

# Annex E: Portfolio Analysis

The following portfolio analysis is based on Danish humanitarian allocations for the period 2010 to 2013, because, at the time of writing, figures for 2014 were not available. However, Section 3.3 of this synthesis report includes updated figures for 2014.

## Summary

A total of almost DKK 7 billion<sup>1</sup> was spent on humanitarian assistance during the period 2010-13. The annual allocation increased by 40% from DKK 1.5 billion in 2010 to DKK 2.1 billion in 2013 with a total of 83 allocations in 2013. The share of humanitarian assistance as a proportion of total Danish assistance increased from 9 to 12% between 2010 and 2013.

UN organisations received almost two-thirds of the funds, NGOs around one-third, and 10% was shared between ICRC, governments and policy initiatives. The largest recipients were UNHCR and WFP, together receiving almost one-third of the total assistance (DKK 1.2 and 1 billion, respectively), followed by the Danish Refugee Council and OCHA with around DKK 600 million each. The largest single grant was to WFP (DKK 185 million).

The 14 partnership organisations together received more than three-quarters of the total humanitarian funding (DKK 5.4 billion), split almost equally between:

- eight Danish NGOs with strategic partnership agreements (DRC, Red Cross in Denmark, DanChurchAid, Save the Children Denmark, MSF, Caritas, ADRA and Mission East);
- three UN agencies with strategic partnership agreements (UNHCR, UNICEF and UNFPA);
- three long-term partners (WFP, OCHA and ICRC – the support to ICRC is channelled through Red Cross Denmark).

Denmark provided funding to humanitarian crises in 69 countries: 42% of the funding was not earmarked to a specific country; just under one-third was allocated for specific countries in Africa; 16% for specific countries in Asia; and 11% for MENA.

More than half of the funds were provided to 13 specific crises, all of which have scored high on ECHO's GNA index. Afghanistan and Somalia together received more than one-third of the funding (DKK 1.3 billion), and a similar amount was allocated to South Sudan, Syria and Sudan.

Un-earmarked core contributions to international organisations or support to CERF, CHFs and ERFs made up 40% of Danish funding.

Data on the sectoral priorities of the support indicate that less than half of the funding was provided to a specific sector, with food and protection being the sectors that received the most funding, followed by coordination and support services, and health. Only 22 allocations worth DKK 8 million can be identified as having been allocated to DRR, resilience or GBV, whereas 161 of the allocations (a total value of DKK 114 million – less than 2%) had gender markers.

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<sup>1</sup> All amounts in this annex are in DKK unless otherwise stated.

## Introduction

The following analysis is based on information taken from Danida's Humanitarian and Regions of Origin Initiative database (subsequently referred to as HCP-DB), as well as the FTS database hosted by OCHA. The information relates to the period from 2010 to 2013. For more information on the databases, their differences and limitations, including information on EDRIS, please refer to Appendix A.

The HCP-DB was used as the primary source of data for this portfolio Analysis with FTS used for sectoral analysis, given that sectoral information is not available in the HCP-DB. The sectoral information in FTS does not distinguish between primary and secondary sectors. Neither of the databases includes figures on numbers of beneficiaries.

All amounts provided are in DKK and conversion is based on when the funds were allocated, which might differ from when the funds were spent. An exchange rate of 5.55 is used for conversion from USD to DKK as explained in Appendix B. There are a number of caveats regarding the analysis of trends in the annual allocation of funds. First, some of the allocations take the form of multiyear funding, e.g. a peak in funding allocation in one year does not imply that more funds were actually available/spent as the allocation may have been for two or three years. Second, funds allocated towards the end of a year are most likely to be spent the following year. Danish humanitarian funding comprises three main modalities of support: partnership agreements, support to sudden-onset emergencies and core funding to international organisations.

## Annual allocations

According to HCP-DB a total of 480 allocations worth almost DKK 7 billion were allocated during the period of 2010-13. Table A shows the annual humanitarian funding and the number of grants per year. There has been a 40% increase in humanitarian funding from DKK 1.5 billion in 2010 to 2.1 billion in 2013. Over the same period the total Danish development assistance has remained more or less stable, ranging from DKK 15.5 billion to 17 billion, meaning that the share of humanitarian assistance as a proportion of the total assistance has increased (from 9 to 12%). Assuming five HCP staff, the average allocation per HCP staff member in 2013 was DKK 420 million.

**Table A: Annual allocations of Danish humanitarian assistance**

Year	Amount (DKK million)	No. of allocations
2010	1.5	124
2011	1.7	163
2012	1.7	110
2013	2.1	83
<b>Total</b>	<b>7.0</b>	<b>480</b>

**Table B: Percentage distribution of funding between different categories of recipients**

Org. Type	2010	2011	2012	2013	Total
UN	53	63	61	60	59
NGO	28	20	27	26	25
Red Cross Movement <sup>2</sup>	11	10	10	10	10
Government	7	7	2	4	5
Policy	1	1	0.5	0.3	1

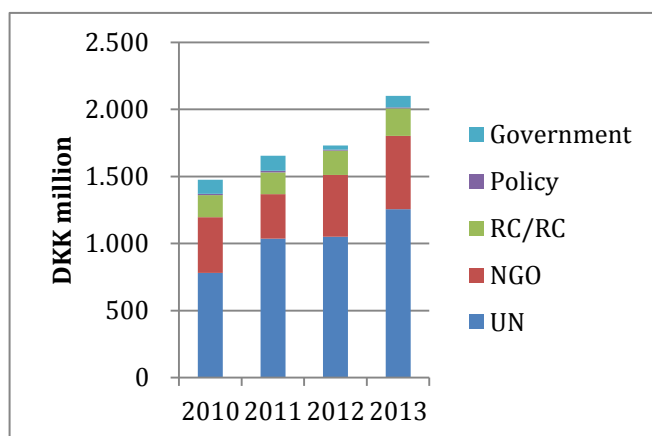
The number of allocations has decreased from 124 in 2010 to 83 in 2013 with a spike in 2011. For 2013, this equates to approximately 16 allocations per HCP staff member.

<sup>2</sup> Comprises ICRC and Danish Red Cross.

## Funding by category of recipient

The distribution between different categories of recipients remained stable over the evaluation period, with the UN receiving almost two-thirds of funds, NGOs (excluding Danish Red Cross) around a quarter, the Red Cross Movement including Danish and other national societies 10% and smaller amounts to governments and policy-related issues such as the Ottawa Convention and Overseas Development Institute/Humanitarian Policy Group. The detailed distribution is provided in Table B and a visual presentation provided in Figure E.

**Figure E: Annual funding by category of recipient**



Data from the 2014 Global Humanitarian Assistance Report show that, between 2008 and 2012, on average, DAC donors channelled 60% of their humanitarian assistance to multilateral organisations, primarily the UN (including the CERF and country-based pooled funds), 19% to NGOs, 9% to the Red Cross Red Crescent Movement and 13% to others. Denmark thus gives approximately the same percentage to the UN as other DAC donors but channels more through NGOs: 25% versus 19%. Denmark gives approximately the same percentage to the Red Cross/Red Crescent Movement as other

DAC donors but less to 'Others'.

Danida supported approximately 67 organisations<sup>3</sup> with the largest grants being of DKK 185 million (to WFP in 2010, 2011 and 2013).

Table C below shows the top 25 recipients during the evaluation period. UNHCR and WFP received DKK 1.2 and 1 billion, respectively, constituting almost one-third of the total funding. The third and fourth-highest recipients are the DRC and OCHA, with DKK 0.63 billion and 0.6 billion, respectively. The funding to OCHA includes contributions to CHF.

As per the Danish Humanitarian Strategy, Danida will strengthen partnerships by establishing partnership agreements with selected UN organisations, international organisations and humanitarian NGOs. This has resulted in 11 strategic partnerships with eight Danish NGOs<sup>4</sup> and three UN organisations,<sup>5</sup> as well as three long-term partnerships with three UN organisations.<sup>6</sup>

The organisations with which Danida have partnerships are marked in Table C below. Together they received DKK 5.4 billion (77% of the total funding). The 11 organisations with strategic partnerships received DKK 3.8 billion (50% of the total funding) split almost equally between the eight Danish NGOs and the three UN organisations. The three organisations with long-term partnerships received DKK 1.9 billion (27% of the total funding).

<sup>3</sup> Organisations in a broad sense, e.g. also to processes such as the Global Forum on Migration and Development.

<sup>4</sup> Danish Refugees Council, Red Cross in Denmark, DanChurchAid, Save the Children Denmark, MSF, Caritas, ADRA and Mission East.

<sup>5</sup> UNHCR, UNICEF and UNFPA.

<sup>6</sup> WFP, OCHA and ICRC.

**Table C: Top 25 recipients of Danish humanitarian funding**

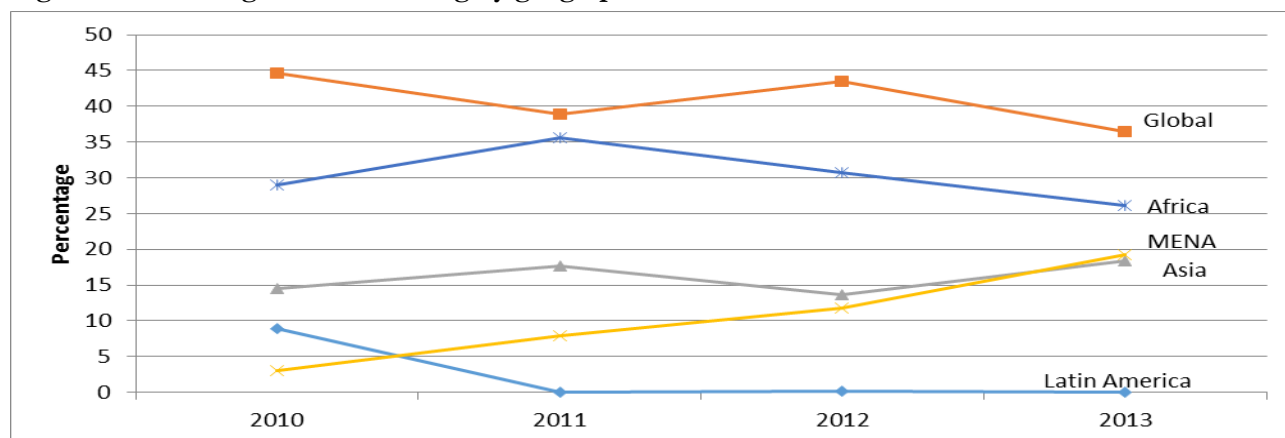
Organisation	Amount (DKK million)	% of total	Partnerships		
			Strategic		Long term
			NGO	UN	
UNHCR	1,237	17.7		1,237	
WFP	1,007	14.4			1,007
DRC	627	9.0	627		
OCHA	600	8.6			600
Red Cross in Denmark	395	5.7	395		
UNRWA	361	5.2			
DanChurchAid	325	4.7	325		
UNICEF	312	4.5		312	
CERF	300	4.3			
ICRC	286	4.1			286
Save the Children	248	3.6	248		
MSF	121	1.7	121		
National Solidarity Programme	118	1.7			
NIRAS/Danida	117	1.7			
DACAAR	108	1.5			
Norwegian Refugee Council	82	1.2			
UNMAS	75	1.1			
Caritas	70	1.0	70		
UNFPA	60	0.9		60	
Danish Emergency Management Agency	56	0.8			
DAC	49	0.7			
ADRA	45	0.6	45		
Mission East	44	0.6	44		
IHB	37	0.5			
UNDAC	31	0.4			
<b>Total</b>	<b>6,712</b>	<b>96.1</b>	<b>1,876</b>	<b>1,609</b>	<b>1,894</b>

## Funding by geographical location

Between 2010 and 2013 Denmark provided humanitarian support to a total of 69 countries, many due to the partners' use of flexible funds or due to secondments to disasters through partners' emergency rosters. Between one-third and one-half of the funding was not allocated to a specific country or region

(see also Figure F below). Throughout the period around 30% of the funding was allocated to Africa. The funding for MENA increased almost tenfold from DKK 44 million in 2010 to DKK 403 million in 2013 (mainly because of Syria and Afghanistan), constituting one-fifth of humanitarian funding in 2013. One-seventh of the total funding was for Asia. Latin America received DKK 132 million in 2010 only, and Eastern Europe received only DKK 3 million.

**Figure F: Percentage of total funding by geographical location**



## Funding by crisis

One of the strategic priorities of the Humanitarian Strategy is that Denmark will pay special attention to a number of protracted and complex crises; this will be achieved by allocating a ‘considerable part’ towards these crises. Contributing towards crises rather than towards countries means that support is not only provided to the country in which the crises are occurring, but also to affected communities and refugees in neighbouring countries.

As per information received from Danida, the recurrent priority crises during 2010-13 were Afghanistan, Iraq, Mano River countries (Liberia, Sierra Leone, Guinea and Ivory Coast), IDPs and refugees on the Myanmar/Thailand border, Pakistan, oPT, Somalia (includes neighbouring countries with Somali refugees, e.g. Horn of Africa and Yemen) and South Sudan/Sudan. Yemen, Mali, Central African Republic, Myanmar (i.e. not only the border region) and Syria were added later. All the recurrent priority crises except the Mano River countries are also part of Danida’s 22 general priority countries, most of which have also received bilateral development funding from Denmark.<sup>7</sup>

As per Table D below, just over half (52%) of the total funding was allocated to 13 specific crises ranging from 38 to 59%. The variations are caused, in part, by the fact that some of the funding took the form of multiyear (four-year) grants for Regions of Origin partners, for example, as is the case for funding allocated in 2013. Other annual fluctuations occurred due to worsening situations in prioritised crises.

**Table D: Funding allocated to specific crises (DKK million)**

	2010	2011	2012	2013	Total	% of allocated
Afghanistan	45	222	143	267	677	19
Somalia	122	275	100	119	615	17

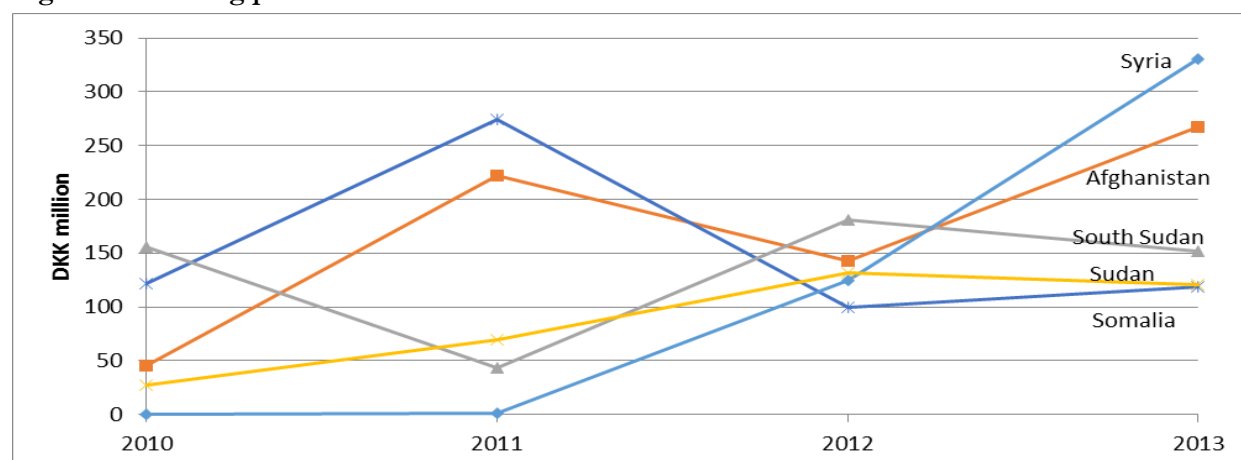
<sup>7</sup> See the full list on <http://um.dk/da/danida/det-goer-vi/lande-reg/prioritetslande/>

	2010	2011	2012	2013	Total	% of allocated
South Sudan	156	43	181	152	532	15
Syria	0	1	124	330	456	13
Sudan	27	69	132	121	349	10
Pakistan	126	42	45	27	240	7
OPT	27	35	21	40	123	3
Mali	0	0	47	76	122	3
Ethiopia	28	89	0	0	118	3
Myanmar	12	20	42	41	114	3
Mano River	0	74	11	26	112	3
Iraq	12	55	25	9	101	3
Yemen	5	11	33	23	72	2
<b>Total allocated</b>	<b>560</b>	<b>936</b>	<b>904</b>	<b>1,230</b>	<b>3,630</b>	<b>100</b>
Unallocated	915	717	826	871	3,328	-
% allocated of total	38	57	52	59	52	-

The top crisis recipients were Afghanistan and Somalia for which just over one-third (36%, DKK 1.26 billion) of the prioritised crisis funds was allocated, and a similar amount (38%, DKK 1.337 billion) was allocated to the South Sudan, Syria and Sudan crises. Funding to Pakistan crises peaked in 2010 due to the simultaneous occurrence of conflict and flooding. The remaining 30% of funds allocated to a specific crisis was allocated to other crises around the world. Part of the unallocated support is likely to also have been spent on these crises.

Figure G illustrates the trajectory of funding over the course of the evaluation period to the five crises that received the most funding (Afghanistan, Somalia, South Sudan, Syria and Sudan). Some of the non-allocated funding (almost half of the total funding) might subsequently have been allocated to some or all of these crises by the recipient organisations.

**Figure G: Funding per crisis**



Funding to the Afghanistan crises increased almost six-fold from DKK 45 million to DKK 267 million in 2010 and 2013 respectively, partly, as described above, because of the allocation of four-year funding in 2013. Total funding to the Somalia crises (DKK 615 million) was almost as much as to Afghanistan with a peak in 2011, most likely due to the severe drought that hit the Horn of Africa in 2011. The total funding to South Sudan was 532 million, with slightly more than 150 million provided annually except for 2011 that saw a dip to DKK 43 million. Funding to the Syria crises began in 2011 with DKK 1 million and reached DKK 330 million in 2013, the largest amount of funds allocated in any one year since 2010 to any crisis. The total funding to the Syria crises during 2010-13 was DKK 456 million. There was a steady increase in the funding for Sudan from DKK 27 million in 2010 to DKK 121 million in 2013, with a total allocation of DKK 349 million for 2010-13.

Of the 13 specific crises Denmark has supported during 2010-13, all have received the highest score (3) in at least two of the four years during 2010-13 on ECHO's Global Vulnerability and Crisis Assessment Index (GNA). Appendix C provides an overview of ECHO's GNA for 2010–13.

During 2010-13 Denmark funded about 1% of the amounts requested for UN appeals, consistently earning Denmark a ranking in the top 20. In this regard it should be noted that a priority for Denmark has been to fund partners that were committed to operate within the existing coordination system and to ensure the changing context was reflected, and less so on the basis of whether a specific project was included in the (perhaps static) appeal or not (see Table E).

**Table E: Denmark's contribution to annual appeals (all amounts in DKK billion)**

Year	No. of appeals	Original amount requested	Denmark's contribution	Denmark's % of request	Denmark's ranking
2010	19	46.3	0.411	0.9	16
2011	21	44.0	0.393	0.9	18
2012	22	47.4	0.352	0.7	16
2013	19	56.4	0.722	1.3	15

## Core contributions and funding to pooled funds

Danida's core contributions to international organisations and support to pooled funds – the CERF, CHF and ERF – increased from 2010 to 2013. Although CHF and ERF funding is allocated to specific crises, the details of the interventions or the end-recipient are not specified.

During 2010-13, Denmark provided over DKK 800 million to the CERF, CHF and ERFs, with almost half of this (DKK 376 million) channelled to the CERF. This constituted 4% of total funding to these pooled funds by all donors (DKK 0.8 billion out of DKK 21.4 billion). Annual Danish support to the CERF more than doubled from DKK 60 million in 2010 to DKK 135 million in 2013. An annual breakdown of contributions is included in Table F.

**Table F: Funding to CERF, CHFs & ERFs (DKK million)**

Year	CERF	CHFs and ERFs	Total
2010	60	87	147
2011	50	95	145
2012	131	156	287
2013	135	116	251
Total	376	454	830

Core contributions to international organisations increased from DKK 395 million to 485 million between 2010-13, constituting a total of DKK 1.8 billion, or 27% of the total humanitarian funding. WFP was the main recipient with DKK 710 million followed by DKK UNHCR with 580 million. Details are provided in Table G below.

Core contributions together with the contributions to CERF, CHFs and ERFs constitute a total of DKK 2.7 billion, or 40% of the total funding.

## Sectoral funding

As indicated in Appendix A, the sectoral information is likely to be inaccurate, partly because the FTS and EDRIS databases only include around 80% of the DKK 7 billion, and partly because a lot of the funding is either multisectoral or the sectors are not specified, as is the case for funds to partners.

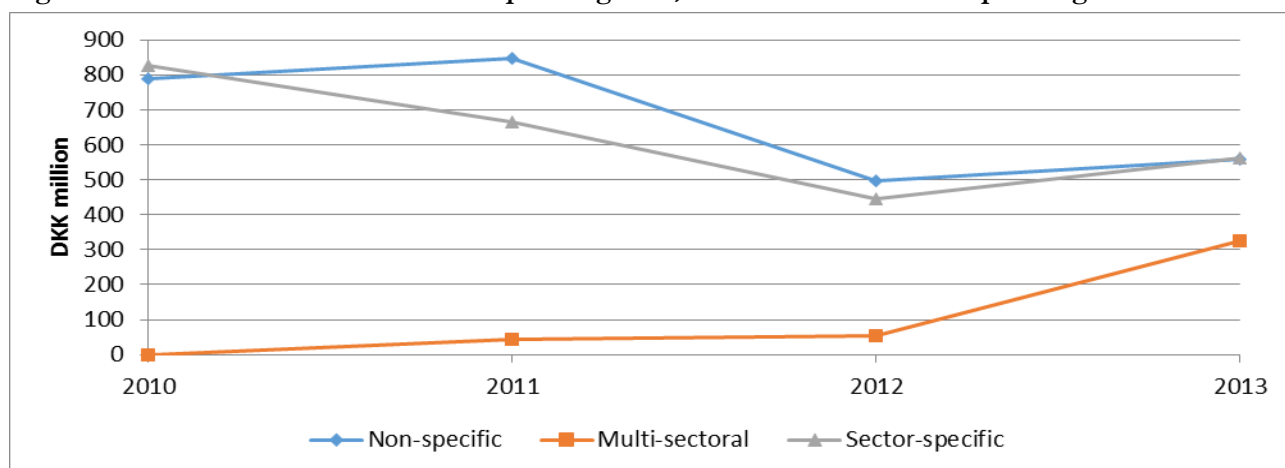
The distribution by year between grants that specify the sector, grants that were multisectoral and grants that were not specified is shown in Figure H below. In 2010, all funds were equally distributed between non-specific specific sectors with around DKK 800 million for each; whereas in 2013, the allocation to non-specific and specific sectors had dropped to DKK 550 million each and instead DKK 300 million had been allocated multisectorally. The non-specific grants may or may not have been used for multisectoral interventions. Overall, the 2010–13 FTS data provides sectoral information for DKK 2.7 million (48% of the total funding registered in FTS).

**Table G: Core contributions (DKK million)**

Organisation	2010	2011	2012	2013	Total
WFP	155	185	185	185	710
UNHCR	130	130	160	160	580
UNRWA	70	70	90	90	320
OCHA	20	20	30	30	100
ICRC	20	20	20	20	80
UN	0	0	5	0	5
<b>Total</b>	<b>395</b>	<b>425</b>	<b>490</b>	<b>485</b>	<b>1,795</b>

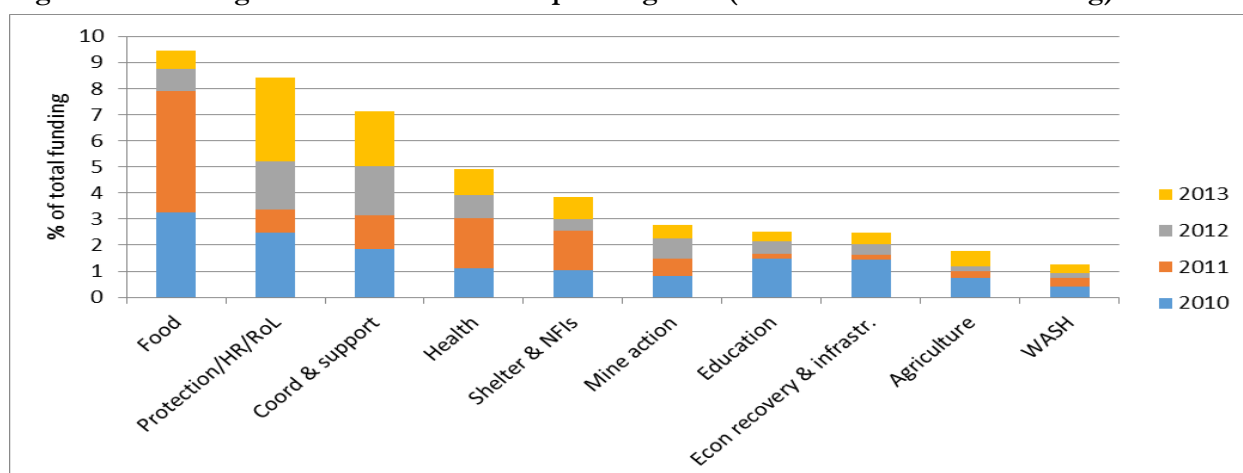


**Figure H: Distribution between sector-specific grants, multisectoral and non-specific grants**



Closer inspection of the grants for which sectoral information is available (Figure I below) shows that almost 10% of total funds was allocated for food, more than 8% for Protection/Human rights/Rule of Law, and 7% for Coordination and Support Services, with the rest spread over the other sectors. There are no obvious patterns to the sectoral priorities over time, except an increased focus on food assistance in 2011, possibly due to the Horn of Africa drought.

**Figure I: Percentage distribution of sector-specific grants (of total humanitarian funding)<sup>8</sup>**



The ToR for the evaluation includes specific questions on whether the implementation of the Strategy prioritised gender-sensitive approaches, protection against GBV, DRR, resilience and recovery. Information on this is scant in the databases. The sectoral analysis above contains information on grants supporting protection, and economic recovery and infrastructure. Protection is the second most prominent sector, constituting more than 8% of funding for which sectoral information is available, whereas economic recovery and infrastructure was more limited receiving only 2% of funding. Information on gender, GBV, DRR and resilience are missing from the sectoral information available.

Of the 1,085 projects included in the FTS database, 355 have a project title and all have some sort of description, the latter ranging from ‘to be allocated to specific projects’ and ‘urgent relief’ over ‘OCHA activities’ to ‘Syria humanitarian assistance’, ‘Administrative cost’ or ‘MSF programme’, but also some basic information on the interventions.

<sup>8</sup> For the DKK 2.7 million (48%) for which sectoral information is available in FTS.

Using this limited information to mark projects, there is evidence of some projects that supported GBV, resilience and DRR interventions as well as projects that have gender markers (see Table H). For 22 projects there is clear evidence of DRR, resilience and GBV. These projects have a value of DKK 8 million, or around 1% of the total funding. It should be noted that other projects, especially agricultural projects (in many instances likely to be livelihood related), may also contain elements of resilience.

**Table H: Number and total value of projects supporting DRR, resilience, GBV and gender (DKK million)**

Year	DRR	Resilience	GBV	Gender marker
2010	7	0	2	0
2011	1	1	3	25
2012	0	2	1	60
2013	1	2	2	76
<b>Total no.</b>	<b>9</b>	<b>5</b>	<b>8</b>	<b>161</b>
<b>Total value</b>	<b>4.5</b>	<b>0.7</b>	<b>2.6</b>	<b>114</b>

A total of 161 projects had gender markers with a steady increase over the years, although it is uncertain if this signals a real increase in the number of projects addressing gender issues or if it is merely an increased attention to using gender markers. The value of the projects that have gender markers is 114 million, which constitutes less than 2% of the total funding. The projects are unlikely to be the only ones that addressed GBV, resilience, DRR or gender issues, but they are the only ones for which this information is available.

Considering the wide range of sectors supported to some extent as well as the wide range of sectors covered by the recipients of humanitarian support, especially but not only by the partnership partners (e.g. DRC focusing on protection, Save the Children Denmark on education and child protection, etc.), the humanitarian funding provided by Danida is found to have supported all the strategic priorities mentioned specifically in the Humanitarian Strategy, including DRR, resilience, protection, GBV, recovery and mine action. With the limited data available it is not possible to detail exactly how much has been provided for what.

## Appendix A: Databases

Three different databases were analysed for the portfolio analysis:

- 1 The Danida HUM/Regions of Origin Indicators database (called HCP-DB), which is maintained by HCP and is not publicly available.
- 2 EDRIS (<https://webgate.ec.europa.eu/hac/>), which contains real time information on ECHO and Member States' contributions to Humanitarian Aid. The information is encoded by donor countries.
- 3 FTS (<http://fts.unocha.org/>), which records all reported international humanitarian aid from donors, NGOs, etc. Information from Danida is obtained through EDRIS.

The HCP-DB does not by default contain information on core support to the six international organisations that are included in the Danish Finance Act (line 69 06 01). Also not included in the HCP-DB were Finance Act line 69 06 02 11 with contributions to IHB and emergency funds. These have been added by the evaluation team.

FTS contains information reported by 'Agency', which in some cases are NGOs, possibly their own funding, and in other cases is the UN, possibly their core contribution. For the portfolio analysis, the information reported by NGOs has been deleted.

Although all three databases in theory should contain the same information, especially FTS and EDRIS as the former is obtaining information directly from the latter, this is not the case, as illustrated in Table I below. This is in part due possibly to a gap between when funds are provided, e.g. to the six international organisations, and when the organisations actually report the use of the funds. Other reasons for discrepancies include exchange rate differences, errors or omissions in data entry.

**Table I: Annual funding data for the three databases**

Year	EDRIS	FTS	HCP-DB
2010	1,389	1,616	1,474
2011	1,556	1,555	1,653
2012	510	999	1,730
2013	2,060	1,446	2,101
<b>Total</b>	<b>5,515</b>	<b>5,614</b>	<b>6,947</b>
Entries	853	1,085	1,009

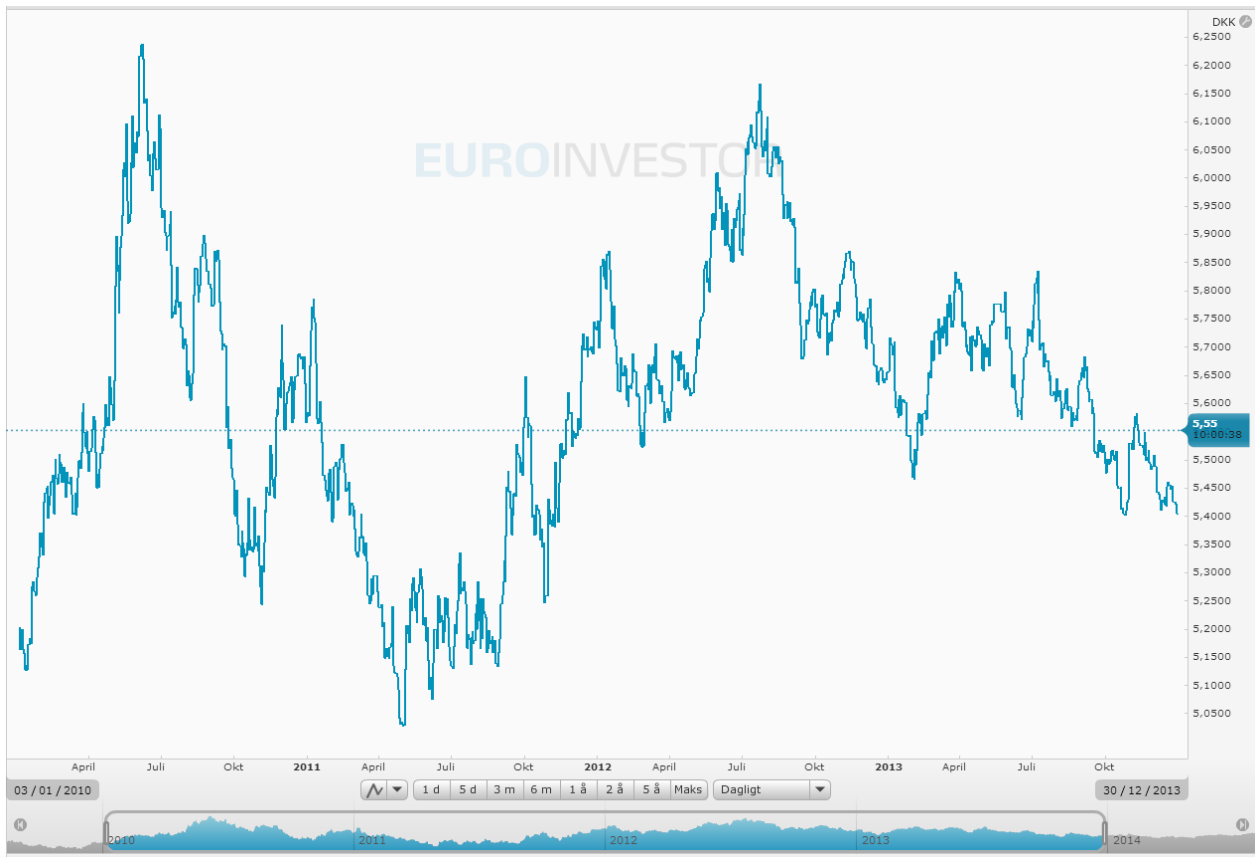
The total amount recorded in HCP-DB is much larger than EDRIS and FTS, partly because of contributions that are not reported in EDRIS, e.g. contributions to IHB. As the HCP-DB is balanced with the Danish government accounts, there are no concerns with regards to exchange rates, and it is the most detailed database, the HCP-DB is the main source for data for the portfolio analysis.

None of the databases contain information on the number of beneficiaries. Information on sectors is entered in EDRIS, but is only available through clicking on links for each grant. Sectoral information is, however, included in FTS and although the information might not be complete, it can be used to give an indication of the percentage of the number of allocations used, e.g. for protection.

## Appendix B: Exchange rates

During 2010-13, the exchange rate for DKK to USD ranged from 5 to 6.2 with an average of 5.55 as per Figure J below. The UN exchange rates used for converting contributions from donors might differ.

Figure J: DKK/USD exchange rates<sup>9</sup>



<sup>9</sup> Taken from valutakurser.dk.

## Appendix C: ECHO's Global Vulnerability and Crisis Assessment Index (GNA)

Country	Total funding (DKK million)	GNA final index score <sup>10</sup>			
		2010	2011	2012	2013
Afghanistan	619	3	3	3	3
South Sudan <sup>11</sup>	572	–	–	3	3
Somalia	558	3	3	3	3
Pakistan	289	3	3	3	3
Syria	384	3	3	3	3
Sudan <sup>11</sup>	234	–	–	3	3
Ethiopia	149	3	3	2	2
Haiti	135	3	3	3	3
OPT	118	3	3	3	3
Myanmar	105	3	3	3	3
Mali	96	3	3	3	3
Iraq	95	3	3	3	3
Yemen	72	3	3	3	3
Democratic Republic of Congo	65	3	3	3	3
Mano River <sup>12</sup>	62	3	3	3	3
Kenya	58	3	3	2	2
Philippines	47	3	3	3	3
Chad	46	3	3	3	3
Lebanon	45	3	3	3	3
Ivory Coast	35	3	3	2	1

<sup>10</sup> On a scale from 1 to 3.

<sup>11</sup> No separate data exist for South Sudan and Sudan in 2010 and 2011.

<sup>12</sup> Estimated.