

PARTNERSHIPS IN THE IMPLEMENTATION OF 2015 CERF FUNDING

AS REPORTED BY CERF RECIPIENTS IN 2016



United Nations
CERF

Central
Emergency
Response
Fund

This briefing note summarizes information on partnerships in the implementation of CERF funding. It is based on reports of Resident Coordinators/Humanitarian Coordinators (RC/HCs) and CERF recipient agencies submitted in 2016 and covering CERF funding allocated in 2015. Because CERF grants take up to nine months to implement, and the reporting process requires an additional three months, RC/HC reports become available one year after funding is allocated. All reports used for the analysis that follows can be found on CERF's website¹.

GLOBAL REACH OF CERF PARTNERSHIPS

While anchored in the UN system, CERF is a mechanism that benefits the entire humanitarian community. A CERF-funded response is a collective effort by in-country humanitarian partners under the leadership of RC/HCs. CERF requests are prioritized and planned by the Humanitarian Country Teams and cluster/sector structures, which include NGOs as active participants.

General Assembly Resolution 46/182 sets out that CERF can only directly fund UN Agencies. By limiting direct recipients of grants to UN agencies, CERF can disburse funding quickly and efficiently with streamlined processes, enabling it to meet its rapid response mandate.

However, CERF grants are implemented in close partnerships between UN agencies and NGOs, host governments and Red Cross/Red Crescent societies. As part of these partnerships in the implementation of CERF-funded projects, NGOs, host governments and Red Cross/Red Crescent societies receive CERF funding from UN agencies through sub-grants.

In 2015, CERF allocated US\$ 470 million to 11 UN agencies in response to humanitarian crises in 45 countries. Out of this amount, \$120 million was sub-granted to 648² Implementing Partners (IPs) through the far reaching partnership networks of UN agencies. This represents 26 per cent of the overall 2015 CERF funding and does not include the value of in-kind partnership arrangements.

The majority of organisations that received CERF funding in 2015 were national and local partners including 320 national/local NGOs³, 161 government partners and 24 Red Cross/Red Crescent Societies. The remaining 143 partners were international NGOs.

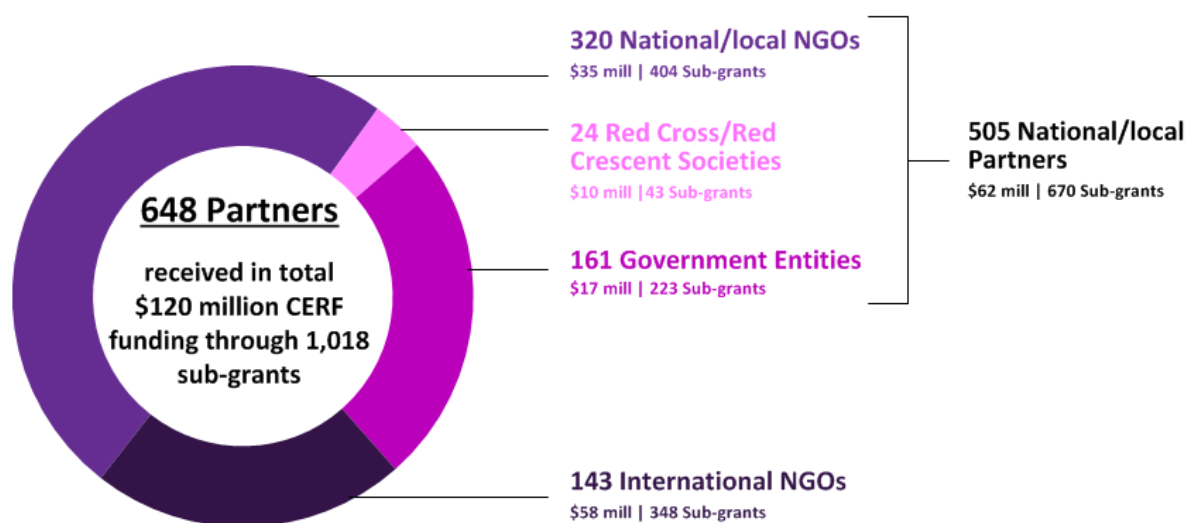
This represents an unparalleled global reach that would be difficult to achieve for CERF or CERF's donors through direct funding agreements. Since inception in 2006, CERF has funded humanitarian action in 98 countries.

¹ www.unocha.org/cerf/reportsevaluations/residenthumanitarian-coordinators-reports/rchc-reports-2015

² CERF secretariat changed the methodology of counting IPs in 2015 due to the improvements of its Grant Management System

³ As categorised by CERF recipient agencies

Partners in Implementation of 2015 CERF Funding



The extensive partnerships under CERF grants between UN agencies and national/local organisations in crises across the world help localise humanitarian response and enhance the capacity of local actors, while at the same time fostering a coordinated and coherent response to needs.

Over half of sub-granted CERF funding in 2015 went to national and local partners including national/local NGOs, Government partners and Red Cross/Red Crescent⁴ societies.

The level of sub-granting in 2015 varied across CERF allocations according to context. More than half of CERF funding to Democratic Republic of Congo (DRC), Colombia, Haiti, Mauritania and Turkey was implemented through partners. In Eritrea, Bangladesh, Central African Republic (CAR), Myanmar, Uganda and Zimbabwe between 40 and 50 per cent of CERF funding was implemented through non-UN actors.

In Bangladesh, Eritrea, Mauritania, Peru and Turkey over 30 per cent of CERF funding was implemented through national/local partners. In Burundi, Chile, Colombia, Myanmar, Nepal, Pakistan, Republic of the Sudan and Somalia between 20 and 30 per cent of CERF funding went to national/local partners.

In contrast, in Afghanistan, Algeria, Democratic People's Republic of Korea (DPRK), El Salvador, Ethiopia and Jordan less than 10 per cent of CERF funding was implemented by partners. Nevertheless, in all countries assisted by CERF in 2015, UN Agencies entered in partnerships with non-UN actors in implementing CERF funding.

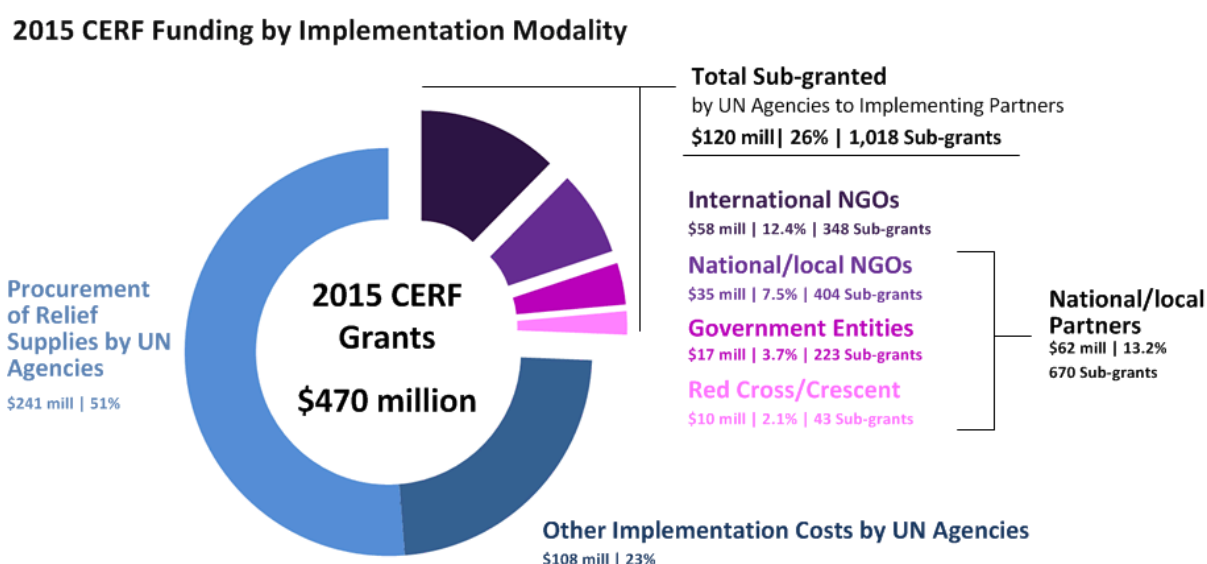
The world maps included in the annexes represent partnerships in implementation of CERF funding across the countries supported in 2015. The first map illustrates the

⁴ More than 90 per cent of sub-granted CERF funding in this category went to national/local Red Cross/Crescent societies, hence Red Cross/Crescent societies are counted as national/local partners in this note.

distribution of all partnerships under CERF grants whereas the second map focusses on the involvement of local partners.

TRENDS IN SUB-GRANTS OF CERF FUNDING

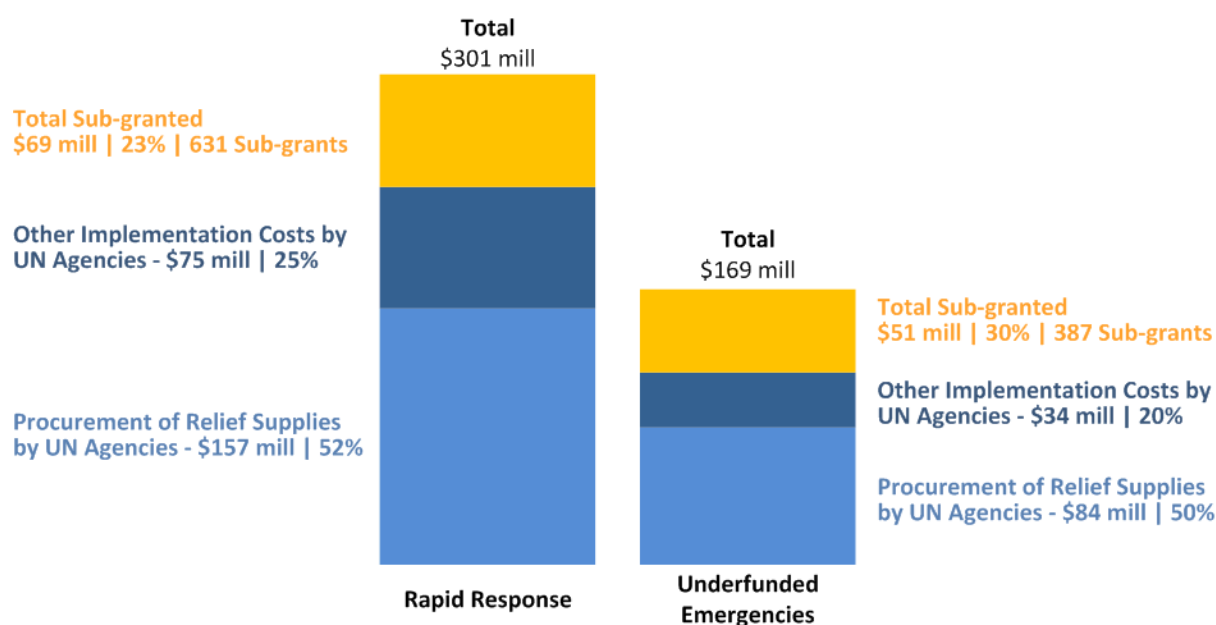
In 2015, agencies sub-granted to Implementing Partners (IPs) \$120 million out of \$470 million received from CERF (26 per cent). Over 13 per cent of all 2015 CERF funding was sub-granted to national and local partners (national/local NGOs, government partners and Red Cross/Red Crescent); and over 12 per cent was sub-granted to international NGOs. The proportion of 2015 sub-granted CERF funding as compared to the total amount allocated is presented in the following chart.



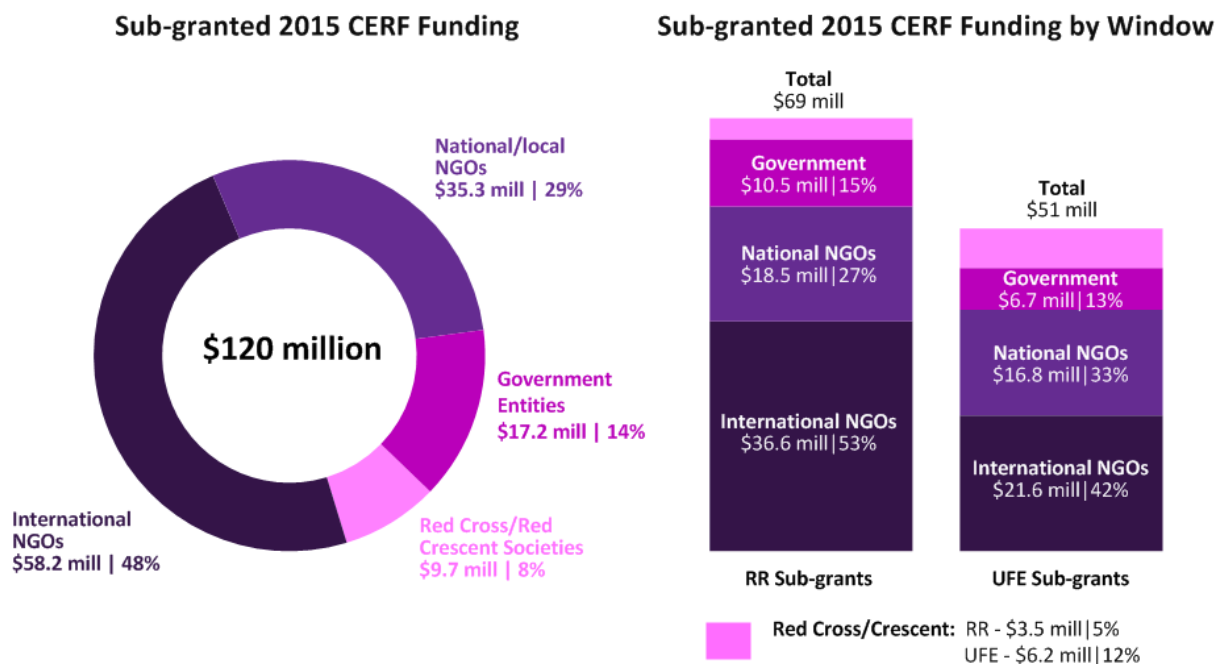
Apart from implementing sub-grants, IPs also played an important role in distributing to beneficiaries relief supplies procured by UN Agencies using funding from CERF. According to the budget breakdown of all 2015 CERF-funded projects, 51 per cent of CERF funding or \$241 million was used by recipient agencies for procurement of relief supplies such as food, shelters or medicines.

The proportion of sub-granted funding varied between the two CERF windows. While the overall sub-granted funding was 26 per cent for all 2015 CERF funds, the percentage was 23 for Rapid Response (RR) funding and 30 for funding for underfunded emergencies (UFE).

2015 CERF Funding by Window and Implementation Modality

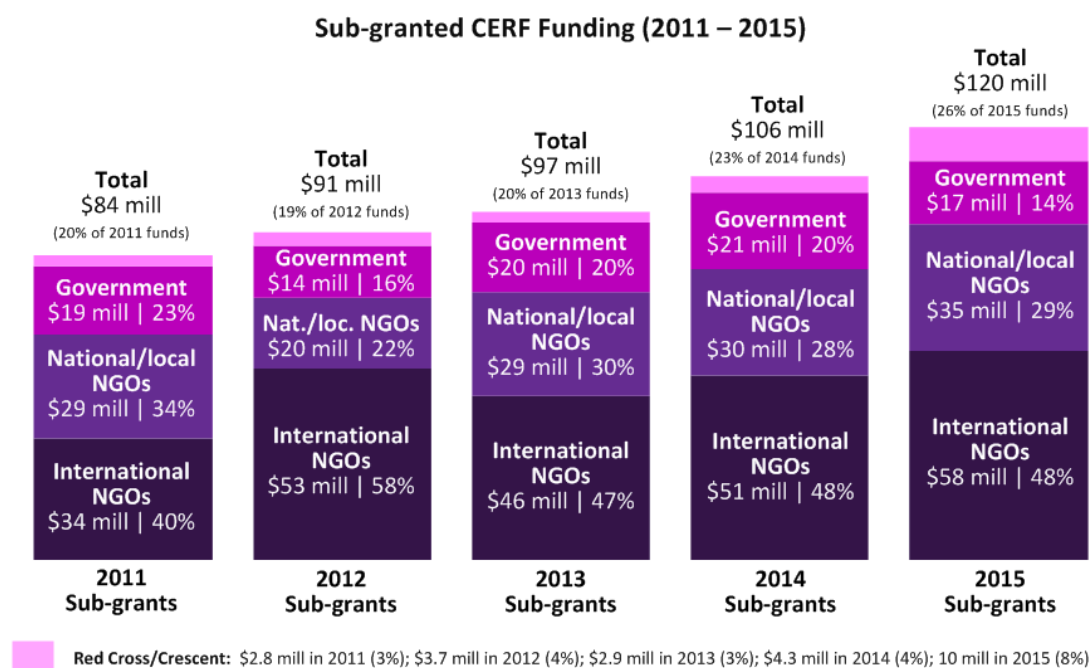


Out of \$120 million sub-granted in 2015 to IPs, \$62 million or 52 per cent was sub-granted to national/local partners. This included \$35 million (29 per cent) to national/local NGOs, \$17 million (14 per cent) to government partners and \$10 million (8 per cent) to Red Cross/Crescent societies. Another \$58 million or 48 per cent was sub-granted to International NGOs.



The proportion of sub-granted funding by partner type also differed between the two CERF windows. International NGOs were the largest recipients of rapid response funding, receiving \$37 million or 53 per cent of sub-granted RR funding; while national/local partners were the largest recipients of funding for underfunded emergencies, receiving \$30 million or 58 per cent of sub-granted UFE funding.

The total CERF sub-granted funding as reported by agencies has been on a steady increase in dollar terms over the past years from \$84 million in 2011 to \$120 million in 2015. As percentage of overall CERF funding, the sub-granted amount increased to 26 per cent in 2015, the highest ever. The proportions of sub-granted funding by partner type were comparable across years, with a peak in funding to international NGOs and a corresponding drop for local partners in 2012.



The number of reported sub-grants in 2015 decreased as compared to the previous year. Out of 1,018 sub-grants reported in total for 2015, local NGOs accounted for the largest number with 404 sub-grants, followed by international NGOs with 348. Government partners received 223 and the Red Cross/Red Crescent Societies 43 sub-grants.



The average sub-grant size in 2015 for international NGOs (\$167,184) was nearly twice bigger than for national/local NGOs (\$87,306), hence although national/local NGOs received a higher number of sub-grants, international NGOs received more funding through sub-grants.

In an effort to drive improved prioritization and efficiency in allocation processes and humanitarian response, CERF is encouraging field partners to prioritize larger grant amounts for fewer projects under each submission. In 2014 CERF provided 600 grants with an average grant size of \$767,999, while in 2015 CERF provided only 463 grants with average grant size of more than \$1 million (\$1,014,363). This shift towards larger CERF grants has also translated into improved efficiency in partnership arrangements under CERF funded projects with a smaller number of bigger sub-grants reported for 2015. In 2014, recipient agencies reported 1214 sub-grants with the average sub-grant size \$87,522, while in 2015 recipient agencies reported 1018 sub-grants with the average sub-grant size \$118,254.

SUB-GRANTS OF CERF FUNDING BY SECTOR AND AGENCY

All sectors receiving CERF funding in 2015 reported sub-grants. However, the proportion of sub-granted funding varied significantly between sectors. According to reported data, Food (the largest sector) sub-granted 14 per cent of CERF funding received or \$17 million; and Health (the second largest sector) sub-granted 23 per cent or \$16 million. Water and Sanitation (the third largest sector) sub-granted the biggest total amount, \$30 million or 46 per cent of CERF funding received.

2015 CERF Funding by Sector and Implementation Modality

	PROCUREMENT OF RELIEF SUPPLIES	OTHER IMPLEMENTATION COSTS	SUB- GRANTS	TOTAL (in millions)	SUB- GRANTED (in millions)	NUMBER OF SUB- GRANTS
Food	74%	12%	14%	\$120	\$17	154
Health	46%	31%	23%	\$71	\$16	183
Water and Sanitation	28%	26%	46%	\$64	\$30	185
Nutrition		70%	15%	\$39	\$5.9	114
Protection		14%	31%	\$36	\$20	194
Multi-Sector		51%	20%	\$35	\$10	35
Shelter and Non-Food Items		79%	1%	\$35	\$6.8	32
Agriculture		58%	29%	\$29	\$3.5	68
Common Services and Coordination		10%	74%	\$26	\$4.2	9
Education		17%	21%	\$6.9	\$4.3	27
Camp Management		56%	27%	\$6.4	\$1.1	11
Early Recovery		4%	21%	\$1.7	\$1.2	4
Mine Action		0%	43%	\$0.4	\$0.2	2

Education, Early Recovery, Mine Action and Protection sectors sub-granted over half of CERF funding received; while Agriculture, Food and Nutrition sectors sub-granted less than 15 per cent of CERF funding received.

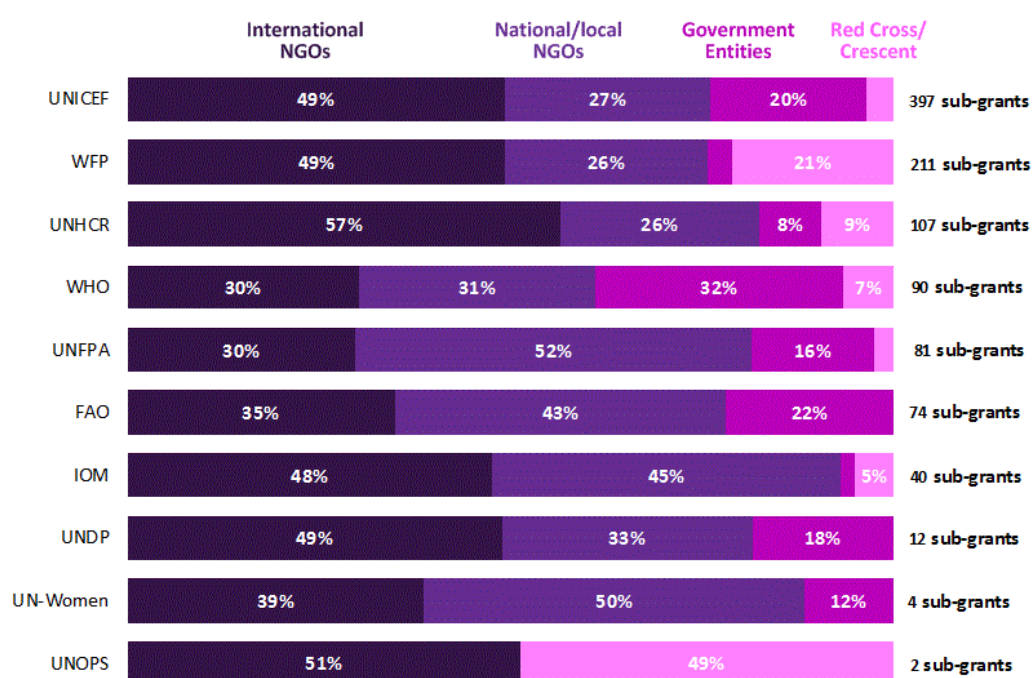
All CERF recipient agencies, except UNWRA, reported sub-grants in 2015. According to reported data, UNICEF, the second largest recipient of CERF funds in 2015, implemented the largest total amount through partners (\$48 million through 397 sub-grants). This amount accounted for 42 per cent of all CERF funding received by UNICEF in 2015. In comparison WFP, the largest CERF recipient reported \$21 million, or 13 per cent of received CERF funds as implemented through partners (in-kind arrangements, such as the value of relief items distributed to beneficiaries, are not included in these figures).

2015 CERF Funding by Agency and Implementation Modality

	PROCUREMENT OF RELIEF SUPPLIES	OTHER IMPLEMENTATION COSTS	SUB- GRANTS	TOTAL (in millions)	SUB- GRANTED (in millions)	NUMBER OF SUB- GRANTS
WFP	65%	22%	13%	\$160	\$21	211
UNICEF	39%	20%	42%	\$114	\$48	397
UNHCR	44%	16%	40%	\$69	\$28	107
WHO		51%	31%	\$39	\$7.4	90
IOM		47%	39%	\$30	\$4.3	40
FAO		59%	29%	\$27	\$3.5	74
UNFPA		44%	19%	\$16	\$6.1	81
UNRWA		86%	14%	\$6.1	\$0	0
UNDP		6%	50%	\$5.1	\$2.2	12
UNOPS		0%	90%	\$2.2	\$0.2	2
UN-Women		2%	26%	\$0.3	\$0.2	4

According to reported data, there were significant differences in types of partners between agencies. WHO sub-granted 70 per cent of funding received from CERF to national and local partners, which included 32 per cent to government entities. UNICEF and WFP sub-granted 51 per cent of funding received from CERF to national and local partners; while UNHCR sub-granted 57 per cent of funding received from CERF to international NGOs.

Sub-granted 2015 CERF Funding by Agency and Partner Type



TIMING OF SUB-GRANTED 2015 CERF FUNDING

The quality of partnerships between CERF recipient agencies and their implementing partners is a priority issue for CERF and its donors. Given that 26 per cent of 2015 CERF funding was reported as having been sub-contracted by agencies to their IPs, the timeliness of sub-granting is a factor in determining the effectiveness of CERF-funded projects. While important for CERF project implementation, the efficiency and effectiveness of sub-granting from agencies to their partners is a broader UN/NGO partnership issue and is not exclusive to CERF-funded projects.

Timeliness of sub-grants should be understood in the context of overall project implementation, i.e. how and when are sub-grant procedures undertaken in relation to the implementation plans and requirements of the respective CERF projects. Speed and timing of sub-grants is therefore not an accurate reflection of the timeliness of sub-grants. However, in the absence of detailed information on individual sub-grants and given the high volume of data, information on timing can serve as a process indicator that may provide useful information for understanding implementation of CERF grants, when complementing qualitative data. The CERF secretariat therefore tracks and analyses the timing of CERF sub-grants from UN agencies to their implementing partners. The following two process indicators are tracked based on information reported by agencies in RC/HC reports:

Process Indicator 1 – Implementation Timing: Number of working days between the disbursement of funds from CERF to the recipient agency and implementation start of sub-granted activities by the agency's partner.

Process Indicator 2 – Disbursement Timing: Number of working days between the disbursement of funds from CERF to the recipient agency and the disbursement of the first instalment under the sub-grant from the agency to its implementing partner.

While the two indicators are closely related, the first one is considered more important because it focuses on the provision of CERF-funded assistance to people, whereas the second indicator focuses on when agencies process and disburse sub-grants.

As outlined above, while these indicators are useful for understanding how CERF projects are implemented, and to some degree for identifying potential bottlenecks and inefficiencies, they cannot be used for directly measuring performance of sub-granting procedures. Each sub-grant should be considered within a given context to fully understand the data. A long sub-granting process could be the result of delays in partnership processes between an agency and its implementing partner, but it could also reflect the planned timing of project implementation according to the nature of the specific project, which would not indicate any delay in project delivery. The data will not necessarily reveal this and the analysis in this section should be considered bearing this in mind. To ensure a fuller understanding of CERF project delivery through implementing partners the CERF secretariat works closely with recipient agencies on gathering qualitative information related to their partnerships under CERF grants. Partnership issues are also explored in evaluations of CERF's operations in specific emergencies.

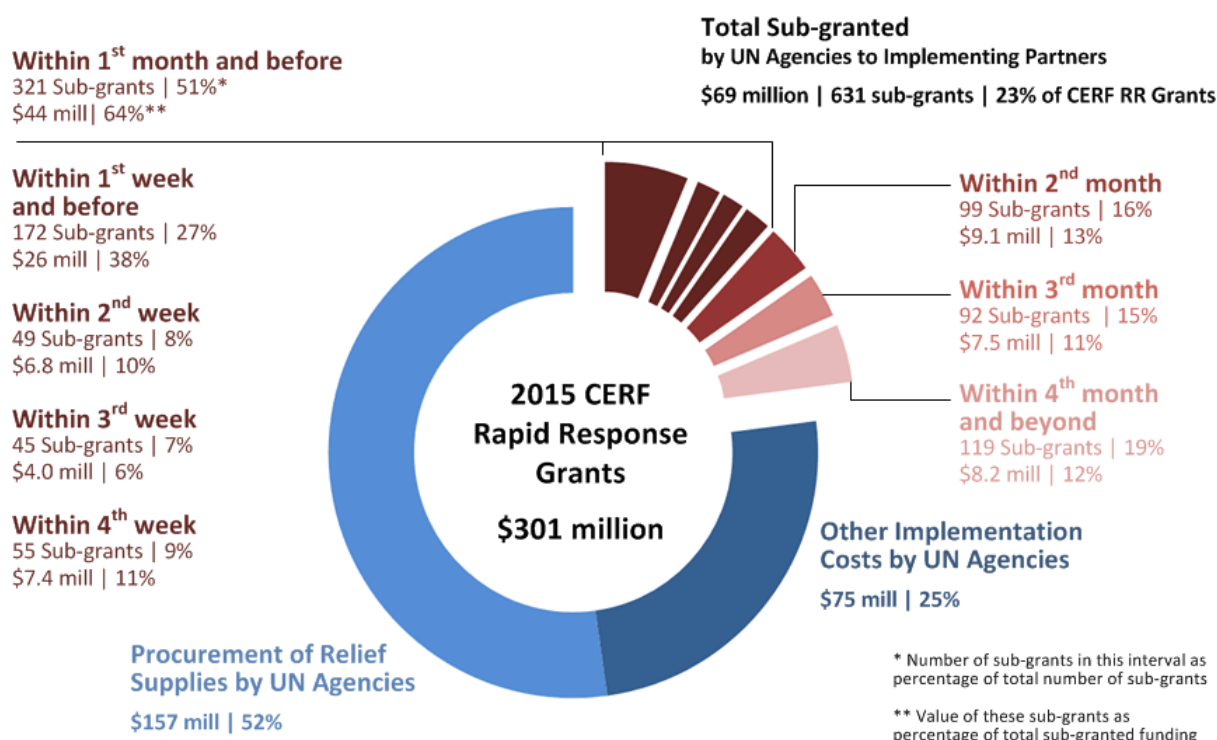
The timing analysis included in this section focuses on Rapid Response (RR) sub-grants only. These sub-grants have six months implementation period and their timing is a critical factor in project implementation.

Timing of Activities Implementation Start (indicator 1)

As illustrated in the following chart, the implementation by IPs of 27 per cent of 2015 sub-grants of RR CERF funding (172 out of 631) started within the first week from the disbursement of funding from CERF to recipient agencies. And the implementation of over half of 2015 RR sub-grants of CERF funding (321 out of 631) started within the first month from the disbursement of funding from CERF.

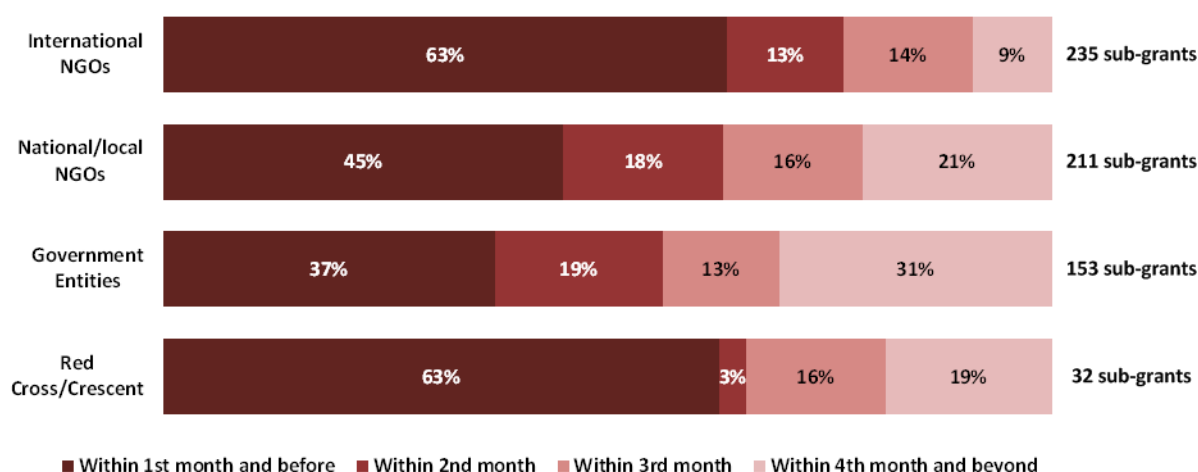
The implementation of another 16 and 15 per cent of sub-grants began within the second and third months respectively. While the implementation of the remaining 19 per cent of sub-grants did not start until the fourth month or later following the disbursement from CERF.

Timing of Activities Implementation Start Under 2015 RR Sub-grants



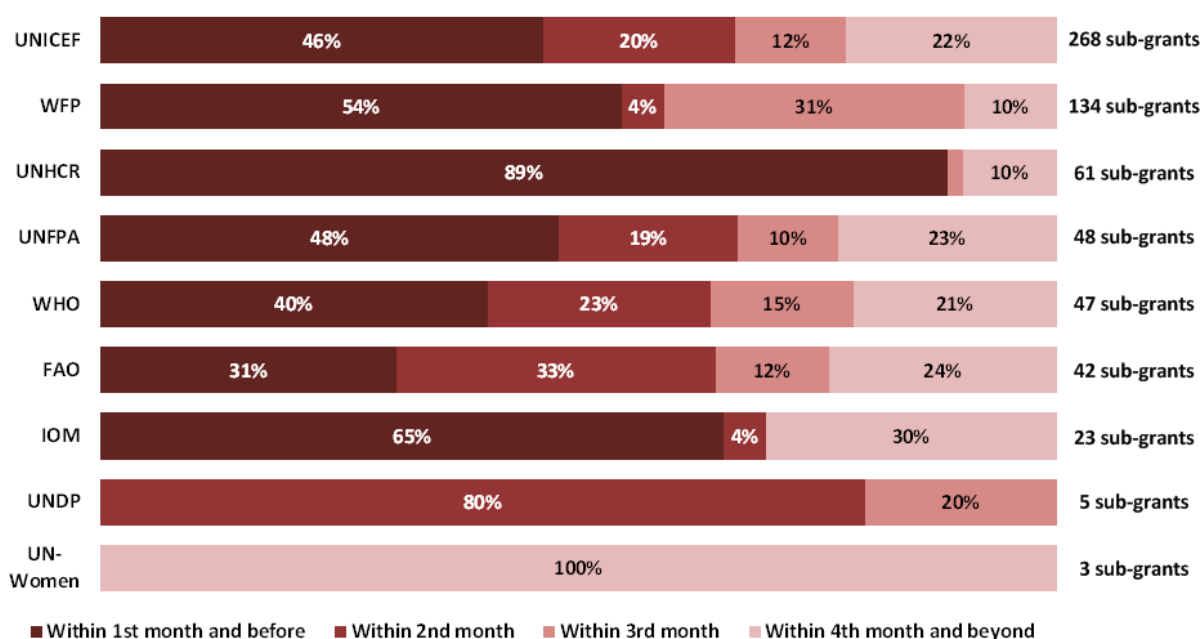
The implementation start time varied between partner types. International NGOs and Red Cross/Crescent societies started the implementation of activities under 2015 CERF RR sub-grants on average faster than national/local NGOs and government partners.

Timing of Activities Implementation Start by Partner Type Under 2015 RR Sub-grants



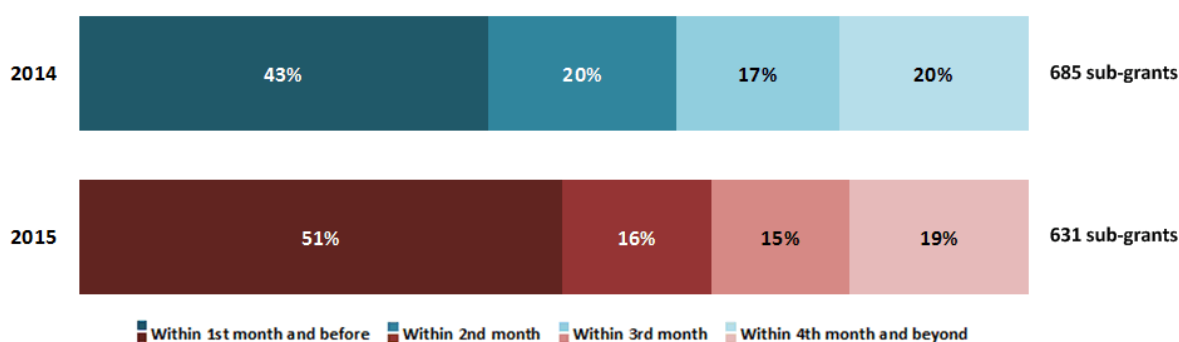
There were also differences between the timing of implementation start depending on the provider of sub-grants. The statistics of the timing of implementation start by IPs of UNDP and UN Women should be interpreted with caution due to very small sample size (5 sub-grants or less), which may reflect the characteristics of individual sub-grants rather than represent trends.

Timing of Activities Implementation Start by Agency Under 2015 RR Sub-grants



Implementation of partner activities under CERF RR grants started sooner in 2015 as compared to 2014. The implementation of activities under 51 per cent of 2015 RR sub-grants started within the first month as compared to 43 per cent in 2014.

Timing of Activities Implementation Start Under 2014 and 2015 RR Sub-grants



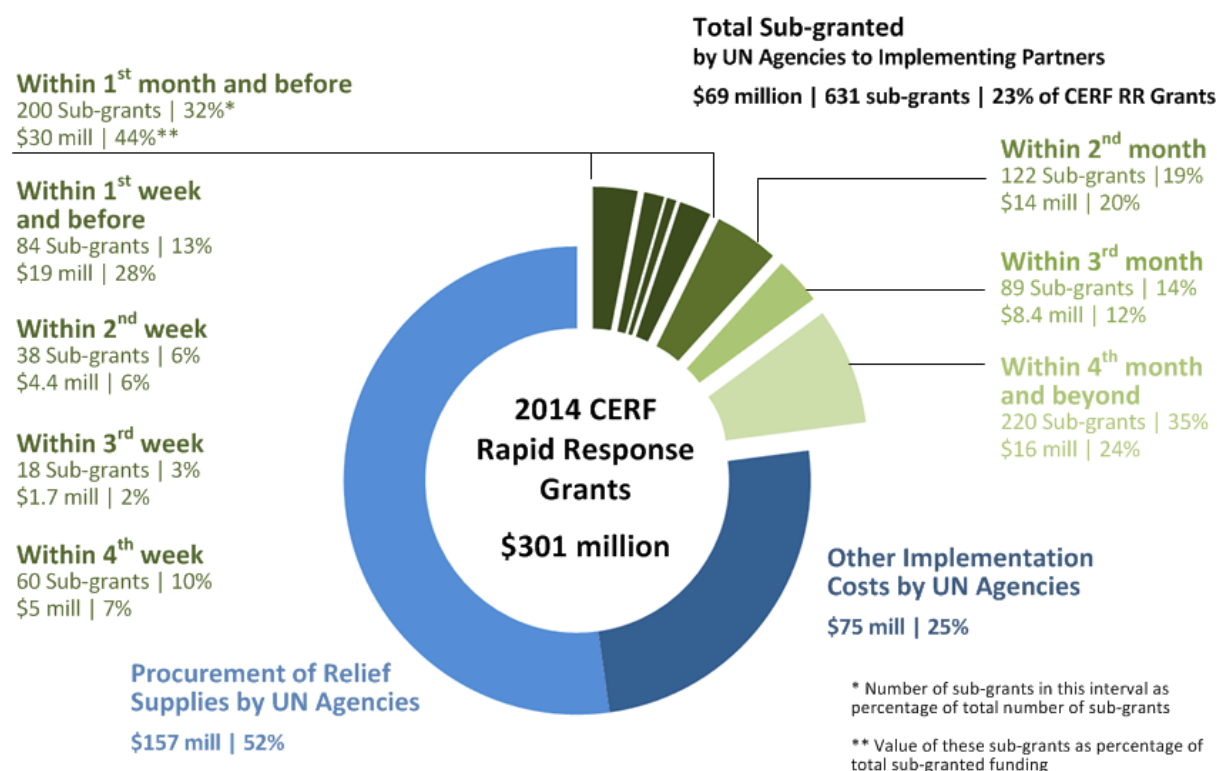
Timing of Disbursement (indicator 2)

The disbursement of sub-grants by agencies to their implementing partners on average happened after the implementation start by these partners. This indicates a high degree of CERF implementation under existing partnership agreements and a capacity among IPs to pre-finance the implementation of some activities. Disbursement timing therefore, do not necessarily influence the timing of implementation of CERF-funded activities.

The disbursement of 32 per cent of sub-grants from agencies to IPs was done within the first four weeks from the disbursement of funds from the CERF to agencies (200 out of 631 sub-grants). Within the second month, the disbursement of another 19 per cent of sub-grants took place. Thus, the disbursement of more than half of 2015 sub-grants

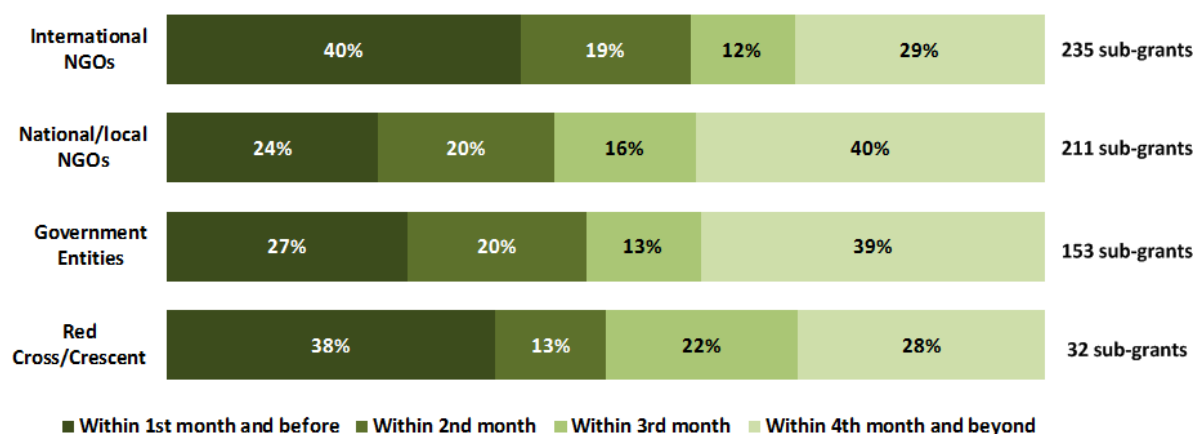
took place within the first two months (322 out of 631 sub-grants). Another 14 per cent of sub-grants were disbursed in the third month and the remaining 35 per cent of sub-grants were disbursed within the fourth month and beyond.

Timing of 2015 RR Sub-grants Disbursements

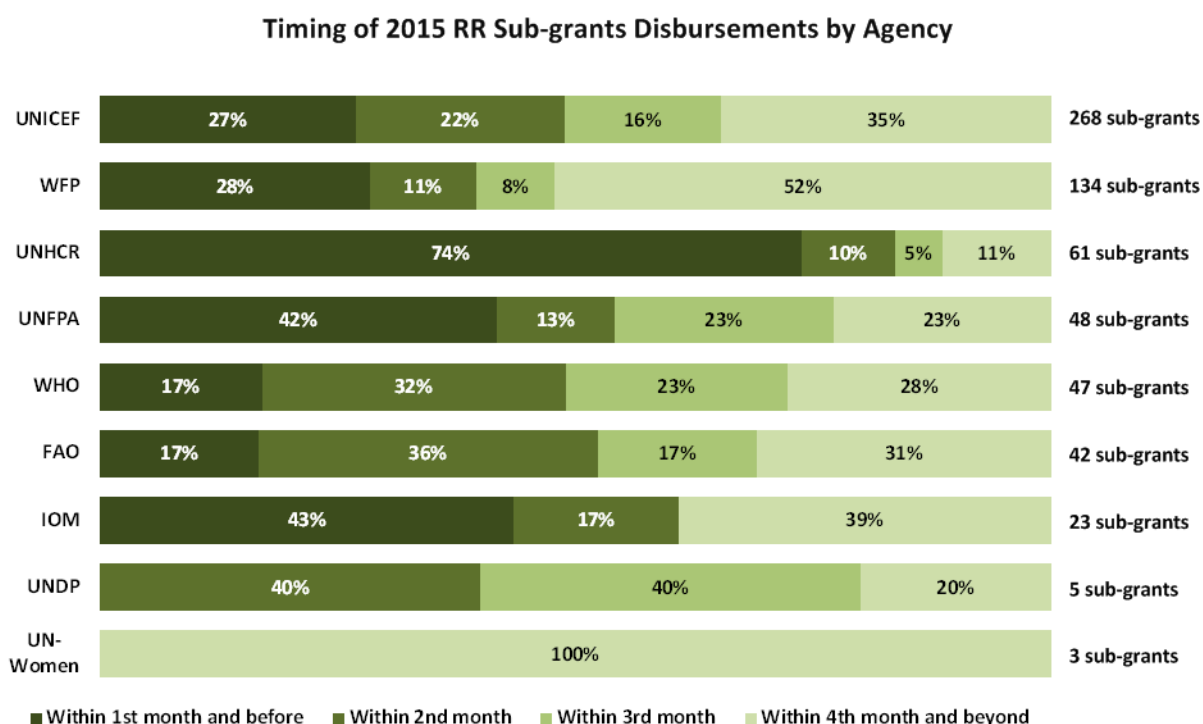


The disbursement time varied depending on the recipient type. The disbursements to International NGOs and Red Cross/Crescent societies under 2015 CERF RR sub-grants were on average faster than to national/local NGOs and government partners.

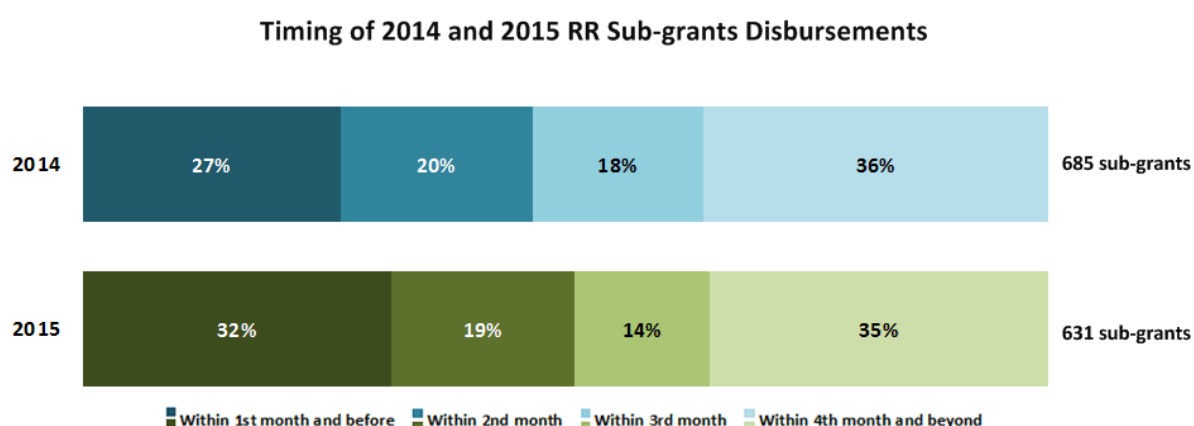
Timing of 2015 RR Sub-grants Disbursements by Partner Type



There were also differences between the timing of disbursements depending on the provider of sub-grants. The statistics of the timing of disbursements to IPs from UNDP, and UN-Women should be interpreted with caution due to very small sample size (5 sub-grants or less), which may reflect the characteristics of individual sub-grants rather than represent trends.



In line with the findings for activity start times the disbursements of RR sub-grants also generally happened sooner in 2015 as compared to 2014. The first disbursement under 32 per cent of 2015 RR sub-grants happened within the first four weeks as compared to 27 per cent in 2014.



While reviewing the timing information, it is important to note that sub-grants to implementing partners may be planned to happen at various times during the cycle of a project implementation reflecting the sequencing of its activities. The timing of sub-grants under CERF projects is therefore not a strong stand-alone proxy indicator for

measuring the timeliness of response. In addition, very often the timing of disbursements is not directly correlated with the timing and speed of related activities as demonstrated by the CERF sub-grant data.

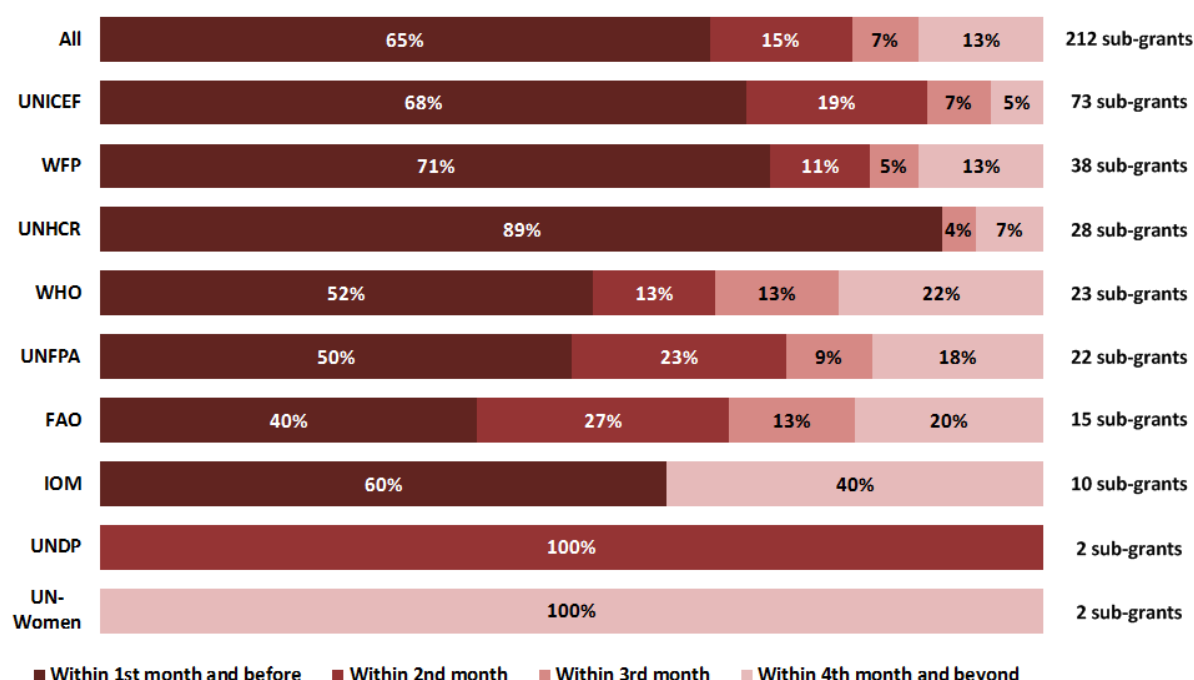
Sub-grants as Indicators for Implementation Timeliness

As discussed previously in this note, while efficient and effective partnership processes are critical for the effective and timely implementation of CERF grants, the timing of sub-grant disbursements is not in itself a good indicator for overall timeliness of CERF implementation. Nevertheless, the timing of sub-grants will remain a key aspect considered by donors and other stakeholders when assessing CERF speed and effectiveness. The remainder of this section will therefore attempt to view the sub-grant data through this lens.

Narrowing the sub-grants' timing analysis to only the first sub-grant for each project (many CERF projects have multiple sub-grants disbursed at different times) can potentially improve the relevance of sub-grants timing as a timeliness indicator as it narrows the focus to a set of sub-grants that are more likely to be 'urgent' and linked to the speed of response.

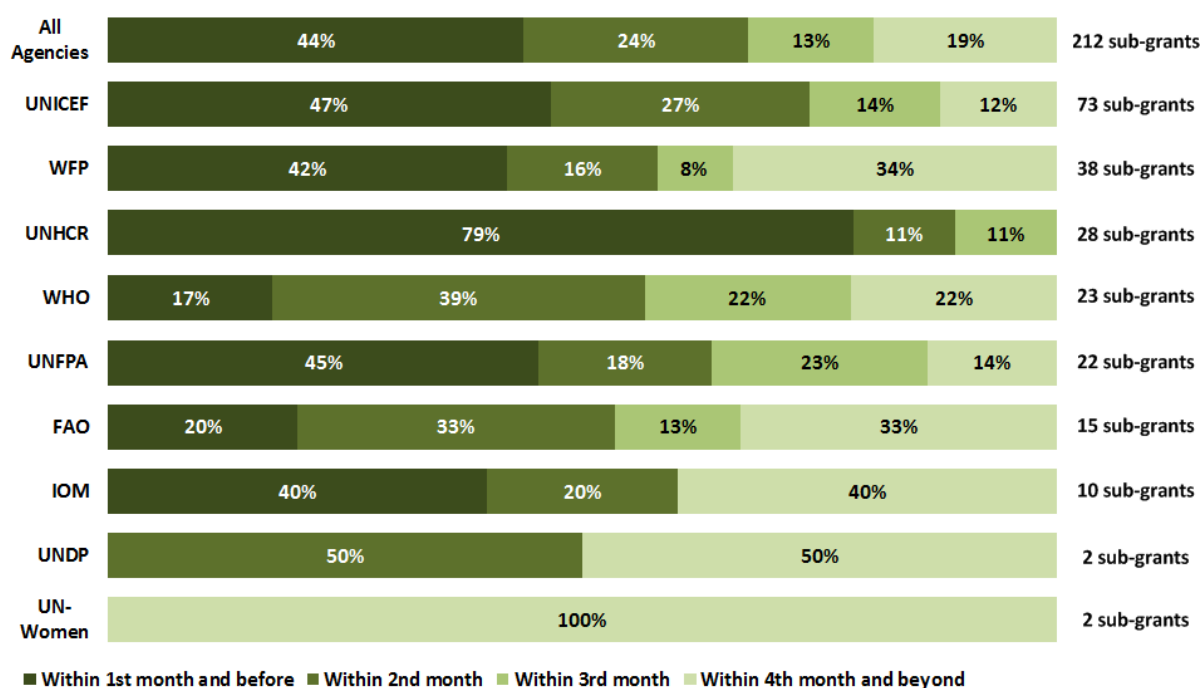
2015 sub-grants data for all the 'first' sub-grants shows that the implementation of activities under 65 per cent of these sub-grants started within the first four weeks.

Timing of Activities Implementation Start - "First" 2015 RR Sub-grants per Project



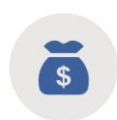
The disbursements of 44 per cent of these 'first' sub-grants happened within the first four weeks following the disbursement from CERF.

Timing of Disbursements - "First" 2015 RR Sub-grants per Project



Comparison between these two indicators shows that a considerable number of NGOs and other implementing partners were able to start their work before the disbursement of the sub-grant by UN agency.

ANNEX 1 PARTNERS IN IMPLEMENTATION OF CERF FUNDING



\$470 M

TOTAL 2015*
CERF FUNDING

\$120 M

SUB-GRANTED
TO PARTNERS

26%

PERCENTAGE
SUB-GRANTED



143

International
non-governmental
organizations

320

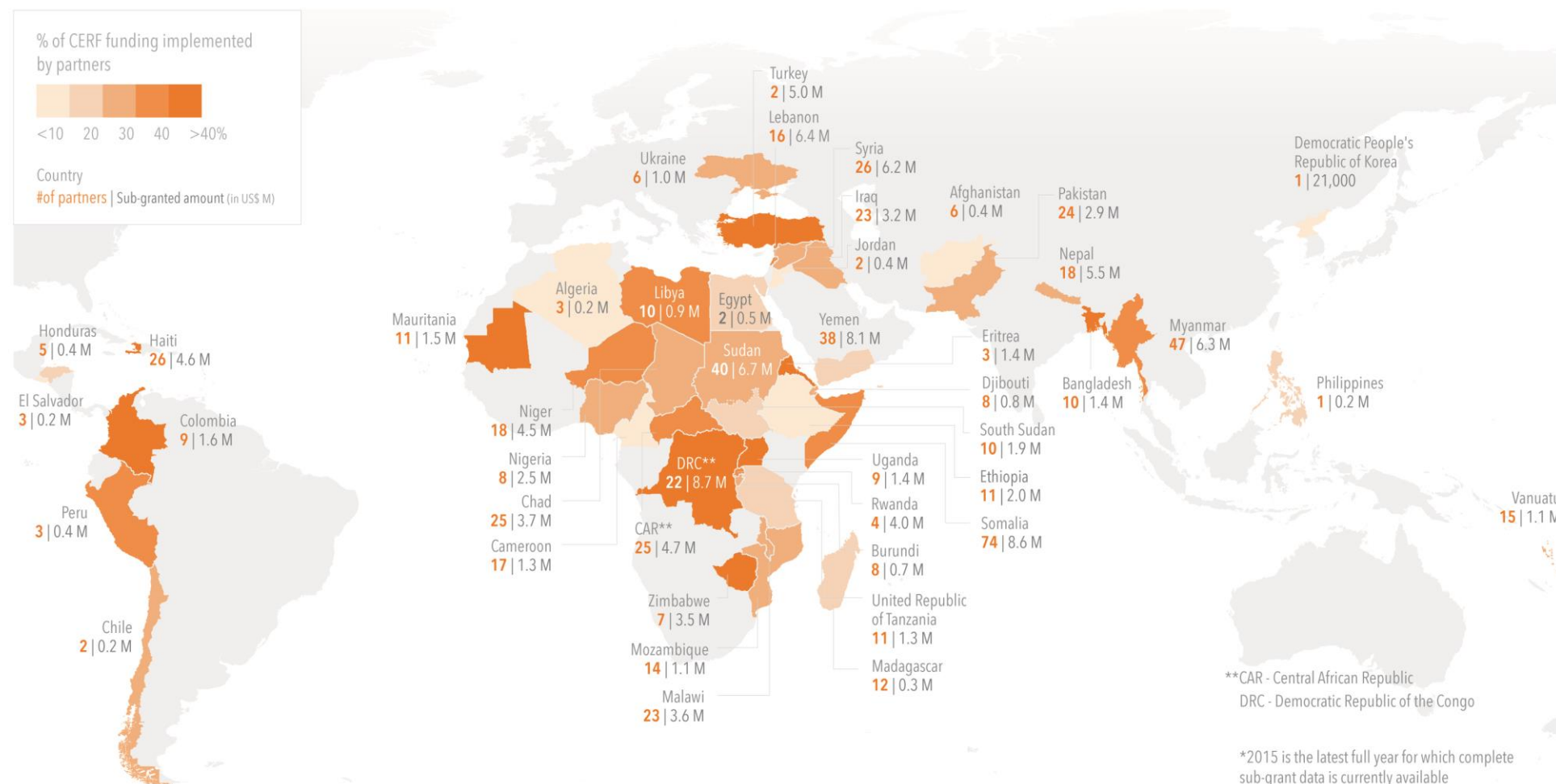
National/local
non-governmental
organizations

161

Government
entities

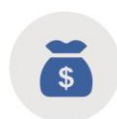
24

Red Cross/
Red Crescent
societies



The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations. Dotted line represents approximately the Line of Control in Jammu and Kashmir agreed upon by India and Pakistan. The final status of Jammu and Kashmir has not yet been agreed upon by the parties. Final boundary between the Republic of Sudan and the Republic of South Sudan has not yet been determined. Final status of the Abyei area is not yet determined. | Creation date: 11 May 2017 | Sources: UNCS, CERF | Feedback: cerf@un.org | www.unocha.org/cerf | www.reliefweb.int

ANNEX 2 NATIONAL/LOCAL PARTNERS IN IMPLEMENTATION OF CERF FUNDING



\$470M

TOTAL 2015*
CERF FUNDING

\$62M

SUB-GRANTED TO
NATIONAL/LOCAL PARTNERS

13%

PERCENTAGE
SUB-GRANTED



320

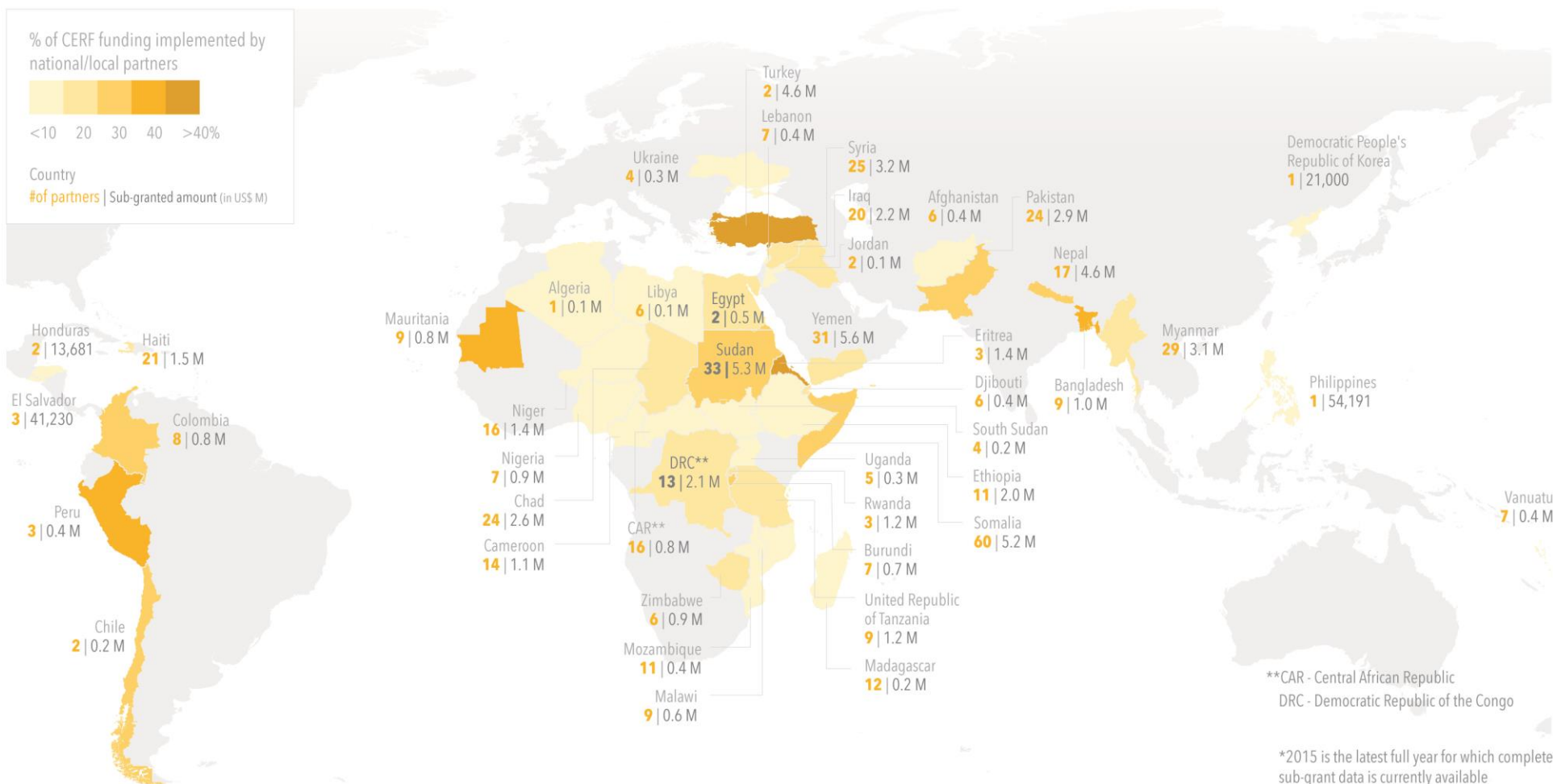
National/local
non-governmental
organizations

161

Government
entities

24

Red Cross/
Red Crescent
societies



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