceeded expectations. The grant (i) supported the restoration of access to markets and social facilities, in the process upgrading roads and reducing transport costs; (ii) increased disposable income and purchasing power of participating households, including households headed by women; and (iii) had additional nontangible impacts, including the restoration of human dignity. Several communes also took action to ensure the continued maintenance of infrastructure supported through the project by setting aside price harvest proceeds or establishing community development funds.

80. The successful startup, implementation, and outcome of the project overall was attributed to several factors, including (i) strong ownership from local authorities, the active participation of villagers, and prompt guidance by and support from executing and implementation agencies; (ii) the use of the existing institutional setup and mechanisms to deliver outputs; (iii) lessons learned from the previous APDRF project for Cambodia and the Emergency Food Assistance Project (EFAP)²⁴; (iv) the use of project staff who were familiar with the earlier grant and EFAP; (v) the transparency of transactions; and (vi) the timely payment of beneficiaries. The active participation of women in commune decisions regarding the prioritization of needs and supervision as well as construction also played an important role in the successful completion of the subprojects. At the same time, some challenges were encountered linked to the short time for project preparation and implementation, and limited staff resources relative to the number of subprojects.

81. The use of an existing project management mechanism and support from three national consultants whose times were split between the APDRF project and the EFAP, combined with

²⁴ ADB. 2008. *Report and Recommendation of the President to the Board of Directors on a Proposed Loan and Asian Development Fund Grant Kingdom of Cambodia for the Emergency Food Assistance Project*. Manila.

strong support from all relevant line ministries at the national and subnational levels, were identified as key factors underlying the success of the earlier APDRF grant for Cambodia.

82. The APDRF grant to Mongolia in response to the 2009–2010 dzud also provided direct support to affected households: direct cash grants intended for livestock restocking were provided. Cash and voucher programs are increasingly used in humanitarian response programs because they offer even wider choices to beneficiaries, in addition to many of the benefits associated with cash-for-work programs. In the case of the 2010 APDRF grant for Mongolia, cash transfers of MNT300,000 were provided to each of 8,576 households in 13 aimags. However, the cash grants were poorly targeted, providing support to all herders within selected areas rather than only to those most affected, as originally intended. This reflected a wider issue in the allocation of both government and international assistance in response to the dzud, with local authorities choosing to spread resources across all herders rather than the most severely affected ones. This approach reflected a commonly held view that more skilled herders who had lost fewer livestock should not be penalized because of their better capabilities.

Asia Pacific Disaster Relief Fund Support for the 2011 and 2013 Flood Response in Cambodia

The first of two \$3 million grants from the Asian Pacific Disaster Relief Fund (APDRF) was approved for Cambodia in November 2011 in response to severe flooding. The floods had inundated 18 of the country's 24 provinces; affected more than 1.7 million people; caused damage to infrastructure, property, and agricultural production; and disrupted people's livelihoods and economic activities. Total damage and loss was estimated at \$600 million.

The APDRF project utilized the existing institutional setup under the Emergency Food Assistance Project (EFAP), which the Asian Development Bank had approved in 2008 to support unexpectedly high public expenditure for safety net programs for the poor and vulnerable affected by higher food, fuel, and agricultural input prices.

The APDRF project had three components:

(i) Temporary repair of canal and water reservoir embankments, involving 295,679 cubic meters of soil work to rehabilitate large embankments and canals in 24 provinces, including the national capital.

(ii) Subsidized sale of rice seed to flood-affected farmers, under which 585 tons of rice seed were sold to 12,071 flood-affected household beneficiaries from 52 communes in two provinces. At the request of the government, the \$72,681 in revenue from the sales was transferred to the Cambodia Food Reserve System established under the EFAP for use in response to future disasters. The seeds were sold, rather than freely distributed, to help ensure commitment from farmers in utilizing the seeds for their intended purpose.

(iii) Immediate repair of flood-damaged rural roads and other primary infrastructure through a cash-for-work scheme, under which 270 subprojects were implemented and 139 kilometers (km) of rural roads and 18 km of tertiary canals rehabilitated. The scheme provided jobs to 16,827 households (including 4,470 households headed by women) in 10 provinces, engaged 40,844 participants (including 17,662 women), and generated 519,325 work days. Each participant household earned \$88 on average.

Following further floods in Cambodia in 2013, a second APDRF grant was provided. Building on the success of the earlier grant, the second grant involved the same three project components and was again implemented using the institutional setups and mechanisms established under the EFAP. The grant supported 316 subprojects, which together resulted in the rehabilitation of 178 km of rural roads and 19 km tertiary canals, and provided jobs to 20,308 households (5,572 households headed by women) to the benefit of 98,807 commune residents.

83. Mechanisms for ensuring careful targeting lay well beyond the scope of the APDRF. The successful cash-for-work examples cited above could not be readily replicated without using existing social protection schemes and relevant projects. However, the success achieved by the Cambodian cash-for-work initiatives supported under the APDRF, including in targeting the poor, also suggests that where opportunities are available to rapidly channel APDRF resources through social safety net programs they should be seriously considered. Both the cash-for-work and cash transfer experiences also point to potential opportunities for ADB support more generally in strengthening social protection systems to serve as conduits for carefully targeted humanitarian assistance in case of emergencies.

F. Follow-On ADB Assistance

84. Further ADB assistance for post-disaster recovery and reconstruction followed the APDRF grants on seven occasions (Table A2.3). This subsequent assistance totaled \$1.7 billion, including \$894 million to the Philippines following Typhoon Haiyan in November 2013. In all cases, however, the concerned DMCs had received prior non-APDRF support from ADB in response to previous disasters. It is this prior experience, rather than receipt of an APDRF grant, that is likely to have led to government requests for further post-disaster support.

85. Of the 12 DMCs that have received APDRF grants, 10 had received previous ADB assistance for post-disaster recovery and reconstruction. It is also likely that this knowledge and experience with ADB's post-disaster capacity contributed to their decisions to request APDRF support.

V. CONCLUSIONS

86. The APDRF was established in accordance with Strategy 2020, the 2004 DEAP, and the 2008 DEAP Action Plan. The Midterm Review of Strategy 2020 reaffirmed ADB's commitment to integrated disaster risk management and indicated that ADB would strengthen its support in this area. In April 2014, ADB also approved the Operational Plan for Integrated Disaster Risk Management, 2014–2020, elaborating on ADB's plans to reduce disaster risk and strengthen its post-disaster support, in line with the 2004 DEAP.²⁵ The operational plan includes actions to enhance the quality and scope of ADB's post-disaster assistance, supporting more timely and cost-effective government-led responses, reducing the need for reprogramming of resources, and including specific measures to address the immediate and long-term needs of women and girls. More broadly, the operational plan lays out plans to strengthen government financial management of disasters, ensuring that adequate financing arrangements in place to reduce risk and to manage and transfer residual risk.

87. Thus, the APDRF remains firmly in line with ADB's policies and plans in the areas of disaster risk management, particularly in strengthening support for governments in the aftermath of disasters and supporting better financial management of disaster risk more broadly. Post-disaster assistance is expected to remain an important area of operation for ADB, reflecting the trend of rising disaster losses. Asia and the Pacific dominates disaster impact categories across all regions of the world and experiences a disproportionately large share of global disaster impacts relative to its economic and demographic size. Direct physical losses are increasing as economic development occurs with little regard to disaster risks. The latest

²⁵ ADB. 2014. *Operational Plan for Integrated Disaster Risk Management: 2014–2020*. Manila.

reports by the Intergovernmental Panel on Climate Change indicate that the intensity and, in some areas, frequency of extreme climatic events is also expected to increase with climate change. Even if substantial action is taken immediately to strengthen resilience, average disaster losses look set to continue to rise over the next few decades in view of the sizeable levels of accumulated disaster risk and the increasing occurrence of extreme climatic events. Actual levels of assistance provided in any year will depend on the timing, intensity, and location of individual natural hazard events. However, continuing support is expected to be required both to directly assist governments in their post-disaster relief, early recovery, and reconstruction efforts, as well as to strengthen their wider financial management of disaster risk through risk transfer mechanisms, such as insurance.

88. Recipient governments appreciate the APDRF as a timely, flexible, and quick-disbursing source of stopgap financing in the immediate aftermath of disasters. It has also played a public relations role, demonstrating ADB's sympathy and concern at times of national crisis and providing direct support to governments for the response efforts.

89. All government requests for support from the APDRF have been met. However, this has required a slight relaxation in one of the three eligibility criteria on several occasions. To maintain the integrity of the fund while also ensuring that all DMCs can access humanitarian support through the APDRF in the event of a major disaster, a revision of the second eligibility criterion will be recommended by ADB management in a subsequent report for consideration by the Board. The revised criterion will require either a declaration of a state of emergency or the approval of national government funding in support of the disaster response efforts.

90. The APDRF grants have generally performed well. Grant approval and effectiveness has been timely overall. APDRF implementation arrangements have also been appropriate, supporting timely approval and effectiveness of grant resources and providing room for adjustment in the use of resources in line with identified gaps in humanitarian support. Some challenges have been encountered during liquidation and auditing.

91. Management will make the following revisions to the APDRF implementation guidelines to enhance the efficiency, effectiveness, and monitoring of the fund:

- (i) Retroactive financing of disaster relief costs incurred after a disaster totaling up to 30% of grant proceeds will be permitted on a regular basis without special approval. Retroactive financing is already permitted under emergency assistance loans. The 2004 DEAP (para. 112) allows emergency assistance loans to be used for retroactive financing of expenditures totaling no more than 30% of loan proceeds, where such expenditure has been incurred after the emergency has occurred. A change in the APDRF implementation guidelines to permit use of retroactive financing will support governments in identifying eligible items of expenditure and speed up liquidation.
- (ii) Procedures will be clarified concerning the submission of signed grant agreements and withdrawal applications in countries where ADB does not have a resident mission.
- (iii) Clarity on the timeline for liquidation will be provided both in the APDRF implementation guidelines and in individual grant agreements.
- (iv) Reporting requirements will be strengthened to require the submission of a brief report to RSDD upon grant closing and the preparation of a project completion report at financial closing. These documents should include information on project beneficiaries, including sex-disaggregated data, and assess grant performance, grant impact and outcome, and lessons learned.

- (v) Project officers will be required to report the approval of APDRF grants to the UN country humanitarian or resident coordinator. RSDD will be required to report contributions to the global Financial Tracking Service. These reporting activities will help strengthen coordination of the humanitarian response efforts, in turn helping to ensure that APDRF grants are used to maximum effect.
- (vi) Project officers will be required to hold periodic meetings with implementing and executing agencies to (a) ensure they have a good understanding of ADB policies and procedures as relevant to the APDRF, including as regards liquidation and auditing; (b) help identify and address any potential issues in grant administration; and (c) encourage and support better monitoring on the part of executing agencies. Similarly, project officers will be required to coordinate with the auditor to ensure that APDRF requirements and ADB disbursement policies and procedures are understood.

92. Taking note of the crucial role that women can play in disaster response as a result of their extensive knowledge of their communities and their social roles in managing environmental resources, future APDRF projects should seek to empower women and increase their participation in decision-making processes related to disaster response.

93. The APDRF should continue to be used judiciously, applying it to disasters where significant funding gaps exist. This will involve the continued approval of APDRF grants in response to both major disasters (defined relative to the scale of the population and economy, as well as the coping capacity of government) and slow-onset disasters that are expected to attract limited support from the international community. Continued strong coordination with other development partners, as well as governments, will be essential in supporting the effectiveness of the fund. APDRF grants are intended to augment aid provided by other donors and are most effective when carefully coordinated with government and other development partner responses.

PROJECT SUMMARIES

Grant 0162-PHI: Typhoon Ketsana (Philippines). Typhoon Ketsana hit the Philippines' main island of Luzon on 26 September 2009, bringing the heaviest rainfall in the country since the 1960s. Eight regions were declared disaster areas, prompting the Government of the Philippines to declare a state of national calamity in Metro Manila and 25 provinces. Damage was initially estimated at \$48.8 million, but later revised to \$1.45 billion. Financial assistance from the Asia Pacific Disaster Relief Fund (APDRF) was sought to meet urgent needs for such basics as food, water, clothes, and shelter for the 9.3 million people severely affected. The grant was used to (i) buy food, mats, water jugs, plastic bags, rice bags, mosquito nets, blankets, and fuel; (ii) purchase one forklift truck and two hand pallet trucks; (iii) provide cash assistance; (iv) provide cash for work; and (v) provide medical, burial, and transportation assistance. An undisbursed balance of \$1.35 million was returned to the fund.

Grant 0165-SAM: Earthquake and Tsunami Disaster Response (Samoa). An earthquake of magnitude 7.9 that struck Samoa on 29 September 2009, generating a destructive tsunami that caused considerable loss of life, affected 18% of the combined population of Samoa and American Samoa, and caused damage exceeding \$150 million. Widespread damage was caused to power, water, seawall, and wharf infrastructure and to private homes and tourism facilities. The government declared a state of disaster and requested financial assistance for life-preserving food, water, clothes, and shelter for communities affected by the earthquake and tsunami. The grant was used to purchase plant and materials to restore the electricity supply to the affected areas and the new settlement areas, and to reprint curriculum materials and procure other educational aids for schools affected by the disaster as they prepared for the new school year in 2010.

Processing the APDRF assistance highlighted the advantage of having close coordination between the resident mission and Asian Development Bank (ADB) headquarters. As this was only the second grant approved under the APDRF, the lack of precedent and the resulting need to seek clarification on a number of issues delayed the liquidation and submission of the final statement of expenditures.

Grant 0168-INO: West Sumatera Earthquake Disaster (Indonesia). A magnitude 7.6 earthquake struck West Sumatera Province in Indonesia on 30 September 2009, and a second earthquake of magnitude 7.0 struck Jambi Province, east of West Sumatera, on 1 October 2009. The two earthquakes, especially the first one, caused more than 1,000 deaths and many casualties, as well as widespread destruction in three districts. Damage was initially estimated at \$600 million. The President of Indonesia pronounced an emergency response period of 1 month and publicly welcomed foreign assistance. Financial assistance from the APDRF was requested for the emergency response efforts. Grant proceeds were used by the executing agency, the National Disaster Management Agency, to purchase communication vehicles, rescue vehicles (pickup trucks, motorcycles, and boats), a rapid response system, mobile communication equipment, communication network equipment and school tents.

Grant processing took some time because the National Disaster Management Agency was new at that time and lacked experience working with ADB and other international agencies.

Grant 0200-MON: Dzud Disaster Response (Mongolia). A *dzud*, or extremely snowy winter, started affecting Mongolia in December 2009, and the government declared a state of disaster in 15 provinces from early February 2010 to March 2010. Abnormally low temperatures caused

herder families to become isolated and communities inaccessible. Affected people suffered food shortages and lacked medical assistance and heating fuel. Heavy snow, which could not be removed for lack of machinery, obstructed roads and made it difficult for assistance to reach families in remote areas. The severe winter conditions caused the loss of 8.1 million head of livestock, upon which one-third of Mongolia's population depend for their livelihood. With the arrival of spring, animal carcasses needed to be removed and soil disinfected to avoid soil contamination and reduce the risk of spreading infectious diseases. The government requested financial assistance for the provision of life-preserving services for communities affected by the dzud.

Financial assistance distributed to more than 8,000 herder families helped alleviate food shortages and provide such basic needs as heating fuel and medical assistance. The grant also helped improve social welfare and health service delivery, and strengthened disaster preparedness for isolated herder families and inaccessible communities by delivering 20 ambulances to as many district hospitals. Soil contamination and infectious diseases were prevented with the timely removal of animal carcasses and disinfection of soil. The Government of Mongolia successfully completed the Dzud Disaster Response Project in October 2010.

Grant 0214-PAK: National Flood Emergency Response (Pakistan). Heavy rains in late July 2010 over northwest Pakistan caused widespread flooding. The floods were the most severe in Pakistan's recent history, resulting in more than 1,400 fatalities, damaging nearly 900,000 houses, and affecting 20 million people, including 6 million requiring immediate relief and shelter. The government declared an emergency as food, clean drinking water, tents, and other supplies were urgently needed, and outbreaks of waterborne disease threatened. It requested financial assistance from the APDRF offered as humanitarian assistance. The agreement was signed for the grant on 20 October 2010, and funds were immediately transferred from ADB to the cabinet division and then to the National Disaster Management Authority. The grant was used mainly to provide temporary shelters and bedding to protect the displaced population from the approaching winter cold and to stockpile emergency rescue equipment. The procurement and delivery of supplies was completed before the grant closing date of 19 April 2011. With fund utilization at 99.3%, 13,700 tents and 113,500 blankets were procured. Some were distributed to affected population and some used to restock depleted stores in preparation for subsequent disasters.

The ADB grant assistance was a timely intervention that contributed significantly to the government's efforts to provide rescue and relief to the affected population, and helped strengthen national and local emergency response capacity and preparedness for future disasters by restocking depleted stores. The provincial, state, and district disaster management authorities responsible for maintaining these stocks were able to put the remaining stock to good use during floods in August 2011. All stocks in the stores of the district, provincial, and federal authorities are fully utilized.

Grant 0237-INO: Mount Merapi Disaster Response (Indonesia). Seismic activity and preliminary eruptions at Mount Merapi increased alarmingly in mid-October 2010. Residents living within 10 kilometers were evacuated when Mount Merapi erupted on 26 October 2010. By the first week of November 2010, the danger zone had been expanded to a radius of 20 kilometers, displacing 400,000 people. Volcanic activity peaked on 4–5 November 2010, making this the most violent Mount Merapi eruption since 1872. Pyroclastic (hot gas) flows and volcanic ash affected villages around the volcano, causing fatalities and displacing people. Agriculture and cattle raising, the two main livelihoods of the local population, were adversely affected. The President of Indonesia declared Mount Merapi a national disaster, and provincial governments

also declared states of emergency. The request for financial assistance under the APDRF was intended for building temporary shelters; normalizing such public services as schools, public clinics, and water supply and sanitation; and setting up a cash-for-work scheme under which refugees cleared debris. However, the grant was canceled because the executing agency, Badan Nasional Penanggulangan Bencana, failed to (i) submit a detailed work plan or procurement plan compliant with the provisions of the grant agreement, or (ii) justify its request to extend the grant closing date for 18 months.

Grant 0247-SRI: Flood Disaster Response (Sri Lanka). Heavy rainfall starting in December 2010 caused widespread flooding in 17 of Sri Lanka's 25 districts in what was described as some of the worst in a century. The floods affected more than 1.2 million people, driving more than 300,000 people from their homes. Houses were damaged and destroyed. Fields of rice, vegetables, and other crops were extensively damaged. Inundated roads limited access to affected populations for the distribution of assistance and created difficulties in assessing the floods. The government initially estimated damage at \$43 million and urgently requested financial assistance from the APDRF to help restore the livelihoods of affected populations, purchase emergency relief materials and supplies, and restore community infrastructure and services. The grant immediately supported the government's provision of food, drinking water, and medical supplies, as well as site cleaning and livelihood programs for 25,000 flood-affected people. The government used \$0.6 million for relief items—food, drinking water, medical supplies, personal hygiene kits, water purification and sanitation systems, transitional shelter, temporary classrooms, and teaching equipment. It used the remaining \$2.3 million for site clearing and livelihood programs. The district secretaries responsible for disaster management implemented the project at the district level. The grant supported Sinhalese, Tamil, and Muslim communities in the project area. The project was completed on 17 August 2011 without any extension and with grant funding fully utilized.

ADB's assistance was approved within 4 days. The project significantly contributed to the government's efforts to mitigate the consequences of the January 2011 floods. Relief and livelihood assistance programs were targeted on the most severely affected people, helping to support and, via cash for work programs, contributing to the rehabilitation of damaged paddy fields.

Grant 0266-PAK: Sindh and Balochistan Flood Disaster Response (Pakistan). Torrential monsoon rains beginning in mid-August 2011 triggered severe flooding in Pakistan, primarily in the province of Sindh. The impact across vast adjoining areas of Balochistan and southern Punjab had serious humanitarian consequences. Continual rains seriously impeded the delivery of emergency services and flood mitigation works. The government declared 14 of the most severely affected districts of Sindh and 5 districts in Balochistan to be calamity-affected areas. The floods affected infrastructure and more than 890,000 hectares of farmland in the most productive districts of Pakistan. Damage to communication infrastructure seriously challenged relief, reconstruction, and other economic efforts. The government requested financial assistance from the APDRF to help meet the urgent need for food, medical supplies and shelter. The grant was used to purchase tents and mosquito nets, and cover related taxes.

Grant 0268-CAM: Cambodia Flooding 2011: Humanitarian Assistance. The Mekong River started to rise in early August 2011. The water level rose more significantly when Typhoons Nesat and Nalgae brought heavy rain in late September and early October 2011. Of 24 provinces and municipalities, 18 were inundated, affecting 1.5 million people. The prolonged inundation prevented the initiation of meaningful remedial measures. The damage to infrastructure and crops was initially estimated at more than \$500 million. The government

requested APDRF assistance to address critical needs for (i) rice seed to enable affected households to rapidly replant destroyed rice fields, (ii) the temporary repair of irrigation canal embankments, and (iii) support to affected families through food- and cash-for-work schemes undertaking emergency repairs to flood-damaged rural roads to restore connectivity with affected communities. The grant was used for the purchase of rice seeds, bags (for the repair of embankments and canals), and fuel; cash for work; recurrent operating and maintenance; consultancy fees; and per diem and representation for missions to affected areas.

Grant 0269-THA: Thailand Flooding 2011. Exceptionally heavy rains in August and September 2011 caused Thailand's worst flooding since 1942. By early November 2011, the government had confirmed 527 fatalities and 11.3 million people affected by the inundation. The economic impact was considerable, with initial indications that damage and losses would likely cut 2 percentage points off growth in annual gross domestic product in 2011. Provincial governments declared all flooded areas to be disaster areas. The request for financial assistance from the APDRF was for the provision of life-preserving services for communities affected by the flood. The grant was used to purchase supplies and equipment for flood relief and cash for work subcontracts.

Grant 0279-PHI: Tropical Storm Washi (Philippines). Tropical storm Washi (Sendong) swept across the central Philippines' Visayas and northeastern Mindanao from 16 to 18 December 2011, bringing heavy rain that caused massive flooding, flashfloods, and landslides. Three cities and one municipality were badly affected. Rivers overflowed and inundated the cities with muddy water at an alarming rate. The flooding drowned many residents in their sleep and swept away houses made of light materials. The President of the Philippines declared a state of national calamity on 20 December 2011. Early assessments estimated damage to infrastructure, agriculture, and school buildings at \$23 million. The government requested APDRF financial assistance to assist in meeting urgent needs for food, water, soap, hygiene kits, clothes, medical supplies, and shelter, as well as to clear debris and provide livelihood support for affected people. The grant was used to purchase food, water, and kitchen kits; provide transitional shelter; support a cash-for-work initiative to clear debris; and provide hauling and trucking services.

Grant 0283-FIJ and Grant 0286-FIJ: Fiji Floods. Tropical cyclones in January and April 2012 resulted in significant landslides and widespread flooding, directly affecting hundreds of thousands and requiring emergency shelter assistance for many thousands. Water and electricity supplies were disrupted and roads, bridges, and dams extensively damaged. The Western Division was the main area impacted by both cyclones, although more provinces and districts were affected as a result of the second cyclone. On both occasions, a state of natural disaster was declared. The National Emergency Operations Centre coordinated and monitored recovery measures by government agencies and nongovernment organizations. Initial damage and needs assessments were undertaken for key sectors such as agriculture, health, water and sanitation, and infrastructure. The Government of Fiji requested and received immediate ADB assistance under the APDRF for \$1 million on both occasions.

In the first case, funds were requested to provide temporary shelter, food, drinking water, and medical supplies; for disease prevention and vector control purposes; to repair health and educational institutions; and for agricultural inputs. The grant was used for civil works purposes, specifically to purchase concrete pipes, crushed rocks, river gravel, base course, and concrete mix, as well as to hire excavators, diggers, bulldozer, dump trucks, and similar equipment.

In the second case, funds were requested to meet emergency needs, particularly the repair and restoration of essential services. The grant was used for the urgent repair of a bridge in Nadi, linking the two parts of the town and providing the only road link between Nadi, the country's third-largest conurbation, and Suva, the capital.

Grant 0333-SAM: Cyclone Emergency Response (Samoa). Tropical Cyclone Evan significantly impacted Samoa from 13 to 14 December 2012, causing widespread destruction across both Upolu and Savai'i islands. On the main island of Upolu, flash flooding brought about extensive damage to the urban center and suburbs along the river banks. The southern and southeastern coastal areas of Upolu were flattened. The tropical cyclone claimed five lives in total with 12 persons reported missing. At the height of the storm, 7,739 people (4% of the total population) took shelter in 34 evacuation centers and churches throughout the country. More than 4,000 people remain in the evacuation centers, while the cleanup operation is underway. An allocation of \$500,000 from the APDRF was approved to help augment the government's and development partners' assistance for the basic needs of the impacted population, especially in relation to rehabilitation work and restoration of essential services. The government used the funds to buy fuel and building materials.

Grant 0344-RMI and Grant 0351-RMI: Drought Disaster Response (Marshall Islands). In response to a severe drought that started in April 2013, ADB approved two consecutive APDRF grants of \$100,000 and \$200,000 each for the Marshall Islands. The first grant was requested in particular to help meet food supplies, and transport and logistical costs; the second was used to augment the government's drought response plan. Both grants were used, in the event, to procure food, fuel and tools.

Grant 0369-PHI: Typhoon Haiyan (Yolanda) (Philippines). Category 5 Typhoon Haiyan (locally named Yolanda) entered the Philippines area of responsibility during the night of 6 November 2013. Maximum sustained winds reached at least 215 kilometers per hour near the center with wind gusts reaching up to 275 kilometers per hour. Haiyan is the third category 5, or "super typhoon," to hit the Philippines since 2010, and possibly the strongest to ever hit land. The United Nations Disaster Assessment and Coordination team described the scale of destruction in Tacloban alone as comparable to the impact of the 2004 Indian Ocean tsunami.

With the successive emergencies in the Philippines, which began with the outbreak of fighting in Zamboanga City and Basilan on 9 September and the 7.2 magnitude Bohol earthquake on 15 October, the response capacities of government agencies dealing directly with the disaster was significantly overstretched. The maximum amount of \$3 million was approved from APDRF in response to the urgent need to provide support for the restoration of life-preserving services to communities affected by Typhoon Yolanda. The grant was used to procure food and water.

Grant 0372-CAM: Cambodia Flooding 2013: Humanitarian Assistance. In September 2013, Cambodia experienced serious flooding because of flash floods from heavy rains and floods from overflowing rivers, especially in the northwestern provinces of Banteay Meanchey, Battambang, Pailin, and Siem Reap. The damage from the 2013 flooding was expected to exceed that of the floods in 2000 and 2011, both in terms of loss of life and impacts on infrastructure and agricultural crops, largely because the period of inundation was prolonged, preventing the initiation of meaningful remedial measures. The National Committee for Disaster Management released an initial damage estimate approaching \$1 billion. An APRDF grant was sought to finance (i) rice seeds to enable affected households rapidly to replant destroyed fields; (ii) temporary repairs of irrigation canal embankments; and (iii) support to affected families through food- and cash-for-work schemes by undertaking emergency repairs to flood-damaged

rural roads in order to restore connectivity of affected communities. The grant was used to support the temporary repairs of irrigation canal embankments and to support food- and cash-for-work emergency road repair schemes.

Grant 0381-PAL: Super Typhoon Haiyan Response Project (Palau). On 7 November 2013, Typhoon Haiyan, a category 5 tropical cyclone with sustained winds exceeding 250 kilometers per hour near its center, traversed northern Palau and directly over the State of Kayangel. Through the APDRF, ADB assisted the Government of Palau in (i) providing emergency power to health centers and dispensaries, (ii) providing potable water to Kayangel until the Kayangel water supply lens recharges, and (iii) removing non-green disaster waste from Kayangel to Koror for safe disposal. The grant was used for temporary shelter and fuel for generators.

Grant 0385-SOL: Flood Disaster Response Project (Solomon Islands). Prolonged heavy rainfall on 3–5 April 2014 associated with a tropical depression, which later became Tropical Cyclone Ita, caused severe flooding in Solomon Islands. The capital city of Honiara was most severely affected after the Mataniko River burst its banks on 3 April 2014. Major infrastructure, including the sewerage system, water supplies, roads, and bridges, was badly damaged or destroyed. The Old Mataniko Bridge in the Central Business District of Honiara was washed away and the eastern approach to the New Mataniko bridge—the only bridge connecting East and West Honiara—suffered erosion. An APDRF grant was used to undertake urgent repairs to the New Mataniko bridge to retain connectivity and provide access to hospital and humanitarian support for affected people.

TABLES

Table A2.1: Indicated and Actual Use of Asia Pacific Disaster Relief Fund Grants (2009–2014)

Approval Year	Country	Grant Title	Use of grant as indicated in grant memo	Actual use of grant
2009	Philippines	Typhoon Ketsana	Food, water, clothes, shelter	Food, mats, water jugs, plastic bags, rice bags, mosquito nets, blankets, and fuel; 1 forklift truck and 2 hand pallet trucks; cash assistance; cash for work; medical, burial, and transportation assistance
2009	Samoa	Earthquake and Tsunami Disaster Response	Food, water, clothes, shelter	Restoration of electricity supply; school teaching materials
2009	Indonesia	West Sumatera Earthquake Disaster	Emergency relief	Communication vehicles and equipment; rescue vehicles; rapid response system; school tents
2010	Mongolia	Dzud Disaster Response	Emergency relief	Cash transfers to affected households; vehicles to support emergency operations, health care and social services
2010	Pakistan	National Flood Emergency Response	Emergency response needs	Blankets, tents
2010	Indonesia	Mount Merapi Disaster Response	Temporary shelters; restoration of public services; cash for work scheme	N/A (cancelled)
2011	Sri Lanka	Flood Disaster Response	Livelihoods restoration; emergency relief items; restoration of community infrastructure and services	Food, drinking water, medical supplies, personal hygiene kits; water purification and sanitation systems; transitional shelter, temporary classrooms and teaching equipment; debris clearance; cash for work
2011	Pakistan	Sindh and Balochistan Flood Disaster Response	Food, medical supplies, shelter	Tents, mosquito nets
2011	Cambodia	Cambodia Flooding 2011: Humanitarian Assistance	Rice seeds; temporary repair of irrigation canal embankments; food and cash for work emergency road repair schemes	Rice seeds, bags, and fuel; cash for work; consultants; per diem and representation for missions to affected areas
2011	Thailand	Thailand Flooding 2011	Emergency relief	Flood relief supplies and equipment; cash for work subcontracts
2011	Philippines	Tropical Storm Washi	Food, water, soap, hygiene kits, clothes, medical supplies, and shelter; cash for work debris clearance scheme	Food, water, kitchen kits; transitional shelter; cash for work site clearance; hauling and trucking services

Approval Year	Country	Grant Title	Use of grant as indicated in grant memo	Actual use of grant
2012	Fiji	Fiji Flood Emergency Response Project	Temporary shelter, food, water, medical supplies; disease prevention and vector control; repairs to health and educational institutions; agricultural inputs	Concrete pipes, crushed rocks, river gravel, base course, and concrete mix; hire of excavators, diggers, bulldozer, dump trucks
2012	Fiji	Fiji Flood Rehabilitation Project	Emergency needs, especially rehabilitation work and restoration of essential services	Repair of bridge
2012	Samoa	Cyclone Emergency Response Project	Food, shelter; water supply	Fuel and building materials
2013	Marshall Islands	Drought Disaster Response	Emergency needs, especially food and transport and logistical costs	Staff overtime and per diems; food, fuel and tools ^a
2013	Marshall Islands	Second Drought Disaster Response	Immediate drought needs	Staff overtime and per diems; food, fuel and tools ^a
2013	Philippines	Typhoon Haiyan (Yolanda)	Restoration of life-preserving services	Food and water ^a
2013	Cambodia	Cambodia Flooding 2013: Humanitarian Assistance	Rice seeds; temporary repairs of irrigation canal embankments; food and cash for work emergency road repair schemes	Temporary repair of irrigation canal embankments; food and cash for work emergency road repair schemes
2013	Palau	Super Typhoon Haiyan Response Project	Emergency power for health centers and dispensaries; drinking water; debris clearance	Relief supports; temporary shelter; fuel for generators ^a
2014	Solomon Islands	Flood Disaster Response Project	Medical kits, food, drinking water; personal hygiene kits; debris clearance.	Repair of bridge

N/A = not applicable.

^a Provisional information, pending liquidation.

Source: Asian Development Bank.

Table A2.2: Asia Pacific Disaster Relief Fund Grant Approval, Effectiveness, Liquidation, and Completion Timelines (2009–2014)

Approval Year	Country	Disaster	Disaster Date	Emergency Declaration	Request to ADB	RSDD Endorsement	Approval	Agreement	Effectivity	Last/Final Liquidation	Financial Closing
2009	Philippines	Tropical cyclone	26-Sep-09	28-Sep-09	28-Sep-09	29-Sep-09	29-Sep-09	01-Oct-09	01-Oct-09	08-Feb-13	
2009	Samoa	Earthquake and tsunami	29-Sep-09	29-Sep-09	30-Sep-09	02-Oct-09	02-Oct-09	02-Oct-09	02-Oct-09	01-Sep-10	14-Dec-10
2009	Indonesia	Earthquake	30-Sep-09	01-Oct-09	12-Oct-09	12-Oct-09	13-Oct-09	21-Oct-09	21-Oct-09	31-Dec-10	31-Dec-10
2010	Mongolia	Dzud	Dec 2009 - May 2010	02-Feb-10	01-Apr-10	05-Apr-10	12-Apr-10	14-Apr-10	14-Apr-10	15-Dec-10	30-Jun-14
2010	Pakistan	Flood	Late July 2010	05-Aug-10	18-Aug-10	18-Aug-10	19-Aug-10	22-Oct-10	22-Oct-10	02-Feb-12	30-Sep-13
2010	Indonesia	Volcanic eruption	26-Oct-10	05-Nov-10	26-Nov-10	02-Dec-10	07-Dec-10	10-Jan-11	19-Jan-11		
2011	Sri Lanka	Flood	Dec 2010	11-Feb-11	10-Feb-11	14-Feb-11	16-Feb-11	18-Feb-11	18-Feb-11	13-Feb-12	04-Jul-13
2011	Pakistan	Flood	Mid-Aug 2011	Balochistan 16-Sep-11; Sindh 6-Oct-11	27-Sep-11	11-Oct-11	24-Oct-11	27-Oct-11	27-Oct-11	19-Jun-13	30-Sep-13
2011	Cambodia	Flood	22-Sep-11		27-Oct-11	28-Oct-11	02-Nov-11	04-Nov-11	04-Nov-11	25-Jul-13	15-Aug-13
2011	Thailand	Flood	Aug-Sep 2011	20-Oct-11	4-Nov-11	10-Nov-11	17-Nov-11	22-Dec-11	27-Dec-11	29-Apr-14	27-May-14
2011	Philippines	Tropical cyclone	16-18 Dec 11	20-Dec-11	21-Dec-11	22-Dec-11	22-Dec-11	23-Dec-11	26-Dec-11	15-Jan-13	16-Oct-14
2012	Fiji	Flood	23-27 Jan 12	25-Jan-12	8-Feb-12	13-Feb-12	15-Feb-12	06-Mar-12	12-Mar-12	05-Nov-13	
2012	Fiji	Flood	29 Mar-3 Apr 12	1-Apr-12	5-Apr-12	9-Apr-12	16-Apr-12	19-Apr-12	19-Apr-12	18-Oct-13	28-Jul-14
2012	Samoa	Tropical cyclone	13-14 Dec 12	17-Dec-12	20-Dec-12	21-Dec-12	24-Dec-12	02-Jan-13	02-Jan-13	28-Oct-14	23-Dec-14

Approval Year	Country	Disaster	Disaster Date	Emergency Declaration	Request to ADB	RSDD Endorsement	Approval	Agreement	Effectivity	Last/Final Liquidation	Financial Closing
2013	Marshall Islands	Drought	Early 2013	19-Apr-13	10-May-13	15-May-13	17-May-13	24-May-13	29-May-13		
2013	Marshall Islands	Drought	Early 2013	8-May-13	11-Jun-13	28-Jun-13	10-Jul-13	18-Jul-13	23-Jul-13		
2013	Philippines	Tropical cyclone	08-Nov-13	11-Nov-13	12-Nov-13	13-Nov-13	13-Nov-13	14-Nov-13	14-Nov-13	29-Apr-14	
2013	Cambodia	Flood	3rd week of Sep13		21-Oct-13	12-Nov-13	14-Nov-13	22-Nov-13	22-Nov-13	03-Jun-14	
2013	Palau	Tropical cyclone	7-Nov-13	9-Nov-13	8-Nov-13	17-Dec-13	18-Dec-13	20-Dec-13	20-Dec-13		
2014	Solomon Islands	Flood	3-5 April 14	4-Apr-14	10-Apr-14	11-Apr-14	16-Apr-14	22-Apr-14	22-Apr-14	16-Oct-14	

Source: Grant Financial Information System.

Table A2.3: Asia Pacific Disaster Relief Fund Grants and Follow-On ADB Assistance

Approval Year	Country	Grant Title	Approved Amount (\$)	Follow-on ADB assistance
2009	Philippines	Typhoon Ketsana	3,000,000	
2009	Samoa	Earthquake and Tsunami Disaster Response	1,000,000	Loan 2625 (\$16.0 million)
2009	Indonesia	West Sumatera Earthquake Disaster	3,000,000	
2010	Mongolia	Dzud Disaster Response	2,500,000	
2010	Pakistan	National Flood Emergency Response	3,000,000	TA7579 (\$0.225 million), TA7795 (\$4.0 million), Loans 2742 (\$600.0 million), 2743 (\$50.0 million)
2010	Indonesia	Mount Merapi Disaster Response	3,000,000	
2011	Sri Lanka	Flood Disaster Response	3,000,000	
2011	Pakistan	Sindh and Balochistan Flood Disaster Response	3,000,000	
2011	Cambodia	Cambodia Flooding 2011: Humanitarian Assistance	3,000,000	TA8051 (\$0.225 million), Loan 2852 (\$55.0 million), Grant 0285 (\$5.25 million)
2011	Thailand	Thailand Flooding 2011	3,000,000	
2011	Philippines	Tropical Storm Washi	3,000,000	
2012	Fiji	Fiji Flood Emergency Response Project	1,000,000	
2012	Fiji	Fiji Flood Rehabilitation Project	1,000,000	
2012	Samoa	Cyclone Emergency Response Project	500,000	Grants 370 (\$10.0 million), 371 (\$1.0 million), 373 (\$8.21 million)
2013	Marshall Islands	Drought Disaster Response	100,000	
2013	Marshall Islands	Second Drought Disaster Response	200,000	
2013	Philippines	Typhoon Haiyan (Yolanda)	3,000,000	TA8536 (\$0.725 million), TA8590 (\$1.5 million), Grant 9175 (\$20.0 million), Loan 3080 (\$500.0 million), 3100 (\$372.1 million)
2013	Cambodia	Cambodia Flooding 2013: Humanitarian Assistance	3,000,000	TA8617 (\$0.225 million), Loan 3125 (\$75.0 million), Grant 0285 (\$6.683 million) - additional financing
2013	Palau	Super Typhoon Haiyan Response Project	200,000	
2014	Solomon Islands	Flood Disaster Response Project	200,000	Loan 3152 (\$6.61 million), Grant 0403 (\$6.61 million)

TA = technical assistance.

Source: Disaster Risk Management Database.