

Public support for humanitarian crises through NGOs



February 2009
(revised from November 2008 and reissued)

Acknowledgements

This is the first report to attempt to gather and aggregate data on contributions from the public to a wide variety of NGOs involved in humanitarian assistance. Generously supported by Irish Aid, it has enabled us to lay the foundations for longer term monitoring and analysis of the money given by the public to NGOs for humanitarian assistance.

Because this is an initial report, it only attempts to show a snapshot of one year – 2006. However the data and methodology provide the basis for future analysis of trends. It is also a test year for the methodology. While every effort has been made to ensure that the data is as reliable as possible, there are still gaps. We hope the report is a significant improvement on previous 'guesstimates' but it is not yet comprehensive and there are a number of areas where it is very difficult to get comparable and accurate information.

We are extremely grateful to the NGOs who provided information for this study. Although we attempted to use public sources wherever possible we often needed additional advice or data and appreciate all the help we were given. We would welcome any corrections to errors of fact or interpretation or suggestions for future analysis.

We would like to thank Irish Aid for supporting this innovative study, although of course they can bear no responsibility for the conclusions or analysis in the report.

We have produced two versions of this report: a full unabridged version for Irish Aid, which contains the main outputs of all elements of our research (the case studies undertaken in Denmark, Ireland and the UK as well as income/expenditure details of each of the study set NGOs); and an abridged version for general distribution.

The Global Humanitarian Assistance team
Development Initiatives

November 2008

email: gha@devinit.org
tel: +44 (0)1749 671343



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This report was updated and revised in February 2009 to take account of amended/additional data from: CARE International, World Vision, Oxfam, Save the Children, Caritas and International Medical Corps. The inclusion of this data amends the overall summary and analysis that accompanies Figures 1-9 inclusive. Regional analyses and case study material remain as published in November 2008.

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“In 2006, €4 out of every €10 of humanitarian assistance were spent by NGOs”

Executive summary

Voluntary contributions from the public are not usually included in reports of funding for humanitarian crises

Most analyses of humanitarian assistance flows focus on the efforts of governmental donors (primarily the 23 members of the OECD’s Development Assistance Committee (DAC)) and the relevant multilateral agencies, where official data is readily available. This excludes many sources of humanitarian assistance, notably contributions from non-DAC donors, host communities and direct remittances. This report has gathered data to fill the gaps in our understanding of the scale of voluntary contributions from the public to NGOs in support of their humanitarian response.

Thousands of NGOs are engaged in humanitarian response; this report is based on a study set of 114 organisations raising funds in 23 countries

There are literally thousands of local, national and international humanitarian NGOs based in dozens of countries. Analysis of all of their accounts was well outside the scope of this project, so this report cannot claim to be comprehensive. However, the analysis is based on a large study set of NGOs (the ‘Study Set’) and an estimate of the share of the global total that the Study Set represents.

The Study Set comprises 114 NGOs raising funds in 23 countries and includes 19 of the largest and most well known individual NGOs and coalitions or groupings of national societies, such as Oxfam International, CARE, Médecins Sans Frontières, and Save the Children.

The Study Set is estimated to represent around 60% of total humanitarian expenditure by NGOs as a whole on humanitarian assistance.

Collectively, NGOs are big players

NGOs from DAC donor countries spent an estimated €3.3 billion (US\$4.2 billion) on humanitarian assistance in 2006 from a combination of voluntary contributions from the public and funding from official donors. This means that €4 in every €10 of humanitarian assistance was spent by NGOs.

Donations from the public to NGOs added funds equivalent to one-quarter of official humanitarian assistance expenditure

Voluntary contributions from the public to NGOs in support of humanitarian assistance amounted to €1.8 billion (US\$2.2 billion) in 2006. To set this in context, this added 24% to the official humanitarian assistance expenditure of all DAC donor governments combined.

More than half of the humanitarian expenditure by the selected Study Set NGOs came from voluntary sources and amounted to €1.13 billion (US\$1.4 billion) or 51% of the total. Thus the Study Set NGOs alone added funds equivalent to 15% of the humanitarian assistance provided by official sources.

Some of the largest NGOs make a more significant contribution than many governments

With 19 offices around the world, Médecins Sans Frontières, had a combined voluntary humanitarian expenditure of €395 million (US\$495 million) in 2006. Only two DAC donor

governments – the UK and the US – spent more on official bilateral humanitarian assistance that year.

Caritas had a combined humanitarian expenditure of €234 million (US\$293 million) from voluntary contributions. This is almost equivalent to the bilateral official humanitarian assistance expenditure of Sweden, the sixth largest DAC donor in 2006.

Oxfam International and its affiliates, with a combined humanitarian spend of €124 million (US\$156 million), made a contribution that was larger than 12 DAC donors (bilaterally).¹

In some cases, a single member of an NGO family makes a more significant contribution than its host governments. For example, Médecins Sans Frontières France spent an estimated €65 million (US\$81 million) of the French public's money on responding to crises in 2006, compared with bilateral spending of only €39 million (US\$48 million) by the French government.

The proportion of humanitarian expenditure financed by voluntary contributions varies greatly between NGOs, ranging from 1% to 86% of their total humanitarian spending

The proportion of voluntary funding among the Study Set NGOs ranges from 1% for Norwegian People's Aid to 86% for Médecins Sans Frontières. The low share of voluntary funding for Danish and Norwegian based NGOs partially reflects the high level of per capita funding on humanitarian crises provided by these governments and a domestic tradition of strong governmental support for NGO development and humanitarian activities.

NGOs like Médecins Sans Frontières and Caritas take a low proportion of their humanitarian funding from official sources (14% and 29% respectively). However, in terms of volume, the amounts are still significant at €62 million (US\$78 million) and €95 million (US\$119 million) respectively.²

Voluntary income enables NGOs to be flexible and quick

Among the Study Set NGOs, 29% of income raised from the public was for humanitarian purposes. This voluntary funding is reported by NGOs to be the quickest response to sudden crises and is used to finance the initial phase of an emergency before collective appeals have been launched or donor funding confirmed.

While most voluntary income is raised for particular situation, the way it is spent is left to the NGO. This provides welcome flexibility.

NGOs also use their own unrestricted funds to finance emergency response.

The Study Set NGOs spend a higher proportion of humanitarian assistance in Africa than government donors – and a much lower proportion in the Middle East

The Study Set NGOs allocated 57% of their voluntary-funded humanitarian assistance to Africa in 2006, while DAC donors allocated 46%. Study Set NGO contributions to the Middle East accounted for 3% of their voluntary humanitarian spending, compared with 15% of the DAC's. In other regions, their share allocations were similar:

¹ In the November 2008 edition of this report, Oxfam's humanitarian expenditure was reported as €395 million (US\$517 million), which was slightly higher than that of Australia's

² In the November 2008 version of this report, we reported on contributions of Médecins Sans Frontières and Oxfam. New data from Oxfam and Caritas revises this initial analysis

- Asia – 31% for NGOs, 34% for the DAC
- Caribbean and the Americas – 6% for NGOs, 4% for the DAC
- Europe – 3% for NGOs, 1% for the DAC.

Sudan, Pakistan, Democratic Republic of Congo (DRC) and Indonesia were the top four recipients of humanitarian assistance from both governments and NGOs in 2006

Priority countries are similar for NGOs and official donors. Nine of the Top 15 recipients of NGO funding in 2006 were also among the Top 15 recipients of DAC funding. The other six countries were all among the DAC's Top 25 priorities. Relative to the funds at their disposal, NGOs gave a much higher priority to India, Angola and Niger in 2006 than official donors.

NGO resources are focused on the crises identified by the UN as being in need of a consolidated appeal process (CAP) appeal

Sudan and DRC, with the highest CAP requirements in 2006, were first and third respectively on the list of top recipients of NGO humanitarian funding. Meanwhile, Pakistan (second on the NGO list), Indonesia, and Sri Lanka (fourth and sixth respectively on the NGO list) had each been the subject of a substantial flash appeal during the previous year. In total, 11 of the Top 15 recipients of NGO humanitarian funding for 2006 also had some of the largest CAP appeals in either 2005 or 2006 – the exceptions being India, Angola, Ethiopia and Haiti.

There are clear differences between those crises where NGOs primarily rely on their voluntary income to fund humanitarian work and those where they use official funding

In 2006, NGOs funded the bulk of their work in India and in the tsunami-affected countries from voluntary sources. This was also the case for Pakistan, DRC, Niger, Angola and Chad. By comparison, they relied on official donors for well over half of their funding in Sudan, Zimbabwe, Russia and Kosovo.

Over 50% of voluntary humanitarian expenditure went to ten countries in 2006, with the rest shared by over 80 countries – a much less concentrated distribution pattern than official bilateral humanitarian assistance from DAC donors

Sudan received 11% of overall voluntary funding in 2006, with the next nine countries absorbing 45% of expenditure. The remaining 83 countries received 44% of voluntary funding. Meanwhile, bilateral donors focussed 22% of their assistance on Sudan, 46% on the next nine largest recipients and 32% on the rest.

Introduction

What is 'voluntary' public support?

This report is about 'voluntary' public support – funding given freely by individuals or organisations – to humanitarian need. As well as receiving voluntary contributions from the public, NGOs also receive 'official' funding from governments and other NGOs. This report compares these two sources of NGO income.

What is humanitarian assistance?

When a disaster happens, help flows in from all sorts of different sources. People may receive support from neighbours and friends, local churches and civil society organisations, and their own

governments. In addition, help from overseas is provided in the form of contributions from governments, UN and other international organisations and remittances from family members.

At the same time, members of the public provide funding to NGOs for disaster response – sometimes motivated by appeals, sometimes for longer term emergencies. This public giving from individuals and organisations to people affected by crisis, both near and far, has a history which goes back far beyond the establishment of official aid donors through the OECD DAC in 1960. Indeed many of today's largest and best known NGOs have their origins in disaster relief finance by public contributions.

Why the need for a 'special' report on voluntary public support for humanitarian crises?

Most analyses of funding for humanitarian assistance – including the [Global Humanitarian Assistance \(GHA\) programme](#)'s own yearly attempts to quantify the extent of humanitarian assistance expenditure – focus on the efforts of governmental donors (primarily the 23 members of the OECD DAC) and the relevant multilateral agencies, for whom data is readily available.³ This data (which captures what we refer to as 'official' humanitarian assistance expenditure) does *not* include the money given freely by individuals or organisations to NGOs.⁴ With the generous support of Irish Aid, the GHA team has been able to undertake a more in-depth data-gathering exercise and analysis of individual NGO accounts.

So this report is 'special' in that it allows GHA to go beyond its usual guesstimates, with a view to improving and promoting a joint understanding of the scale of voluntary contributions from the public given to NGOs in response to humanitarian crises. The hope is that the methodology underpinning this exercise will serve a useful basis for ongoing data-gathering and monitoring of voluntary contributions to NGOs.

How comprehensive is this report?

There are literally thousands of local, national and international humanitarian NGOs based in dozens of countries, all with different reporting systems and accounting procedures. Truly comprehensive coverage would require contact with each NGO, collating their individual (non-standardised) sets of accounts and analysing them – something that would have been way beyond the scope of this project. We therefore based our analyses on a detailed study of the funding flowing through 114 NGOs (the 'Study Set') – a group that we subsequently estimated to be responsible for 60% of NGO voluntary global spending on humanitarian assistance.

The Study Set NGOs

The analyses in this report are based on a study set of 114 NGOs – including 19 of the largest and best known individual organisations and coalitions or groupings of national societies such as Oxfam International, CARE, Médecins Sans Frontières and Save the Children – that raise funds in 23 countries. (See Table 1)

While the generic term 'NGO' is used as shorthand throughout the report, the Study Set includes several different types of non-governmental body. Some are headquartered in a single national head

³ Global Humanitarian Assistance reports are available online at globalhumanitarianassistance.org

⁴ Official humanitarian assistance also excludes the humanitarian contributions made by non-DAC donors, host communities and via direct remittances

office; some raise funds in several countries and produce a single consolidated set of accounts; and others include a number of affiliates who file their own national accounts.

Organisation	Number of member agencies in Study Set
Action contre la Faim	3
CARE	12
Caritas	19
Concern	3
Danish Refugee Council	1
Deutsche Welthungerhilfe	1
GOAL	3
International Medical Corps	2
International Rescue Committee	3
Médecins Sans Frontières	19
Mercy Corps	2
Merlin	1
Norwegian Church Aid	1
Norwegian People's Aid	1
Norwegian Refugee Council	1
Oxfam	11
Save the Children	16
Tearfund	1
World Vision	14

Table 1: Study Set NGOs

The humanitarian assistance funding reported by NGOs necessarily relies on these organisations' own definitions of humanitarian assistance and their own accounting periods and traditions. This review draws its data from the published annual reports of the NGO Study Set, supplemented by publicly available information supplied by accounts departments within the NGOs.

Total humanitarian expenditure per NGO ranged from an estimated €26 million (US\$31 million) by Norwegian People's Aid, a national mixed mandate organisation, to €457 million (US\$573 million) by Médecins Sans Frontières, a single mandate humanitarian organisation with 19 offices globally.

What is significant about these organisations is not just the scale of resources which they deploy, but their role in helping to frame the global humanitarian response through participation in a range of networks and alliances including Alliance 2015 (Deutsche Welthungerhilfe, Concern Worldwide), Action by Churches Together (Norwegian Church Aid), the International Council of Voluntary Agencies (ICVA), The Steering Committee for Humanitarian Response (SCHR), InterAction and Coopération Internationale pour le Développement et la Solidarité (Caritas).

The Study Set includes organisations with an exclusively humanitarian mandate as well as those with a dual or mixed mandate (i.e. whose work also includes rehabilitation and/or development programmes).

Because NGOs have varied ways of working, and report their income and expenditure in different ways and at different times, it is more difficult to make direct comparisons between NGOs than it is to compare official donors, who report through the OECD DAC in a standardised format against common definitions.

The fact that complete and comparable data on NGO humanitarian flows is not readily available to a wider audience underlines the need for the NGO community to play a more energetic part alongside official donors, in efforts to improve the timeliness, comparability and accessibility of data on resource flows.

Study Set coverage

While analysis of the Study Set provides a detailed breakdown for the funding flowing through these NGOs, it does not tell us how much money overall is given by the public for humanitarian purposes. We therefore used two methods to estimate this:

- first, a study of the total NGO voluntary response was made in three countries so that humanitarian expenditure by the Study Set NGOs could be compared against humanitarian expenditure by a larger, more comprehensive group
- second, we compared total NGO expenditure reported to the OECD and total expenditure by the Study Set NGOs.

These two methodologies gave rise to similar results. The share of humanitarian NGO activity represented by Study Set NGOs in the focus countries was 58% compared to a 62% share using OECD data. Whilst neither of these approaches is methodologically perfect, together they are robust enough to make useful estimates in a field where reliable data is in short supply.

Subject to the above caveats, the evidence shows that the NGO Study Set captures the majority of humanitarian assistance spent by NGOs. It also provides a reasonable basis for estimating the overall contribution that NGOs make to humanitarian financing.

For further details on methodology, see Annex A.

Counting humanitarian assistance from NGOs

How much did NGOs spend in total on humanitarian assistance in 2006?

NGOs from DAC donor countries spent an estimated €3.3 billion (US\$4.2 billion) on humanitarian assistance in 2006, funded from a combination of voluntary contributions from the public and official humanitarian funding from official donors.

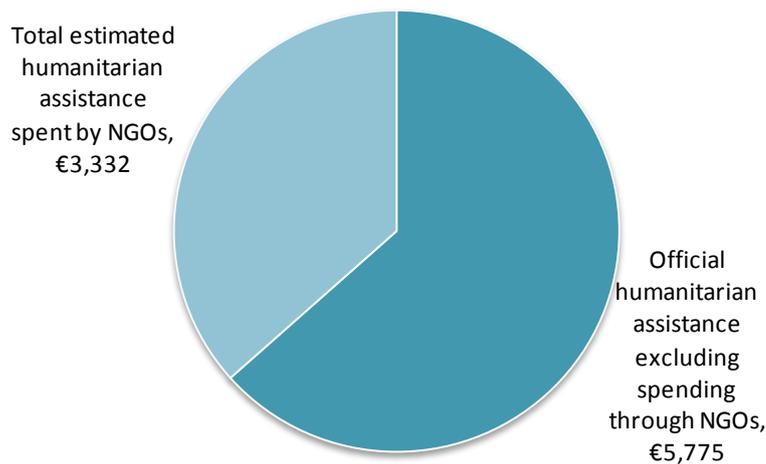


Figure 1: Humanitarian assistance through NGOs and official donors (shown in millions), 2006

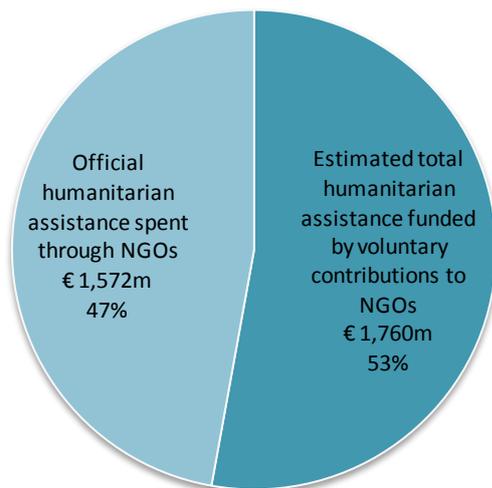
The table below shows the Study Set NGO share of the total estimated €3.3 billion (US\$4.2 billion) global NGO total.

	Study Set NGOs	Estimated global NGO total	Official humanitarian assistance from the DAC, excluding spending through NGOs
Euros	€2.4b	€3.3b	€5.8b
US dollars	US\$3b	US\$4.2b	US\$7.3b

Table 2: Total NGO expenditure on humanitarian assistance from all sources, 2006

How much additional humanitarian assistance was generated by donations from the public to NGOs in 2006?

In 2006, €1.8 billion (US\$2.2 billion) of the total estimated €3.3 billion (US\$4.2 billion) in humanitarian assistance spent by NGOs was given by the public or came from other non-governmental sources such as trading and corporate donations.



Total estimated humanitarian assistance spent by NGOs: €3.3 billion

Figure 2: Official and voluntary funding as shares of total estimated humanitarian assistance expenditure by NGOs, 2006

The remaining €1.6 billion (US\$2 billion) of the total estimated €3.3 billion (US\$4.2 billion) in humanitarian assistance spent by NGOs came from official sources – this includes bilateral donors and UN agencies that provide grants to NGOs for their humanitarian work but also UN and governmental funding, which is spent *through* NGOs for priorities defined by the donor. This means that the majority of NGO funding for humanitarian crises (53%) came from voluntary sources.

The funding raised by the public from the NGO Study Set alone added an extra 15% to the humanitarian assistance provided by official sources. Overall, the available evidence suggests that all NGOs combined contributed an extra 24% to humanitarian assistance provided from official sources.

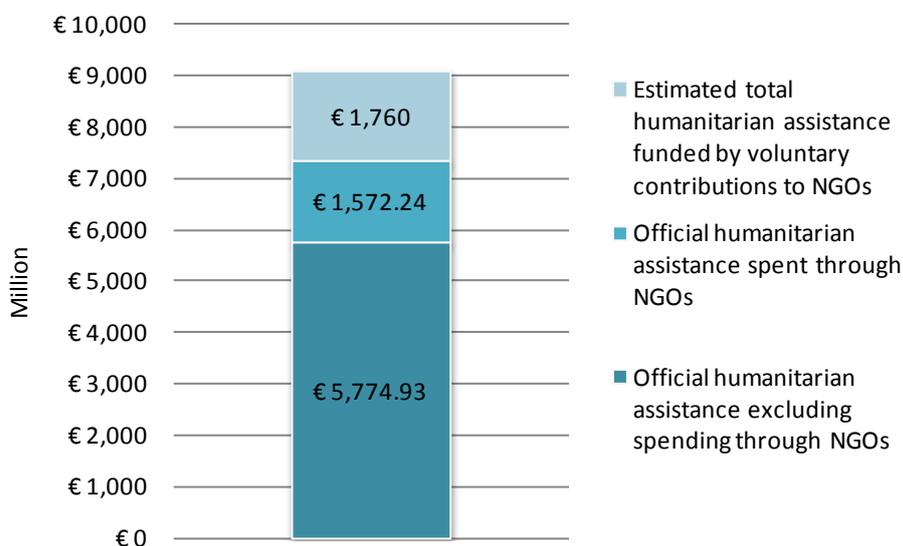


Figure 3: Humanitarian assistance raised by NGOs from the public and spent by NGOs from official sources, 2006

	Study Set NGOs	Estimated global NGO total
Euros	€1.3b	€1.8b
US dollars	US\$1.6b	US\$2.2b

Table 3: NGO expenditure on humanitarian assistance funded from voluntary contributions from the public, 2006

How does voluntary humanitarian expenditure by individual NGOs compare with the bilateral expenditure of DAC donor governments?

Official bilateral humanitarian assistance is the area over which DAC donors have total control. They can allocate it when, where and how they chose, within their own policies and mandates. Similarly, NGO funding from voluntary sources is raised by NGOs, for their own priorities, and reflects their choices. Comparing bilateral and voluntary-funded humanitarian assistance therefore gives some indication of relative weight of government and NGOs in shaping the global humanitarian response.

Individually, the largest NGOs make a more significant contribution from voluntary funds alone than many governments. In 2006, two NGOs joined seven official (DAC) donors in the 'Top 10' list of largest humanitarian donors:

- with combined humanitarian expenditure totalling €395 million (US\$496 million) from voluntary sources, the 19 members of Médecins Sans Frontières made a contribution that outstripped 20 DAC donor governments – it was the third largest donor after the US and the UK
- Caritas members, with voluntary humanitarian expenditure of €234 million (US\$294 million), made a contribution that was almost equivalent to that of Sweden, the sixth largest bilateral donor that year.

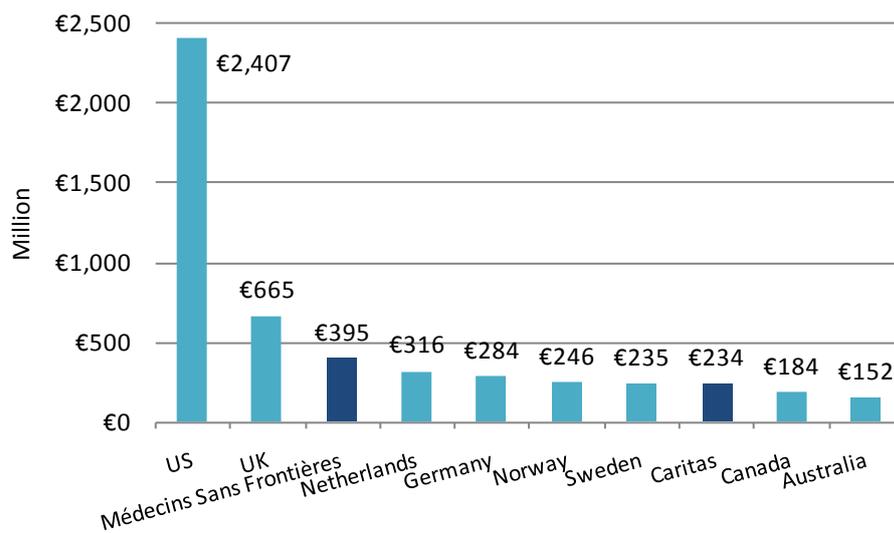


Figure 4a: Official (bilateral) and Study Set NGO humanitarian assistance ('top 10'), 2006

Outside the top 10 largest donors, Oxfam International and its affiliates, with a combined humanitarian spend of €124 million (US\$156 million), made a contribution that was larger than 12 DAC donors (bilaterally). World Vision members, with a combined voluntary humanitarian expenditure of €97 million (US\$122 million), contributed significantly more than 10 DAC donors (bilaterally), including G8 members Italy and France.⁵

⁵ In the November 2008 edition of this report, Oxfam's humanitarian expenditure was reported as €395 million €173 million (US\$217 million), which was slightly higher than that of Australia's

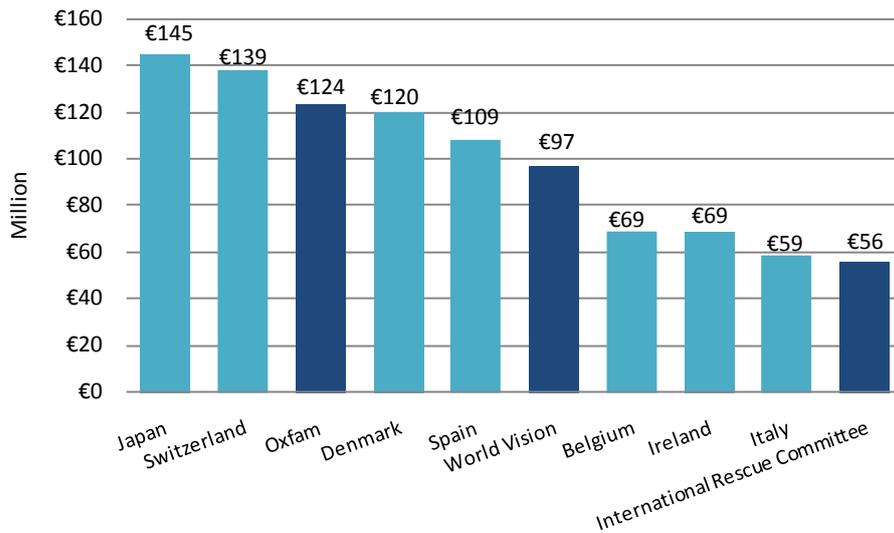


Figure 4b: Official (bilateral) and Study Set NGO humanitarian assistance (donors 11-20), 2006

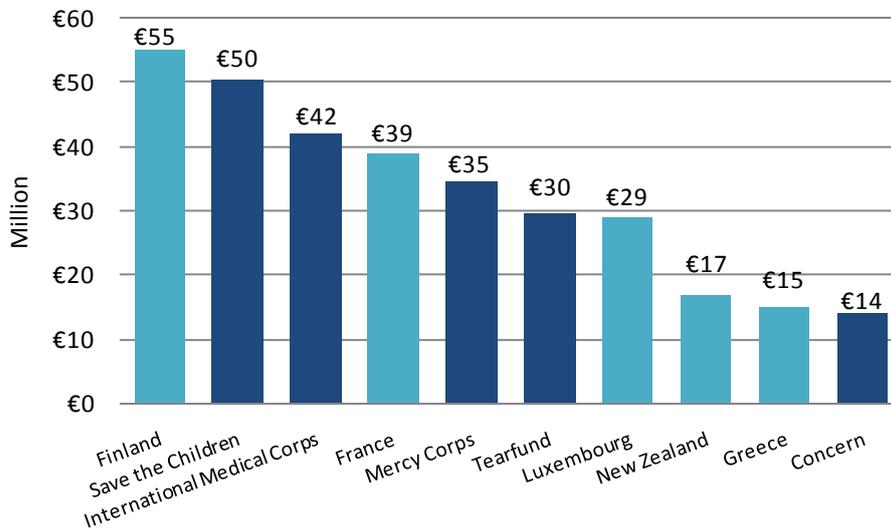


Figure 4c: Official (bilateral) and Study Set NGO humanitarian assistance (donors 21-30), 2006

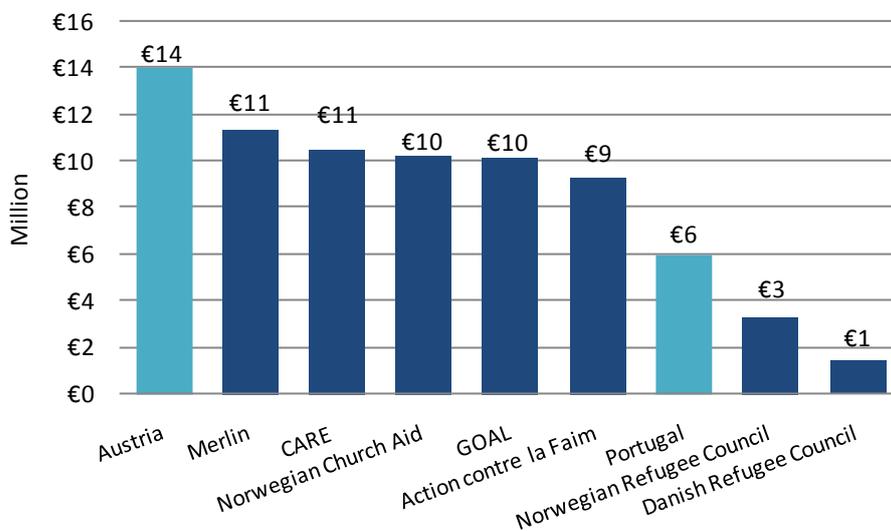


Figure 4d: Official (bilateral) and Study Set NGO humanitarian assistance (donors 21-38), 2006

Further analysis revealed that the voluntary humanitarian expenditure of some single national members of an NGO network was more significant than that of some bilateral donors. For example:

- Médecins Sans Frontières France spent an estimated €65 million (US\$81 million) of the French public's money on responding to humanitarian crises in 2006, compared with a bilateral humanitarian spend of only €39 million (US\$48 million) by the French government
- while Oxfam GB's estimated voluntary humanitarian expenditure of €132 million (US\$165 million) represents only 20% of the UK government's bilateral humanitarian spending in 2006, its contribution is higher than that of 11 of the DAC bilateral donors.

What proportion of NGO humanitarian assistance is funded by official governmental donors or voluntary contributions from the public?

In the previous section, Figure 4a-d (above) showed the amount of *additional* funding that NGOs bring to humanitarian assistance. However, the influence of the NGOs on humanitarian capacity and policy is also based on the official humanitarian assistance that they deliver *on behalf of* governments and agencies.

The Study Set NGOs were able to classify 83% of their humanitarian expenditure according to source of funding – overall, 35% was funded by official donors and 48% came from voluntary contributions.

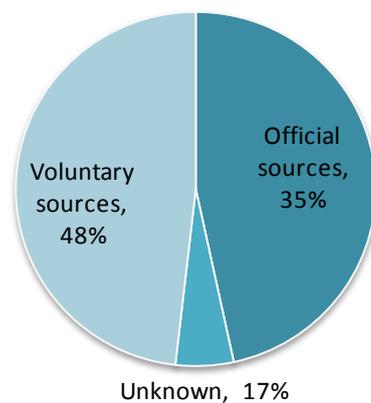


Figure 5: Voluntary and official shares of the NGO Study Set's humanitarian expenditure, 2006

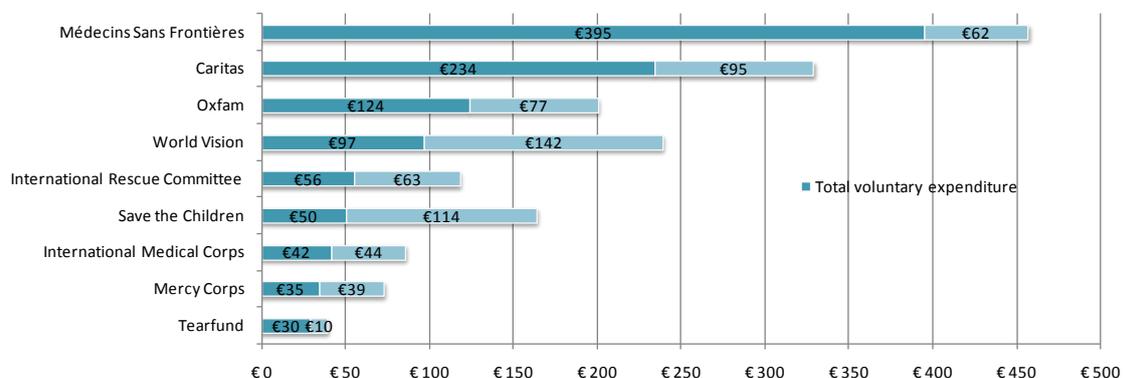


Figure 6a: NGO humanitarian expenditure from voluntary and official sources of funding (NGOs with humanitarian expenditure of over €30 million from voluntary sources), 2006

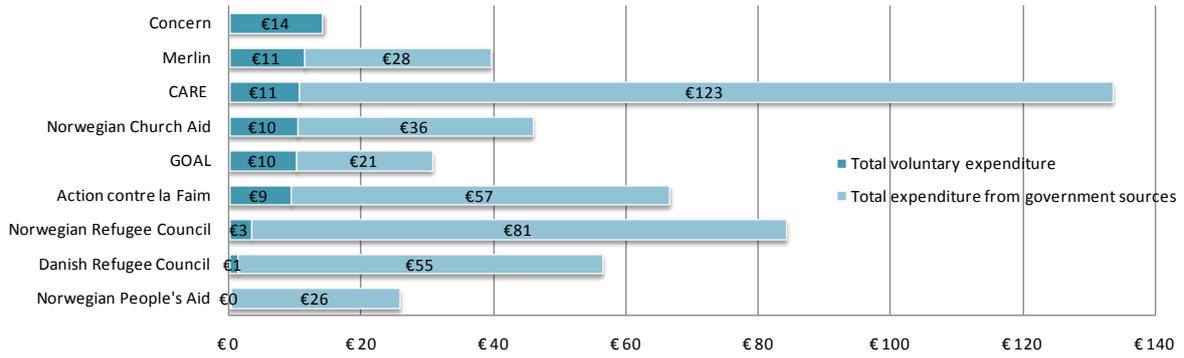


Figure 6b: NGO humanitarian expenditure from voluntary and official sources of funding (NGOs with humanitarian expenditure of under €30 million from voluntary sources), 2006

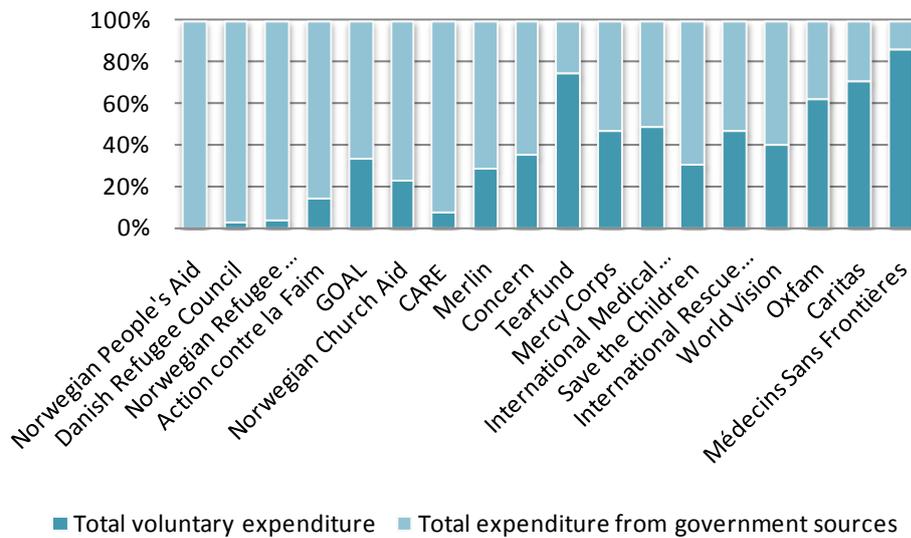


Figure 7: Shares of NGO humanitarian expenditure from voluntary and official sources, 2006

As the figures above illustrate, the shares of humanitarian expenditure from voluntary and official funding varies enormously for the 17 NGOs for which we have disaggregated data, ranging from just 1% funded by voluntary sources in the case of Norwegian People’s Aid to 86% for Médecins Sans Frontières.

These differences partly reflect different traditions of humanitarian funding in the donor countries themselves. For example, the Norwegian and Danish NGOs – in this case Norwegian People’s Aid, Norwegian Church Aid, Danish and Norwegian Refugee Councils – show the lowest shares of voluntary funding. This is partly explained by the high per capita funding by these governments for humanitarian assistance. Norway, for instance, contributes around eight times the OECD DAC average for humanitarian assistance on a per capita basis, and Denmark contributes four times the DAC per capita average. Scandinavian NGOs also traditionally receive a far higher share of their income from official sources than their counterparts in most other DAC donor countries.

The differences in funding sources may also reflect differences in ethos. Some NGOs are particularly concerned to demonstrate their independence from governments by maintaining a high proportion of voluntary funding. Nevertheless, it is worth noting that while NGOs such as Médecins Sans Frontières and Caritas take only relatively small *shares* of their income from official sources, the

volumes received may still be significant (in the case of Médecins Sans Frontières and Caritas, €62 million (US\$78 million), and €95 million (US\$119 million) respectively).⁶

How do voluntary contributions to NGOs compare with other sources of funding?

When contributions from the public (€1.8 billion or US\$2.2 billion), governments and UN and international organisations (€1.6 billion or US\$2 billion) are added together, spending by NGOs on humanitarian assistance totalled €3.3 billion (US\$4.2 billion) in 2006. This means that €4 in every €10 of humanitarian assistance was spent by NGOs.

This compares with €2.7 billion (US\$3.4 billion) of bilateral assistance spent through non-NGO channels, €1.7 billion (US\$2.1 billion) in humanitarian assistance channelled through the multilateral agencies and €1.6 billion (US\$2 billion) channelled through NGOs.

Bilateral humanitarian assistance was clearly the largest individual source of funds – but the majority of this money is then spent through other agencies – sometimes in the form of grants for their own work, at other times to deliver the donor government’s priorities. The Good Humanitarian Donorship (GHD) Indicators Report 2008 reports that 23% of bilateral humanitarian assistance was spent through NGOs, 43% through UN agencies and 8% through the Red Cross and Red Crescent Movement.⁷

Some of the bilateral humanitarian assistance flowing through multilateral agencies and international organisations also makes its way to NGOs. Of the funding reported by Study Set NGOs as humanitarian assistance from official sources, 24% came from UN agencies and official organisations.

Because different funding sources have different terms and conditions, it is useful to get a broad picture of the scale of financing from different sources and spent through different channels. Figure 8 (next page) attempts to present graphically the orders of magnitude of different flows of humanitarian funding. Note that because humanitarian money often flows through more than one agency, the numbers in the chart cannot be aggregated.

⁶ In the November 2008 version of this report, we reported on contributions of Médecins Sans Frontières and Oxfam. New data from Oxfam and Caritas revises this initial analysis

⁷ GHD Indicators Report 2008 available at: goodhumanitariandonorship.org

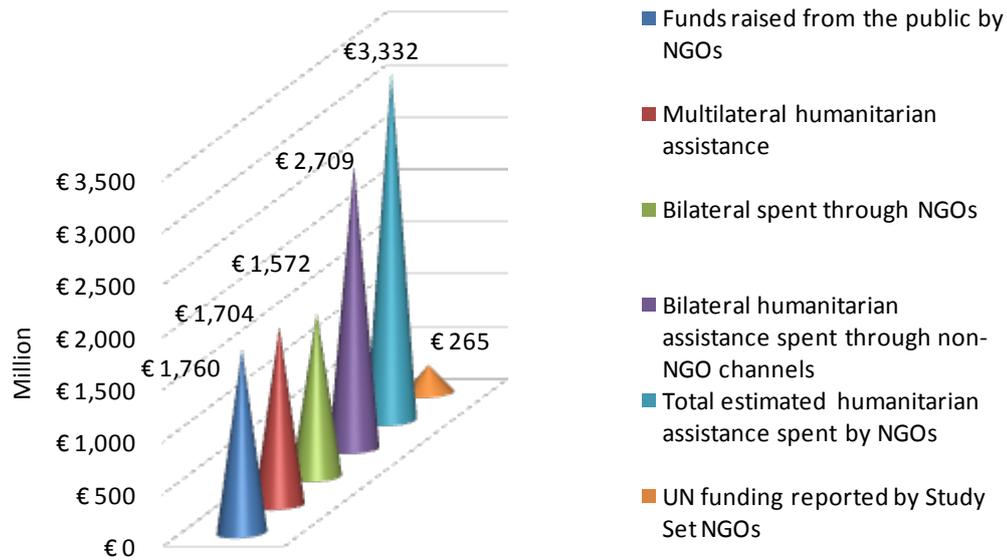


Figure 8: Channels of humanitarian funding compared. Note the numbers in this graph cannot be aggregated because humanitarian assistance money often flows through more than one channel

What is the significance of funding flowing through different channels?

The global humanitarian response is financed by funding from different sources and implemented through a wide variety of agencies. The characteristics of funding sources and the terms and conditions dictating the way money can be spent vary and this affects the nature of humanitarian response.

Speed of response

NGO funds raised from the public are considered to be one of the quickest ways of getting finance. The money often arrives within a few days – much more quickly than money from official sources. However, like other agencies, NGOs regard internal reserves as crucial to the speed of their initial response, enabling them to have immediate access to unrestricted income before official funding or appeal money arrives. Save the Children for instance has the Children’s Emergency Fund, funded from both institutional and voluntary donations. This acts as a float that enables Save the Children to respond from day one. These resources are generally replenished as new funds come in.

Flexibility

The degree of flexibility attached to funding varies within the various channels, as well as between them. While some funding from bilateral donors or UN agencies to NGOs may be supporting the NGO’s own programme, other funding takes the form of a contract, where an NGO delivers a donor’s priorities and programme. While voluntary contributions from the public are usually directed to a specific crisis, NGOs normally have a lot of freedom to spend this money in whatever way they consider best. Reporting back to the public is often less onerous than reporting requirements attached to specific contracts and grants.

‘Multilateral’ funding is unearmarked and spent at the discretion of the international organisation. But a significant amount of the bilateral funding allocated to international organisations is earmarked to specific activities in specific places – often this earmarking is the result of dialogue and agreements between donors and agencies according to the prevailing priorities and is not necessarily something that is imposed externally.

Humanitarian reform has urged the increase in pooled funding – whether for quick global response as through the Central Emergency Response Fund (CERF) or for specific countries. The effectiveness with which funds can be directed to strategic priorities relies on good quality, real-time information about how and where all spending – whether inside or outside the fund – is being allocated, regardless of whether the source of the finance is voluntary contributions from the public or an official agency.

The scale of NGO humanitarian assistance financed by voluntary contributions means that it is significant for the deployment of the overall humanitarian response.

Conditions

Voluntary funding from *the general public* is generally seen to be free of conditions, although some large individual donors like to earmark their donations and receive reports on the same basis as institutional donors.

Voluntary funding from *joint appeals* is restricted by the terms of both the appeal and the timeframe of the appeal – for example, in the UK, the NGO members of the Disasters Emergency Committee (DEC) will be bound by the terms of the joint appeal in question.

NGOs have reported that, like official donors, some *corporate donors and foundations* are attaching conditions to their funding. Indeed, one NGO commented that earmarking of private donations had increased enormously over the past few years and that some corporate donors ask specifically for visibility for their specific contributions.

Some *official donors* set very detailed requirements for visibility associated with humanitarian contributions to NGOs, while others do not and may regard attention to visibility for specific contributions as a distraction from delivering effective assistance. Most however are concerned to ensure that funding is properly acknowledged and publicised in order to maintain public and political support at home.

To what extent are funds ever reallocated from an overfunded appeal to another crisis?

While some NGOs never seek to reallocate resources from one emergency to another, others might do so in exceptional circumstances – generally after consulting donors and seeking Board approval:

- post-tsunami, Médecins Sans Frontières was one of the few organisations that decided to reallocate funds already received – subject to donor approval
- Oxfam has a more general policy and makes it clear in appeal documentation that in the event of over-funding, resources can be re-directed within the country concerned or to another similar emergency situation.

Although the response to appeals can vary widely between different recipient countries, requests to reallocate funding are rarely made. Where donors have been asked, by an NGO or an agency, they have responded positively.

How much humanitarian assistance is delivered by NGOs that combine development and humanitarian work?

The Study Set includes some NGOs, like Médecins Sans Frontières, whose mandates are wholly humanitarian; however, many of the organisations cover both development and humanitarian work.

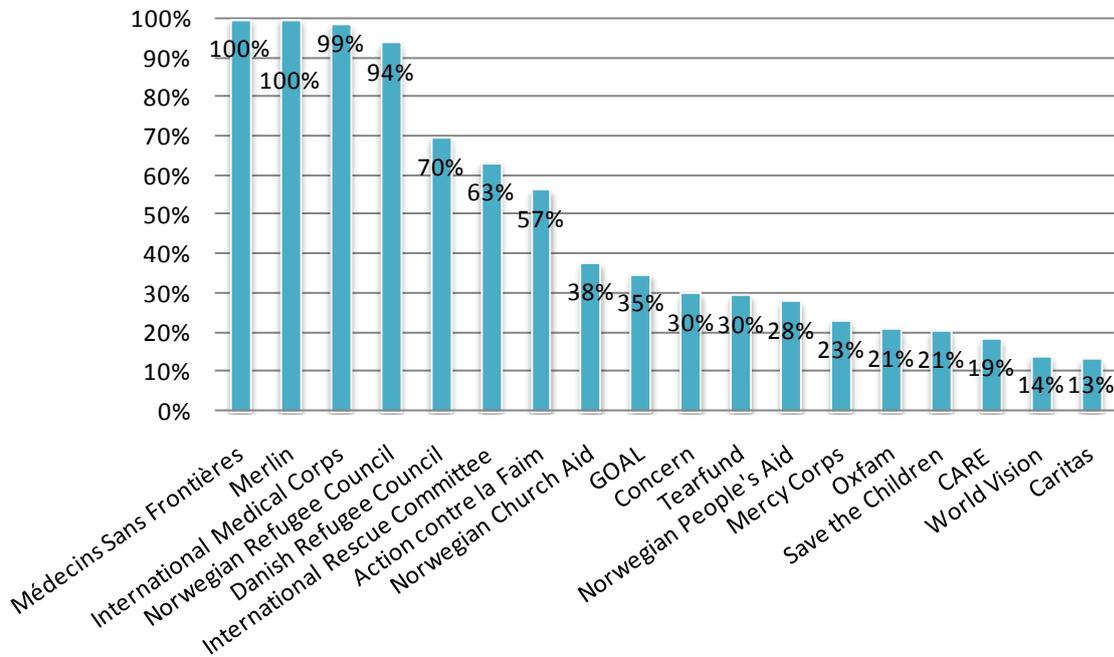


Figure 9: Share of total NGO income raised for humanitarian assistance

The dynamics of raising funds for humanitarian and development purposes differ, with much humanitarian response being financed by large public appeals. Development assistance relies to a larger extent on long-term, committed giving. That said, many long-term givers become engaged with an organisation following an appeal. Over the last 25 years, the evidence from NGO fundraising is that response to humanitarian crises often produces a ratchet effect, which means that after a spike in NGO income following a crisis, funding levels tend to settle at a somewhat higher level than was the case before the crisis.

Averaged across the Study Set NGOs as a whole, 29% of total income was raised exclusively for humanitarian purposes in 2006 – but this disguises the variation of between zero and 100% across the group, with a median of 47%.⁸

Clearly, for organisations such as Médecins Sans Frontières, International Rescue Committee and Merlin, whose mandate is overwhelmingly humanitarian, all income, whether designated to an appeal or not, is for humanitarian purposes. But many important humanitarian actors (including those such as Oxfam whose origin was in famine relief) have a mixed mandate combining development and relief and raise funds for their overall purpose, not only specifically for relief or development activities. For these organisations, humanitarian expenditure often exceeds the

⁸ The inclusion of/amendments to data from CARE, World Vision, Oxfam, Save the Children, Caritas and International Medical Corps revises these two values from those reported in the November 2008 version of this report from 25% (total average) and 35% (median) respectively

income raised for humanitarian purposes. This is partly because expenditure may be pre-financed or funded from reserves or by transfers from development assistance funding.

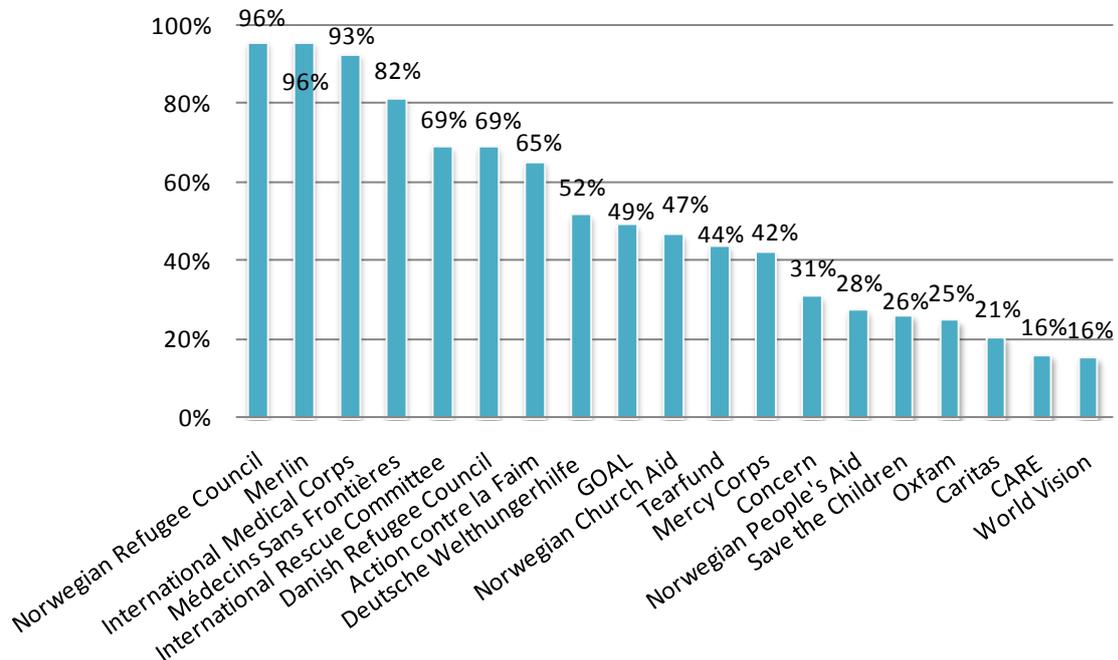


Figure 10: Share of total NGO expenditure allocated to humanitarian assistance

A comparison of Figure 9 and Figure 10 reveals the different pattern between humanitarian expenditure as a share of total *expenditure* and humanitarian expenditure as a share of humanitarian *income*. However, it is important to compare the volumes of funding for humanitarian assistance by the mixed mandate NGOs. In 2006, the seven NGOs that spent less than one-third of their global expenditure on humanitarian assistance nonetheless contributed €1.2 billion (US\$1.5 billion) to humanitarian crises between them, compared with the €732 million (US\$919 million) from the remaining 11 organisations and €457 million (US\$571 million) from Médecins Sans Frontières.

It is also important to note that humanitarian expenditure can significantly exceed humanitarian income in any period. In some cases this may be because organisations have primed the pump on humanitarian action by using unrestricted income. But it can also be because funding received in a previous year is carried over. Study Set NGOs illustrated this phenomenon in 2005 and 2006. They allocated 48% of their collective voluntary expenditure to humanitarian work in 2006, compared with 29% of voluntary income raised in the same year for humanitarian purposes. This can be largely be explained by large financial inflows in 2005 resulting from the South Asian tsunami and other crises that year.

While these percentages give an indication of the balance between humanitarian and development activity among the Study Set NGOs, it should also be remembered that, unlike official donors, many NGOs do not make a sharp division between humanitarian and development work. They are likely to have a programme of activity in an area where people are vulnerable both to external events and disasters, but also to the day to day crises of chronic poverty. In such situations, it may not make sense to try and categorise either need or response into 'humanitarian' or 'developmental' boxes.

Where is NGO voluntary humanitarian assistance spent?

Which regions receive the most humanitarian assistance from NGOs?

In 2006, the Study Set NGOs allocated 57% of their humanitarian expenditure funded from voluntary sources to Africa, 31% to Asia, 6% to the Caribbean and the Americas, 3% to the Middle East and 3% to Eastern Europe.

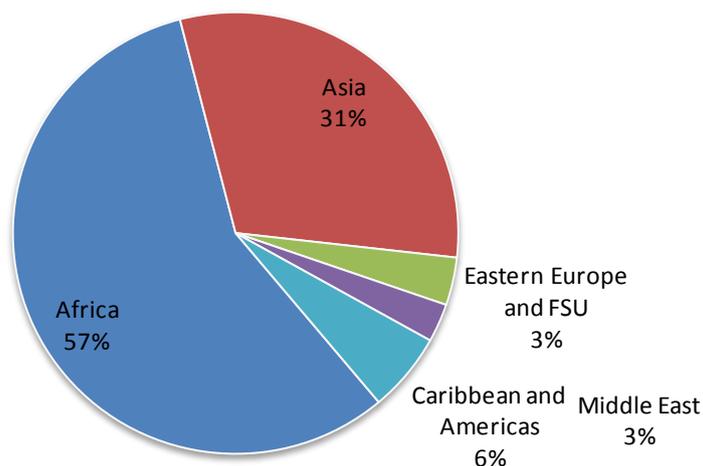


Figure 11: NGO Study Set shares of voluntary humanitarian expenditure by region

Which countries receive the most humanitarian assistance from NGOs?

Overall, the NGO Study Set allocated voluntary humanitarian assistance to 93 countries in 2006. Sudan was the largest recipient, with €54 million (US\$67 million) or 11%, followed by Pakistan €37.8 million (US\$47.4 million) or 8%, DRC €35.2 million (US\$44.1 million) or 7% and Indonesia €3.4 million (US\$4.2 million) or 7%. Of the remainder, 62 countries received less than 1% of expenditure, while less than €1 million (US\$1.25 million) was spent in 42 countries.

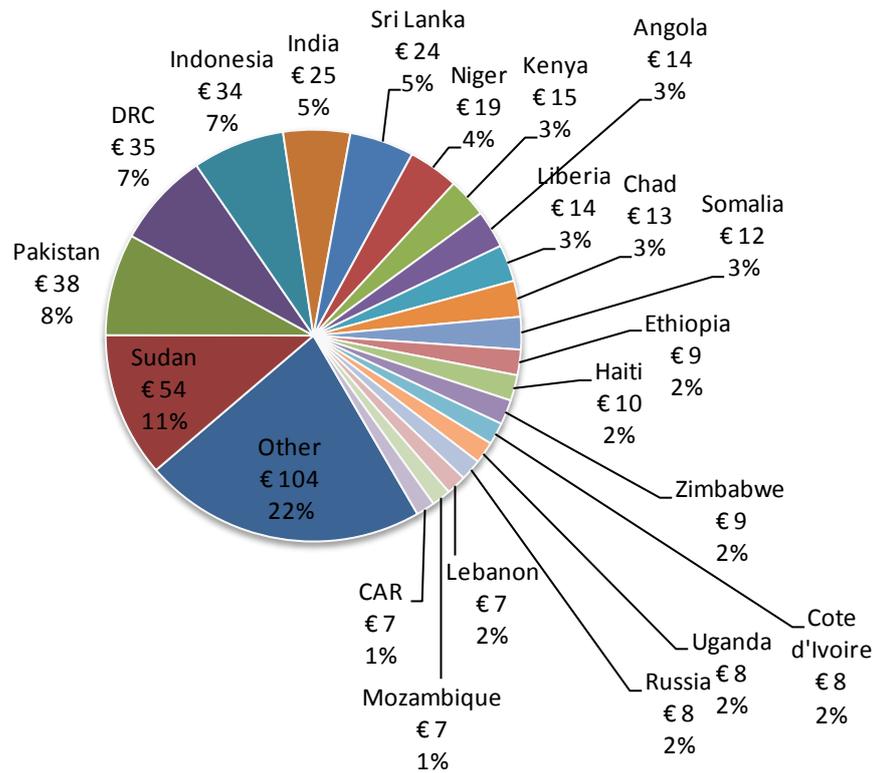


Figure 12: NGO Study Set shares of voluntary humanitarian expenditure by country

Do NGO and donor priorities differ?

While the Study Set NGOs allocated 57% of their voluntary-funded humanitarian assistance to Africa in 2006, the DAC donor governments allocated 46% of their official humanitarian expenditure allocable by region.⁹

NGOs and DAC donors allocated comparable amounts to Asia in 2006 (31% and 34% respectively), the Caribbean and the Americas and Europe. But their emphasis on the Middle East was very different. DAC donors spent 15% of humanitarian assistance there, compared to just 3% by NGOs.

	Study Set NGOs	DAC donors
Africa	57%	46%
Asia	31%	34%
Caribbean and the Americas	6%	4%
Europe	3%	1%
Middle East	3%	15%

Table 4: Study Set NGO and DAC donor government humanitarian assistance expenditure by region

As Figure 13 illustrates, there are both similarities and key differences between the countries where NGOs are mostly spending their own money and countries where they use official donor funds to respond to particular emergencies.

Sudan, Pakistan, DRC and Kenya emerge as common priorities, with relatively high levels of NGO expenditure from both voluntary and official sources. While funding from official sources financed

⁹ Official humanitarian expenditure allocable by region includes DAC allocations via NGOs

most expenditure in Sudan, NGO support to Pakistan and DRC was primarily funded from voluntary sources.

NGO expenditure on tsunami reconstruction and recovery (reflected in spending in Indonesia, India, Sri Lanka) was overwhelmingly from voluntary sources, reflecting the exceptional public response to tsunami appeals. Many NGOs found it challenging to spend the tsunami contributions and certainly did not seek additional funding.¹⁰

Other countries that have received high levels of voluntary funding relative to donor grants are Angola, Côte d'Ivoire, Mozambique, Niger, Chad and Central African Republic (CAR). This is in large part due to funding from Médecins Sans Frontières.

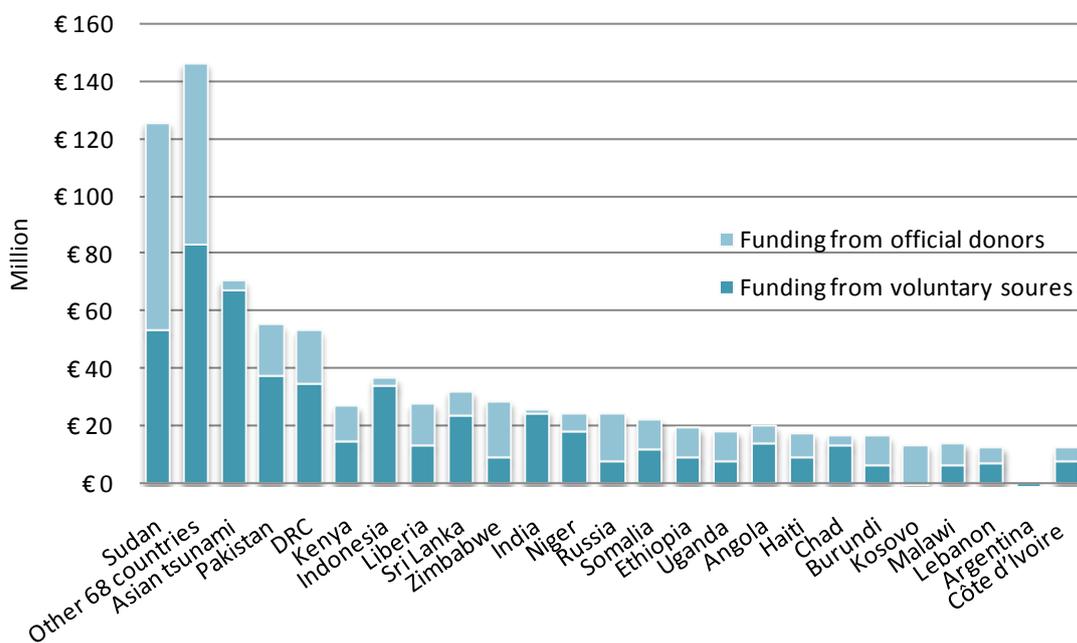


Figure 13: NGO Study Set humanitarian expenditure by country from voluntary and official sources

The majority of the NGO response in Liberia, Zimbabwe, Russia, Burundi, Kosovo and Malawi was funded from official sources. The data does not distinguish between funds requested by NGOs from official donors for their own priorities and donor programmes being implemented by NGOs. However, in countries where bilateral donors are restricted on human rights or governance grounds, they will often choose to spend through NGOs and/or support civil society in fragile states. This would certainly explain the large proportion of official funding in NGO humanitarian expenditure in Zimbabwe. It may also explain the large share of official funding in Uganda where humanitarian and conflict response activity is taking place at the same time as long-term development assistance and donors may find it easier to deliver the humanitarian response via NGOs.

Another way of looking at country allocations is to compare the list of 'Top 10' countries funded by NGOs from voluntary sources with the 'Top 10' list of largest recipients of DAC donor bilateral humanitarian assistance. Again, these show some similarities as well as key differences.

¹⁰ Some Study Set NGO accounts are based on a financial year, which includes part of 2005 calendar year

Top 10 recipients of NGO humanitarian funding from voluntary sources	Top 10 recipients of official bilateral humanitarian assistance from DAC donors
Sudan	Sudan
Pakistan	Occupied Palestinian Territories
DRC	DRC
Indonesia	Pakistan
India	Indonesia
Sri Lanka	Lebanon
Niger	Ethiopia
Kenya	Afghanistan
Angola	Somalia
Liberia	Uganda

Table 5: Top 10 recipients of NGO humanitarian funding from voluntary sources and Top 10 recipients of official bilateral humanitarian assistance from DAC donors, 2006

Four countries feature on the Top 5 list of recipients for both NGO voluntary and donor financing. However, while Palestine was the second largest recipient of official bilateral humanitarian assistance in 2006, it is reported to have received only €2 million from Study Set NGOs.

Further down the list, NGO priorities begin to diverge from those of official bilateral donors. Specifically, countries such as Niger and Angola that were high priorities for NGO voluntary spending were accorded much less priority by bilateral donors in 2006.

How much humanitarian assistance is concentrated on a small number of recipients?

Sudan was the largest recipient of voluntary humanitarian assistance funding in 2006, accounting for 11% of the total.

Top 10 recipients	Share of NGO voluntary humanitarian expenditure
Sudan	11%
Pakistan	8%
DRC	7%
Indonesia	7%
India	5%
Sri Lanka	5%
Niger	4%
Kenya	3%
Angola	3%
Nigeria	3%

Table 6: Top 10 recipients of NGO voluntary humanitarian expenditure, 2006

The next nine countries accounted for 46% of the expenditure. The remaining 83 countries combined received 43% of voluntary funding. This degree of concentration is lower than that of the bilateral donors. Over the past five years, the Top 10 recipients have traditionally shared two-thirds of the available bilateral assistance and the single largest recipient country has received about one-fifth of the total.

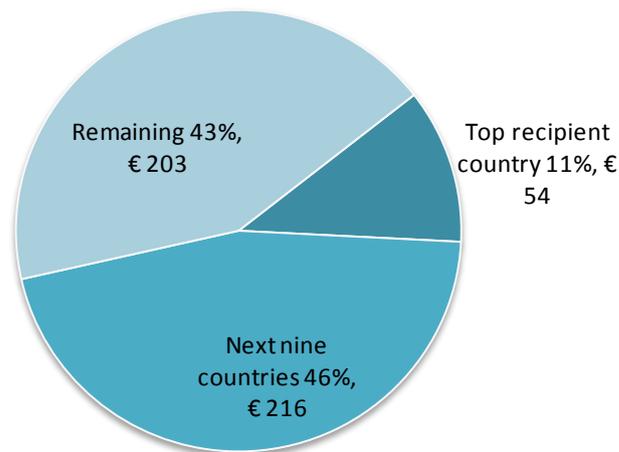


Figure 14: Concentration of NGO voluntary humanitarian expenditure on the Top 10 recipient countries

Are neglected emergencies funded by NGOs or official funds?

A major concern of the humanitarian community has been the equitable allocation of humanitarian assistance, avoiding ‘CNN’ effects where disproportionately large shares of funding flow to high profile emergencies. Although NGOs spread their humanitarian assistance more widely than official donors, the commonality of the top four recipients shows that both official and voluntary humanitarian assistance flows to the visible large crises. To some extent, both official and voluntary funding are driven by public concern for specific emergencies, feeling under pressure to be seen to respond generously to high profile crises.

Universally, NGOs report that media profile is vital to the level of voluntary support and some countries are seen as more ‘marketable’ than others for public fundraising purposes. NGOs have found it relatively easy to raise funds for Sudan from both public and official sources. On the other hand it has been difficult to attract public interest to Somalia, as the issues are complex and the operating environment difficult. In these circumstances it is not always the lack of money that prevents response; security concerns also limit the capacity to deliver.

Most NGOs report little advantage in appealing to the public for neglected crises, particularly the smaller organisations that lack capacity to raise awareness of forgotten crises themselves. Nevertheless, Oxfam GB noted that after it closed its tsunami appeal in 2005, it launched a “Don’t forget Africa” appeal that got a good response. Norwegian Church Aid sometimes uses its annual Lenten appeal to raise the profile of neglected emergencies.

For ‘neglected emergencies’, NGOs either rely on government funding, noting that donors sometimes take a longer view than the public, or they utilise their own voluntary unrestricted income. Being able to use their own reserves in these circumstances is critical to their ability to respond. Concern pointed to DRC, Chad and Niger as places where its programmes were government-funded. World Vision had used its own resources to fund work in Swaziland. Zimbabwe and Myanmar and Angola are also countries for which it has been difficult to secure funding.

Which countries does NGO voluntary income come from?

Of the reported income for humanitarian assistance for the Study Set NGOs, 62% came from Europe, 31% from Canada and the US and 7% from Australasia. Just over half of the funding originated in the UK and the US. This distribution pattern clearly reflects the choice of NGOs in the Study Set but it is similar to the pattern for official humanitarian assistance in 2006 – 56% from Europe, 41% from Canada and the US, 4% from Australasia and just under half from the UK and US combined.

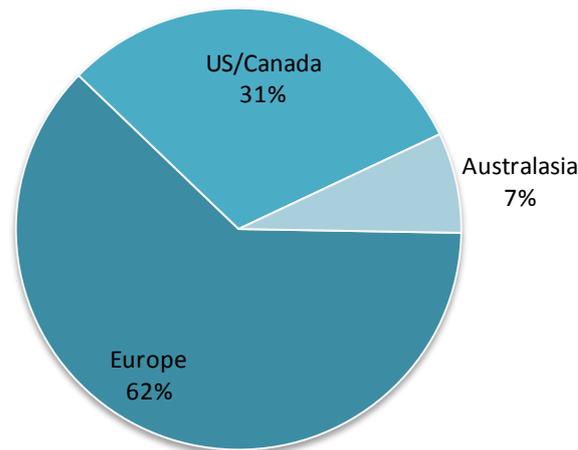


Figure 15: Voluntary contributions for humanitarian assistance to Study Set NGOs by region of origin

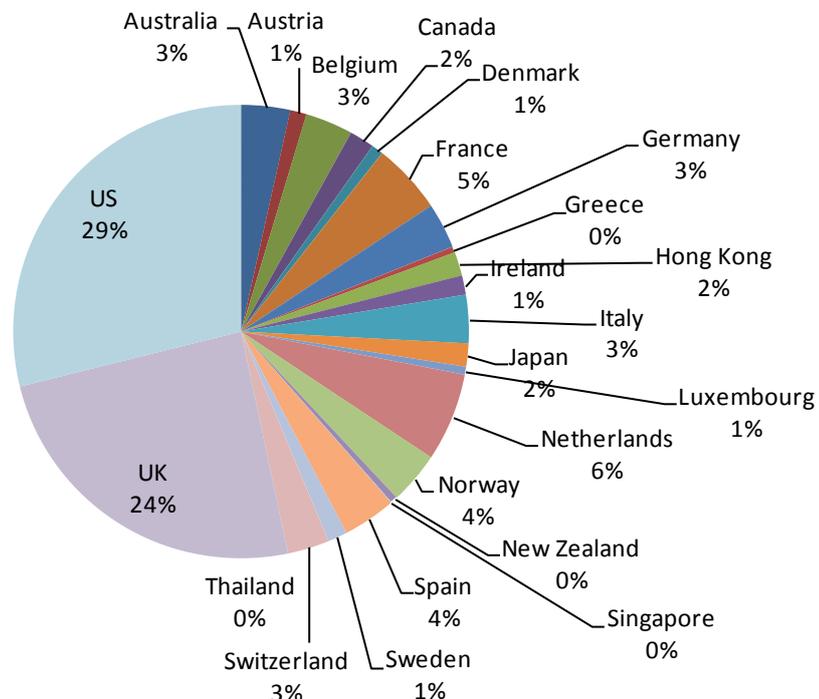


Figure 16: Voluntary contributions for humanitarian assistance to Study Set NGOs by country of origin

What do we know about total NGO expenditure on humanitarian assistance worldwide?

While the Study Set NGOs represent many of the largest and most influential organisations and coalitions, they do not channel all NGO voluntary humanitarian assistance.

There are a very large number of humanitarian NGOs and there is no standard accounting system or a central body that gathers data on their expenditure or on voluntary contributions. The only comparable data available is on official contributions made by DAC donor governments to NGOs for humanitarian purposes. As a result, these official contributions were the primary tool used to identify the NGOs that should be in the study set.

Because this selection method had an in-built bias towards NGOs that receive substantial government funding, three case studies were undertaken to test what share of total contributions to NGOs was represented by the Study Set NGOs. Three European countries were identified: Ireland, Denmark and the UK. These case studies not only provided a basis for estimating the share of total humanitarian spending represented by the NGOs in the Study Set but also provided a more nuanced and detailed picture of NGOs as humanitarian actors.

Whilst these countries are by no means a representative sample of DAC donors, they do include a major G8 donor country, a donor with a very strong tradition of voluntary giving and a country where, historically, NGOs have received a substantial proportion of their funding from official sources. These differences are reflected in the shares of income which come from voluntary and official sources. In Denmark and the UK the Study Set NGOs received around half of voluntary and total humanitarian income. In Ireland, by contrast, Study Set NGOs received 76% of voluntary and 91% of total humanitarian income.

	Study Set NGO humanitarian income from voluntary sources as a share of total NGO humanitarian income from voluntary sources	Study Set NGO humanitarian income from official and voluntary sources as a share of total NGO combined humanitarian income
Denmark	46%	50%
Ireland	76%	91%
UK	54%	48%

Table 7: NGO Study Set financing as a share of total NGOs, 2006

An additional check on this estimate of the global picture was derived by comparing total NGO expenditure reported to the OECD and total expenditure by the Study Set NGOs. This analysis showed that 62% of total NGO expenditure reported to the DAC was held by Study Set NGOs, compared with the average of 58% for the three case study countries. (The detailed case studies of Denmark, Ireland and the UK are available on request.)

Annex A: Methodology

This review is based on analysis of the accounts of the 19 NGO groupings in the Study Set, including their 114 members and affiliates. All Study Set NGOs were able to report fully on total humanitarian expenditure; however, not all agencies were able to disaggregate voluntary income for humanitarian purposes from voluntary income for development activities. In addition, €415 million (US\$520 million) out of €2409 million (US\$3023 million) could not be classified.

Seventeen of the 19 NGOs in the Study Set were able to split their income and expenditure into mutually exclusive humanitarian and development categories.

NGO humanitarian expenditure funded from official sources is already captured through donor reporting and included in a variety of publications. In order to avoid double-counting and to estimate NGOs' added value in terms of humanitarian expenditure, we have attempted to disaggregate spending from official and voluntary sources.

It should be noted that the summary data does not fully represent the complete picture of humanitarian activities of these NGOs.

Information sources

The primary sources of information for this report are the annual accounts and reports of the organisations concerned supplemented with information in annual reviews, NGO websites, and filings through OCHA's Financial Tracking Service (FTS). To the extent possible, we have contacted the finance departments of the organisations included for confirmation of the data we are using to ensure we give a correct representation of their involvement in humanitarian assistance. In a few cases, we have had to make estimates which we have made on the conservative side.

The Study Set NGOs

The Study Set NGOs include bodies headquartered in a single national head office such as Danish Refugee Council, Norwegian Refugee Council, and Norwegian People's Aid. Some organisations raise funds through a few offices and produce a single consolidated set of accounts e.g. Concern Worldwide, Goal and International Medical Corps. Médecins Sans Frontières comprises 19 member organisations, which produce their own national accounts. Médecins Sans Frontières also produces a consolidated set of accounts covering the entire network. Oxfam's 12 affiliates report to a variety of year ends, and so we have worked with these. World Vision, Save the Children and Caritas have more extensive networks some of which serve more as beneficiary agencies rather than fundraising sources. We have concentrated on the main offices in Europe, US/Canada, and Australasia contingent on the availability of annual reports. As the data demonstrates, the Study Set NGOs collectively play a substantial role in humanitarian assistance and draw upon wider support networks such as Alliance 2015 (Deutsche Welthungerhilfe, Concern Worldwide), Action by Churches Together (Norwegian Church Aid), CIDSE and centralised appeal structures (Caritas). In total, the voluntary income included in this report comes from 23 countries and 114 member organisations.

UN

Reference to the UN includes income from UNHCR, WFP and WHO. In some cases it is not entirely clear whether funding provided by WFP has been used solely for humanitarian emergencies or for longer term development support.

Time period covered

The report aims to cover 2006. The actual data used is guided by the accounting years of the organisations concerned and the accounts that have been published. For example, Oxfam GB's accounts cover the 12 months leading up to 30 April 2006 and those for Save the Children UK cover the 12 months leading up to 31 March 2007. Consequently, the actual timeframe covered in the report as a whole is far wider than 12 months, even though each individual organisation reports for one financial year. Some NGOs have a common financial year end. For example, World Vision reports on 30 September and CARE reports on 30 June. The common year end for organisations based in Europe is 31 December, so overall the data is concentrated around the 12 months of 2006.

Exchange rate

For currency conversions, we have used the OECD annualised exchange rates.

Voluntary income and expenditure

We have defined voluntary income as income from the general public, individuals, bequests/legacies, NGOs, private foundations and trusts, and corporations. In the case of mixed mandate organisations, regular contributions tend not to be earmarked and are available for the organisation to use to meet its mission, a part of which is humanitarian assistance. We therefore have counted voluntary income as income specifically given for humanitarian assistance which essentially means income from appeals for emergencies in mixed mandate organisations. Voluntary expenditure also includes unrestricted reserves utilised from both the current and previous years' voluntary income.

Donor income and expenditure

Donor income is defined as income from official bilateral and multilateral sources. This is often referred to as institutional or government income. Where grants have been given from charities and other non-governmental donors we have included these under voluntary income so far as they are identified in accounts.

Accounting practice is to recognise donor funds as they are used through the income and expenditure statement. As a result, donor income principally matches donor expenditure in any year. We have followed the data as shown in the income and expenditure statements.

Consolidation of transfers between members and affiliates

Sums paid to partner organisations that are leading programmes in designated countries can amount to millions of euros. To avoid double counting, we have deducted inter agency receipts from total income figures of the recipient agency, where shown in accounts, and deducted these from total expenditure figures of the source agency. This is especially the case with funds transferred for tsunami expenditure, where, notably, Oxfam International opened a trust fund for funds raised, and Oxfam GB handles most of the organisation's humanitarian expenditure. Save the Children members also transfer funds to lead partners. Expenditure by CARE is almost entirely managed through three members – Australia, the US and Canada. For Caritas, members are largely autonomous in their expenditure except for work in a few countries such as Sudan and Iraq.

Definition of humanitarian assistance

The definition of humanitarian assistance varies by agency and is not always identified in accounts as a clear expenditure category. In the case of mixed mandate agencies, accounts quite often divide expenditure between emergencies/disaster response/relief, recovery/rehabilitation and development. We have defined humanitarian as the initial emergency response phase. The point of departure is the extent to which rehabilitation work is included under humanitarian expenditure. We have tried to work with a 12 month time limit post emergency, which is a fairly common time limit for use of donor humanitarian grants.

As one NGO we spoke with pointed out, the public generally give money for NGOs to go and fix the problem the emergency has caused. In using appeal funds, agencies can find themselves in a position to use these to cover rehabilitation work leading to a more complete response towards longer term development work. Work addressing the Tsunami is quite often categorised under emergency work as it fits with a public perception of what it is. We have worked with this for accounts but have tried to show tsunami expenditure separately in country analysis.

Some emergency response work is covered under sector headings such as health and education as it fits in with wider country programme work. This is the case for Save the Children, Mercy Corps and Concern Worldwide. Therefore what is shown in accounts as expenditure for emergencies understates the expenditure incurred. Consequently, some of the data we have is a little rough around the edges. This also feeds into a difficulty in providing a breakdown of expenditure by country and by income source.

Humanitarian organisations define all income as for humanitarian purposes and do not differentiate between expenditure on emergency response work and rehabilitation. The difficulty with this is that expenditure on humanitarian assistance may be more broadly defined than for mixed mandate organisations and can include quite a substantial amount of rehabilitation work. We include below descriptions drawn from NGO accounts and annual reports to show the scope of what we are including to make clear that comparisons are not entirely like for like.

Mixed mandate organisations

Action contre la Faim defines its humanitarian assistance as covering emergency intervention, rehabilitation, and disaster preparedness.

CARE defines its emergency response as offering timely assistance to disaster-affected communities, providing the support they need to prepare for and survive emergencies, rebuild their lives and overcome poverty in the long term.¹¹ CARE categorises its work in its accounts for as emergency relief, rehabilitation and development.

Caritas defines its emergency programmes as those seeking to prevent loss of life, minimise suffering, reduce property damage, speed recovery, reduce vulnerability, and otherwise better cope with natural or man-made disasters, while fostering a culture of peace, dignity and respect.¹² Caritas members also support long-term rehabilitation programmes to enable people to rebuild their lives.

¹¹ CARE US Annual Report p25

¹² Catholic Relief Services – United States Conference of Catholic Bishops Financial Statements p7

In much of its international emergency work, members respond to appeals launched through Caritas Internationalis, the hub of a federation of 162 Caritas relief and development organisations.¹³

The Caritas Internationalis General Secretariat is responsible for the mobilisation and coordination of member organisations' response to major emergencies. The International Cooperation Department works closely with both national and regional structures to facilitate cooperation among members, to ensure an effective response to relief operations, and to help raise funds for major emergencies.¹⁴

Concern Worldwide is committed to meeting the humanitarian imperative to save lives and reduce suffering in the event of a disaster, and recognises the importance of being able to respond quickly, effectively and creatively to people unable to meet their basic needs, especially in sudden onset emergencies. During 2006, over 61 million people were affected by conflict, drought, floods, earthquakes, tsunami and insect infestation in the countries where Concern works. Concern responded in a variety of ways and assisted over 1.7 million people either directly or with partners. Drought and floods were the most common emergency to which Concern responded during 2006. During 2006 Concern continued to develop its Disaster Risk Reduction (DRR) approach. Recognising the link between poverty and the impact of disasters, and that disasters exacerbate inequity, affecting the poorest to a greater degree in that they have fewer resources to aid their recovery from the impact of crises, Concern takes the view that to have a genuine impact on global poverty, it must address emergencies in its work through the establishment of interventions that encompass preparedness, disaster mitigation, response, advocacy, and, in the longer term, recovery.

To this end, in those countries susceptible to recurrent disaster, Concern believes that DRR interventions should be integrated into development activities so as to strengthen communities' capacity to reduce the scale, frequency or impact of future disasters, and to enhance the capacity of these communities to respond to and recover from them.¹⁵

With operations in 14 countries around the world, the scope of **GOAL**'s activities ranges from acute emergencies through chronic, complex emergencies to post emergency rehabilitation and stable development environments.¹⁶

Deutsche Welthungerhilfe (German Agro Action Aid) believes that measures should not be short term and aims to combine immediate relief, rehabilitation and development aid. It links short-term survival aid with reconstruction measures and prolonged development projects in disasters and crisis situations. **Deutsche Welthungerhilfe** work in 2006 focused on dealing with the direct consequences and preventing crises, conflicts and disasters.¹⁷

Merlin is a dual mandate organisation and the only specialist UK charity which responds worldwide with vital health care and medical relief for vulnerable people caught up in natural disasters, conflict, disease and health system collapse. Merlin staff stay in place until lasting health care services are rebuilt, which means it has programmes already in existence for periods of around 10 years.

¹³ CAFOD Financial Statements for the year ended 31 March 2007. p5.

¹⁴ <http://www.caritas.org/jumpCh.asp?idUser=0&idChannel=8&idLang=ENG>

¹⁵ Concern Worldwide Annual Report 2006 p40

¹⁶ GOAL. Consolidated financial Statements 31 December 2005 and 2006 p4.

¹⁷ DWHH Annual Report 2006. p6 and 24.

Upwards of 95% of its work is strictly humanitarian with a focus on fragile states and chronic emergencies.¹⁸

Mercy Corps works in disaster management, focusing on emergency relief and shelter, health (including psychosocial), food, water, transition to recovery, food security and disaster preparedness.¹⁹

Norwegian People's Aid is mainly focused on long-term development work, but engages in humanitarian assistance where need arises in regions where it is working. On the international front, Norwegian People's Aid is well known for the extensive work it has carried out in respect of mine clearance and its political intervention against mines and cluster bombs.²⁰

Oxfam aims to ensure the right to humanitarian protection and assistance for people caught in conflict and disaster. It specialises in public health (water and sanitation, hygiene promotion, food and nutrition), and ensuring that humanitarian response work takes account of gender. It also demands the protection of civilians in conflict, and works to improve the quality of humanitarian assistance generally. Its objectives for 2006 were to ensure timely and effective responses to humanitarian crises; ensure a good operational response to the Asian tsunami (shifting from humanitarian to development-oriented responses as appropriate), continue the Control Arms Campaign, and prepare to play its full role in changing the way the world responds to humanitarian crises.²¹

Norwegian Church Aid collaborates with ecumenical and other local organisations to achieve permanent results in three ways: emergency response, long-term development work and influencing attitudes and decisions.²² Funds for emergency response are generally available for use for up to 12 months from the contract date. In the case of voluntary funds they are designated for emergency response until exhausted. Norwegian Church Aid also includes under humanitarian intervention funds made available for conflict resolution and peacebuilding.

Save the Children currently works in over 20 countries experiencing or recovering from emergency situations such as armed conflict and natural disasters. It provides immediate assistance and operates long-term initiatives in these areas, sometimes for decades, to improve outcomes for children. Where possible, it aims to prevent crisis situations and address recurring challenges such as instability and poverty. By April 2005 it had completed its emergency response to the Indian Ocean tsunami, and began long-term reconstruction work which will last for five years until 2009.²³

Tearfund's approach to disasters is threefold: to help communities prepare for disasters and thus significantly reduce their impact, to help communities respond to disasters so that lives are saved, and subsequently to help communities to rebuild after a disaster so that they are stronger and

¹⁸ Merlin website and interview.

¹⁹ Mercy Corps Scotland. Annual Review and Accounts 2006 p11.

²⁰ Norwegian People's Aid Annual Report 2006, Policy and Strategy for Norwegian People's Aid International Humanitarian and Development Work 2003-2007

²¹ Oxfam GB Annual Report and Accounts May 2005 -April 2006 p10-11

²² <http://english.Norwegian Church Aid.no/article/view/4238>, and interview with Norwegian Church Aid

²³ http://www.savethechildren.net/alliance/what_we_do/emergencies/index.html.

better able to respond to a future disaster. This approach to emergencies is implemented through both partner-led programmes and its own operations.²⁴

For **World Vision**, humanitarian action is carried out to meet the needs of people affected by conflict or natural disasters and demonstrates the following characteristic best practices: aims to cover short and long-term vulnerabilities, advocates for the rights of the poor to protection and assistance, focuses on needs, gets the job done in the most effective and efficient way and views the future strategically as the humanitarian context evolves.²⁵ A decade ago, humanitarian disaster relief was treated in a straightforward manner: agencies sought to deliver basics such as water, shelter, food and health. Now World Vision is asked to undertake work around security, the environment, livelihoods and gender, with sensitivity to social, economic and political contexts. The aim is to ensure high-quality responses that are accountable and ‘do no harm’. Agencies now consider the root causes of crises, rather than just responding to the symptoms, and seek to help communities overcome their vulnerabilities.²⁶ World Vision stays in a country as long as needed to help people rebuild their lives.

Humanitarian organisations

The **Danish Refugee Council**’s international activities first and foremost contribute to establishing solutions for international refugee issues, including solutions for international humanitarian aid of long duration to refugees and internally displaced persons. Other activities contribute to emergency aid to refugees and internally displaced persons. The efforts are primarily concentrated in the regional areas of the refugees. As an umbrella organisation for Danish organisations, the Danish Refugee Council often carries out its activities in collaboration with one or more member organisations or UN/UNHCR. UNHCR plays an important role as partner and supporter and in relation to political issues and influence.²⁷ The protection and assistance to conflict affected populations is provided within a long-term, regional and rights-based approach in order to constitute a coherent and effective response to the challenges posed by present day conflict. Assistance consists of relief and other humanitarian aid, rehabilitation, support to return and repatriation as well as contributions to the promotion of durable solutions. Support and capacity building of local and national authorities and NGOs form an integrated part of the work.²⁸ The Danish Refugee Council Assistance Framework and Program Manual provides a formal definition for the Danish Refugee Council ’s humanitarian assistance work.

International Rescue Committee provides emergency relief, rehabilitation, protection of human rights, post-conflict development, resettlement services and advocacy for those uprooted or affected by violent conflict and oppression. On average the International Rescue Committee’s

²⁴ Tearfund Annual Report 2006 p8

²⁵ World Vision, Partnership Definition of ‘Humanitarian Action’. HEA Overview p14.

²⁶ World Vision International 2006 Annual Review p11.

²⁷ Danish Refugee Council Annual Report 2006 p10

²⁸ Danish Refugee Council international programmes brochure.

programmes last around 10 years from arriving on a disaster scene within 72 hours of its onset to being one of the last organisations to leave.²⁹

International Medical Corps is dedicated to saving lives and relieving suffering through health care training and relief and development programmes. Its mission is to improve the quality of life through health interventions and related activities that build local capacity in areas worldwide. By offering training and health care to local populations and medical assistance to people at highest risk, and with the flexibility to respond rapidly to emergency situations, International Medical Corps rehabilitates devastated health care systems and helps bring them back to self-reliance.³⁰

Médecins Sans Frontières is a medical-humanitarian organisation which provides assistance to populations in distress, victims of natural or man-made disasters and to victims of armed conflict (primary goal). It responds to epidemics and sanitarian disasters.³¹

Norwegian Refugee Council provides humanitarian assistance to refugees, internally displaced persons and returnees. Programme activities are concentrated on five core activities: Building homes and schools; distribution of food and non-food relief items; information, counselling and legal assistance; camp management and education.³²

²⁹ International Rescue Committee-UK Annual Review 2006 p7/ International Rescue Committee US Annual Report 2006 p2; International Rescue Committee website <http://www.theInternationalRescueCommittee.org/about/>

³⁰ International Medical Corps Annual Report 2006 p2

³¹ MSF Financial report 2007. p4-5.

³² <http://www.NorwegianRefugeeCouncil.no/?aid=9160690>

Annex B: GHA and Development Initiatives

Global Humanitarian Assistance (GHA)

The Global Humanitarian Assistance (GHA) programme aims to contribute to improvements in the efficiency, effectiveness and coherence of humanitarian response by further increasing access to reliable, transparent and understandable data on humanitarian assistance. It works to contribute to an authoritative, accessible and comparable shared evidence base on financing for people and institutions involved in humanitarian policy, programming and performance. Annual GHA reports are progressively building a more comprehensive ('global') picture of humanitarian resources including voluntary giving by the public, non-ODA resources and resources from emerging donors.

GHA's objectives for 2008-2012 are: to enhance the programme's 'no-spin' reports and analyses; to carry out an inception phase for proposed work on access to comparable data on the number, scale and severity of humanitarian crises; and to undertake a pilot project to assess the potential for developing partnerships to monitor and report on domestic response to humanitarian crises. Further information is available at: globalhumanitarianassistance.org

Development Initiatives

Development Initiatives is an independent organisation that provides research and consultancy services on aid, development and poverty reduction.

We work with people in developing and donor country governments, the OECD DAC, international agencies, NGOs and the academic community to interpret and communicate aid and development data, policy and practice.

As well as working to deliver research and consultancy services on behalf of others, Development Initiatives encourages contacts between individuals, groups and organisations that share its commitment to eradicating absolute poverty.

Development Initiatives was established by Judith Randel and Tony German as a consultancy in 1993. A separate not-for-profit organisation (Development Initiatives Poverty Research) was set up in 2007. Development Initiatives Poverty Research programmes – such as aidinfo and Global Humanitarian Assistance – are funded by grants. Further information is available at: devinit.org

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