

# 6

## Good Humanitarian Donorship (GHD) Indicators Report, 2006

The GHD initiative agreed that it would produce a set of indicators to monitor collective progress against the seven objectives set out in its workplan.<sup>1</sup> These objectives are to:

- identify five priorities for good donor practice at field level
- increase the availability of adequate, flexible and predictable financing for humanitarian response
- strengthen the monitoring of official aid flows
- promote the harmonisation of reporting to donors, and the management requirements they impose
- monitor the effect of the GHD initiative on humanitarian policy and practice
- achieve greater coherence between donors in protracted crises
- raise awareness and increase support for GHD among donors and NGOs.

### At the GHD meeting in New York in July 2005 the Chair reported that:

“With respect to the collective indicators, while recognizing that the proposed set of indicators was not perfect, participants agreed that the next logical step would be to test them so that they could subsequently be enhanced. As such, it was agreed that they should be integrated into the next version of Development Initiative’s *Global Humanitarian Assistance Report* thereby allowing a means to track progress against them. Participants committed to including an indicator on reporting as well as to consider including one that would track commitments (pledges) versus contributions actually made in the next version of the collective indicators paper. Finally, it was agreed that the indicator on the use by agencies of the needs analysis framework (NAF) would be exported to the UK benchmarking exercise currently underway.”

Development Initiatives tested the collective indicators on the 2004 data and recommended some adjustments.<sup>2</sup> This chapter provides figures on performance against the collective indicators in 2005, the comparative figures for 2004 and a summary of the definitions and methodology used for each indicator.

It should be noted that 2005 was in many ways an exceptional year with very large funding flows to Sudan and tsunami-affected countries, which may skew some of the outcomes, particularly on the share of funding to the least-funded countries.

1. See: [www.goodhumanitariandonorship.org/workplan.asp](http://www.goodhumanitariandonorship.org/workplan.asp)

2. Please contact Development Initiatives for a copy of this paper.

## 6.1 Summary of GHD indicators and results

**Figure 6.1 Summary of 2004/05 performance against the original GHD indicators**

Original indicator as defined by GHD		Summary of results
<b>Flexibility and timeliness</b>		
1a	Total donor funds committed to ongoing crises between 1 January and 31 March as a share of total funds committed to those crises during the calendar year	34% of annual funds for ongoing crises were committed in the first quarter of 2005 compared with 19% in 2004
1b	Amounts committed to individual onset disasters within the first month as a share of the total funds committed to individual disasters up to six months after the disaster declaration	76% of the funds committed in the six months following sudden onset disasters were committed in the first month in 2005, compared with 47% in 2004
	Amounts committed to all onset disasters in the first month as a share of the total committed in the year following the disaster declaration	74% of the funds committed in the full year following onset disasters were committed within the first month in 2005, compared with 45% in 2004
1c	Proportion of funds earmarked at the country level or above. Amount of donor funding committed at or above the country level as a share of total donors' humanitarian commitments	Data is inconclusive and it is recommended that the indicator be adjusted
<b>Donor and agency funding for common humanitarian action plans (CHAPs) and the consolidated appeal process (CAP)</b>		
2a	Number of CHAPs based on IASC needs analysis framework (NAF)	In 2006, 75% of CAP countries are expected to conduct a NAF. Five countries piloted the NAF in 2005 and one of these produced a stand-alone NAF
2b	Proportion of funds committed to the priorities identified in the CHAPs	37% of total DAC-reported humanitarian assistance was spent through the CAP in 2005 compared with 20% in 2004
2c	Funds committed to the countries with the largest percentage shortfalls as a percentage of the total funds to CAP countries in 2004	0.4% of GHD donor funding inside the CAP went to the five least-funded emergencies in 2005 compared with 4.6% in 2004
	Percentage of funding to the five least-funded CAPs compared with the average percentage of funding for all CAPs	36% of needs in the five least-funded emergencies were met in 2005 compared with 26% in 2004
<b>Donor advocacy and support for coordination mechanisms</b>		
3a	The number of donors subscribing to joint statements in support of coordination mechanisms and common services delivered at each of the UNHCR, UNICEF and WFP governing body meetings	N/A
3b	Amount of total funding to UN coordination mechanisms and common services	65% of needs for coordination mechanisms were met in 2005 compared with 76% in 2004

## 6.2 Indicators of flexibility and timeliness

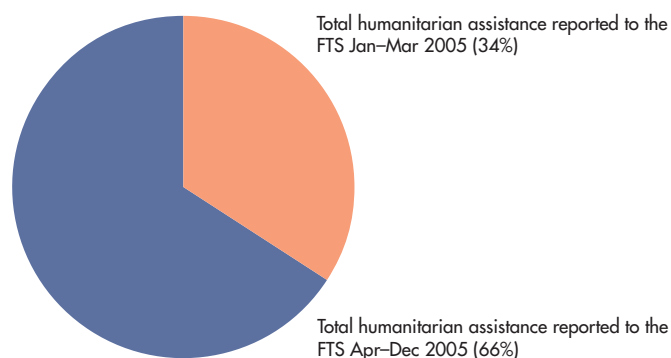
### 6.2.1 Indicator 1a

Total donor funds committed to ongoing crises between 1 January and 31 March as a share of total funds committed to those crises during the calendar year.

**What is it intended to measure?** Whether funding for ongoing crises is committed in the first quarter of the calendar year.

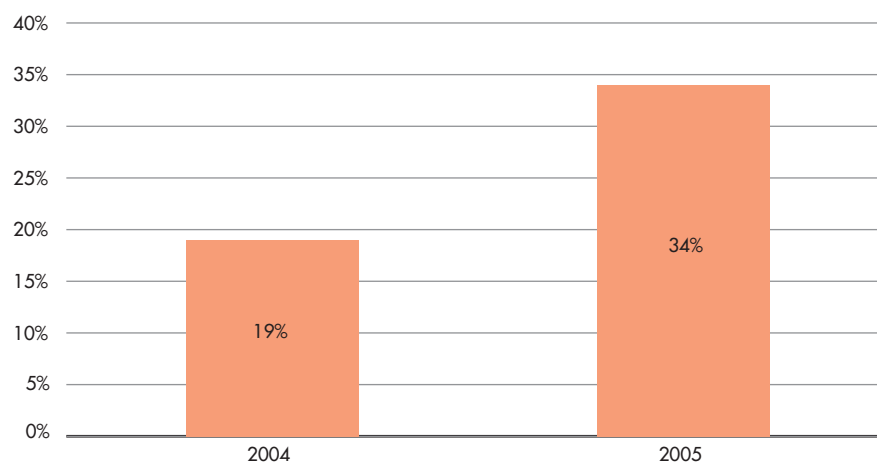
**What is the result?** In 2005, 34% of funding for ongoing crises reported to the financial tracking system (FTS) was committed in the first quarter (see Figure 6.2). This compares to a figure of 19% for 2004 (Figure 6.3).

**Figure 6.2** Total donor funds committed to ongoing crises between January and March 2005 as a share of total funds committed to those crises during the calendar year



Source: OCHA FTS

**Figure 6.3** Total donor funds committed to ongoing crises during the first quarters of 2004 and 2005 as a share of total funds committed to those crises during the calendar year



Source: OCHA FTS

The analysis for ongoing crises is based on the countries/regions that were the subject of a CAP appeal in both 2004 and 2005. These 14 countries/regions (Burundi, Central African Republic (CAR), Chad, Chechnya, Cote d'Ivoire, Democratic Republic of the Congo (DRC), Eritrea, Great Lakes Region, Guinea, Palestine, Somalia, Sudan, Uganda and West Africa) accounted for 64% of the total number of CAP appeals in 2004 and 93% in 2005.

### Definitions and methodology

Ongoing crises are defined as those countries that are the subject of a CAP appeal for two or more years. The timing of the contribution is measured by the FTS reported "decision date", which is defined as "[the date] on which the donor is reported to have made the funding commitment for that item".

Donor funds include contributions to CAP appeals and funding reported to FTS outside the appeal.

## 6.2.2 Indicator 1b

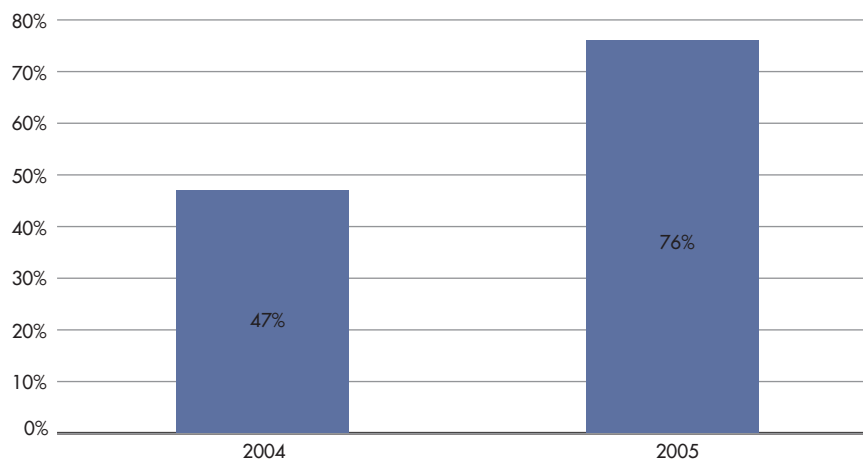
Amounts committed to individual onset disasters within the first month as a share of the total funds committed to individual disasters up to six months after the disaster declaration.

Amounts committed to all onset disasters in the first month as a share of the total committed in the year following the disaster declaration.

**What is it intended to measure?** How much funding for rapid onset disasters is committed in the first month. Whether there is equity between different disasters in the timeliness of funding.

**What is the result?** In 2005, 76% of funding received for onset disasters during the first six months was committed in the first month after the

**Figure 6.4** Proportion of six-monthly total for onset disasters in 2004 and 2005 committed in the first month after disaster declaration

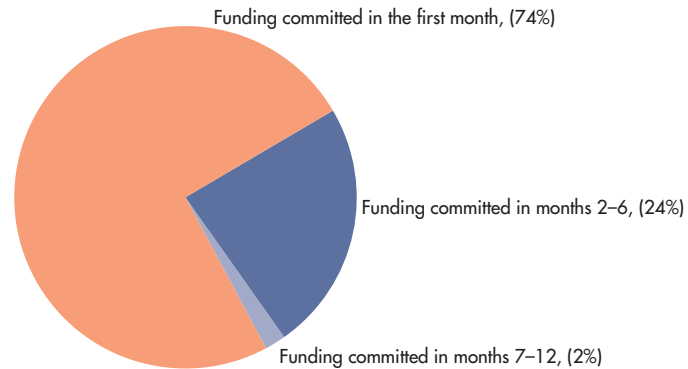


Source: OCHA FTS

disaster declaration. By comparison, in 2004, 47% of commitments were made within the first month of an onset disaster (Figure 6.4).

In 2005, the amount committed to onset disasters in the first month was 74% of the total committed in the first 12 months. This compares to a figure of 45% for 2004 (Figure 6.6).

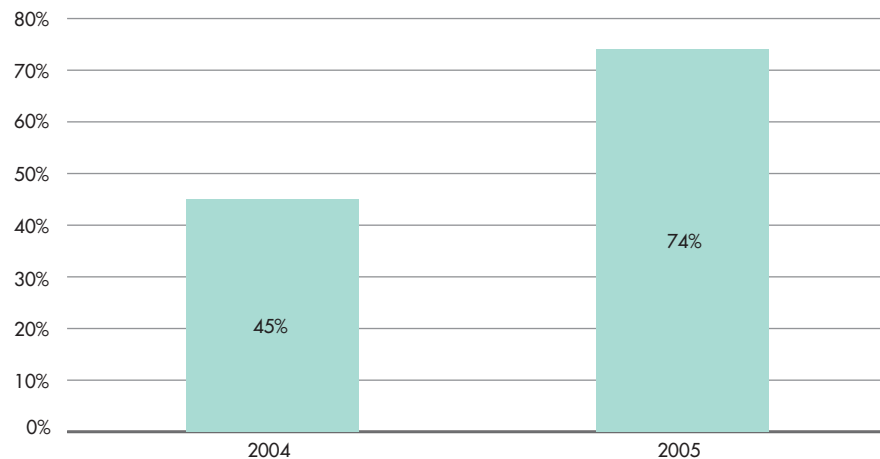
**Figure 6.5 Funding committed to all onset disasters in 2005 within the first month, six months and year after disaster declaration**



Source: OCHA FTS

The proportion of funding committed to the ten flash appeals within the first month varied from 0% to 100%.

**Figure 6.6 Proportion of 12-monthly total for onset disasters in 2004 and 2005 committed in the first month**



Source: OCHA FTS

Figure 6.7 Timing of commitments to the ten flash appeals in 2005

Disaster	Share of six-monthly total committed in the first month (%)	Share of 12-monthly total committed in the first month (%)
Guyana floods	100	54
Angola Marburg haemorrhagic fever outbreak	91	91
Indian Ocean – earthquake/tsunami	86	84
Guatemala – floods and mudslides	81	81
Malawi	78	78
South Asia – earthquake	57	56
West and Central Africa – cholera	17	17
Niger drought – locust invasion/food security crisis	12	12
Benin	0	0
Djibouti drought	0	0
<b>Total</b>	<b>76</b>	<b>74</b>

Source: OCHA FTS

### Definitions and methodology

Data is based on the ten flash appeals in 2005 and nine in 2004. Only onset disasters that have been the subject of a flash appeal are included. This is because reporting is very patchy for disasters that are not the subject of flash appeals and a decision date data is not consistently available for situations that did not have an appeal.

### 6.2.3 Indicator 1c

Proportion of funds earmarked at the country level or above – amount of donor funding committed at or above the country level as a share of total donors' total humanitarian commitments.

**What is it intended to measure?** Whether donor funds are flexible and allow agencies to allocate money within countries and between countries.

**What is the result?** Suggested change in definitions and methodology for reasons explained below.

**Is this indicator a good measure?** Definitions of earmarking vary between donors and agencies. Appeal-based funding is, by definition, earmarked at the level of the appeal which may be a country, a region, or a group of people in different places affected by the disaster.

Earmarking itself ranges from funding given to a specific organisation for a specific project or task to funding that can be used for any agency or sector within an appeal. Money can also be received as ‘earmarked’ when the allocation has in fact been decided by mutual agreement between the agency and the donor. Consequently the categories ‘earmarked’ and ‘unearmarked’ do not, on their own, tell the whole story about flexible funding.

The other problem with this indicator is the level at which it is set. Measuring earmarking at and above the country does not reveal any information about the ability of agencies to transfer funding between recipient countries because it aggregates both the flexible money that can be allocated to any country AND the money which is only for one specified country. Secondly, the share of funding that is earmarked to the country level does not make any distinction between flexible funding – for instance committed to pooled funding or a country appeal – and funding that is tied to particular agencies.

**Recommendation:** that this indicator is reviewed. Two possible measures of earmarking would be:

- how much funding is unearmarked above the country level – in other words given to specific agency or fund but free for allocation to any country either globally or within a region
  - this shows whether agencies have the flexibility to move funds between countries
- how much funding is earmarked below the country level
  - this shows whether agencies are being constrained to particular activities, channels or sectors within a country.

The combination of these two indicators should reveal how much funding is earmarked at the country level only. There may however still be difficulty in measuring this owing to the different procedures and definitions used by both agencies and donors.

**What would the result be using current data sources?** In 2005, UNICEF reported that 23% of humanitarian funding was country-specific, 1% was region specific and 76% was global thematic, which included the response to the tsunami.

In 2004, UNHCR data showed 20% of funding as unrestricted contributions to the annual programme budget, 32% as earmarked at the country level, 26% as earmarked at the sub regional level, 12% as earmarked at the regional level and 10% as earmarked at the sectoral or thematic level.

## 6.3 Donor agency funding for CAPs and CHAPs is allocated on the basis of needs assessments

### 6.3.1 Indicator 2a

#### Number of CHAPs based on IASC NAF

The NAF was piloted in five countries (Burundi, Cote d'Ivoire, DRC, Palestine and Uganda) and integrated into appeal documents for 2006. Only Palestine produced a stand-alone NAF. The target was for all CAP countries to complete a NAF in 2006, forming a basis for the 2007 appeal documents. OCHA estimates that around 75% of the countries concerned will actually achieve this.

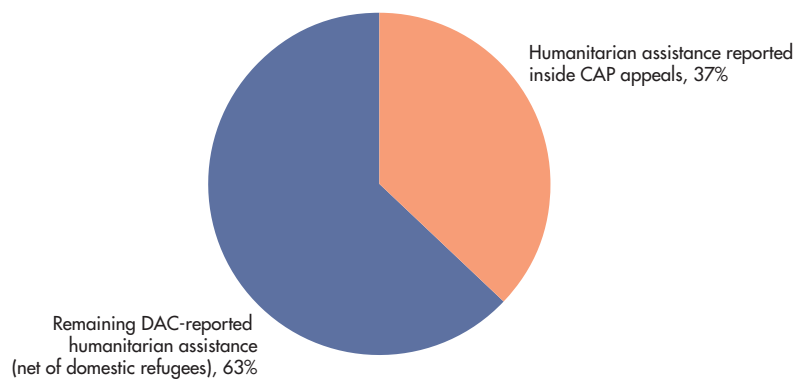
### 6.3.2 Indicator 2b

#### Proportion of funds committed to the priorities identified in the CHAPs

**What is it intended to measure?** Whether donor funding is allocated on the basis of needs assessments.

**What is the result:** Preliminary figures suggest that 37% of bilateral humanitarian assistance from DAC donors as reported to the DAC was spent through the CAP in 2005 (Figure 6.8).

**Figure 6.8** Proportion of DAC-reported humanitarian assistance spent inside the CAP, 2005

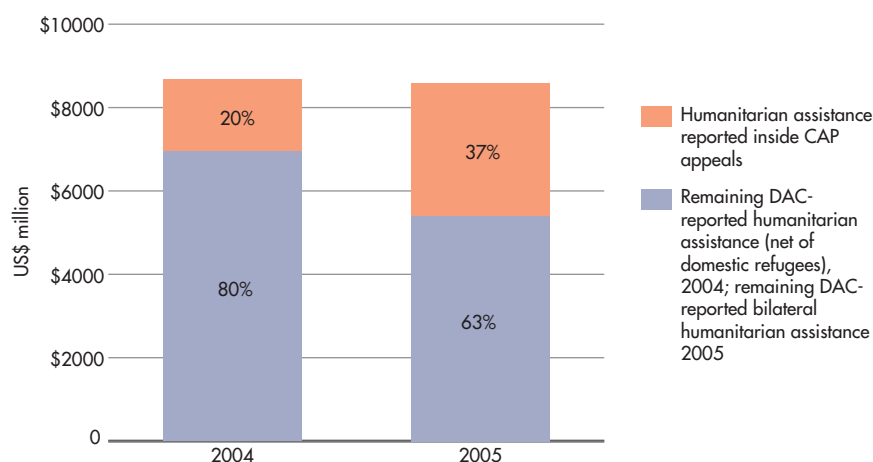


Source: OCHA FTS and OECD DAC preliminary 2005 data

At the time of writing a fair like-with-like comparison between 2004 and 2005 was not possible because preliminary figures from the DAC for 2005 did not show spending on domestic refugees or multilateral humanitarian assistance. The preliminary figures give an indication of the trend, which is to increase the proportion of funds committed to the CAP.



**Figure 6.9** Proportion of DAC-reported humanitarian assistance spent inside the CAP 2004 and 2005



Source: OCHA FTS

### Definitions and methodology

There is currently no consistent method of assessing whether donor funding is going to CHAP priorities. However, reforms within the CAP should mean that its statements of priority are based firmly on the NAF and a CHAP. So the shared total humanitarian assistance that goes inside the CAP should be a reasonable proxy to measure the extent to which funding is based on needs assessment.

Calculations are based on total humanitarian assistance (as defined in GHA = bilateral emergency and distress relief plus total multilateral reported by the EC, UNHCR and UNRWA and the relief share of WFP multilateral) less expenditure on domestic refugees in 2004. At the time of writing, 2005 data was only available for bilateral emergency and distress relief – and this provided no breakdown of domestic refugee spending.

### 6.3.3 Indicator 2c

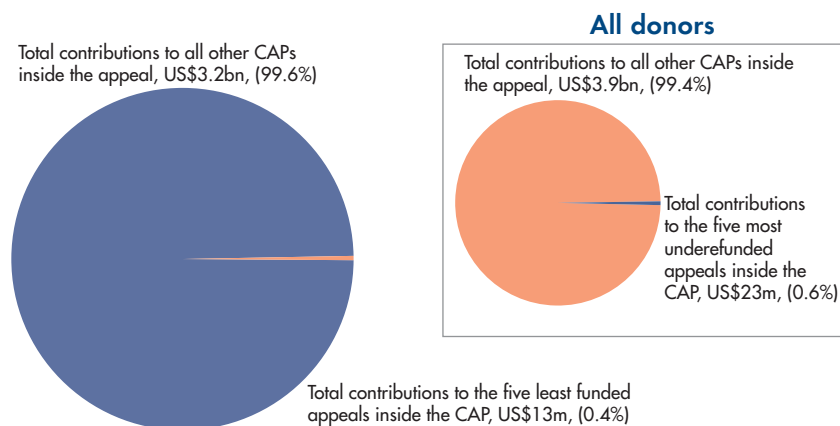
Funds committed to the countries with the largest percentage shortfalls as a percentage of the total funds to CAP countries in 2004.

**What is it intended to measure?** The extent to which funding is equitable within the CAP.

**What is the result?** In 2005, of all contributions made inside the CAP, 0.6% went to the five least-funded CAPs. This compares to a figure of 4.3% for 2004.

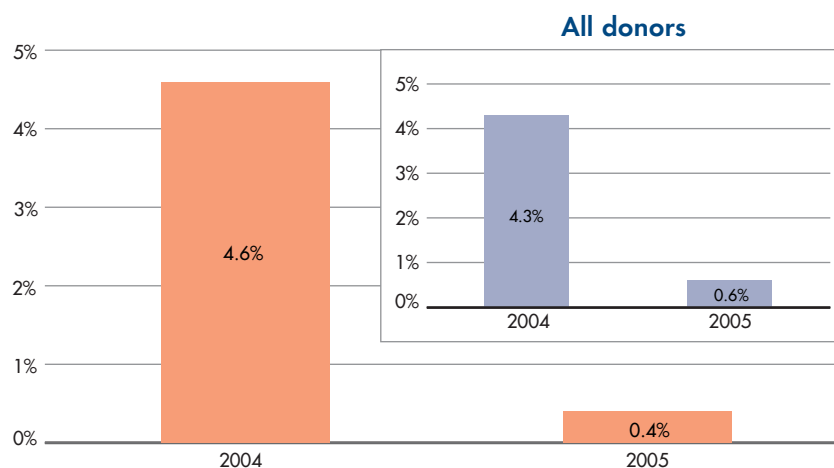
Figure 6.10 and Figure 6.11 present the data for GHD/DAC donors. The inset charts provide the same measure but for all donors. As shown, of contributions by GHD countries inside the CAP, only 0.4% goes to the five least-funded CAPs.

**Figure 6.10 Allocation of funding from GHD/DAC donors to the five least-funded emergencies and other appeals inside the CAP, 2005**



Source: OCHA FTS

**Figure 6.11 Allocation of funding from GHD/DAC donors to the five least-funded emergencies and all other appeals inside the CAP, 2004 and 2005**



Source: OCHA FTS

### Definitions and methodology

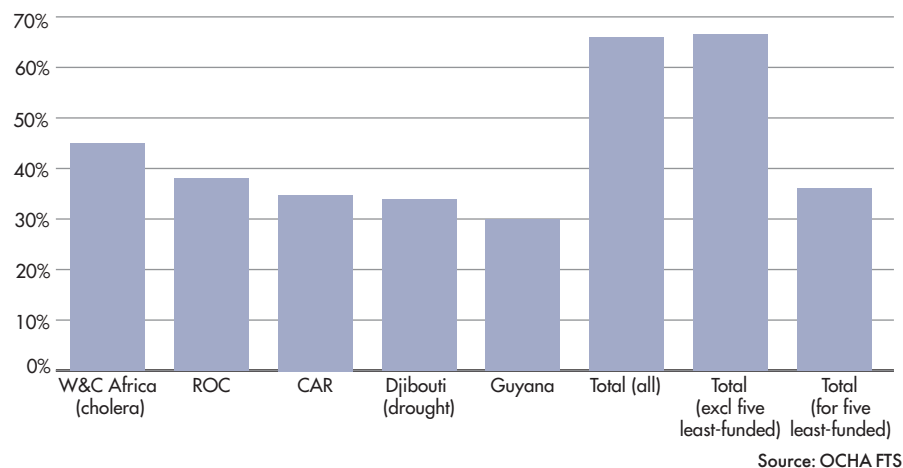
The five least-funded emergencies are defined as those appeals with the largest percentage shortfalls of funding committed. Total funding to these countries inside the CAP is shown as a share of total funds committed inside the CAP to all appeals.

Percentage of funding to the five least-funded CAPs compared with the average percentage of funding for all CAPs.

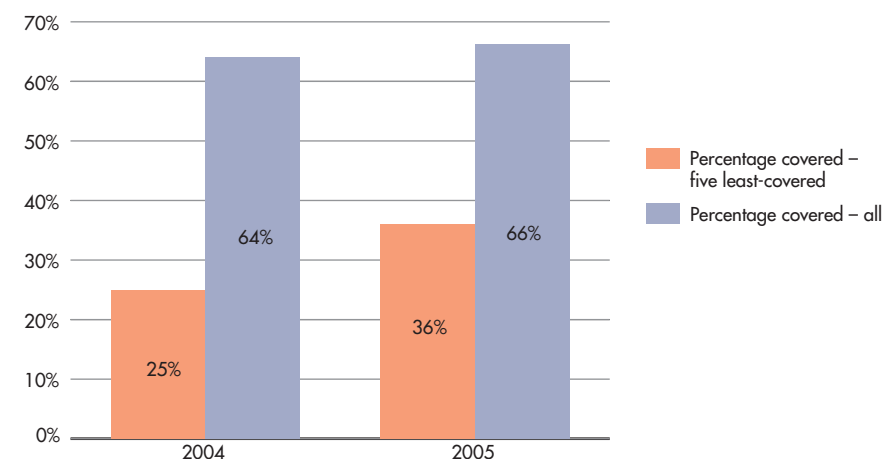
**What is it intended to measure?** Whether funding is equitable within the CAP.

**What is the result?** In 2005 the five least-funded CAP countries had 36% of needs covered. The average for all CAPs was 65% of needs covered. By comparison, in 2004, the five least-funded CAP countries had 26% of needs covered, with an average for all CAPs of 69%.<sup>3</sup>

**Figure 6.12 Percentage of needs met in five least-funded CAPs (by % needs covered) compared with the total for all CAPs and total excluding the five least-funded CAPs**



**Figure 6.13 Proportion of requirements covered – five least-funded CAPs and all CAPs 2004 and 2005**



### Definitions and methodology

The CAPs with the largest percentage shortfalls were selected. The volume of funding inside the CAPs as a share of total requested funds is shown for the five least-funded CAPs and remaining CAP countries.

3. The five least-funded appeals were also extremely small. They accounted for just 1.1% of requirements for all CAPs. The concentration on a small number of appeals was very heavy in 2005 with 55% of requirements being for Sudan and the tsunami.

## 6.4 Donor advocacy and support for coordination mechanisms

### 6.4.1 Indicators 3a and 3b

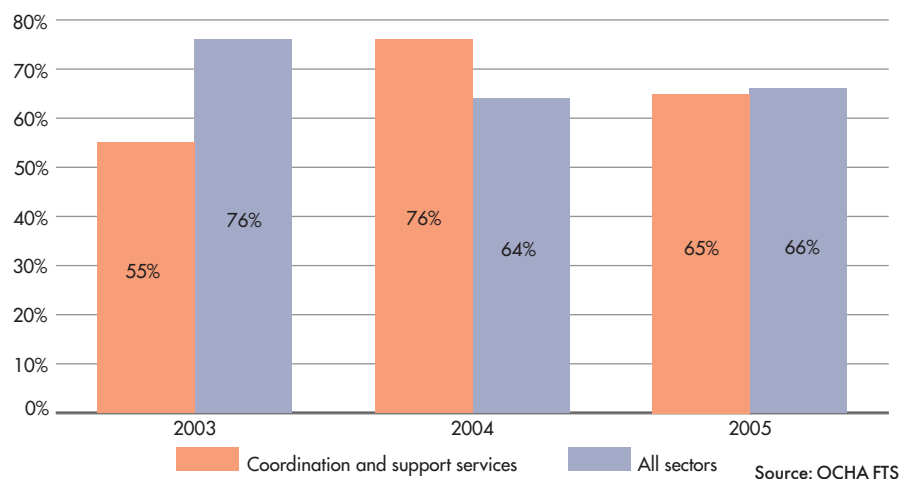
The number of donors subscribing to joint statements in support of coordination mechanisms and common services delivered at each of the UNHCR, UNICEF and WFP governing body meetings. [Note: a satisfactory way of measuring progress on this indicator has yet to be found.]

Amount of total funding to UN coordination mechanisms and common services.

**What is it intended to measure?** Donor support for coordination mechanisms.

**What is the result?** In 2005, 65% of requirements for coordination and support services were met. This compares with 76% in 2004.

**Figure 6.14** Proportion of requirements met for coordination and support services



#### Definitions and methodology

The share of needs met under the coordination sector, as reported by the FTS, compared with the average for all sectors.