

DFID's Expenditure on Humanitarian Assistance 2008-2009

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Executive Summary

This report is an analysis of DFID's *Humanitarian Assistance spending during the financial year 2008/09*.

A fairly narrow definition of 'humanitarian assistance' has been used as the inclusion criteria for expenditure in this report. It captures the aid that saves lives and alleviates suffering during and in the immediate aftermath of an emergency, such as food aid, shelter, and medical care. This report also includes aid to IDPs and refugees and some de-mining in chronic prolonged emergencies, as well as disaster risk reduction. The analysis excludes the political aspects of post conflict reconstruction and reconciliation activities such as peace-building and governance.

This is the second year this exercise has been carried out across DFID following production of the 2007/08 report. As with the 2007/08 report it was not possible to collect data from DFID central systems. Data has therefore been compiled manually from individual country returns from each DFID division. This means that it is possible that there will be some variation in the way in which 'humanitarian assistance' is interpreted across DFID and therefore some caution should be attached to this analysis; particularly the fact that some figures may vary from DFID central spending analysis from Statistics in Development (SIDs).¹

This report does **not** include a breakdown of the UK contribution to European Commission Humanitarian Office (ECHO) which spent €937 million on Humanitarian Assistance over the calendar year 2008.² UK HMG provided 16.05% (€150,388,500) of this budget.³ On occasion; our 16.05% commitment to an ECHO contribution will exceed our core bilateral contribution or may even represent our only response to a specific emergency. It is therefore very significant.

Excluding ECHO contributions, the report finds that DFID spent £475 million in Humanitarian Assistance during 08/09 which was 8.2% of the total DFID Programme.⁴ Compared to 2007/08 this represents an increase of 1.2 percentage points in the proportional overall share of the DFID budget and a cash increase of £93.4 million. Wherever possible throughout this study, comparative analysis has been made with the 2007/08 report.

This report will be broken down in to the following sections:

Section 1: Reports expenditure per country and the proportion allocated to PSA (Public Sector Agreement) countries. DFID Humanitarian Assistance covered 33 Countries in 2008/09; 51% of humanitarian spending went to PSA Countries.

¹ See methodology, p 15

² For a breakdown of ECHO Humanitarian Spend; see

http://ec.europa.eu/echo/files/media/publications/annual_report/annual_report_2008.pdf (p5)

³ <http://www.dfid.gov.uk/Documents/publications/sid%202009/final-printed-sid-2009.pdf> (p9: para 25)

⁴ Total DFID programme 08/09 was £5803m; provided by "Department for International Development expenditure Statistics 2008/09" page: viii

<http://www.dfid.gov.uk/Documents/publications/sid%202009/final-printed-sid-2009.pdf>

Section 2: Reports expenditure per sector and emergency type (either 'Complex Emergency' or Natural Disaster). The largest sector was *Food and Nutrition*, accounting for 23% of overall humanitarian spending.

Section 3: Reports expenditure by agency and types of fund. 67.5% was spent through the UN, 16.2% through NGOs and 14.6% through Red Cross Organisations.

Section 4: Reports on how much was spent by individual DFID divisions. 50% of Humanitarian Assistance was spent through Africa Division.

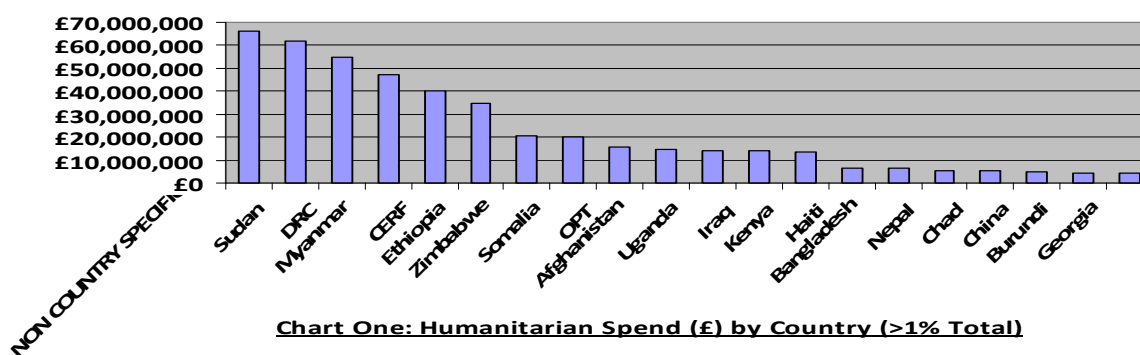
Section 1 (a) Where Humanitarian Assistance Was Spent.

During 2008/09 DFID's humanitarian spending covered 33 countries. 13% of total DFID humanitarian assistance went to Sudan, the most spent in a single country. Nearly half of country specific spending was spent in just 6 countries: Sudan, DRC, Zimbabwe, Myanmar, Ethiopia, Zimbabwe and Somalia with 51% of overall assistance going to Africa compared to 48% in 2007/08. One fifth (22.3%) of DFID's humanitarian spend was non-country specific; consisting of core contributions to humanitarian response agencies (e.g. UN bodies), CERF⁵ or some pooled humanitarian funds where donations were not country earmarked.

Table 1: DFID Humanitarian Spend Per Country

Rank	Country	Total Spend	%Total
1	NON COUNTRY SPECIFIC	£66,218,000	13.91%
2	Sudan	£61,844,345	12.99%
3	DRC	£54,613,733	11.47%
4	Myanmar	£47,089,122	9.89%
5	CERF	£40,000,000	8.40%
6	Ethiopia	£34,900,000	7.33%
7	Zimbabwe	£20,808,370	4.37%
8	Somalia	£20,021,472	4.21%
9	OPT	£15,956,713	3.35%
10	Afghanistan ⁶	£14,750,000	3.10%
11	Uganda	£14,306,000	3.01%
12	Iraq	£14,000,000	2.94%
13	Kenya	£13,488,234	2.83%
14	Haiti	£6,689,360	1.41%
15	Bangladesh	£6,462,538	1.36%
16	Nepal	£5,400,000	1.13%
17	Chad	£5,249,785	1.10%
18	China	£4,755,405	1.00%
19	Burundi	£4,457,055	0.94%
20	Georgia	£4,100,000	0.86%
21	Zambia	£3,490,000	0.73%
22	West Africa Regional	£2,700,000	0.57%
23	Pakistan	£2,500,000	0.53%
24	Sri Lanka	£2,500,000	0.53%
25	Eritrea	£1,500,000	0.32%
26	Central African Republic	£1,494,000	0.31%
27	India	£1,221,074	0.26%
28	Ghana	£1,219,880	0.26%
29	Tajikistan	£1,074,000	0.23%
30	Mozambique	£989,449	0.21%
31	Malawi	£985,825	0.21%
32	Kyrgyz Republic	£650,000	0.14%
33	Cuba	£250,000	0.05%
34	Turks and Caicos	£260,000	0.05%
35	South Africa	£22,222	0.00%
TOTAL		£475,966,581	

The figures from Table 1 are graphically represented in Chart 1 showing the spread of allocations across countries receiving humanitarian allocations in excess of 1% of the total.



⁵ See note 12

⁶ Prior to publication of this report, DFID Afghanistan informed us that their figure for Afghanistan Humanitarian Spend was actually £14.057 million due to adjustments made following completion of their year end pack. (£693,000 of the £750,000 previously reported to OCHA carried over to the following financial year). Unfortunately this amendment could not be incorporated in to the report directly due to the inadvertent deletion, in January 2010, of the original raw data document.

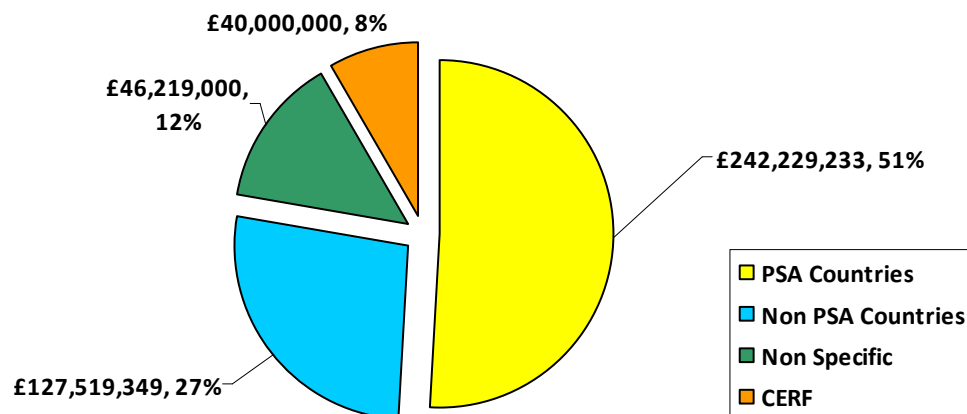
Section 1(b) Spending in PSA and non PSA Countries.

The split in humanitarian spending between DFID PSA⁷ and non-PSA countries is represented in Table 2 and Chart 2. It shows that 51% of DFID humanitarian expenditure in 08/09 went to PSA countries and 27% went to non-PSA countries. This compares to 47% going to PSA and 27% going to non PSA countries in 2007/08.

Table 2: Spending in PSA and Non PSA Countries.

Country Type	Total Spend
PSA Countries	£242,229,233
Non PSA Countries	£127,519,349
Non Specific	£66,218,000
CERF	£40,000,000
TOTAL	£475,966,581

Chart 2: Spend by Country Type: PSA/Non PSA



⁷ The Poverty Reduction PSA countries are: DRC, Ethiopia, Ghana, Kenya, Lesotho, Malawi, Mozambique, Nigeria, Rwanda, Sierra Leone, South Africa, Sudan, Tanzania, Uganda, Zambia, Zimbabwe, Afghanistan, Bangladesh, Cambodia, China, India, Indonesia, Nepal, Pakistan, and Vietnam.

Section 2: What Humanitarian Assistance was Spent On

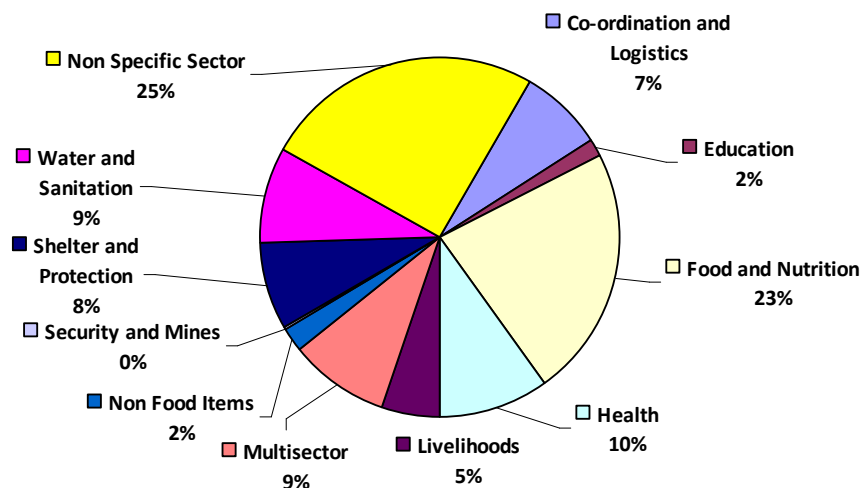
a) Spending by Sector

A sector split shows funding for food and nutrition comprising the largest individual beneficiary sector, accounting for 23% of overall expenditure. 9% of expenditure was spent on multi sector projects where the share of individual sectors could not easily be broken down further. Table 3 and Chart 3 show the breakdown of expenditure, and the percentage of total humanitarian spending per sector. The 'Non Specific Sector' allocation includes core funding (£40 million to UN Agencies through CERF + £66 million core contributions to ICRC, UN Agencies and NGOs) as well as some country specific allocations which were not broken down beyond the generic 'humanitarian assistance' in the data submissions.

Table 3: DFID 08/09 Humanitarian Spend per Sector

Sector	Spend (£)
Co-ordination and Logistics	£35,083,317
Education	£8,635,705
Food and Nutrition	£107,118,039
Health	£47,957,239
Livelihoods	£24,714,565
Multisector	£41,583,117
Non Food Items	£10,663,460
Security and Mines	£2,154,933
Shelter and Protection	£37,011,203
Water and Sanitation	£40,606,917
Non Specific Sector	£120,438,087
Total:	£475,966,581

Chart 3: Humanitarian Sector Spend (% of Total Spend)



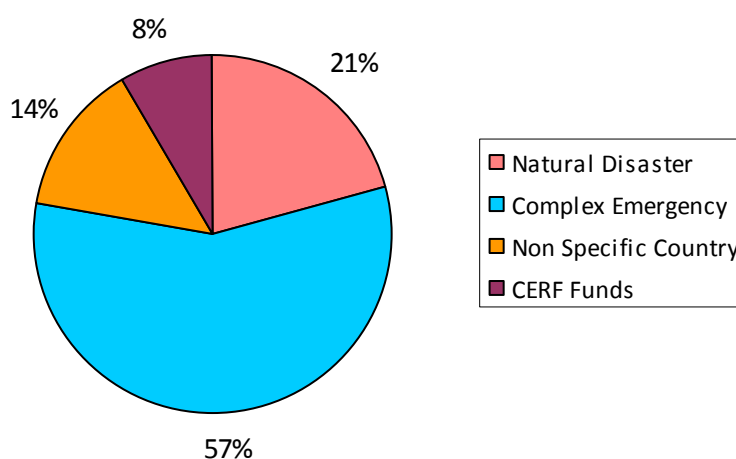
b) Spending by Natural or Complex Emergencies⁸

57% of total DFID humanitarian spending in 08/09 was in response to a complex emergency, whereas 21% related to a natural disaster (up from 9% in 2007/08; the increase largely reflects the scale of response to Cyclone Nargis in Burma), as shown by Table 4 and Chart 4. Such analysis only applies to humanitarian assistance in response to a specific (often country specific) emergency; therefore the fifth of spending that is non country specific cannot reliably be split by this criterion.

Table 4: Spending by Natural or Complex Emergencies

Disaster Type	Spend (£)
Natural Disaster	£99,144,411
Complex Emergency	£270,604,171
Non Specific Country	£66,218,000
CERF Funds	£40,000,000
Total	£475,966,581

Chart 4: Spend (%) per Emergency Type



⁸ "In simple terms, 'complex emergency' refers to protracted crises, usually related to a political situation and / or conflict. 'Natural disaster' is a blanket term for the consequences of weather (floods, droughts, and wind/storms) or geological events (earthquakes, tsunamis, and volcanoes). The term implies that humanitarian consequences are as a result of a particular instance of one of the above, even if the area is prone to repeated instances." ACHU Humanitarian Report 06/07.

Section 3: Who Humanitarian Assistance was spent through.

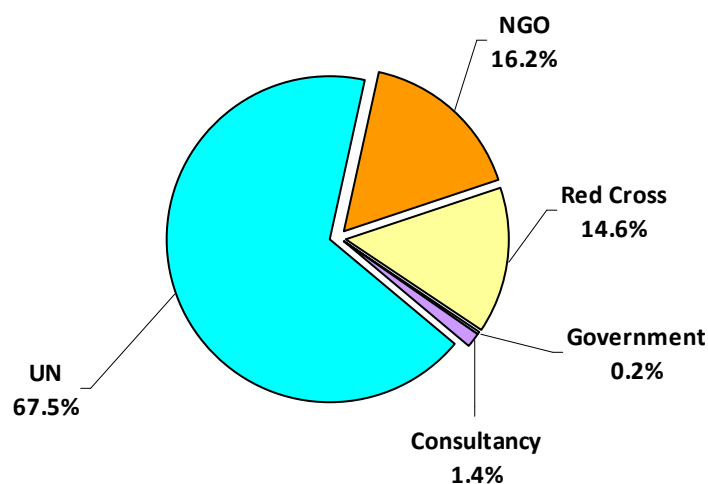
a) Spending by Type of Recipient Agency

Most recipient agencies can be classified into one of the following partner types: UN agencies, NGO, Red Cross (RX) Institutions (comprising national societies, the ICRC and IFRC), Governments and Consultancy (includes non-UN intergovernmental organisations such as OECD, private management companies, and CHASE OT costs). Table 5 and Chart 5 show that 67.5% of humanitarian spending went through the UN, 16.2% to NGO's, and 14.6% went to the Red Cross. This compares to 59% to the UN, 21% to NGOs and 17% to the Red Cross in 2007/08.

Table 5: Spending split by Agency Type

Agency Type	Total DFID Humanitarian Funding (2008/09) (£)	Agency Contributions as % of Total
UN	£321,347,437	67.5%
NGO	£77,328,886	16.2%
Red Cross	£69,482,147	14.6%
Government	£1,131,222	0.2%
Consultancy	£6,676,890	1.4%
TOTAL	£475,966,581	

Chart Five: DFID Humanitarian Spend (%) by Agency Type



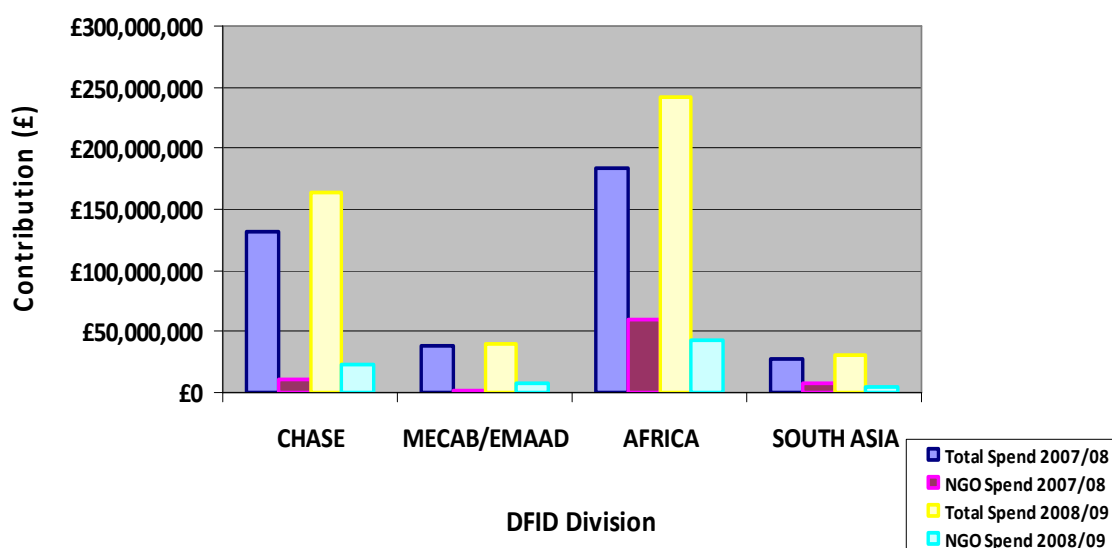
b) Explanatory Breakdown of NGO spending.

The increase in the proportion to the UN (from 59.0% to 67.5%) and the five percentage point reduction in proportional overall spending to NGOs compared to the previous year can be attributed to a very large increase (£56 million) in spending to WFP during the last financial year. This was principally a result of responding to the food crisis affecting the Eastern and Southern Africa regions and does not represent an institutional trend towards funding the UN over NGOs in Humanitarian Emergencies. As an illustration, the proportional emergency humanitarian funding to NGOs from CHASE increased by 5.5 percentage points and MECAB reported an increase of 9 percentage points over the same period.

Table 6: Breakdown of NGO spending over the last two financial years by DFID division

DFID Division	2007/08		2008/09	
	Total Spend	% Total Spend to NGOs	Total Spend	% Total Spend to NGOs
CHASE ⁹	£131,226,990	8.50%	£164,184,472	14%
AFRICA	£183,332,978	32.88%	£236,396,370	18%
EMAAD/MECAB ¹⁰	£37,608,566	3%	£39,358,128	18%
SOUTH ASIA	£28,036,429	28.74%	£30,333,612	14%
ACHU ¹¹	n/a ¹²	n/a	£5,694,000	0%
TOTAL	£380,204,963	21.20%	£475,966,582	16%

Chart Six: NGO, comparative contributions by division.



⁹ Conflict Humanitarian and Security Department

¹⁰ Middle East, Asia, Caribbean and BRICS Division, replaced EMAAD

¹¹ Africa Conflict and Humanitarian Department

¹² No return specified for ACHU in 2007/08.

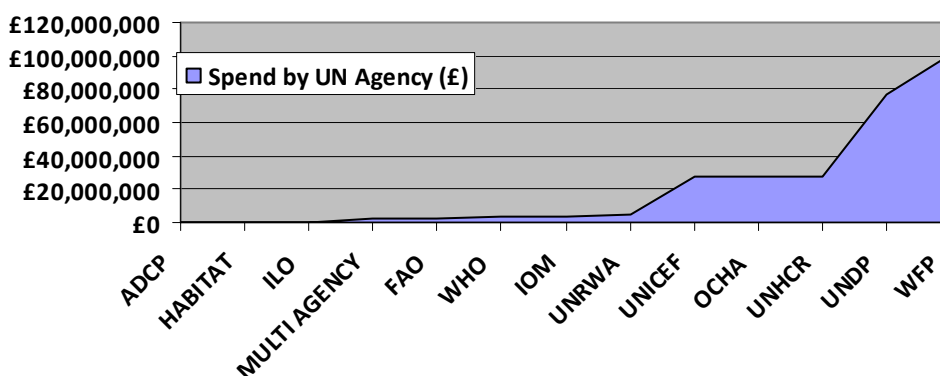
c) Expenditure to UN Agencies

Within the UN share, the breakdown between individual UN agencies is shown by Table 7 and Chart 7. WFP were the biggest recipients, receiving 35.8% of the total. The other principal recipients were UNDP (30%), OCHA (10.3%) , UNHCR (10.1%) and UNICEF (9.7%). These figures do not include the £40 million disbursed to UN Agencies from DFID’s contribution to the CERF fund.

Table 7: Expenditure by UN Agency

UN Agency	DFID Humanitarian Spend
ADCP	£130,000
HABITAT	£250,000
ILO	£590,810
MULTI AGENCY	£2,048,641
FAO	£2,271,179
WHO	£3,514,456
IOM	£3,710,623
UNRWA	£4,417,800
UNICEF	£27,145,603
OCHA	£28,045,000
UNHCR	£27,556,000
UNDP	£76,545,966
WFP	£100,750,000
Total	£276,976,078

Chart Seven: Spend by UN Agency



The figures for OCHA and UNDP require some qualification. They include payments that are made to these two agencies in their capacity as managers of pooled funds. UNDP manages the CHF in DRC, Sudan and Central African Republic and received nearly £72m from DFID in that capacity. Similarly, OCHA manages Emergency/Humanitarian Response Funds and received £14m from DFID.

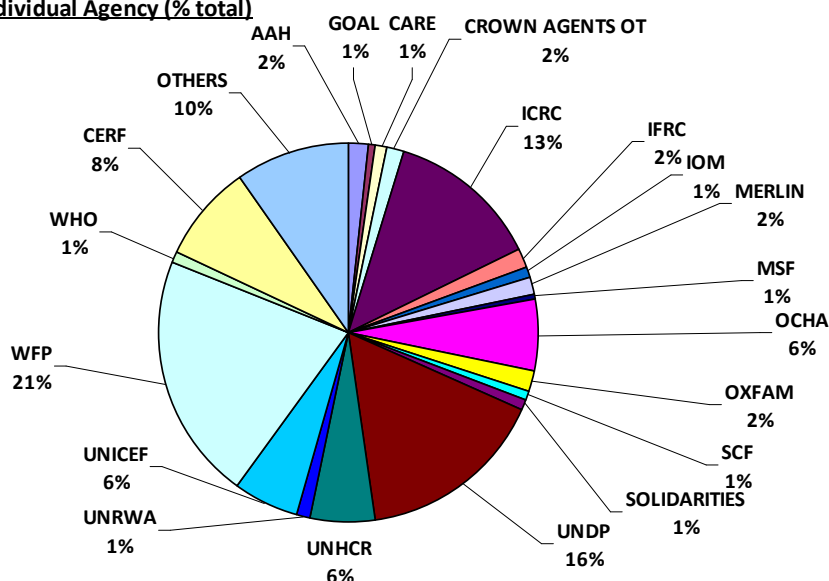
d) Expenditure across all Agencies.

Table 8 shows individual agencies (of all types) that received over 1% of DFID humanitarian spending. Outside the UN, the ICRC (and affiliated Agencies) were the biggest recipient of funds, acquiring 13% of the total.

Table 8: Expenditure across all Agencies

Agency	Spend (£) greater than 1% of Total	Of which: Core bilateral, non country specific (UN/RX) Contribution (£)
AAH	£8,403,472	n/a
GOAL	£2,800,000	n/a
CARE	£5,252,716	n/a
CROWN AGENTS OT	£6,676,890	n/a
ICRC	£60,967,271	£20,000,000
IFRC	£8,064,876	£5,280,000
IOM	£3,710,623	£670,000
MERLIN	£7,579,627	n/a
MSF	£2,939,769	n/a
OCHA	£28,045,000	£7,185,000
OXFAM	£8,325,988	n/a
SCF	£3,892,590	n/a
SOLIDARITIES	£3,550,920	n/a
UNDP	£76,545,966	n/a
UNHCR	£27,556,000	£19,000,000
UNRWA	£4,417,800	n/a
UNICEF	£27,145,603	£4,000,000
WFP	£100,750,000	£2,500,000
WHO	£3,514,456	£1,500,000
CERF	£40,000,000.00	£40,000,000
OTHERS	£45,827,015.00	n/a
Total	£475,966,581	£100,135,000

Chart 8: Humanitarian Spend by Individual Agency (% total)



e) Spend by Funding Type: Pooled/Project/Core.

Table 9 below shows how funding was allocated, either through context specific projects (Project), through Pooled Funds¹³(including the CERF) or core funding to UN Agencies. The funding type division reported below represents a 6% proportional swing towards Project Funding comparative to 2007/08 when Pooled Funds accounted for 46% of overall expenditure and Project Funds 54%.

Table 9: Project/Pooled Funds

	Pooled Fund	Project	Core	Total	% Pooled Fund
NGO	n/a	£77,328,886	n/a	£77,328,886	n/a
UN	£126,335,000	£159,657,437	£35,355,000	£321,347,437	39%
RX	£4,200,000	£39,552,147	£25,730,000	£69,482,147	6%
OTHER	n/a	£7,808,112	n/a	£7,808,112	n/a
TOTAL	£130,535,000	£284,346,582	£61,085,000	£475,966,582	27%

Chart 9(a): Overall Funding Type Breakdown

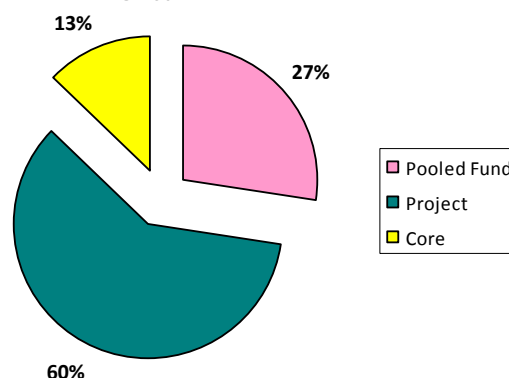
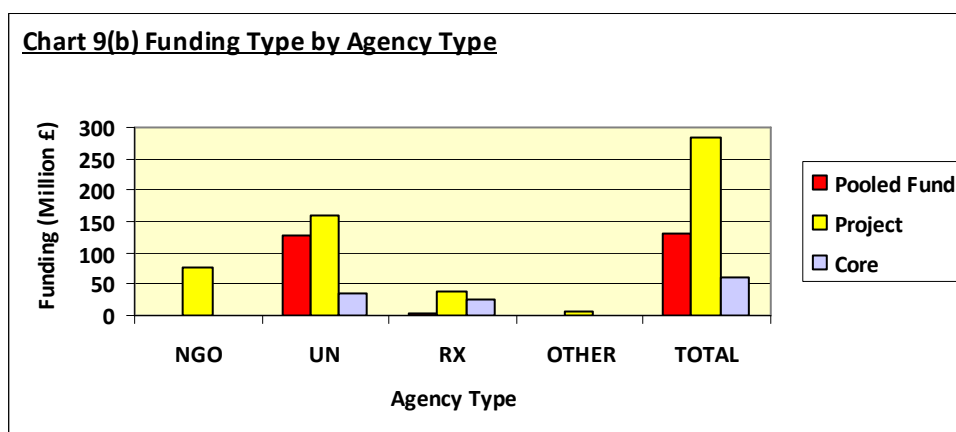


Chart 9(b) Funding Type by Agency Type



¹³ Pooled Funds are strategic tools designed to provide timely and predictable funding at country level to core elements of the Consolidated Humanitarian Action Plan. There are a number of types of pooled fund including the CERF block fund to UN Agencies. Common Humanitarian Funds (CHF) aim to support a more strategic, prioritised response by enabling Humanitarian Coordinators (HC) to channel funding to priority needs on the ground against the Consolidated Action Plans (CAP). Emergency Response Funds (ERFs) aim to improve the effectiveness of humanitarian response through flexible, timely and predictable funding for rapid onset emergencies at the country level and to promote early action to mitigate the effects of an emerging crisis.

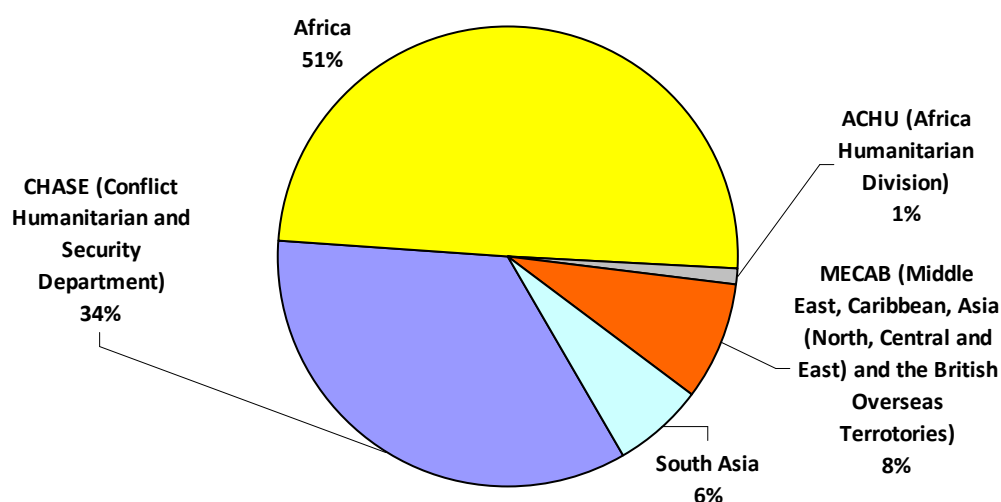
Section Four: Spending per DFID Division.

The DFID-wide divisional picture of humanitarian spending was built by compiling data from CHASE, ACHU, Africa Division, MECAB and South Asia Division. Table 10 and Chart 10 show the extent of Humanitarian Spending by each Division.

Table 10: Spending by DFID Division

DFID Division	Humanitarian Spending (£)
CHASE (Conflict Humanitarian and Security Department)	£164,184,472
Africa	£236,396,370
ACHU (Africa Humanitarian Division)	£5,694,000
MECAB (Middle East, Caribbean, Asia (North, Central and East) and the British Overseas Territories)	£39,358,128
South Asia	£30,333,612
TOTAL	£475,966,581

Chart 10: DFID Humanitarian Spend by Division



ANNEX: Methodology and data issues

Method

A standard form was sent to each DFID country office known to have approved humanitarian expenditure during 2008/09. They were asked to list all projects and approvals during the year, and to give details of the type of activity and implementing partner for the expenditure. The returns were completed by a variety of advisers and programme managers, who were required to interpret the categories to be used on the form. Country data was combined with the CHASE humanitarian spending to provide the basis for the overall analysis.

The principal areas where inconsistencies with other sources may arise are:

a) The definition of Humanitarian Assistance

Focussing on humanitarian assistance which is related to the immediate response to an emergency is distinct from the two ways in which humanitarian spend is currently captured by DFID information systems.

Expenditure recorded in these systems is classified at the broadest level into seven Aid Types¹⁴, one of which is Humanitarian Assistance. This covers all humanitarian assistance during emergencies and their aftermath. DFID Expenditure Statistics' (SID) reports humanitarian spend as all expenditure coming under this Aid Type. Since this includes some activities such as conflict prevention, building government and civil society, which are outside the scope of an immediate emergency response, the humanitarian totals in this report are lower than in SID.

Funding type Humanitarian Assistance is further broken down into ten Broad Sectors¹⁵, one of which is also Humanitarian Assistance. However, this alone is too narrow a category to consider, since it excludes activities such as Disaster Risk Reduction, de-mining or supporting refugees which are relevant for this study.

Therefore humanitarian expenditure relating to an immediate emergency response has been separately compiled from individual DFID Divisions for the purposes of this report.

This survey is likely to be the last that will be undertaken in this way, as DFID's migration to a new central accounting and financial system makes statistical analysis from central systems considerably more reliable. However, problems with

¹⁴ For more detail see Department for International Development Expenditure Statistics 2008/09, Section Two: Understanding DFID Expenditure Statistics, § 5-9

¹⁵ The ten broad sectors are: Social Services, Water Supply and Sanitation, Education, Health, Government and Civil Society, Economic, Research, Humanitarian Assistance, Environmental Protection and Non-Sector Allocable.

interpretation of what constitutes 'Humanitarian Assistance' still remain and this needs to be resolved before central systems data analysis can be fully relied upon.

b) Commitments not spend

In order to simplify data collection, departments were asked to report on the humanitarian **commitments** made during the year. This was to avoid the difficulties of identifying exactly what spending was actually processed each side of the change of the financial year. This means that some expenditure left over from commitments in the previous financial year, and some committed expenditure carrying over into the following financial year, were not captured. However, because the focus of most humanitarian expenditure is short term, the discrepancies are relatively small and should in any case approximately cancel each other out.

Paul Reglinski
(Humanitarian Response Team, CHASE,
p-reglinski@dfid.gov.uk : Tel, 02070231497)