

## **UN Agency<sup>1</sup> Sub-Granting of CERF Funds to Implementing Partners in 2012**

*CERF secretariat, October 2013*

### **1. 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 agencies 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. Reports for sub-grants under projects approved in 2012 followed the same format and were submitted in March 2013.

This paper will present an analysis of the sub-grant information gained from RC/HC reports on the use of CERF funds in 2012, including comparisons with previous years where feasible.

### **2. 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 2012. In the template for the 2011 annual report of the RC/HC, the table for listing sub-grants to implementing partners had been revised from previous years. The CERF secretariat had 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. Moreover, the reporting format for 2012 sub-grants was revised to include members of the Red Cross/Red Crescent Movement as a separate category in addition to national and international NGOs and government partners.

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

---

<sup>1</sup>The terms “UN agencies”, “UN agencies and IOM” and “agencies” are used interchangeably.

implementing partners. CERF also removed all duplicates, in-kind contributions to implementing partners and payments to private sector contractors from the dataset.

Agencies reported a total of 862 sub-grants and corresponding amounts transferred to IPs. Of these, 702 provided sufficient information to also allow for a calculation of timeliness of sub-grant disbursements. The remaining 160 sub-grants 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 preceded the date of CERF grant disbursement would 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<sup>2</sup>. In relevant graphs this data has been kept visible by grouping it under less-than-zero sections.

The number of sub-grants reported for 2012 has increased significantly relative to previous years. Compared to only 121 usable sub-grants reported for 2010 the 862 sub-grants available for 2012 represent a substantial increase and allow for a more detailed analysis than what had been previously possible. Although quantity in itself does not guarantee good quality data, it does increase the likelihood of observations being less influenced by outliers and bad data. It should, therefore, provide more credible results.

Not all 2012 CERF projects were concluded at the time of reporting (15 March 2013). For these projects the sub-grant information provided may be incomplete.

### 3. Sub-Grant Timeliness

As mentioned, 2012 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. There were 702<sup>3</sup> sub-grants with usable timeliness information reported for 2012 compared with 600 and 108 for 2011 and 2010 respectively (see table 1). Improvements also took place in the overall reported timeliness of disbursement. The average number of working days between the disbursement of a CERF grant and the disbursement of the sub-grant decreased slightly to 48.7 in 2012 from 50.5 in the previous year. The largest improvements have been made in the timeliness of sub-grants under rapid response (RR) projects the disbursement times of which have gradually decreased from 49.6 working days in 2009 to 40.5 in 2012.

Table 1- Timeliness of CERF sub-grants by Year								
YEAR	Number of CERF projects	Number of sub-grants reported*	Average number of working days from CERF disbursement to <u>first instalment forwarded to implementing partner</u>			Average number of working days from CERF disbursement to <u>estimated implementation start by partner**</u>		
			RR	UFE	All	RR	UFE	All
2009	466	172	49.6	62.8	50.7	-	-	-
2010	469	108	48.4	64.5	53.2	-	-	-
2011	472	600	41.2	62.3	50.5	39.0	50.3	44.0
2012	520	702	40.5	60.9	48.7	32.0	52.6	40.3

\*Only sub-grants with valid timeliness information have been included here.

\*\*This information was only introduced with the 2011 reporting cycle.

<sup>2</sup> Such pre-dated entries most likely relate to activities undertaken under pre-existing agreements and contracts for ongoing projects that receive CERF funds. Directly CERF related activities can only take place after the approved start date of the CERF grant, and as such the official CERF grants start date has been used for these sub-grants (i.e. zero time difference).

<sup>3</sup> A total of 862 sub-grants were reported, but only 702 had complete timeliness data.

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 towards capturing those instances where implementing partners start 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. The data indicate that for rapid response projects implementation of sub-grants begins an average of 32 working days after funds have been disbursed from the UN Secretariat to the recipient agencies, or eight days sooner than disbursement to implementing partners. The 32 working days for 2012 represent a significant decrease over the 39 days reported for 2011 grants.

Table 2a summarises average timeliness data per agency for disbursement dates to implementing partners as well as for start dates of related activities. As can be seen, there are significant variations in the timeliness measures across agencies and between CERF windows. As in previous years, UNICEF reported the most sub-grants with more than double the number of sub-grants than second placed WFP.

<b>Table 2a - Timeliness of 2012 CERF sub-grants by agency</b>							
<b>AGENCY</b>	<b>Number of sub-grants reported*</b>	<b>Average number of working days from CERF disbursement to <u>first instalment forwarded to implementing partner</u></b>			<b>Average number of working days from CERF disbursement to <u>estimated implementation start by partner</u></b>		
		<b>RR</b>	<b>UFE</b>	<b>All</b>	<b>RR</b>	<b>UFE</b>	<b>All</b>
<b>FAO</b>	84	43.0	60.8	53.2	45.7	56.7	52.0
<b>IOM</b>	8	-	66.3	66.3	-	41.0	41.0
<b>OHCHR</b>	1	9.0	-	9.0	14.0	-	14.0
<b>UN Habitat</b>	1	-	59.0	59.0	-	48.0	48.0
<b>UN Women</b>	0	-	-	-	-	-	-
<b>UNAIDS</b>	5	82.3	93.0	86.6	106.7	151.0	124.4
<b>UNDP</b>	12	71.4	35.5	59.4	64.1	34.3	54.2
<b>UNESCO</b>	0	-	-	-	-	-	-
<b>UNFPA</b>	36	45.8	54.1	51.3	44.3	61.4	55.7
<b>UNHCR</b>	70	12.0	23.1	17.8	1.8	17.6	10.1
<b>UNICEF</b>	294	44.3	79.2	55.8	31.7	65.1	42.8
<b>UNOPS</b>	2	31.0	-	31.0	36.0	-	36.0
<b>UNRWA</b>	0	-	-	-	-	-	-
<b>WFP</b>	119	34.7	58.9	42.0	29.2	56.6	37.5
<b>WHO</b>	70	44.9	55.7	49.0	35.8	34.1	35.2
<b>All Agencies</b>	<b>702</b>	<b>40.5</b>	<b>60.9</b>	<b>48.7</b>	<b>32.0</b>	<b>52.6</b>	<b>40.3</b>

\*Only sub-grants with valid timeliness information have been included here.

Table 2b provides average timeliness data per partner type by CERF window for disbursement dates as well as for start dates of related activities. The average reported times are comparable across all partner types albeit with some variations. For CERF RR grants international NGOs in average received funds and started activities sooner than other partner types. The average timeliness of RR sub-grants to national NGOs was only three days slower than for INGOs.

Table 2b - Timeliness of 2012 CERF sub-grants by implementing partner type							
PARTNER TYPE	Number of sub-grants reported*	Average number of working days from CERF disbursement to first instalment forwarded to implementing partner			Average number of working days from CERF disbursement to estimated implementation start by partner		
		RR	UFE	All	RR	UFE	All
Government	134	42.7	69.7	52.2	36.6	60.0	44.8
International NGOs	293	38.2	64.2	50.1	29.3	49.6	38.6
National NGOs	250	41.6	52.2	45.6	31.7	50.7	38.9
Red Cross / Red Crescent	25	40.8	57.3	46.0	36.3	83.0	51.2
<b>TOTAL</b>	<b>702</b>	<b>40.5</b>	<b>60.9</b>	<b>48.7</b>	<b>32.0</b>	<b>52.6</b>	<b>40.3</b>

\*Only sub-grants with valid timeliness information have been included here.

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 100 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).

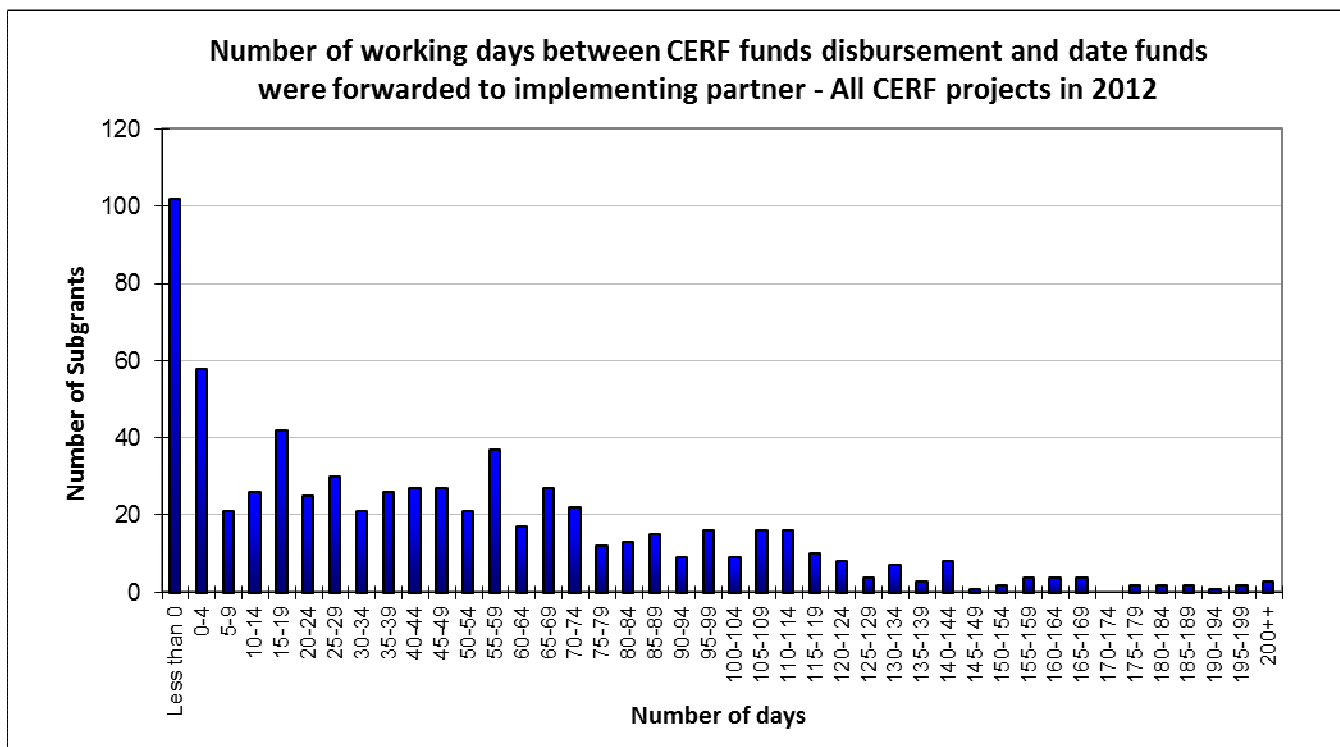


Figure 1 - Distribution of the timeliness of sub-grant disbursement in five work day increments from the date of disbursement of CERF grants (Rapid Response and Underfunded)

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 160 sub-grants reported IP start dates ahead of the disbursement of the CERF grant (over 50 per cent more than in figure 1) 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).

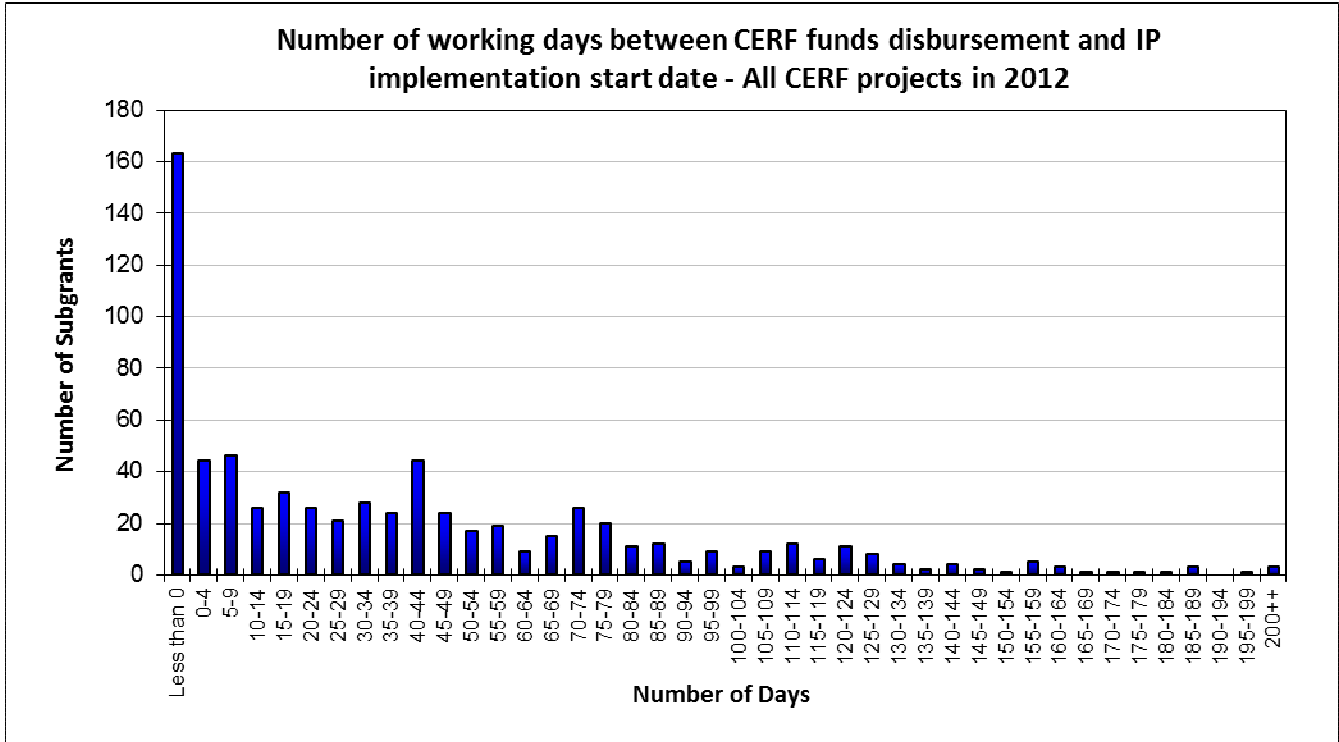


Figure 2 - Distribution of the number of working days between the disbursement of a CERF grant and the start of the IP's activities for CERF grants (Rapid Response and Underfunded)

Figure 3 below contains a scatter-gram plotting sub-grants by the start date of activities and their disbursal date. This representation plots the relationship between the two timeliness measures and maps the timeliness data of all reported sub-grants for RR and UFE.

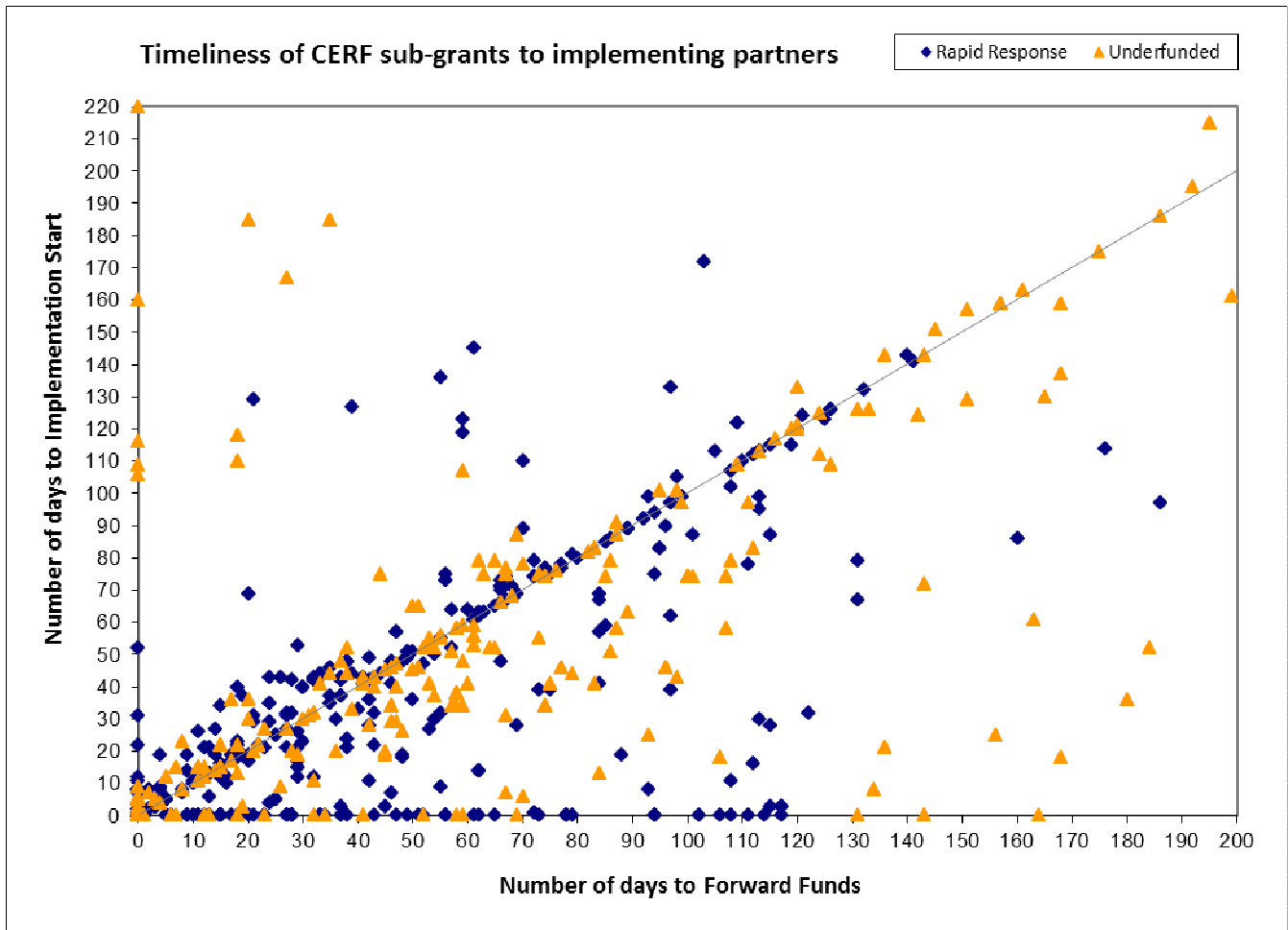


Figure 3 – Mapping of the number of working days between the disbursement of grants by CERF and the disbursement of first instalment from recipient agencies to implementing partners and the implementing start date of activities by implementing partners.

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 disbursement 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 disbursement date implying pre-financing by the IP.

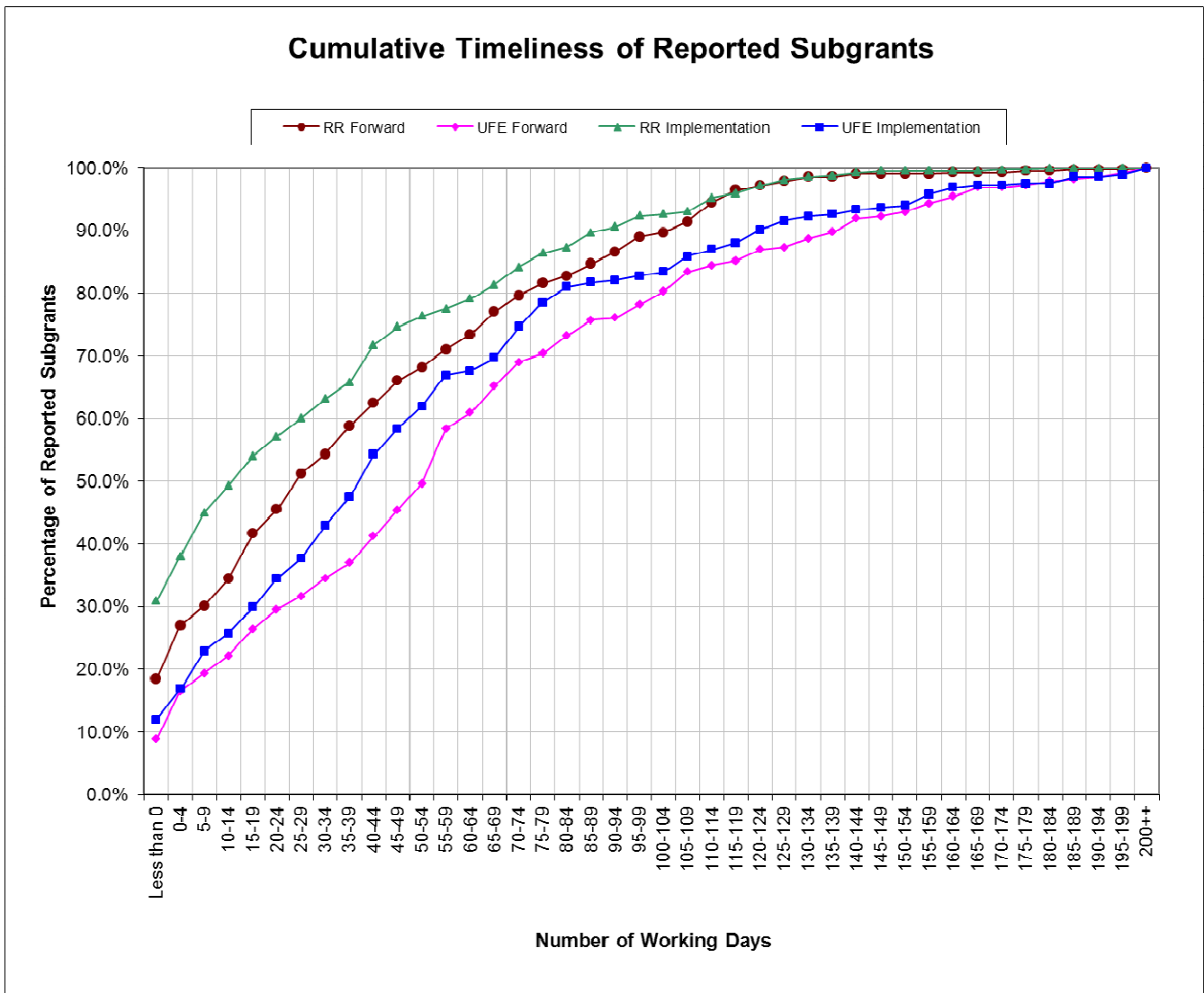


Figure4 – Cumulative timeliness of reported sub-grants by disbursement and IP start date for RR and UFE grants.

The above graph visualizes and summarizes cumulative sub-grant disbursement times and start dates for IP activities for both sub-grants made under CERF RR and UFE projects. Sub-grants made under RR-funded projects were considerably faster both in terms of disbursement of sub-grants to IPs as well as the start date of IP activities. The graph also illustrates the spread in sub-grant timeliness that lies behind the global averages. For example, while the overall average for activity start by sub-grants under RR projects is 32 working days, about 50 per cent of RR sub-grants had IPs starting activities within 12 working days of disbursement of the CERF grant, and for 43 per cent of sub-grants activities were reported as having started already within five working days. In comparison, for UFE projects only 27 per cent of sub-grants had started activities within 12 working days and it took a reported 40 working days for half the sub-grants to have started their activities.

#### 4. Sub-Grant Amounts Analysis

A discussed earlier in the document the 2012 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 520 CERF projects approved in 2012 a total of 319 projects provided useable data on amounts forwarded to

implementing partners through sub-grants. The 319 projects reported a total of 862 different sub-grants to a combined value of \$85.1 million. This represents 17.8 per cent of all CERF funds allocated in 2012 and 27.6 per cent of the funding allocated to those 319 projects that reported sub-grants. The proportion of CERF funds reported as sub-granted in 2012 is almost identical to the 2011 figure which was 17.5 per cent.

2012 reporting compared to past years

2012 saw the highest amount reported as being passed on to implementing partners since the CERF sub-grant reporting was introduced. The \$85 million reported for 2012 represents an increase over 2011 in absolute terms (from \$75 million) but proportionally the amounts were almost identical for the two years (17.5 and 17.8 per cent of total CERF funds).

As can be seen from table 3, the total amount of funding reported as passed on to implementing partners in 2009 and 2010 was considerable below the levels for 2011 and 2012. For 2009 and 2010 the number of reported sub-grants was only 171 and 121 respectively. Therefore, the increased sub-grant amounts for 2011 and 2012 likely reflect 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 four years, hovering around 30 per cent.

<b>Table 3 - CERF Sub-granting Amounts Reported by Year</b>					
<b>YEAR</b>	<b>Number of sub-grants reported</b>	<b>Total amount of CERF funds provided</b>	<b>Total amount of CERF sub-grants reported</b>	<b>Sub-granting share of those CERF projects that reported sub-grants (%)</b>	<b>Total reported sub-grants share of all CERF projects of the year (%)</b>
<b>2009</b>	172	\$397.4 million	\$12.8 million	29.40%	3.2%
<b>2010</b>	108	\$415.2 million	\$11.1 million	32.85%	2.7%
<b>2011</b>	836	\$426.2 million	\$74.7 million	36.05%	17.5%
<b>2012</b>	862	\$477.3 million	\$85.1 million	27.61%	17.8%

Reported sub-granting per agency

Fifteen agencies received a total of \$477.3 million through 520 different CERF projects in 2012. All recipient agencies except UN Women, UNESCO and UNWRA reported sub-grants in the RC/HC reports for 2012. 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).

UNICEF, the second largest recipient of CERF funds, is the agency that has reported the largest total amount forwarded to partners with \$37 million, equivalent to about 30 per cent of all CERF funding for UNICEF in 2012. Of this, the largest share went to INGOS with \$21.9 million out of \$37 million. UNOPS reported the highest percentage of CERF funding passed on to implementing partners with 42 per cent, albeit only equivalent to \$651,000. On a cautionary note, the data in the table only reflects the amounts reported and there may be many sub-grants that agencies did not report on.



Table 4 - CERF 2012 Sub-granting Amounts Reported by Agency								
AGENCY	Number of CERF projects in 2012	Total amount of CERF Funding received	Amount of CERF funding reported as sub-granted to implementing partners					Sub-grants' share of all CERF funds per agency
			GOV	INGO	NNGO	RED	Total	%
FAO	44	\$41,353,460	\$589,998	\$2,997,414	\$1,543,986	\$0	\$5,131,398	12.4%
IOM	33	\$25,889,116	\$0	\$985,260	\$68,336	\$0	\$1,053,596	4.1%
OHCHR	1	\$85,000	\$0	\$0	\$33,443	\$0	\$33,443	39.3%
UN Habitat	3	\$1,351,134	\$0	\$211,243	\$0	\$0	\$211,243	15.6%
UN Women	2	\$193,151	\$0	\$0	\$0	\$0	\$0	0.0%
UNAIDS	4	\$534,985	\$26,995	\$0	\$164,839	\$0	\$191,834	35.9%
UNDP	11	\$7,096,378	\$243,505	\$17,020	\$884,796	\$132,995	\$1,278,316	18.0%
UNESCO	1	\$180,310	\$0	\$0	\$0	\$0	\$0	0.0%
UNFPA	46	\$11,494,843	\$254,986	\$539,376	\$963,086	\$147,332	\$1,904,780	16.6%
UNHCR	54	\$70,023,500	\$1,815,591	\$14,641,127	\$2,774,267	\$1,744,512	\$20,975,497	30.0%
UNICEF	159	\$124,352,715	\$7,303,969	\$21,983,844	\$7,060,243	\$677,996	\$37,026,052	29.8%
UNOPS	2	\$1,541,055	\$0	\$651,137	\$0	\$0	\$651,137	42.3%
UNRWA	3	\$3,518,657	\$0	\$0	\$0	\$0	\$0	0.0%
WFP	78	\$136,788,354	29225	4535101.83	1807968.18	613986.21	\$6,986,281	5.1%
WHO	79	\$52,939,749	3001790	4635829	1746921	285913	\$9,670,453	18.3%
<b>TOTAL</b>	<b>520</b>	<b>\$477,342,407</b>	<b>\$13,266,059</b>	<b>\$51,197,352</b>	<b>\$17,047,885</b>	<b>\$3,602,734</b>	<b>\$85,114,031</b>	<b>17.8%</b>

*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/Red Crescent Movement and government partners. Table 5a 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 60 per cent of the total followed by NNGOs with 20 per cent. Government partners and the Red Cross/Red Crescent movement came in third and fourth receiving 15.6 and 4.2 per cent respectively. The distribution on partner type is comparable over the two windows.

Table 5a - CERF 2012 Sub-granting by Type of Implementing Partner						
PARTNER TYPE	RR	% of sub-granted RR	UFE	% of sub-granted UFE	Total	% of sub-granted
Government	\$8,217,765	16.4%	\$5,048,294	14.4%	\$13,266,059	15.6%
International NGOs	\$29,596,613	59.0%	\$21,600,739	61.8%	\$51,197,352	60.2%
National NGOs	\$9,746,244	19.4%	\$7,301,641	20.9%	\$17,047,885	20.0%
Red Cross / Red Crescent	\$2,593,975	5.2%	\$1,008,759	2.9%	\$3,602,734	4.2%
<b>TOTAL</b>	<b>\$50,154,598</b>	<b>100%</b>	<b>\$34,959,433</b>	<b>100%</b>	<b>\$85,114,031</b>	<b>100%</b>

Table 5b provides an overview of the average sub-grant size by partner type and window and also gives an overview of the number of sub-grants reported in this respect. Most sub-grants were reported towards international NGOs (348) closely followed by national NGOs (304). Sixty per cent of all sub-grants were reported under the RR window (511). Under this window international and national NGOs were almost equally represented with respect to the number of sub-grants. Under the UFE window sub-grants to INGOs are dominating in numbers and account for 45 per cent of all sub-grants reported. The overall average of sub-grants was close to \$100,000. On average international NGOs received the largest grant size with \$147,119 and national NGOs the smallest with \$55,895. The averages by partner type are similar across the two windows.

PARTNER TYPE	RR		UFE		Total	
	Number of Sub-grants	Average amount	Number of Sub-grants	Average amount	Number of Sub-grants	Average amount
<b>Government</b>	112	\$73,373	63	\$80,132	175	\$75,806
<b>International NGOs</b>	191	\$154,956	157	\$137,584	348	\$147,119
<b>National NGOs</b>	184	\$52,969	121	\$60,344	305	\$55,895
<b>Red Cross / Red Crescent</b>	24	\$108,082	10	\$100,876	34	\$105,963
<b>TOTAL</b>	<b>511</b>	<b>\$98,150</b>	<b>351</b>	<b>\$99,600</b>	<b>862</b>	<b>\$98,740</b>

*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 complemented 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<sup>4</sup>. It allows for an interesting comparison between proposed and reported sub-grants for projects. Table 6 provides an overview by agency of sub-grant amounts proposed for 2012 projects compared to the actual amounts reported to CERF through the RC/HC reports.

AGENCY	Number of CERF projects in 2012	Proposed*		Reported**			Reported amount vs proposed (%)
		Projects with sub-grants	Amount of funding for sub-grants	Projects with sub-grants	Number of sub-grants	Total sub-granting amount	
<b>FAO</b>	44	33	\$5,523,042	34	145	\$5,131,398	92.9%
<b>IOM</b>	33	11	\$1,580,728	4	9	\$1,053,596	66.7%
<b>OHCHR</b>	1	1	\$38,000	1	1	\$33,443	88.0%
<b>UN Habitat</b>	3	1	\$59,304	1	1	\$211,243	356.2%
<b>UN Women</b>	2	2	\$131,215	0	0	\$0	0.0%
<b>UNAIDS</b>	4	2	\$132,734	3	6	\$191,834	144.5%
<b>UNDP</b>	11	7	\$2,126,035	6	12	\$1,278,316	60.1%
<b>UNESCO</b>	1	1	\$94,724	0	0	\$0	0.0%
<b>UNFPA</b>	46	32	\$2,451,952	24	49	\$1,904,780	77.7%
<b>UNHCR</b>	54	40	\$17,578,370	38	77	\$20,975,497	119.3%
<b>UNICEF</b>	159	115	\$44,770,678	121	326	\$37,026,052	82.7%
<b>UNOPS</b>	2	2	\$1,116,408	1	2	\$651,137	58.3%
<b>UNRWA</b>	3	0	\$0	0	0	\$0	0.0%
<b>WFP</b>	78	55	\$8,205,635	45	147	\$6,986,281	85.1%
<b>WHO</b>	79	42	\$8,416,800	41	87	\$9,670,453	114.9%
<b>TOTAL</b>	<b>520</b>	<b>344</b>	<b>\$92,225,625</b>	<b>319</b>	<b>862</b>	<b>\$85,114,031</b>	<b>92.3%</b>

\* As indicated in the submitted project proposals

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

<sup>4</sup> The database enhancement necessary for accommodating sub-granting information was only implemented in early February 2011.

The table reveals that of the 520 CERF projects approved in 2012, 344 projects indicated that they intended to pass CERF funds on to implementing partners with a combined total of \$92.2 million. When comparing this to the sub-grant information gained from the RC/HC reports there appears to be a strikingly close correlation. A total of 319 projects reported sub-grants totalling \$85.1 million, which is only a 7.6 per cent deviation from the total amount originally proposed. 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 10 - 15 per cent margin for the larger recipients<sup>5</sup>.

A closer analysis of the projects that proposed use of implementing partners and those that actually reported sub-grants reveal the following correlation:

- Of the 344 project submissions that originally proposed sub-grants 278 actually reported sub-grants (81 per cent).
- 66 projects that originally proposed sub-grants in the submission template did not report any sub-grants in the annual reports (19 per cent).
- Of the 176 project submissions that did not propose sub-grants originally 42 did report sub-grants in the annual reports.

In other words, between the proposed sub-grants (through 344 projects) and reported sub-grants (through 319 projects) there is a correlation of 278 projects whereas 108 projects have reported differently from what was indicated in the original submissions. Although this does represent a degree of inconsistency with respect to proposed versus reported partnership arrangements, it still constitutes a markedly closer correlation than what was observed in previous years.

#### Reported sub-grants across sectors and countries

As can be seen from table 7 there is a large variation in reported sub-grants between sectors. The largest sector, Food Aid, only reported 5.7 per cent in sub-grants. This is to be expected given the nature of the grants for this sector<sup>6</sup>. Similarly, Agriculture stands at only 12.4 per cent. Other sectors, such as Protection and Water and Sanitation, have reported sub-grants in excess of 30 per cent of the sectors' total CERF funding.

Table 7 also shows that NNGOs was the leading implementing partner group for CERF projects under the Protection sector where they are reported as the largest recipients of sub-grants ahead of INGOs. Government partners were the largest sub-grant recipients under CERF Education projects accounting for close to half of all sub-granted funds reported in this sector.

Table 7 - CERF Sub-granting Amounts Reported by Sector for 2012								
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	
Agriculture	43	\$41,242,184	\$589,998	\$2,997,414	\$1,543,986	\$0	\$5,131,398	12.4%
Camp Management	3	\$5,919,394	\$0	\$337,381	\$0	\$0	\$337,381	5.7%
Coordination & Support Services - Logistics	6	\$3,540,421	\$0	\$453,688	\$0	\$0	\$453,688	12.8%
Coordination & Support Services – Telecom/Data	1	\$324,230	\$0	\$0	\$0	\$0	\$0	0.0%
Coordination & Support	6	\$7,456,402	\$0	\$0	\$0	\$0	\$0	0.0%

<sup>5</sup> It should be noted that not all 2012 CERF projects were concluded at the time of reporting (15 March 2013) and for these projects the reported sub-grant information provided may be incomplete which may account for some of the differences.

<sup>6</sup> Typically large components of procurement and logistics.

Services - UNHAS								
Economic Recovery and Infrastructure	4	\$2,816,630	\$0	\$17,020	\$475,421	\$0	\$492,441	17.5%
Education	14	\$5,802,643	\$859,936	\$485,162	\$381,987	\$0	\$1,727,085	29.8%
Food	57	\$114,490,047	\$861	\$4,228,968	\$1,708,185	\$607,208	\$6,545,222	5.7%
Health	133	\$77,690,736	\$4,798,149	\$5,305,241	\$3,223,007	\$1,500,794	\$14,827,190	19.1%
Health Nutrition	55	\$52,107,426	\$1,548,942	\$5,254,685	\$1,024,996	\$6,778	\$7,835,401	15.0%
Mine Action	2	\$1,604,299	\$0	\$651,137	\$0	\$0	\$651,137	40.6%
Multisector	34	\$51,106,339	\$2,113,957	\$13,308,036	\$1,659,039	\$368,899	\$17,449,931	34.1%
Protection, Human Rights, Rule of Law	66	\$19,723,065	\$828,961	\$2,461,807	\$2,465,772	\$301,843	\$6,058,383	30.7%
Security	1	\$83,764					\$0	0.0%
Shelter and non-food items	36	\$38,221,530	\$243,505	\$4,689,708	\$378,886	\$305,433	\$5,617,532	14.7%
Water and sanitation	59	\$5,213,297	\$2,281,750	\$11,007,106	\$4,186,607	\$511,779	\$17,987,242	32.6%
<b>TOTAL</b>	<b>520</b>	<b>\$477,342,407</b>	<b>\$13,266,059</b>	<b>\$51,197,352</b>	<b>\$17,047,885</b>	<b>\$3,602,734</b>	<b>\$85,114,031</b>	<b>17.8%</b>

Reporting by country saw even greater variances with respect to amounts reported as sub-grants (table 8). 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 Cuba, Guatemala, Togo and Turkey to more than 83 per cent in Kenya. Twelve countries reported fewer than 10 per cent in sub-grants, 15 countries reported between 10 and 20 per cent, 16 countries between 20 and 40 per cent and five countries reported sub-grants in excess of 40 per cent of total CERF funding received.

**Table 8 - CERF Sub-granting Amounts Reported by Country for 2012**

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	
Afghanistan	7	\$9,995,396	\$0	\$2,539,544	\$0	\$0	\$2,539,544	25.4%
Angola	3	\$5,102,132	\$45,955	\$992,087	\$0	\$0	\$1,038,042	20.3%
Burkina Faso	14	\$14,869,587	\$448,167	\$139,067	\$285,747	\$0	\$872,981	5.9%
Burundi	3	\$1,986,269	\$99,982	\$5,350	\$6,850	\$43,116	\$155,298	7.8%
Cameroon	11	\$10,799,522	\$909,869	\$873,008	\$75,581	\$31,622	\$1,890,080	17.5%
Central African Republic	13	\$7,991,212	\$3,780	\$1,903,576	\$0	\$12,000	\$1,919,356	24.0%
Chad	21	\$14,781,195	\$364,809	\$1,847,469	\$1,695,702	\$23,595	\$3,931,575	26.6%
Colombia	10	\$4,084,143	\$0	\$118,844	\$372,476	\$85,913	\$577,233	14.1%
Comoros	7	\$2,522,639	\$670,953	\$0	\$161,838	\$12,816	\$845,607	33.5%
Congo	26	\$10,918,177	\$299,227	\$1,804,135	\$846,369	\$200,000	\$3,149,731	28.8%
Congo, The Democratic Republic of the	18	\$31,486,288	\$461,528	\$9,088,823	\$626,486	\$419,700	\$10,596,537	33.7%
Cote d'Ivoire	19	\$9,484,255	\$99,985	\$1,493,645	\$491,260	\$168,213	\$2,253,103	23.8%
Cuba	7	\$5,522,753	\$0	\$0	\$0	\$0	\$0	0.0%
Djibouti	7	\$4,019,325	\$101,006	\$456,000	\$113,854	\$0	\$670,860	16.7%
Eritrea	7	\$7,290,540	\$1,358,035	\$0	\$68,133	\$0	\$1,426,168	19.6%

Ethiopia	7	\$13,984,781	\$570,216	\$923,154	\$131,967	\$0	\$1,625,336	11.6%
Gambia	5	\$4,834,117	\$93,882	\$0	\$0	\$0	\$93,882	1.9%
Ghana	2	\$312,440	\$127,216	\$0	\$21,886	\$0	\$149,102	47.7%
Guatemala	5	\$1,654,130	\$0	\$0	\$0	\$0	\$0	0.0%
Guinea	2	\$1,126,380	\$117,012	\$19,500	\$88,443	\$114,909	\$339,864	30.2%
Haiti	16	\$11,897,489	\$241,590	\$1,101,039	\$0	\$0	\$1,342,629	11.3%
Iraq	5	\$2,567,704	\$0	\$776,235	\$371,122	\$0	\$1,147,357	44.7%
Jordan	8	\$3,994,809	\$48,600	\$573,509	\$610,686	\$0	\$1,232,795	30.9%
Kenya	2	\$2,000,830	\$0	\$1,341,104	\$326,061	\$0	\$1,667,165	83.3%
Korea, Democratic People's Republic of	9	\$12,920,667	\$14,770	\$0	\$0	\$0	\$14,770	0.1%
Lebanon	7	\$2,978,910	\$0	\$836,998	\$29,043	\$0	\$866,041	29.1%
Lesotho	6	\$6,220,011	\$0	\$274,619	\$0	\$0	\$274,619	4.4%
Madagascar	9	\$1,999,893	\$149,886	\$68,921	\$120,911	\$0	\$339,718	17.0%
Mali	21	\$13,954,347	\$372,903	\$1,490,072	\$306,372	\$127,850	\$2,297,197	16.5%
Mauritania	15	\$8,965,820	\$590,670	\$400,143	\$320,776	\$4,370	\$1,315,959	14.7%
Myanmar	25	\$16,651,567	\$378,484	\$482,837	\$1,475,310	\$40,000	\$2,376,631	14.3%
Nepal	6	\$4,997,385	\$233,472	\$673,093	\$486,397	\$19,231	\$1,412,193	28.3%
Niger	15	\$24,609,716	\$0	\$396,802	\$507,454	\$48,796	\$953,053	3.9%
Pakistan	41	\$36,736,840	\$1,066,584	\$1,032,649	\$3,456,254	\$0	\$5,555,487	15.1%
Paraguay	6	\$2,577,014	\$0	\$579,963	\$0	\$132,995	\$712,958	27.7%
Peru	9	\$2,221,613	\$252,356	\$0	\$159,463	\$0	\$411,819	18.5%
Philippines	18	\$13,010,727	\$354,885	\$404,713	\$1,032,129	\$0	\$1,791,727	13.8%
Republic of the Sudan	14	\$20,158,449	\$609,922	\$3,959,231	\$236,500	\$8,856	\$4,814,509	23.9%
Rwanda	4	\$3,077,082	\$29,311	\$1,229,978	\$126,779	\$0	\$1,386,068	45.0%
Senegal	4	\$6,932,070	\$183,579	\$355,711	\$70,000	\$415,969	\$1,025,259	14.8%
Sierra Leone	2	\$2,461,235	\$118,998	\$658,345	\$31,786	\$43,127	\$852,256	34.6%
South Sudan	18	\$40,044,091	\$769,197	\$7,250,382	\$392,751	\$0	\$8,412,330	21.0%
Sri Lanka	3	\$1,994,899	\$137,375	\$0	\$0	\$0	\$137,375	6.9%
Syrian Arab Republic	28	\$36,476,732	\$356,922	\$0	\$1,127,597	\$1,360,131	\$2,844,650	7.8%
Togo	4	\$686,120	\$0	\$0	\$0	\$0	\$0	0.0%
Turkey	3	\$2,086,822	\$0	\$0	\$0	\$0	\$0	0.0%
Uganda	7	\$6,887,544	\$865,193	\$1,101,373	\$0	\$289,525	\$2,256,091	32.8%
Yemen	20	\$23,460,436	\$719,740	\$3,028,424	\$512,542	\$0	\$4,260,706	18.2%
Zimbabwe	1	\$2,006,304	\$0	\$977,010	\$361,360	\$0	\$1,338,370	66.7%
<b>TOTAL</b>	<b>520</b>	<b>\$477,342,407</b>	<b>\$13,266,059</b>	<b>\$51,197,352</b>	<b>\$17,047,885</b>	<b>\$3,602,734</b>	<b>\$85,114,031</b>	<b>17.8%</b>

## 5. Conclusion and Next Steps

It is extremely encouraging that the quality of reporting on CERF sub-grants to implementing partners has shown continued improvement for 2012. This indicates an increasing commitment by recipient agencies to provide better reporting on the implementation of CERF grants. As in the previous year, the improved data set allows for reasonable understanding of the trends and nuances of the sub-granting of CERF funds to

implementing partners. A large and diverse dataset also lends more credibility to the findings as it likely reduces the influence of outliers and poor data.

The analysis of the start dates of IP activities shows that this date often varies considerably from the date of first disbursement of the sub-grant to the IP. 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.

Due to improved data the RC/HC reports for 2012 and 2011 also provide evidence of a larger portion of CERF funding being passed on from recipient UN agencies to their implementing partners. The reported sub-grants still falls short of what was proposed in the original CERF submissions and 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 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 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.

CERF has recently changed the schedule for RC/HCs' narrative CERF reporting from a fixed annual deadline (15 March) to a rolling reporting schedule where RC/HCs and recipient agencies will report on the use of CERF funds within three months of grant expiration. With this new approach CERF will receive reports on a rolling basis and will be in a better position to constructively engage partners to ensure the quality and accuracy of reported sub-grant data. It will also enable CERF to analyse information continuously and closer to real time. CERF will use this as a basis for working with agencies on better understanding partnership processes around CERF grants and to understand any limitations in agencies' ability to provide the requested information.

6. Annex

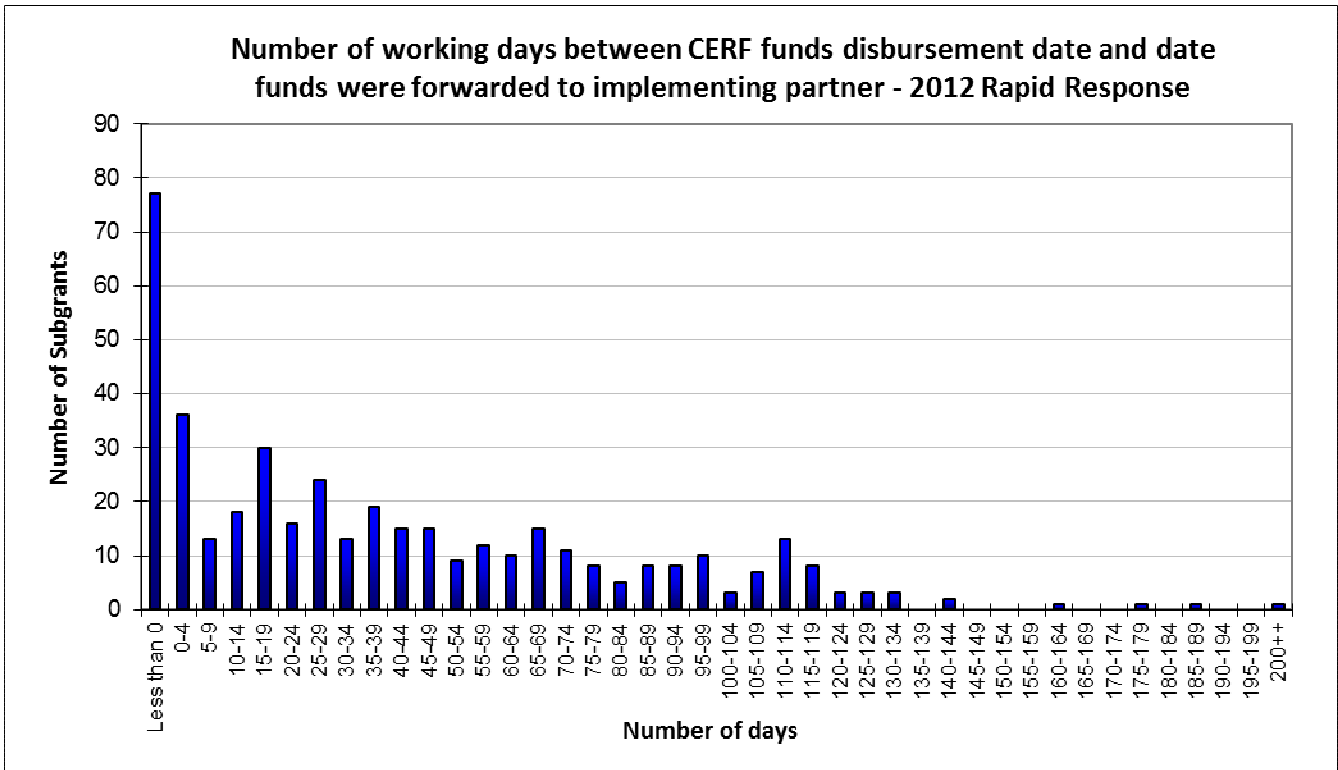


Figure A1 - Distribution of the timeliness of sub-grant disbursement in five work day increments from the date of disbursement of CERF Rapid Response grants

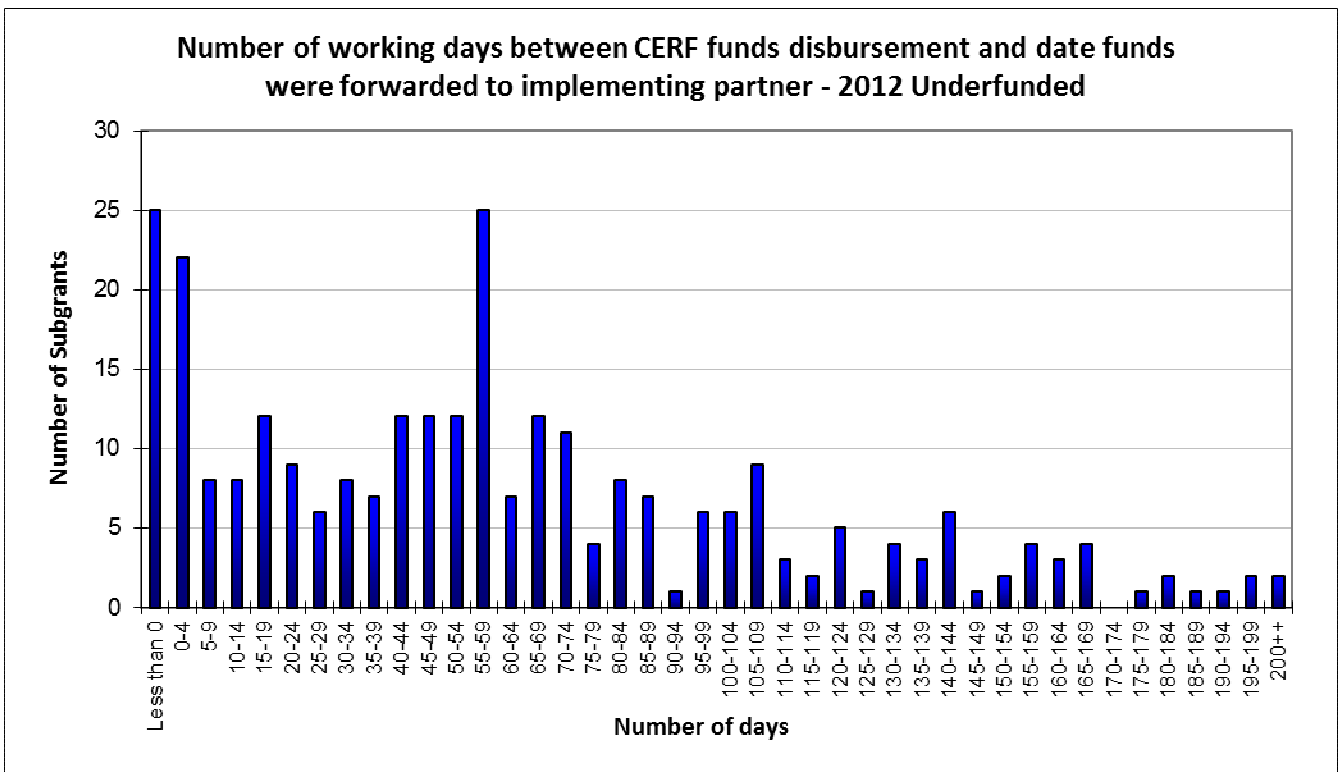


Figure A2 - Distribution of the timeliness of sub-grant disbursement in five work day increments from the date of disbursement of CERF Underfunded grants

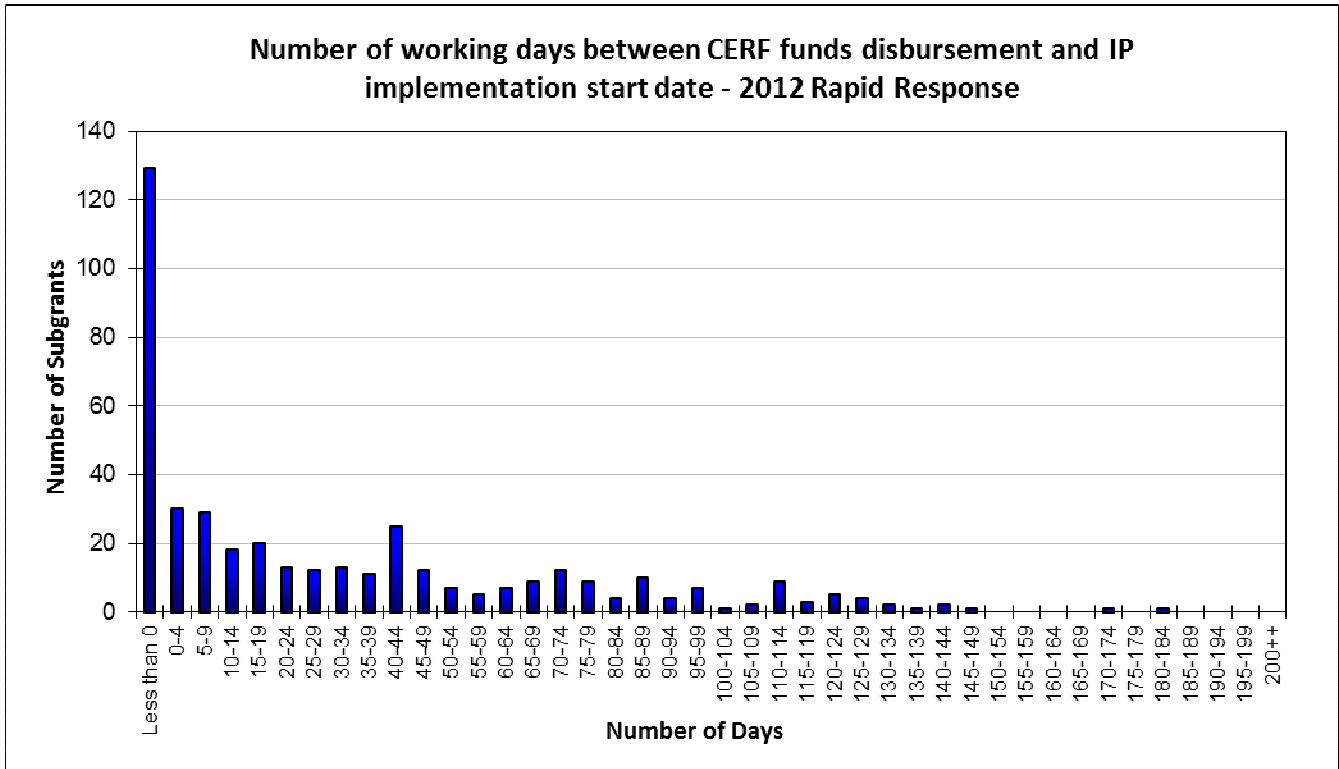


Figure A3 - Distribution of the number of working days between the disbursement of a CERF grant and the start of the IP's activities for CERF Rapid Response grants

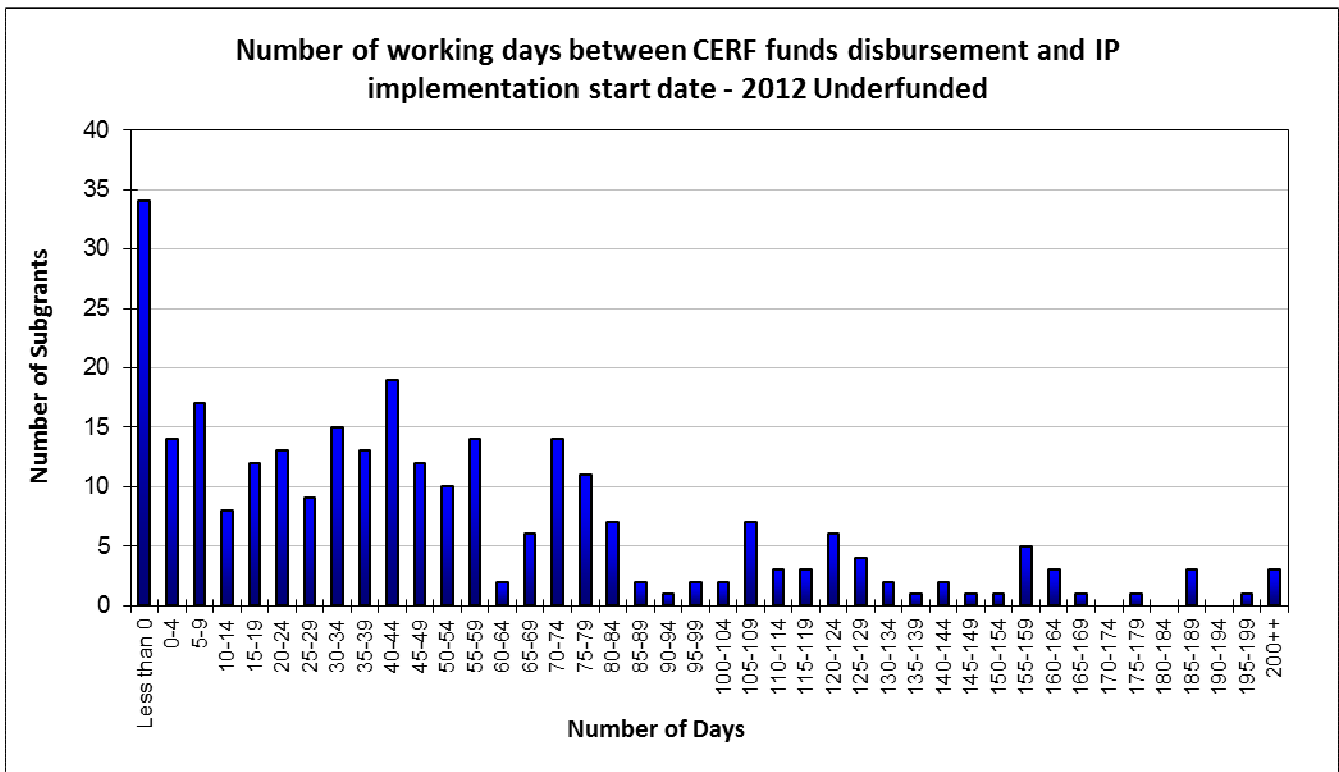


Figure A4 - Distribution of the number of working days between the disbursement of a CERF grant and the start of the IP's activities for CERF Underfunded grants



Table A1- 2012 Timeliness distribution for first instalment 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	84	27.8%	5.6%	30.6%	36.1%	2.1%	2.1%	16.7%	79.2%
IOM	8	-	-	-	-	0.0%	12.5%	0.0%	87.5%
OHCHR	1	100.0%	0.0%	0.0%	0.0%	-	-	-	-
UN Habitat	1	-	-	-	-	0.0%	0.0%	0.0%	100.0%
UN Women	0	-	-	-	-	-	-	-	-
UNAIDS	5	0.0%	0.0%	0.0%	100.0%	50.0%	0.0%	0.0%	50.0%
UNDP	12	25.0%	0.0%	0.0%	75.0%	25.0%	0.0%	50.0%	25.0%
UNESCO	0	-	-	-	-	-	-	-	-
UNFPA	36	25.0%	8.3%	8.3%	58.3%	25.0%	16.7%	12.5%	45.8%
UNHCR	70	72.7%	3.0%	12.1%	12.1%	54.1%	10.8%	13.5%	21.6%
UNICEF	294	22.3%	13.7%	18.3%	45.7%	10.3%	5.2%	10.3%	74.2%
UNOPS	2	0.0%	50.0%	0.0%	50.0%	-	-	-	-
UNRWA	0	-	-	-	-	-	-	-	-
WFP	119	34.9%	9.6%	18.1%	37.3%	25.0%	5.6%	5.6%	63.9%
WHO	70	30.2%	18.6%	11.6%	39.5%	25.9%	11.1%	0.0%	63.0%
<b>Total All Agencies</b>	<b>702</b>	<b>30.1%</b>	<b>11.5%</b>	<b>17.2%</b>	<b>41.1%</b>	<b>19.4%</b>	<b>7.0%</b>	<b>10.6%</b>	<b>63.0%</b>

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 - Timeliness of implementation start of sub-grants for 2012									
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	84	27.8%	11.1%	16.7%	44.4%	6.3%	2.1%	12.5%	79.2%
IOM	8	-	-	-	-	0.0%	12.5%	12.5%	75.0%
OHCHR	1	0.0%	100.0%	0.0%	0.0%	-	-	-	-
UN Habitat	1	-	-	-	-	0.0%	0.0%	0.0%	100.0%
UN Women	0	-	-	-	-	-	-	-	-
UNAIDS	5	0.0%	0.0%	0.0%	100.0%	0.0%	0.0%	0.0%	100.0%
UNDP	12	25.0%	0.0%	12.5%	62.5%	25.0%	0.0%	25.0%	50.0%
UNESCO	0	-	-	-	-	-	-	-	-
UNFPA	36	25.0%	8.3%	8.3%	58.3%	25.0%	8.3%	16.7%	50.0%
UNHCR	70	90.9%	6.1%	3.0%	0.0%	73.0%	0.0%	13.5%	13.5%
UNICEF	294	45.2%	9.1%	13.2%	32.5%	16.5%	9.3%	12.4%	61.9%
UNOPS	2	0.0%	0.0%	50.0%	50.0%	-	-	-	-
UNRWA	0	-	-	-	-	-	-	-	-
WFP	119	51.8%	4.8%	3.6%	39.8%	16.7%	8.3%	33.3%	41.7%
WHO	70	25.6%	18.6%	23.3%	32.6%	22.2%	14.8%	33.3%	29.6%
<b>Total All Agencies</b>	<b>702</b>	<b>45.0%</b>	<b>9.1%</b>	<b>11.7%</b>	<b>34.2%</b>	<b>22.9%</b>	<b>7.0%</b>	<b>17.6%</b>	<b>52.5%</b>

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