

Introduction and Background

The sub-granting of CERF funds to non-governmental organizations (NGOs) and other implementing partners (IPs) has been a priority issue for the CERF secretariat for a number of years. UN agencies¹ receiving CERF grants rely to a significant extent on partners, such as NGOs, for the implementation of CERF-funded projects. Therefore, the speed at which agencies sub-grant funds to NGOs and other implementing partners (IPs) is considered to be a factor in determining the timeliness and effectiveness of CERF-funded projects and, to a degree, of the CERF. This concern is not exclusive to the CERF but part of the broader UN/NGO partnership issue.

Starting with the annual reports of resident and humanitarian coordinators (RC/HCs) on the use of CERF funds in 2009, which were submitted in March 2010 and beyond, the CERF secretariat has requested agencies to list sub-grants to NGOs in an annex. As agencies are also requested to outline intended sub-grants to IPs in their CERF proposals this allows for a comparison between anticipated and actual sub-granting. Under the revised format for the narrative reports on the use of CERF funds in 2011, which were submitted in March 2012, agencies were also requested to list sub-grants to governmental IPs as well as the start date of activities by the IPs.

The CERF secretariat has previously provided analytical papers to the Advisory Group (AG) at its April and October 2011 meetings. At the last meeting in October 2011:

“The Group praised the efforts made and by the CERF secretariat to continuously and systematically reduce the time needed to allocate and disburse funds to recipient United Nations agencies, but – as in previous meetings – expressed serious concern about the pace of disbursement from recipient United Nations agencies to implementing partners. Acknowledging the possible difficulty in determining what proportion of funds are allocated to implementing partners, the Advisory Group requested that the CERF secretariat continue working with United Nations agencies and IOM to better measure the speed at which these funds are disbursed to their implementing partners. The Group also asked the secretariat to approach NGO implementing partners to collect data on the timeliness of disbursements of funds from UN agencies and IOM.²”

This paper presents an analysis of the sub-grant information gained from RC/HC reports on the use of CERF funds in 2011, including comparisons with previous years where feasible. The first version of this analysis was prepared and shared with the CERF Advisory Group in May 2012 based on the RC/HC reports submitted in March 2012. The March 2012 submissions included a number of preliminary reports linked to CERF projects not yet concluded at the time of reporting. The current version of the analysis reflects information from the final RC/HC reports submitted in March 2013 covering all 2012 CERF grants. Compared to the May 2012 version of the analysis more than 250 additional sub-grants have been reported representing an additional \$10 mill in funds passed on by recipient agencies to their implementing partners.

¹ The terms “UN agencies”, “UN agencies and IOM” and “agencies” are used interchangeably.

² Note to the Secretary-General: Central Emergency Response Fund Meeting of the CERF Advisory Group 26 to 27 October 2011, November 2011.

Methodology and Data Description

The data used for this analysis was extracted from the annual reports of the Resident and Humanitarian Coordinators (RC/HCs) on the use of CERF funds in 2011. In the template for the 2011 annual report of the RC/HC, the table for listing sub-grants to implementing partners has been revised from previous years. The CERF Secretariat has requested agencies to also indicate the implementing partner type and the start date of CERF funded activities by implementing partners. This is in addition to the name of the implementing partner, the amount forwarded to the implementing partner and the date of first instalment to the implementing partner. Additional information necessary for the analysis, such as the CERF grant amount, the date of CERF disbursement to the recipient UN agency, and the originally proposed funding to implementing partners, was taken from the CERF database.

Data from the RC/HC reports that was incomplete or unclear was marked with questions and comments, and sent back to the field for clarification. If necessary, CERF performed corrections to the data, using information from the original project proposals. These corrections include missing project codes, missing or inaccurate partner types, ambiguous or incomplete dates and clearly incorrect amounts listed as forwarded to implementing partners. CERF also removed all duplicates, in-kind contributions to implementing partners and sub-grants to private contractors from the dataset.

A total of 663 sub-grants were used for the timeliness analysis, and an additional 428 sub-grants were used for the analysis of sub-granted amounts. The additional 428 sub-grants used in the Amount analysis were unfit for use in the Timeliness analysis because the reported first instalment dates to implementing partners or partner activity start dates were incomplete.

Any disbursement dates of sub-grants or start dates for implementing partners that have been reported as pre-dating the date of CERF grant disbursement will yield negative timeliness data. In order not to falsely skew the average with negative values, these values have been included as zero when calculating timeliness averages. In relevant graphs this data has been kept visible by grouping it under less-than-zero sections.

The sub-grants reported for 2011 have improved significantly in quantity over 2009 and 2010. Compared to only 121 usable sub-grants reported for 2010 the 663 (or 1092) sub-grants available for 2011 represent a substantial increase, and allows for a more detailed analysis than what has been possible in the past. It should be noted that quantity in itself does not guarantee good quality data, but it does increase the likelihood of observations being less influenced by outliers and bad data, and as such it should provide more credible results.

Sub-Grant Timeliness

As mentioned 2011 saw a significant increase in the number of sub-grants reported by agencies in the annual reports by RC/HCs on the use of the CERF with 663³ usable sub-grants reported for 2011 compared with 121 and 171 for 2010 and 2009 respectively (see table 1). Significantly, the number of CERF projects funded in 2011 was comparable to that of the previous years with 473 projects funded in 2011 compared with 468 and 466 in 2010 and 2009 respectively. Improvements also took place in the overall reported timeliness of disbursement with the average number of working days between the disbursement of a CERF grant and the disbursement of the sub-grant decreasing to 54.5 in 2011 from 59.2 in the previous year. Significant differences remain in the timeliness of sub-grants made under CERF grants from the rapid response (RR) and the underfunded emergencies (UFE) window. Reported timeliness data for projects under the RR window represented the biggest change compared to previous years. 2011 saw the average reported time to disburse RR funds to implementing partners fall from 54 working days in 2010 to 44 working days, a reduction of two weeks.

³ A total of 836 sub-grants were reported, but only 600 had complete timeliness data.

Table 1 - Timeliness of CERF sub-grants by Year					
YEAR	Total number of CERF projects	Total number of sub-grants reported	Average number of working days from CERF disbursement to first instalment forwarded to implementing partner		
			RR	UFE	All
2009	466	171	50.4	62.8	51.4
2010	468	121	53.9	70.4	59.2
2011	473	663	43.5	68.6	54.5

Realising that the disbursement of sub-grant funds may not be the best metric for assessing the timeliness of project implementation, CERF revised the reporting template for 2011 to also include information on when implementing partners started CERF funded activities. The hope was that this would go some way in capturing those instances where implementing partners start implementation of activities without waiting for disbursement of CERF funds. This may be the case if the implementing partner has an existing agreement in place with the agency, or if activities are pre-financed with internal funds. Table 2 provides average timeliness data per agency for disbursement dates to implementing partners as well as for start dates of related activities. As can be seen from the table there are big variances in the timeliness measures across agencies and between CERF windows. Tables A1 and A2 in the annex provide additional detail on the distribution of timeliness performance of reported sub-grants for each agency.

Table 2 - Timeliness of 2011 CERF sub-grants by agency							
AGENCY	Number of sub-grants reported	Average number of working days from CERF disbursement to <u>first instalment forwarded</u> to implementing partner			Average number of working days from CERF disbursement to <u>estimated implementation start</u> by partner		
		RR	UFE	All	RR	UFE	All
FAO	116	56.3	54.1	55.2	55.9	44.8	50.4
IOM	30	49.9	32.0	45.7	30.9	27.3	30.0
UN Habitat	8	101.0	35.6	43.8	78.0	27.6	33.9
UNAIDS	4	-	186.0	186.0	-	26.3	26.3
UNDP	27	41.6	120.5	65.0	33.4	68.5	43.8
UNFPA	53	35.1	59.2	50.1	16.5	53.5	39.5
UNHCR	66	35.9	34.2	35.1	4.5	13.9	9.2
UNICEF	265	38.2	93.2	59.8	46.0	86.8	62.0
UNOPS	0	-	-	-	-	-	-
UNRWA	0	-	-	-	-	-	-
WFP	46	67.7	38.7	53.2	21.7	27.8	24.7
WHO	48	38.6	68.7	46.8	46.9	43.6	46.0
All Agencies	663	43.5	68.6	54.5	39.4	55.5	46.4

There were significant differences between agencies in the number and timeliness of sub-grants reported as outlined in table 2 above. As in previous years, UNICEF reported the highest number of sub-grants.

The averages outlined in tables 1 and 2 mask significant variations in the timeliness of sub-grants. The graph in figure 1 shows the distribution of the timeliness of sub-grant disbursement in five work day increments from the date of disbursement of the CERF grant. As can be seen, over 80 sub-grants were pre-financed by agencies with disbursement of the sub-grants taking place before the disbursement of the CERF grant. The majority of the remainder took place within 50 days. Similar graphs presenting RR and UFE grants separately can be found in the Annex (figures A1 and A2).

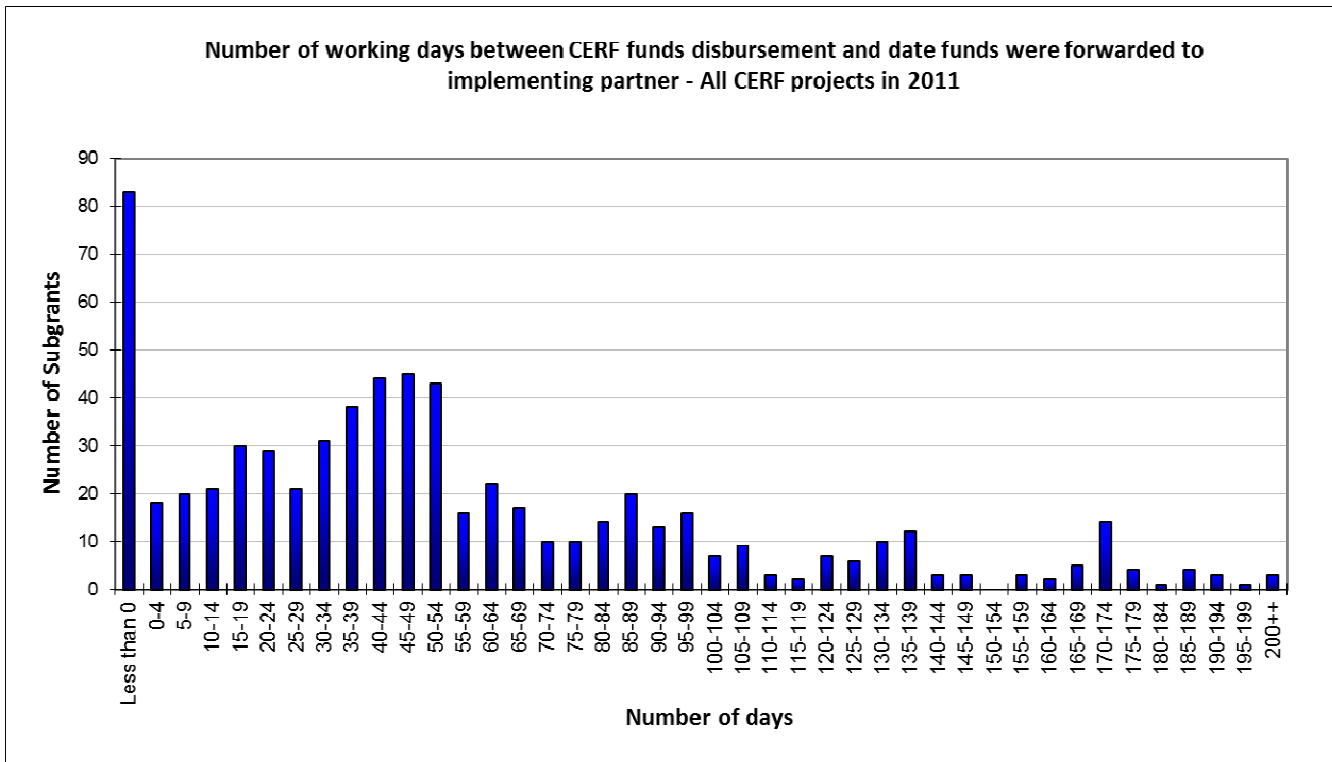


Figure 1 - Distribution of the timeliness of sub-grant disbursement in five work day increments from the date of disbursement of CERF grants (Rapid Response and Underfunded)

The graph in figure 2 presents the other key timeliness metric reported by agencies, the number of working days between the disbursement of a CERF grant and the start of the IP's activities. As can be seen, over 100 sub-grants reported IP start dates ahead of the disbursement of the CERF grant indicating some level of pre-financing either by the agency or by the IP. Similar graphs presenting RR and UFE grants separately can be found in the Annex (figures A3 and A4).

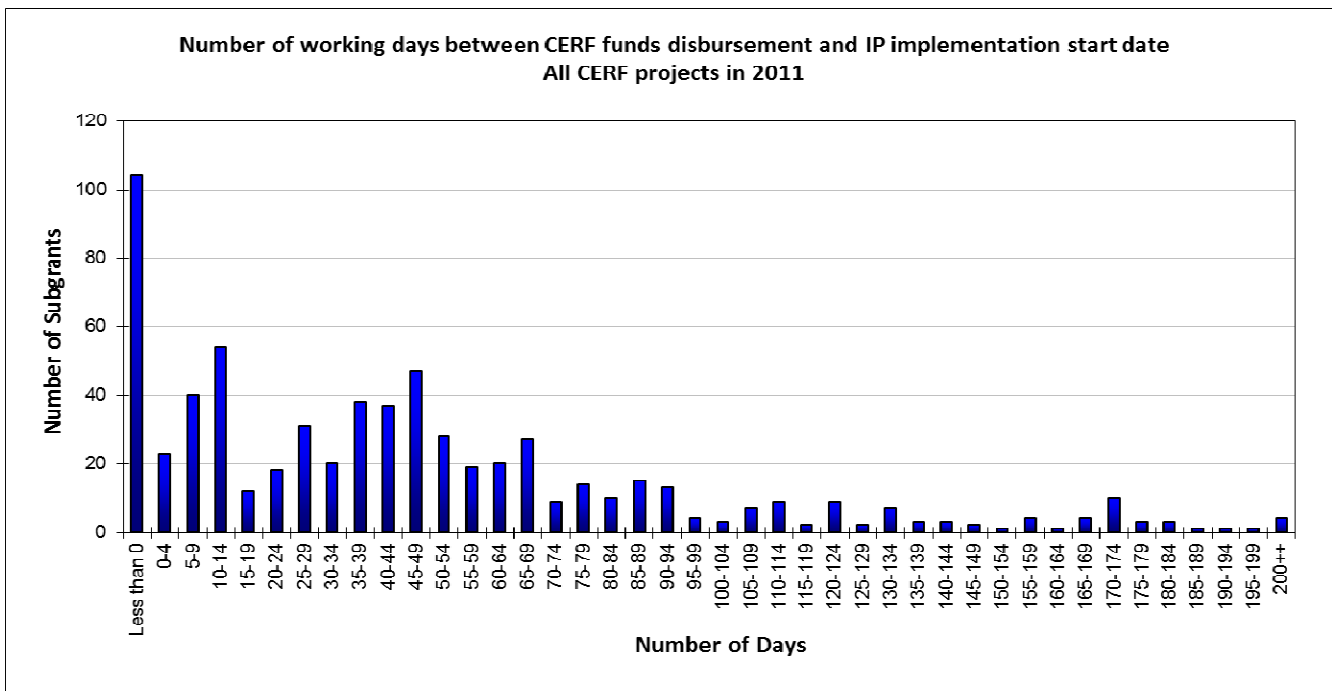


Figure 2 - Distribution of the number of working days between the disbursement of a CERF grant and the start of the IP's activities for CERF grants (Rapid Response and Underfunded)

Figure 3 below contains a scatter-gram plotting sub-grants by the start date of activities and their disbursal date. This representation provides information on the correlation between the two timeliness measures, and also gives a consolidated mapping of the timeliness data of all reported sub-grants for RR and UFE.

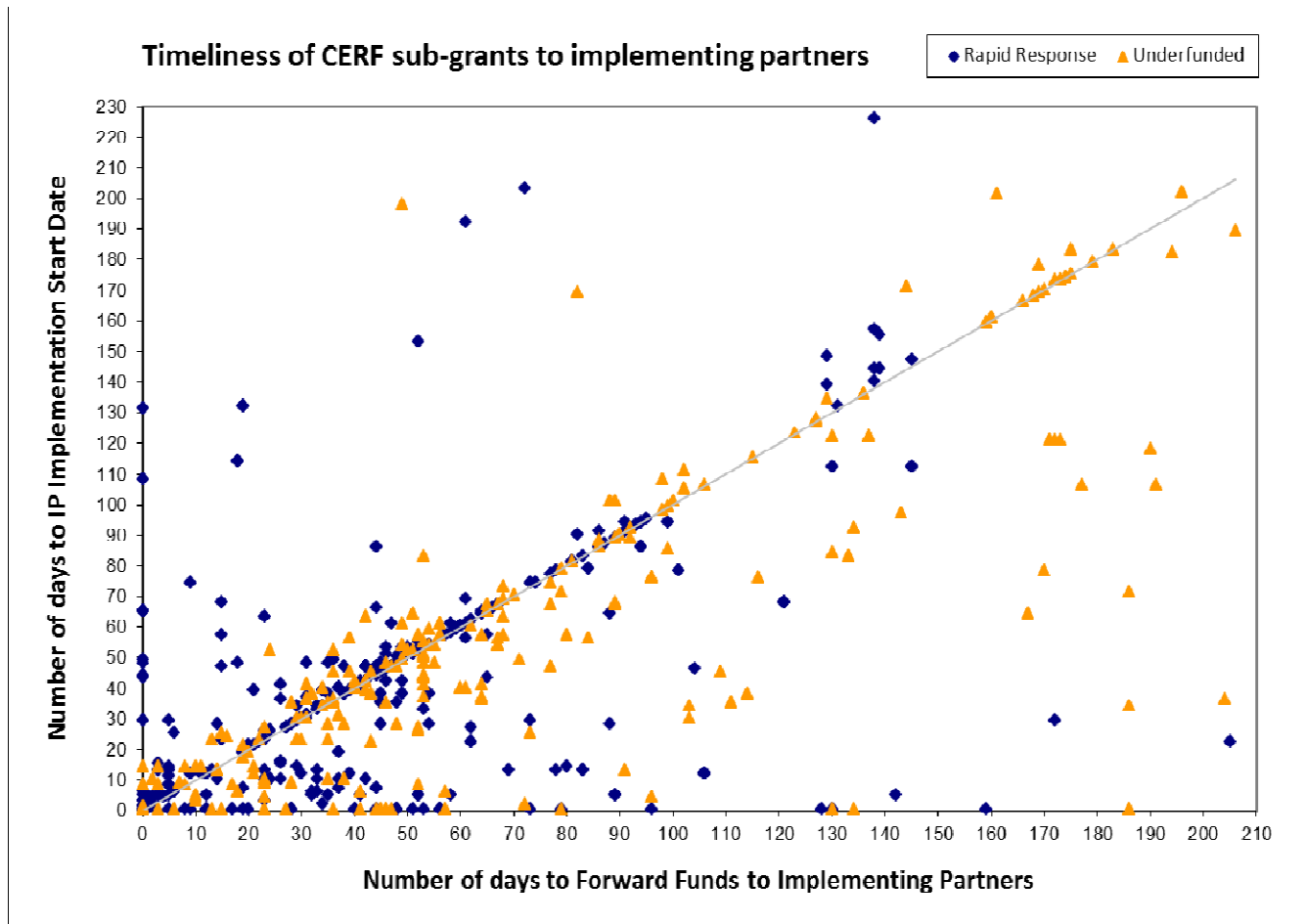


Figure 3 – Mapping of the number of working days between the disbursement of grants by CERF and the disbursement of first instalment from recipient agencies to implementing partners and the implementing start date of activities by implementing partners.

Points mapped on the 45 degree line are those sub-grants that have reported identical IP disbursement and activity start dates. Points under the line represent sub-grants for which IPs have been reported as having started activities prior to disbursement of funds, and points above the line are those for which IP implementation were reported as having started after disbursement of sub-grants. The distance of a sub-grant from the 45 degree line is an indication of the difference between the two timelines measures. As can be seen by the many points mapped close to the line, there is a significant correlation between the two measures with disbursal of sub-grants coinciding with start dates. The correlation is, however, by no means perfect with a significant share of grants indicating activity start dates preceding disbursal date implying pre-financing by the IP. As already apparent from the previous bar-graphs the largest concentration of sub-grants is around zero days (immediate or prior to disbursement from CERF) and in the 35-55 days range. The graph also shows a number of outliers with IP disbursement or start dates reported as being in excess of 5 months from the time CERF disbursed grants to the recipient agencies.

Sub-Grant Amounts Analysis

As discussed earlier in the document the 2011 RC/HC annual CERF reports saw a markedly improvement in the reporting on sub-grants by CERF recipient agencies towards their implementing partners. Of the 473 CERF projects approved in 2011 a total of 280 projects provided useable data on amounts forwarded to implementing partners through sub-grants. The 280 projects reported a total of 1092 different sub-grants to a combined value of \$84.4 million. This represents 19.8 per cent of all CERF funds allocated in 2011 and 35.2 per cent of the funding allocated to those 280 projects that reported sub-grants. The improved reporting has allowed for a more detailed and credible analysis of the reported data than what has been possible in the past.

2011 reporting compared to past years

As can be seen from table 3 the total amount of funding reported as passed on to implementing partners in 2011 represents a significant increase over 2009 and 2010. However, for the 2009 and 2010 CERF projects the number of reported sub-grants was only 171 and 121 respectively, so the increased amount for 2011 reflects an improvement in reporting frequency and quality rather than changes in how implementing partners are involved in implementation of CERF projects. Despite the poor quality of reporting for 2009 and 2010 it is nevertheless interesting to note that the relative ratio of reported sub-grants (i.e. the percentage funding sub-granted for those projects that reported) are comparable for all three years with 29, 34 and 35 per cent respectively

Table 3 - CERF Sub-granting Amounts Reported by Year				
YEAR	Total amount of CERF funds provided	Total amount of CERF sub-grants reported	Sub-granting share of those CERF projects that reported sub-grants (%)	Total reported sub-grants share of all CERF projects of the year (%)
2009	\$397.4 million	\$12.8 million	29.4%	3.2%
2010	\$415.2 million	\$12.0 million	33.8%	2.9%
2011	\$427.0 million	\$84.4 million	35.2%	19.8%

Reported sub-granting per agency

Twelve agencies received a total of \$426 million through 473 different CERF projects in 2011. All recipient agencies except UNOPS and UNWRA reported sub-grants in the RC/HC reports for 2011. Table 4 provides details on the amounts of CERF funding individual agencies have reported as passed on to implementing partners. The table also breaks down the sub-granted amount by the type of implementing partner; national NGO (NNGO), international NGO (INGO), red cross/red crescent movement (RED) or government partner (GOV). As can be seen from the table UNICEF, the second largest recipient of CERF funds, is the agency that has reported the highest number of sub-grants for 2011 with 379 different grants, or almost 35 per cent of all sub-grants reported. UNICEF also reported the largest total amount forwarded to partners with \$33.2 million, equivalent to 30% of all CERF funding for UNICEF in 2011. Half of the funds reported as sub-grants by UNICEF went to international NGOs and close to a third went to national NGOs. UNDP has reported the highest percentage of CERF funding passed on to implementing partners with 68 per cent, equivalent to \$3.2 million. It should be cautioned though that the data in the table only reflects the amounts reported and there may be a substantial number of sub-grants that agencies did not report on.

Table 4 - CERF 2011 Sub-granting Amounts Reported by Agency								
AGENCY	Total number of CERF projects	Total amount of CERF Funding received	Amount of CERF funding reported as sub-granted to implementing partners					Reported sub-grants' share of all CERF funds to the agency
			GOV	INGO	NNGO	RED	Total	%
FAO	44	\$39,595,273	\$3,125,811	\$1,441,626	\$2,277,211	\$0	\$6,844,648	17.3%
IOM	43	\$38,635,051	\$474,805	\$2,506,955	\$762,504	\$139,303	\$3,883,567	10.1%
UN Habitat	4	\$2,957,917	\$0	\$175,000	\$329,000	\$0	\$504,000	17.0%
UNAIDS	2	\$337,904	\$20,000	\$28,518	\$60,000	\$0	\$108,518	32.1%
UNDP	11	\$4,788,009	\$1,343,016	\$193,400	\$1,713,443	\$0	\$3,249,859	67.9%
UNFPA	48	\$10,723,332	\$653,626	\$1,157,830	\$2,423,244	\$262,977	\$4,497,677	41.9%
UNHCR	47	\$50,434,676	\$1,481,741	\$5,566,333	\$7,436,938	\$73,000	\$14,558,011	28.9%
UNICEF	130	\$109,795,292	\$6,312,017	\$16,340,395	\$10,163,262	\$415,895	\$33,231,569	30.3%
UNOPS	7	\$1,944,606	\$0	\$0	\$0	\$0	\$0	0.0%
UNRWA	2	\$996,435	\$0	\$0	\$0	\$0	\$0	0.0%
WFP	68	\$126,952,483	\$2,265,510	\$2,906,793	\$3,080,770	\$1,025,422	\$9,278,496	7.3%
WHO	67	\$39,796,078	\$3,540,102	\$3,341,781	\$555,917	\$845,375	\$8,283,175	20.8%
Total	473	\$426,957,056	\$19,216,628	\$33,658,631	\$28,802,289	\$2,761,971	\$84,439,519	19.8%

Reported sub-granting per partner type

Agencies were asked to report on CERF funding passed on to implementing partners according to four categories of recipients; national NGOs, international NGOs, members of the red cross or red crescent movement and government partners. Table 5 provides a summary of reported CERF funding to each type of implementing partner broken down by CERF window. As can be seen the largest share of funding went to INGOs with 40 per cent of the total, followed by NNGOs with 34 per cent, government partners with 23 per cent and members of the red cross red crescent movement with 3 per cent. The distribution on partner type is comparable over the two windows.

Table 5 - CERF 2011 Sub-granting by Type of Implementing Partner						
PARTNER TYPE	RR	% of sub-granted RR	UFE	% of sub-granted UFE	Total	% of sub-granted
Government	\$9,797,814	21.1%	\$9,418,815	24.8%	\$19,216,628	22.8%
International NGOs	\$19,216,800	41.4%	\$14,441,831	38.0%	\$33,658,631	39.9%
National NGOs	\$15,218,670	32.7%	\$13,583,619	35.8%	\$28,802,289	34.1%
Red Cross Red Crescent	\$2,236,528	4.8%	\$525,443	1.4%	\$2,761,971	3.3%
TOTAL	\$46,469,811	100%	\$37,969,708	100%	\$84,439,519	100%

Reported versus proposed sub-grants

Applications for CERF funding are requested to provide information on the portion of CERF funds that are proposed forwarded to implementing partners. This information is complimented by details in the CERF project budget. It should be noted that when agencies apply for CERF funding they may not always have firm knowledge of how and how much implementing partners will be involved in project delivery, this is especially the case for Rapid Response applications. This means that the information on implementing partners provided in CERF proposals will not necessarily be an accurate picture of the eventual involvement of partners in the implementation of CERF projects, but it is the best indication available. CERF has recorded this information in the CERF database since early 2011 which allows for an interesting comparison between proposed and

reported sub-grants for 2011 projects. Table 6 provides an overview by agency of sub-grant amounts proposed for 2011 projects compared to the actual amounts reported to CERF through the RC/HC reports.

Table 6 - Planned Versus Reported CERF Sub-granting by Agency for 2011							
AGENCY	Number of CERF projects in 2011	Proposed*		Reported**			Reported amount vs proposed (%)
		Number of projects with sub-grants	Amount of funding for sub-grants	Number of projects with sub-grants	Number of sub-grants	Total sub-granting amount	
FAO	44	24	\$5,879,221	32	150	\$6,844,648	116.4%
IOM	43	21	\$4,192,444	17	34	\$3,883,567	92.6%
UN Habitat	4	1	\$450,000	2	8	\$504,000	112.0%
UNAIDS	2	1	\$98,000	2	5	\$108,518	110.7%
UNDP	11	6	\$2,304,546	9	27	\$3,249,859	141.0%
UNFPA	48	28	\$2,955,593	30	64	\$4,497,677	152.2%
UNHCR	47	32	\$15,414,041	29	82	\$14,558,011	94.4%
UNICEF	130	84	\$34,535,356	99	379	\$33,231,569	96.2%
UNOPS	7	0	\$0	0	0	\$0	0.0%
UNRWA	2	0	\$0	0	0	\$0	0.0%
WFP	68	29	\$6,741,913	28	278	\$9,278,496	137.6%
WHO	67	27	\$7,359,228	32	65	\$8,283,175	112.6%
Total	473	253	\$79,930,342	280	1092	\$84,439,519	105.6%

* As indicated in the submitted project proposals

** As reported in the annual the RC/HC country reports

The table reveals that of the 473 CERF projects approved in 2011, 253 projects indicated that they intended to pass CERF funds onto implementing partners with a combined total of \$80 million. When comparing this to the sub-grant information reported through the RC/HC reports there appears to be a strikingly close correlation. A total of 280 projects reported sub-grants totalling \$84 million, which is only a 6 per cent deviation from the total amount originally propose. At agency level there are some variations between the proposed and reported figures, but it is generally still a reasonable close match with most agencies within a 16 per cent margin. This could conveniently lead to the conclusion that the projects that originally proposed sub-grants in their submissions now confirm this though the annual reports. However, the truth is somewhat more complicated as illustrated by the following statistics:

- Of the 253 project submissions that originally proposed sub-grants only 196 actually reported sub-grants (77 per cent).
- 57 projects that originally proposed sub-grants in the submission template did not report any sub-grants in the annual reports (23 per cent).
- Of the 220 project submissions that did not propose sub-grants originally 84 did report sub-grants in the annual reports.

In other words, between the proposed sub-grants (through 253 projects) and reported sub-grants (through 280 projects) there is a correlation of 196 projects. This also means that 141 projects have reported differently from what was indicated in the original submissions. So the close correlation emerging from table 6 is not as straight forward as it appears.

Reported sub-granting by sector

As can be seen from table 8 there is a large variation in reported sub-grants between sectors. The largest sector Food Aid only reported 8 per cent in sub-grants, which is to be expected given the nature of the grants for this sector⁴, whereas other sectors such as Protection and Water and Sanitation have reported sub-grants

⁴ Typically large components of procurement and logistics.

in excess of 44 per cent of the sectors' total CERF funding. Education, Agriculture and Health are close to the overall average of around 20 per cent of funds as sub-grants.

Table 8 - CERF Sub-granting Amounts Reported by Sector for 2011								
SECTOR	CERF projects in 2012	Amount of CERF Funding received	Reported Sub-granted amounts for implementing partners					Sub-grants' share of all CERF funds to the sector
			GOV	INGO	NNGO	RED	Total	
Economic Recovery and Infrastructure	1	\$206,938	\$0	\$193,400	\$0	\$0	\$193,400	93.5%
Protection / Human Rights / Rule of Law	53	\$19,602,606	\$953,830	\$2,230,723	\$5,306,626	\$283,000	\$8,774,179	44.8%
Water and sanitation	51	\$41,331,318	\$2,761,618	\$8,483,453	\$6,727,158	\$301,711	\$18,273,940	44.2%
Multi-sector	31	\$50,950,544	\$1,202,877	\$5,994,087	\$5,179,795	\$301,301	\$12,678,059	24.9%
Health	118	\$61,084,483	\$4,486,785	\$5,273,728	\$2,502,412	\$748,532	\$13,011,457	21.3%
Agriculture	53	\$44,040,410	\$3,768,327	\$1,673,276	\$3,480,730	\$0	\$8,922,333	20.3%
Education	12	\$6,316,473	\$221,759	\$843,834	\$179,658	\$0	\$1,245,251	19.7%
Shelter and NFI	32	\$26,479,616	\$878,500	\$1,627,675	\$1,339,482	\$0	\$3,845,657	14.5%
Health - Nutrition	53	\$60,832,049	\$2,677,422	\$4,557,183	\$1,306,630	\$198,738	\$8,739,972	14.4%
Coordination & Support Services - Logistics	10	\$4,849,914	\$400,071	\$70,734	\$0	\$0	\$470,805	9.7%
Food	44	\$98,458,992	\$1,865,439	\$2,510,540	\$2,756,804	\$928,690	\$8,061,472	8.2%
Camp Management	5	\$4,942,991	\$0	\$200,000	\$22,995	\$0	\$222,995	4.5%
Coordination & Support Services - Telecom/Data	2	\$744,813	\$0	\$0	\$0	\$0	\$0	0.0%
Coordination & Support Services - UNHAS	7	\$6,997,861	\$0	\$0	\$0	\$0	\$0	0.0%
Security	1	\$118,048	\$0	\$0	\$0	\$0	\$0	0.0%
TOTAL	473	\$426,957,056	\$19,216,628	\$33,658,631	\$28,802,289	\$2,761,971	\$84,439,519	19.8%

Reported sub-granting by country

Reporting by country saw even greater variances with respect to amounts reported as sub-grants (table 9). This likely reflects a combination of actual differences in the level of sub-grants due to the different operational contexts, but it may also reflect variations in reporting quality that is likely to be more visible along country lines. The percentages of sub-grants reported vary between 0 per cent for DPRK and Libya to more than 70 per cent in the Democratic Republic of the Congo. Six countries reported less than 10 per cent in sub-grants, 16 countries reported between 10 and 20 per cent, 15 countries between 20 and 40 per cent and eight countries reported sub-grants in excess of 40 per cent of total CERF funding received.

Table 9 - CERF Sub-granting Amounts Reported by Country for 2011								
COUNTRY	CERF projects in 2012	Amount of CERF funding received	Reported Sub-granted amounts for Implementing Partners					Sub-grants' share of all CERF funds to the country
			GOV	INGO	NNGO	RED	Total	
Democratic Republic of Congo	2	\$4,094,585	\$382,461	\$1,835,135	\$663,058	\$0	\$2,880,654	70.4%
Togo	1	\$614,332	\$11,998	\$0	\$351,317	\$0	\$363,315	59.1%
Guinea	1	\$390,012	\$0	\$22,800	\$151,250	\$25,000	\$199,050	51.0%
Nepal	2	\$1,999,994	\$0	\$480,537	\$480,891	\$1,260	\$962,688	48.1%
Benin	1	\$105,930	\$3,678	\$0	\$46,739	\$0	\$50,417	47.6%
Namibia	7	\$1,175,941	\$165,206	\$40,000	\$109,528	\$236,401	\$551,135	46.9%

Bhutan	2	\$1,605,535	\$700,500	\$0	\$0	\$0	\$700,500	43.6%
Syrian Arab Republic	12	\$3,664,730	\$1,041,625	\$0	\$245,652	\$267,765	\$1,555,042	42.4%
Zimbabwe	20	\$15,016,297	\$0	\$4,650,893	\$1,129,095	\$0	\$5,779,988	38.5%
Liberia	10	\$5,988,454	\$26,750	\$2,057,135	\$160,538	\$0	\$2,244,423	37.5%
Guatemala	9	\$2,201,628	\$16,314	\$377,325	\$404,124	\$0	\$797,762	36.2%
Congo	2	\$1,395,954	\$0	\$211,081	\$294,744	\$0	\$505,825	36.2%
Colombia	10	\$5,927,391	\$0	\$364,841	\$1,621,132	\$139,658	\$2,125,631	35.9%
Ghana	6	\$2,121,502	\$56,500	\$0	\$627,458	\$25,500	\$709,458	33.4%
Chad	28	\$22,553,084	\$455,861	\$5,217,249	\$998,863	\$0	\$6,671,973	29.6%
Philippines	20	\$10,548,935	\$958,547	\$1,170,645	\$839,222	\$0	\$2,968,415	28.1%
Central African Republic	9	\$4,999,120	\$15,187	\$1,369,039	\$0	\$0	\$1,384,226	27.7%
Kenya	15	\$22,683,472	\$923,935	\$3,898,841	\$1,116,591	\$95,929	\$6,035,295	26.6%
Occupied Palestinian territory	6	\$3,972,686	\$0	\$940,865	\$71,300	\$0	\$1,012,165	25.5%
Lesotho	6	\$4,036,468	\$719,490	\$107,540	\$0	\$183,865	\$1,010,895	25.0%
Cote d'Ivoire	33	\$16,324,871	\$159,112	\$2,498,049	\$1,300,113	\$52,263	\$4,009,536	24.6%
Nicaragua	10	\$2,030,597	\$195,570	\$241,694	\$0	\$13,296	\$450,559	22.2%
Ethiopia	22	\$46,475,653	\$6,662,650	\$496,163	\$2,778,626	\$63,917	\$10,001,355	21.5%
Mauritania	6	\$2,685,257	\$484,589	\$0	\$37,319	\$0	\$521,908	19.4%
Yemen	18	\$14,834,581	\$681,908	\$239,845	\$1,665,095	\$98,440	\$2,685,288	18.1%
Haiti	8	\$10,371,212	\$0	\$711,755	\$764,923	\$396,255	\$1,872,933	18.1%
El Salvador	11	\$2,579,188	\$161,126	\$233,467	\$32,540	\$30,000	\$457,133	17.7%
Somalia	16	\$52,953,336	\$242,872	\$2,390,766	\$6,463,175	\$187,421	\$9,284,234	17.5%
Myanmar	14	\$4,983,445	\$0	\$415,659	\$435,099	\$0	\$850,757	17.1%
Tunisia	7	\$4,997,940	\$0	\$87,894	\$0	\$744,935	\$832,829	16.7%
Burundi	6	\$3,999,812	\$0	\$245,000	\$285,290	\$119,450	\$649,740	16.2%
Bolivia	10	\$2,584,669	\$150,355	\$103,599	\$163,009	\$0	\$416,963	16.1%
Islamic Republic of Iran	2	\$2,992,466	\$0	\$0	\$472,650	\$0	\$472,650	15.8%
Djibouti	12	\$6,138,419	747692.42	0	87906.7	\$74,550	\$910,149	14.8%
Pakistan	25	\$32,370,901	\$569,830	\$1,032,791	\$2,969,597	\$0	\$4,572,218	14.1%
Sri Lanka	32	\$16,082,778	1074635.14	417944.77	766808.17	\$0	\$2,259,388	14.0%
Republic of the Sudan	16	\$18,321,205	\$1,655,971	\$630,335	\$101,880	\$0	\$2,388,186	13.0%
Mozambique	3	\$1,462,910	\$3,226	\$160,000	\$0	\$0	\$163,226	11.2%
Madagascar	8	\$5,994,126	\$399,682	\$44,972	\$213,377	\$0	\$658,032	11.0%
Cambodia	5	\$4,033,776	\$172,912	\$110,434	\$43,938	\$0	\$327,283	8.1%
South Sudan	8	\$22,766,954	\$292,830	\$413,044	\$517,679	\$0	\$1,223,553	5.4%
Niger	15	\$15,736,845	\$83,618	\$441,294	\$284,764	\$6,067	\$815,742	5.2%
Turkey	4	\$3,484,733	\$0	\$0	\$107,000	\$0	\$107,000	3.1%
Democratic People's Republic of Korea	11	\$15,410,406	\$0	\$0	\$0	\$0	\$0	0.0%
Libyan Arab Jamahiriya	2	\$1,444,890	\$0	\$0	\$0	\$0	\$0	0.0%
TOTAL	473	\$426,157,020	\$19,216,628	\$33,658,631	\$28,802,289	\$2,761,971	\$84,439,519	19.8%

Conclusion and Next Steps

It is extremely encouraging that the quality of reporting on CERF sub-grants to implementing partners has improved significantly for 2011. This indicates a strong commitment by recipient agencies to provide better reporting on the implementation of CERF grants. The greatly improved data set has allowed a much better understanding of the trends and nuances of the sub-granting of CERF funds to implementing partners than what has been possible in the past. A large and diverse dataset also lends more credibility to the findings as it likely reduces the influence of outliers and poor data.

The inclusion in the reporting template of the date of implementation start by implementing partners has added an extra dimension to the timeliness analysis. Analysis shows that this date often varies considerably from the date of first disbursement of the sub-grant to the implementing partner. This likely confirms that implementing partners may not always depend on disbursement of CERF funds through sub-grants to start activities. Although data varies considerably, in average implementation start by partners were reported as pre-dating disbursement of sub-grants. CERF will work with agencies to understand the data better.

Due to improved data the RC/HC reports for 2011 also provide evidence of a larger portion of CERF funding being passed on from recipient UN agencies to their implementing partners. Further analysis of the data may lead to a more accurate assessment of the actual amount of CERF funding being implemented by national NGOs, international NGOs, members of the red cross or red crescent movement and government partners. Based on the analysis behind this paper it has already emerged that a significant portion of sub-grants are implemented by national NGOs. The reported data also revealed large variations across agencies, sectors and countries in the amount of funding being implemented by partners.

The analysis presented in this paper has shown that there are great variations in sub-grant statistics across agencies, sectors and countries, which would caution against using only broad averages as indicators for implementing partners' involvement in CERF projects. Going forward CERF will analyse the reported data in more detail and will share its findings and the data with agency headquarters. CERF will use this as a basis for working with agencies on better understanding partnership processes around CERF grants. CERF will also continue to work with partners to ensure quality and accurate reporting on funding towards implementing partners and to understand any limitations in agencies' ability to provide the requested information.

CERF secretariat, October 2013

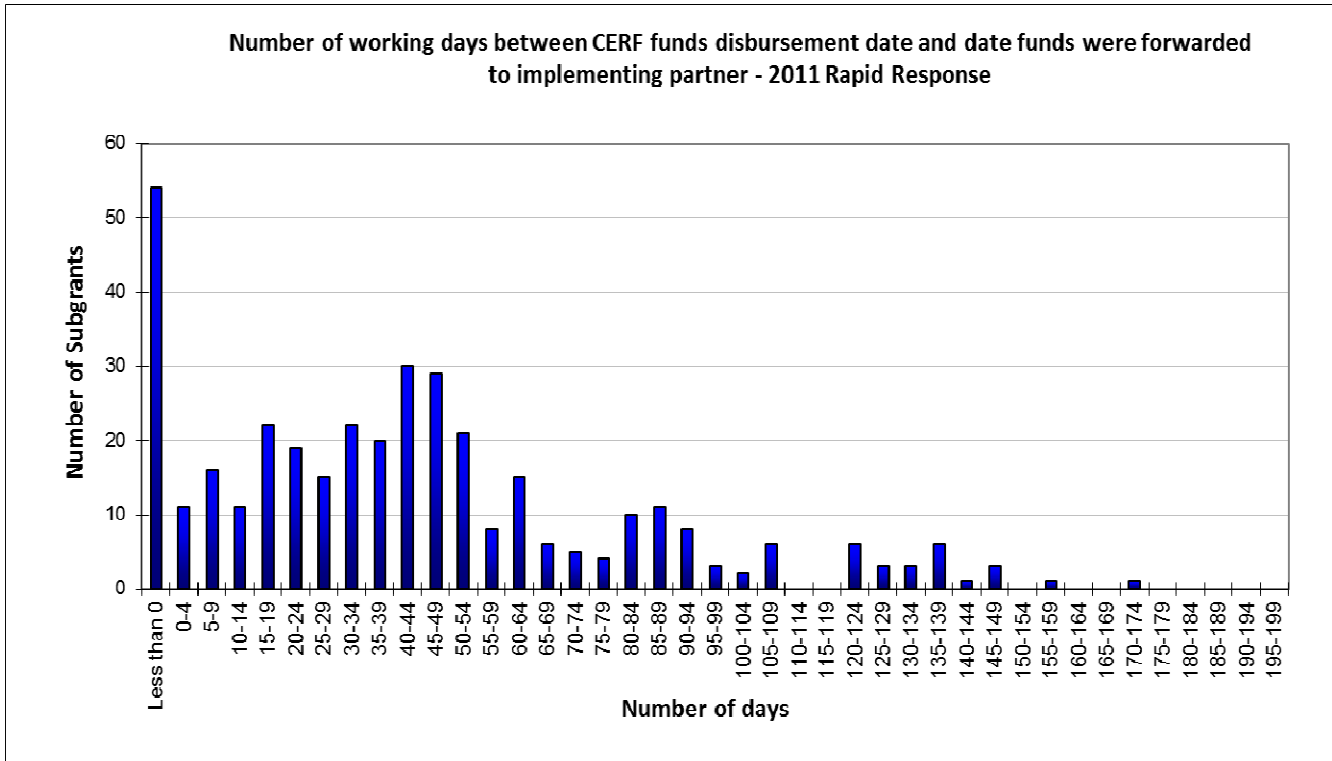


Figure A1 - Distribution of the timeliness of sub-grant disbursement in five work day increments from the date of disbursement of CERF Rapid Response grants

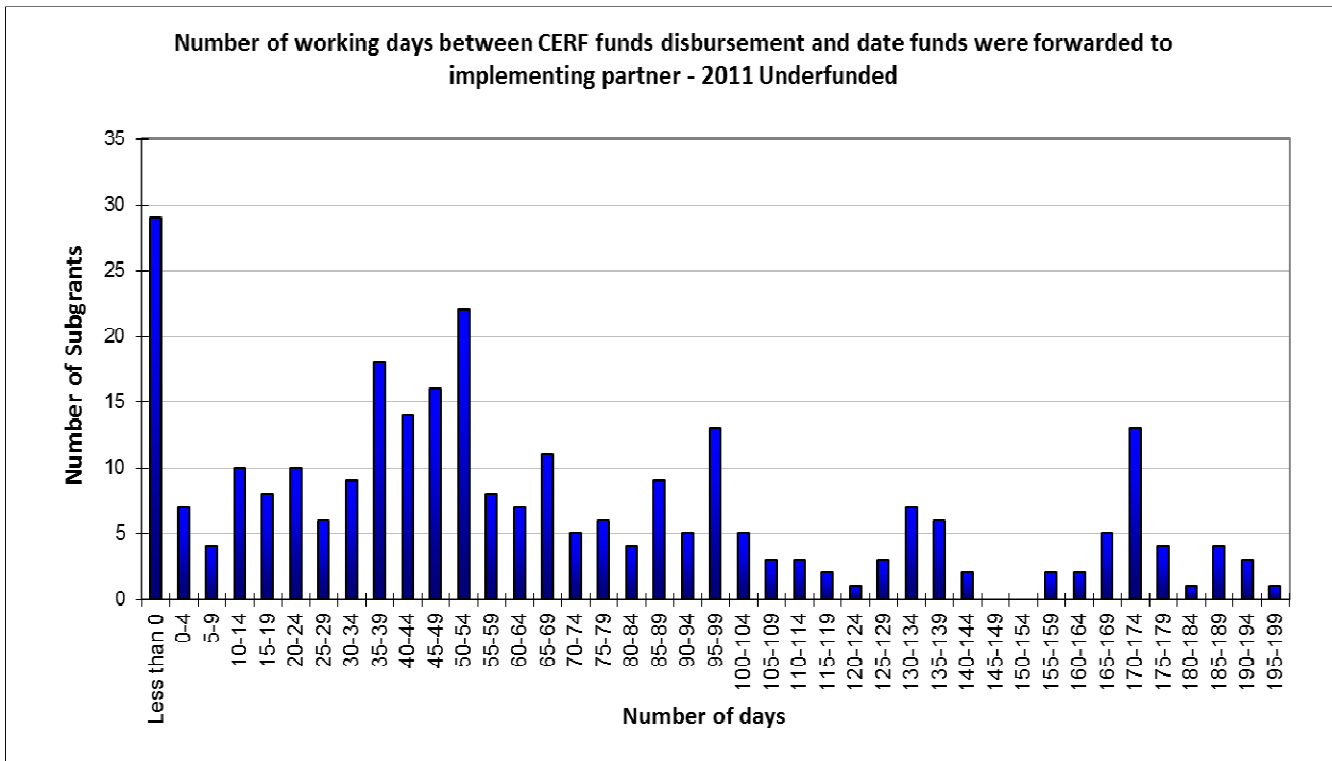


Figure A2 - Distribution of the timeliness of sub-grant disbursement in five work day increments from the date of disbursement of CERF Underfunded grants

**Number of working days between CERF funds disbursement and IP implementation start date
2011 Rapid Response**

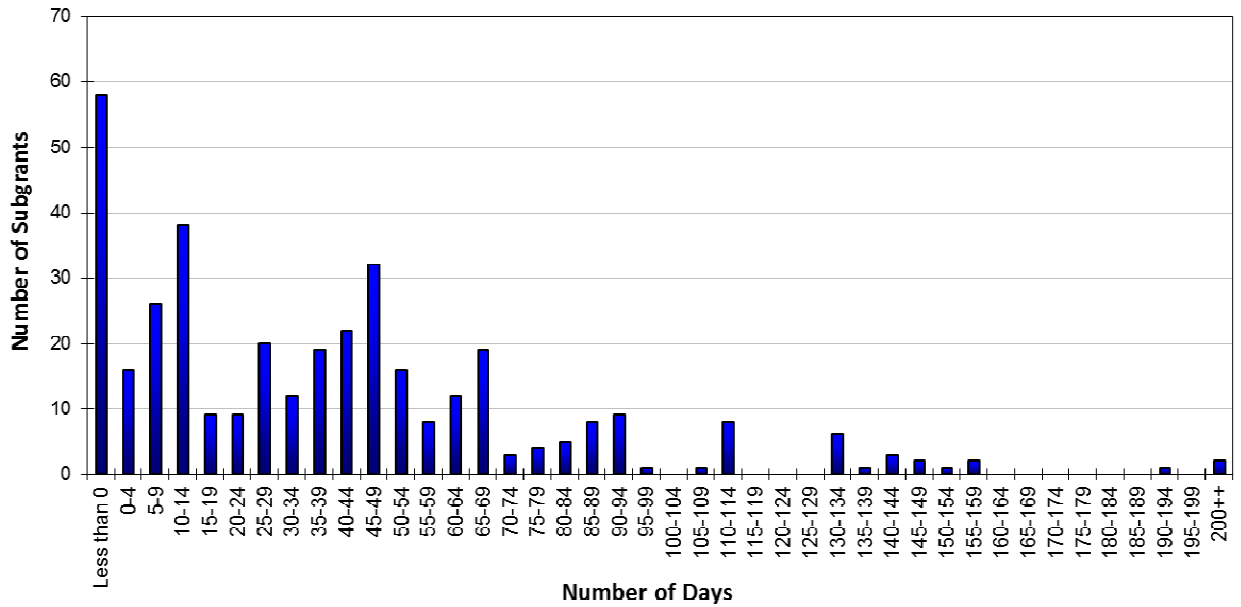


Figure A3 - Distribution of the number of working days between the disbursement of a CERF grant and the start of the IP's activities for CERF Rapid Response grants

**Number of working days between CERF funds disbursement and IP implementation start date
2011 Underfunded**

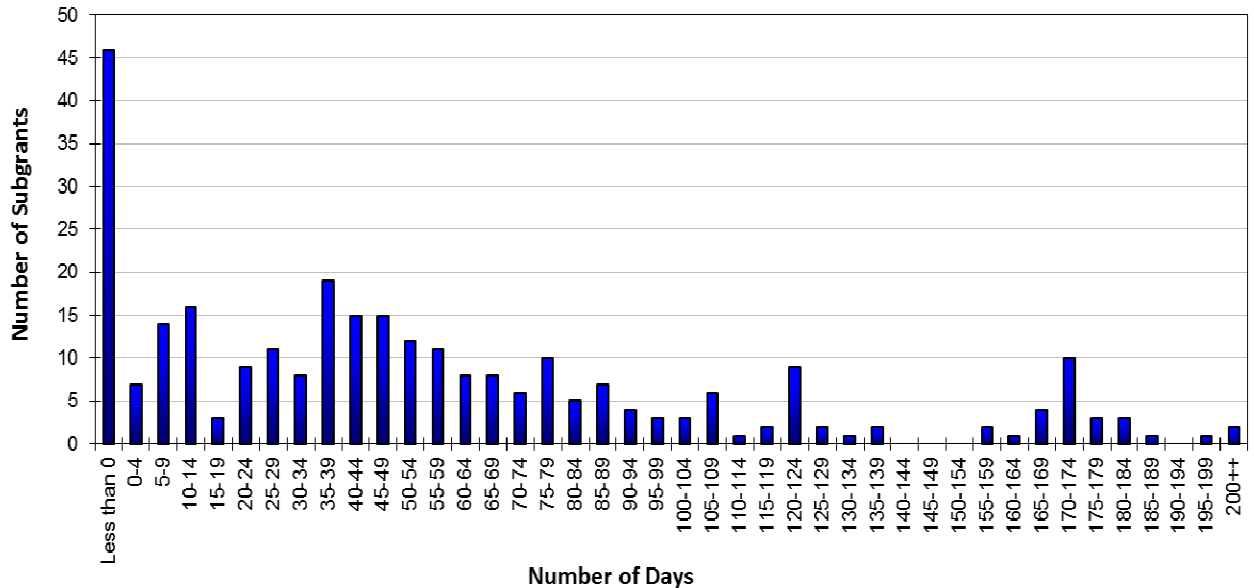


Figure A4 - Distribution of the number of working days between the disbursement of a CERF grant and the start of the IP's activities for CERF Underfunded grants

Table A1 – 2011 timeliness distribution of <u>first instalment</u> forwarded to partner									
AGENCY	Number of sub-grants reported	Rapid Response				Underfunded			
		(% of sub-grants by no. working days)				(% of sub-grants by no. working days)			
		< 10	10 – 19	20 - 39	≥ 40	< 10	10 – 19	20 - 39	≥ 40
FAO	116	20.3%	1.7%	13.6%	64.4%	10.2%	6.8%	13.6%	69.5%
IOM	30	8.3%	8.3%	16.7%	66.7%	0.0%	25.0%	50.0%	25.0%
UN Habitat	8	0.0%	0.0%	0.0%	100.0%	0.0%	0.0%	62.5%	37.5%
UNAIDS	4	-	-	-	-	0.0%	0.0%	0.0%	100.0%
UNDP	27	0.0%	0.0%	45.0%	55.0%	0.0%	0.0%	0.0%	100.0%
UNFPA	53	19.0%	14.3%	14.3%	52.4%	8.8%	0.0%	32.4%	58.8%
UNHCR	66	41.2%	2.9%	11.8%	44.1%	44.1%	8.8%	5.9%	41.2%
UNICEF	265	24.1%	10.5%	24.1%	41.4%	4.8%	2.9%	11.4%	81.0%
UNOPS	0	-	-	-	-	-	-	-	-
UNRWA	0	-	-	-	-	-	-	-	-
WFP	46	25.0%	0.0%	16.7%	58.3%	29.2%	25.0%	4.2%	41.7%
WHO	48	11.1%	25.0%	13.9%	50.0%	28.6%	0.0%	0.0%	71.4%
Total All Agencies	663	21.7%	8.8%	20.3%	49.2%	13.7%	6.2%	14.8%	65.3%

Table A1 - Distribution of agency sub-grants into timeliness intervals for time between CERF disbursement to disbursement of first instalment to implementing partner.

Table A2 – 2011 timeliness distribution of <u>implementation start</u> of sub-grants									
AGENCY	Number of sub-grants reported	Rapid Response				Underfunded			
		(% of sub-grants by no. working days)				(% of sub-grants by no. working days)			
		< 10	10 – 19	20 - 39	≥ 40	< 10	10 – 19	20 - 39	≥ 40
FAO	116	18.6%	0.0%	16.9%	64.4%	22.0%	5.1%	11.9%	61.0%
IOM	30	29.2%	4.2%	37.5%	29.2%	12.5%	0.0%	62.5%	25.0%
UN Habitat	8	0.0%	0.0%	0.0%	100.0%	0.0%	25.0%	50.0%	25.0%
UNAIDS	4	-	-	-	-	40.0%	0.0%	40.0%	20.0%
UNDP	27	10.0%	30.0%	10.0%	50.0%	0.0%	11.1%	22.2%	66.7%
UNFPA	53	52.4%	9.5%	19.0%	19.0%	8.8%	0.0%	26.5%	64.7%
UNHCR	66	85.3%	11.8%	0.0%	2.9%	85.3%	0.0%	0.0%	14.7%
UNICEF	265	19.1%	8.6%	17.3%	54.9%	6.7%	4.8%	14.3%	74.3%
UNOPS	0	-	-	-	-	-	-	-	-
UNRWA	0	-	-	-	-	-	-	-	-
WFP	46	16.7%	58.3%	12.5%	12.5%	37.5%	25.0%	4.2%	33.3%
WHO	48	16.7%	16.7%	11.1%	55.6%	28.6%	14.3%	21.4%	35.7%
Total All Agencies	663	26.7%	12.6%	16.0%	44.7%	23.0%	6.5%	16.2%	54.3%

Table A2 - Distribution of agency sub-grants into timeliness intervals for time between CERF disbursement to activity start by implementing partner.