NGO VOICE

# Exploring EU humanitarian donors' funding and conditions for working with NGOs

## BUILDING EVIDENCE FOR SIMPLIFICATION

**www.ngovoice.org**

## AUSTRIA

- care
- Caritas ÖSTERREICH
- HILFSWERK
- SOS CHILDREN'S VILLAGES INTERNATIONAL
- World Vision

## DENMARK

- ADRA Danmark — Nødhjælp og udvikling
- DANISH PEOPLE'S AID
- FOLKEKIRKENS NØDHJÆLP DENMARK actalliance
- DRC DANISH REFUGEE COUNCIL
- Mission East - values in action
- Save the Children Denmark

## GERMANY

- ADRA
- ASB Arbeiter-Samariter-Bund
- care
- caritas Germany
- Diakonie Katastrophenhilfe
- DIE JOHANNITER Aus Liebe zum Leben
- Malteser International Order of Malta Worldwide Relief
- medico international
- Plan
- welt hunger hilfe
- World Vision

## SWITZERLAND

- MEDAIR International — emergency relief and rehabilitation

## THE NETHERLANDS

- care
- Cordaid
- icco
- Oxfam Novib
- ZOA RELIEF | HOPE | RECOVERY
- Save the Children

## BELGIUM

- caritas international
- HANDICAP INTERNATIONAL
- MEDECINS DU MONDE
- OXFAM Solidariteit | Solidarité
- Plan

## FINLAND

- fida INTERNATIONAL
- FINN CHURCH AID actalliance
- World Vision

## GREECE

- ΓΙΑΤΡΟΙ ΤΟΥ ΚΟΣΜΟΥ Γιατροί του Κόσμου-Ελλάδα Médecins du Monde-Grèce

## UNITED KINGDOM

- ACTION AGAINST HUNGER ACF INTERNATIONAL
- actionaid international
- ADRA
- CAFOD just one world
- care
- christian aid
- International Medical Corps (UK)
- INTERNATIONAL RESCUE COMMITTEE
- ISLAMIC RELIEF
- World Vision
- HelpAge International age helps
- MercyCorps
- Oxfam
- Plan
- Save the Children
- tearfund

## LUXEMBOURG

- caritas LUXEMBOURG

## NORWAY

- NRC NORWEGIAN REFUGEE COUNCIL
- NORWEGIAN CHURCH AID actalliance

## CZECH REPUBLIC

- PEOPLE IN NEED
- ADRA

## FRANCE

- ACF INTERNATIONAL
- ACTED
- care
- Caritas France Secours Catholique
- HANDICAP INTERNATIONAL
- SECOURS POPULAIRE FRANÇAIS
- SECOURS ISLAMIQUE FRANCE
- MEDECINS DU MONDE
- SOLIDARITÉS INTERNATIONAL
- tsf Télécoms Sans Frontières Communications for life

## IRELAND

- CONCERN worldwide
- TRÓCAIRE Working for a Just World

## PORTUGAL

- MÉDICOS DO MUNDO

## SPAIN

- ACCION CONTRA EL HAMBRE ACF INTERNATIONAL
- Cáritas Española
- MÉDICOS DEL MUNDO
- OXFAM Intermón

## SWEDEN

- Svenska kyrkan
- IAS
- PMU

## ITALY

- Caritas Italiana
- CESVI
- GVC a world we care
- INTERSOS

## SLOVAKIA

- Habitat for Humanity Europe, Middle East and Africa

# Exploring EU humanitarian donors' funding and conditions for working with NGOs

## BUILDING EVIDENCE FOR SIMPLIFICATION

# ACKNOWLEDGEMENTS

# DISCLAIMER

In total this study consulted 43 respondents from several NGOs or networks active in humanitarian aid across 8 countries in Europe. Whilst the respondents were drawn from a range of NGOs, this sample does not pretend to fully represent the diversity in size, remit and geographical distribution of the European humanitarian NGO sector. The findings of this study should be understood as such. Similarly, the four institutional donors analysed within this study do not necessarily represent the full diversity of institutional approaches concerning humanitarian aid within the EU as a whole.

This document covers humanitarian aid activities implemented with the financial assistance of the European Union. The views expressed herein should not be reported as official opinions of the European Union, and the European Commission is not responsible for any use that may be made of the information it contains.

## MAIN FINDINGS

Figures are difficult to reconcile between the different data sources as humanitarian assistance is reported on a voluntary basis by donors.

We have used data from the Financing Tracking Service (end 2015). The Financial Tracking Service (FTS) is a global, real-time database that records all reported international humanitarian aid contributions (including NGOs and the Red Cross/Red Crescent Movement, bilateral aid, in-kind aid, and private donations). FTS is managed by the UN Office for the Coordination of Humanitarian Affairs (OCHA). All FTS data is provided by donors or recipient organisations.

We have chosen to also provide the figures in euros, using the average 2014 exchange rate. Further, the EU Aid Explorer has been consulted; a web tool which has been developed by the European Commission Joint Research Centre. The EU Aid Explorer provides data from DG ECHO, OECD, UN OCHA and IATI; however data for non-governmental publishers are not included. This certainly explains - at least partly - why data between FTS and EU Aid Explorer vary one from the other.

# ACRONYMS

| | |
|---|---|
| AA | Auswärtiges Amt (Ministry of Foreign Affairs Germany) |
| CDC | Centre de Crise (France) |
| COHAFA | The Council working party on Humanitarian Aid and Food Aid |
| DANIDA | Danish International Development Agency |
| DFID | Department for International Development (UK) |
| DG ECHO | The European Commission's Directorate-General for Humanitarian Aid and Civil Protection |
| EC | European Commission |
| ERF | Emergency Response Funds |
| EU | European Union |
| FPA | Framework Partnership Agreement |
| FTS | Financial Tracking Service |
| GHA | Global Humanitarian Assistance (the report) |
| GHD | Good Humanitarian Donorship |
| HFTT | Humanitarian Financing Task Team |
| HLP | High-Level Panel on Humanitarian Financing |
| IASC | Inter-Agency Standing Committee |
| ICVA | International Council of Voluntary Agencies |
| MANGO | Management Accounting for Non-Governmental Organizations |
| NGO | Non-Governmental Organisation |
| OCHA | Office for the Coordination of Humanitarian Affairs |
| ODA | Official Development Assistance |
| OECD-DAC | Organisation for Economic Cooperation and Development, Development Assistance Committee |
| OFDA | Office of United States Foreign Disaster Assistance |
| PRM | United States Bureau of Population, Refugees, and Migration |
| SIDA | Swedish International Development Cooperation Agency |
| UN | United Nations |
| UNDP | United Nations Development Programme |
| UNFPA | United Nations Population Fund |
| UNHCR | United Nations High Commissioner for Refugees/UN Refugee Agency |
| UNICEF | United Nations Children's Fund |
| USAID | United States Agency for International Development |
| VOICE | Voluntary Organisations in Cooperation in Emergencies |
| WFP | World Food Programme |
| WHS | World Humanitarian Summit |

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# INTRODUCTION

Voice (Voluntary Organisations in Cooperation in Emergencies) is the main NGO interlocutor on EU humanitarian affairs and brings together 84 NGOs. One of the main priorities of the network is to monitor funding for humanitarian aid and to use its collective influence to ensure NGOs' expertise and experience are heard and brought into the relevant fora.

The first World Humanitarian Summit (WHS) is currently under preparation and strong focus is being given to humanitarian financing. As one of the major donors, the European Union is expected to play an important role in the run up to the Summit and its follow-up.

In parallel, EU Member States and the European Commission are also influential members of the Good Humanitarian Donorship (GHD) which has recently expressed interest in looking at their funding practices[1]. This highlights the appropriateness of examining EU donors' grant conditionalities attached to humanitarian funding to NGOs.

The European Consensus on Humanitarian Aid[2] (the Consensus) states the following:
*"Collectively the EU provides the largest share of current official international humanitarian aid, comprised of Community and EU Member State bilateral contributions."* With rising humanitarian needs and an increasing pressure on humanitarian funding, VOICE considers it is timely to look at tendencies based on a selected number of European donors' contributions to humanitarian aid.

However, while appropriate funding levels are essential, other conditions also need to be met for an effective humanitarian response to take place. NGOs remain main actors implementing humanitarian aid projects in the field. So, from a humanitarian practitioner's point of view, there are other aspects which need to be considered when looking at donors' funding policy and practice.

Indeed, in the Consensus, paragraph 94 reads *"The Community undertakes to continue efforts to streamline and simplify its procedures for humanitarian aid in order to reduce the administrative burden on implementing organisations within the framework of the applicable rules. Harmonisation of reporting by the Community in the humanitarian sphere will take place in accordance with the applicable provisions on general financial accountability and control."*

In 2013, when DG ECHO revised its Framework Partnership Agreement (FPA), NGOs and DG ECHO worked together to enshrine the commitment concerning simplification into the new FPA which is valid from 2014 to 2018. In 2014, VOICE published a report 'The European Consensus on Humanitarian Aid: an NGO perspective'[3]. Seven years on from the signing of the Consensus, the report highlights a strong concern amongst NGOs about the demands placed upon them by European donors through funding modalities throughout the project cycle.

Despite the commitments taken by donors, NGOs observe a very different reality. Feedback from VOICE members continues to stress an increasing complexity and workload when administrating humanitarian projects funded by bilateral and institutional donors. This trend has considerable impact on the way organisational resources are being used: the percentage allocated to compliance management is constantly increasing.

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[1] Good Humanitarian Donorship Workplan 2014-2016: "...GHD will seek to identify and agree upon a set of good practice regarding: funding, reporting standards, needs assessment and institutional assessments."

[2] The European Consensus on Humanitarian Aid, the European Commission, 2007, paragraph 5

[3] The European Consensus on Humanitarian Aid: An NGO Perspective, VOICE, 2014

We hope this report therefore will be another element to take the issue of funding and conditions for working with NGOs forward.

The present study, commissioned by VOICE in July 2015, seeks to examine and compare the funding and grant modalities of four donors illustrating the institutional diversity within the EU:

- Denmark: DANIDA - due to its practice of awarding programme agreements to selected NGOs

- The European Commission's Directorate General for Humanitarian Aid and Civil Protection: DG ECHO - having a prominent funding relationship with many European NGOs

- France: Centre de Crise (CDC) - representing a smaller European humanitarian donor in terms of direct support to NGOs

- Germany: Auswärtiges Amt (AA) - representing a large European humanitarian donor in terms of direct support to NGOs

## METHODOLOGY

Based on the terms of references, a Scope of Work with associated approaches to data collection and outputs was produced (see Annex 3).

The data collection methods used by the study consisted of desk research and literature review, interviews/calls and a working group. Desk research and the literature review comprised official funding data as well as donor contractual and guidance documentation. Calls were held with the NGO networks InterAction and ICVA and interviews with representatives of European NGOs that specialise in the funding practices and requirements of the four donors under examination. A selection of NGO representatives also provided written feedback on grant conditionalities of donors that had been collated during the study, as well as on the successive draft reports that we have produced. In addition, members of the FPA WatchGroup[4], facilitated by VOICE, provided feedback on the key constraints and best practices in donor requirements. In total 43 respondents were consulted in the course of the study.

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[4] See annex 2 for more information on FPA WatchGroup definition

# 1. OVERVIEW OF SELECTED DONORS' HUMANITARIAN FUNDING AND FUNDING ARCHITECTURE

**T**his chapter is based on a desk review of available documentation on the four donors mentioned above. This includes national humanitarian aid strategies, annual reports, information reported on a number of public websites (e.g. Financial Tracking Service (FTS), EU Aid Explorer). 2014 is taken as a basis for financial data.

**As a general observation, the four studied donors are broadly aligned regarding the key principles and objectives of humanitarian aid, namely to provide relief to those suffering from natural or man-made disasters or complex emergencies.**

However, within these overarching aims, there is variance and differences in the focus chosen by the donors.

- The current strategic direction of Danish humanitarian aid highlights vulnerability, climate change, natural hazards and protecting conflict affected populations (Ministry of Foreign Affairs, 2009).[5]

- The Auswärtiges Amt highlights disaster reduction, humanitarian preparedness, transitional aid and mine action (German Ministry of Foreign Affairs, 2015).

- DG ECHO puts the focus geographically and calls attention to forgotten, and often protracted, crises (ECHO, 2015).

- The remit of the Centre De Crise relates particularly to humanitarian crises involving French nationals, and post-crisis stabilisation (French Ministry of Foreign and European Affairs, 2015).

These differences follow through to the detail and patterns of their humanitarian funding. There is variance in the level of contributions to humanitarian aid; the channels through which these funds flow and the geographic priorities that are pursued. These issues are discussed below.

## A. HUMANITARIAN FUNDING CONTRIBUTIONS

**I**n 2014, global international humanitarian assistance rose for the second year, to reach 23 billion USD (17.5 billion euros). Funding for humanitarian aid from governments and EU institutions increased by 24% in 2014[6]. However unmet requirements of 7.5 billion USD were also the highest to date (38%).

Most international humanitarian assistance continues to come from government donors in Europe and North America. OECD-DAC members accounted for 90% of reported international humanitarian assistance in 2014. Among them, the five largest donors represented about 60%.

The two following tables place the four European donors in the global and European context.

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[5] Danish humanitarian aid strategy ran from 2010-2015, no other strategy was publicly available while conducting this study.

[6] 2015 Global Humanitarian Assistance Report, Development Initiatives, page 4

**Table 1:**

ECHO and Germany are major players in the global humanitarian system, while Denmark and France are not in the top 10 donors worldwide and rank fifth and seventh at EU level.

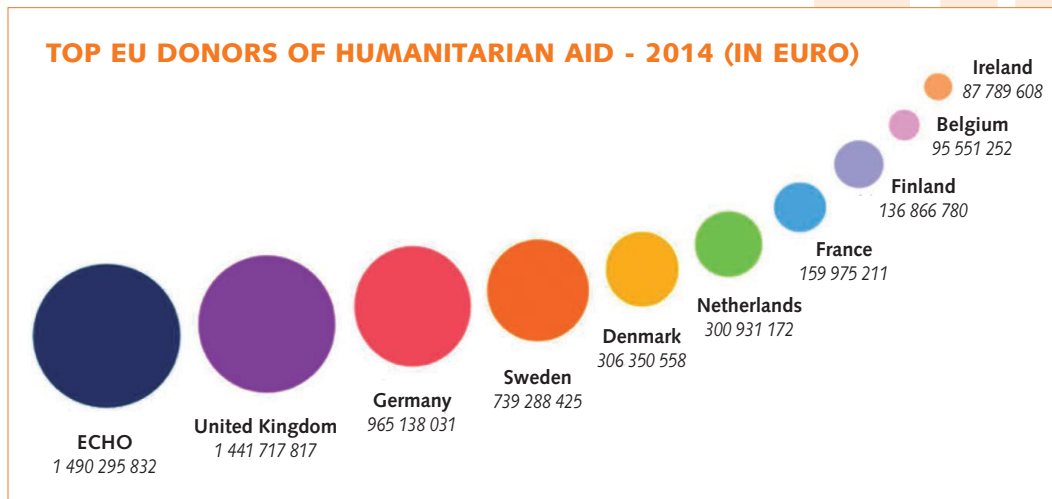| GLOBAL HUMANITARIAN CONTRIBUTIONS IN 2014: TOTALS BY DONOR *Compiled by OCHA on the basis of information provided by donors and recipient organizations.* | | | | |
|---|---|---|---|---|
| DONOR | FUNDING USD | % OF GRAND TOTAL | UNCOMMITTED PLEDGES USD | *FUNDING EUROS (1€=0,76$)* |
| United States | 7 900 768 711 | 34,1% | 33 977 541 | *6 004 584 220* |
| European Commission | 2 254 966 522 | 9,7% | 0 | *1 713 774 557* |
| *incl.* **DG ECHO** | **1 960 915 568** | **8,5%** | | *1 490 295 832* |
| United Kingdom | 1 896 997 128 | 8,2% | 173 876 315 | *1 441 717 817* |
| **Germany** | **1 269 918 462** | **5,5%** | 12 891 923 | *965 138 031* |
| Japan | 991 999 142 | 4,3% | 7 106 655 | *753 919 348* |
| Sweden | 972 747 927 | 4,2% | 2 437 057 | *739 288 425* |
| Private (individuals & organisations) | 923 450 597 | 4,0% | 849 348 408 | *701 822 454* |
| Canada | 748 010 686 | 3,2% | 0 | *568 488 121* |
| Saudi Arabia | 736 843 992 | 3,2% | 35 000 000 | *560 001 434* |
| Norway | 716 217 642 | 3,1% | 6 795 649 | *544 325 408* |
| Switzerland | 510 590 188 | 2,2% | 10 022 272 | *388 048 543* |
| **Denmark** | **403 092 840** | **1,7%** | 27 943 057 | *306 350 558* |
| Netherlands | 395 962 068 | 1,7% | 0 | *300 931 172* |
| United Arab Emirates | 361 704 552 | 1,6% | 35 838 551 | *274 895 460* |
| Carry-over (donors not specified) | 333 890 599 | 1,4% | 0 | *253 756 855* |
| Kuwait | 330 558 449 | 1,4% | 10 350 000 | *251 224 421* |
| Allocation of unearmarked funds by UN agencies | 268 179 398 | 1,2% | 495 766 | *203 816 342* |
| Australia | 267 063 481 | 1,2% | 83 488 | *202 968 246* |
| Various (details not yet provided) | 240 098 070 | 1,0% | 0 | *182 474 533* |
| **France** | **210 493 699** | **0,9%** | 28 221 122 | *159 975 211* |
| Finland | 180 087 869 | 0,8% | 0 | *136 866 780* |
| World Bank | 169 448 444 | 0,7% | 100 572 090 | *128 780 817* |
| Qatar | 153 674 498 | 0,7% | 22 592 064 | *116 792 618* |
| Belgium | 125 725 331 | 0,5% | 90 996 145 | *95 551 252* |
| Ireland | 115 512 642 | 0,5% | 101 682 | *87 789 608* |
| Others | 675 712 539 | 2,9% | 88 210 463 | *513 541 530* |
| **Grand Total** | **23 153 715 476** | **100%** | **1 536 860 248** | ***17 596 823 762*** |

(extracted from FTS, 2015a)

**Table 2:**

Within the Member States of the European Union, Germany ranks second and Denmark fourth of the top five government donors. France only takes sixth place of the 28 EU member states which given its size, the contribution of France appears limited.

The European Commission's humanitarian aid budget is more significant since it benefits from the 28 member states' contributions through the EU budget.

Denmark, together with other Scandinavian donors, is noteworthy in the ranking given its relative population size (amount in euro per citizen: Denmark 55€ compared to Germany 12€, ECHO 3€ and France 2€).

**TOP EU DONORS OF HUMANITARIAN AID - 2014 (IN EURO)**

Ireland
*87 789 608*

Belgium
*95 551 252*

Finland
*136 866 780*

France
*159 975 211*

Netherlands
*300 931 172*

Denmark
*306 350 558*

Sweden
*739 288 425*

Germany
*965 138 031*

United Kingdom
*1 441 717 817*

ECHO
*1 490 295 832*

Additional data from the FTS shows the overall EU contribution, mainly ECHO, rose by 15% between 2013 and 2014.

Out of the donors under examination, commentary was provided by interviewees on the falling development aid level of France and Denmark, the latter maintaining however its humanitarian aid budget.

In contrast, the humanitarian funding in Germany was reported to have increased markedly in the recent past; a trend that is expected to continue in the coming years.

Whilst with regard to ECHO, given the treasury difficulties of the recent past (2014), the ability of ECHO to award as much funding as it does was commended. Moreover, in a time when funding is coming under pressure, the impartiality with which ECHO channels its funding was noted. ECHO's evaluation of needs is carried out not only by desk and field staff but objectively through ECHO's Global Index for Risk Management (INFORM) and the Forgotten Crisis Assessment.

# B. FUNDING CHANNELS

In 2014, beyond the actual totals of humanitarian aid funding, there is also variance among donors regarding the level of funding to the different humanitarian actors, the major ones being UN agencies, the Red Cross and Red Crescent family (RCRC) and NGOs.

Globally, over the last years, the majority of international humanitarian assistance went in first instance to UN agencies and this share is growing. In 2013 OECD-DAC governments channelled 68% of their funding through multilateral organisations[7], while NGOs directly received 18% of the total funding reported to UN OCHA's FTS (USD 4.0 billion).
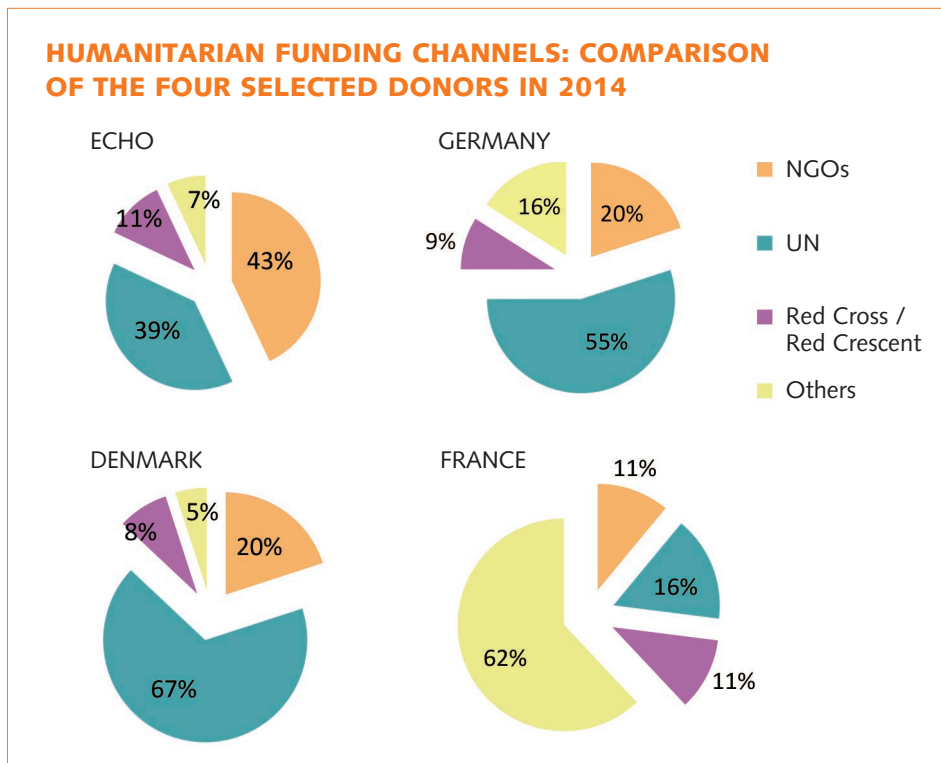
However it is difficult to capture how much NGOs receive indirectly through the above or other sources (because data is not available). It is worth noting that in 2014 the majority of the UN Emergency Response Fund (ERF) was channelled through NGOs while the RCRC Movement committed 70% of its funding to partner with NGOs[8].

> Previously the Consensus recognised the added value of NGOs[9]:
>
> *'NGOs are essential to the humanitarian response as they deliver the majority of international humanitarian aid due to their field-presence and flexibility, often with a high-level of specialisation'.*

However global statistics tend to mask the degree of variability in individual donor practices regarding funding channels. The following graphic illustrates how differently donors channelled their humanitarian assistance in 2014.

**Table 3:**



HUMANITARIAN FUNDING CHANNELS: COMPARISON OF THE FOUR SELECTED DONORS IN 2014

ECHO — 43% NGOs, 39% UN, 11% Red Cross / Red Crescent, 7% Others

GERMANY — 20% NGOs, 55% UN, 9% Red Cross / Red Crescent, 16% Others

DENMARK — 20% NGOs, 67% UN, 8% Red Cross / Red Crescent, 5% Others

FRANCE — 11% NGOs, 16% UN, 11% Red Cross / Red Crescent, 62% Others

(extracted from FTS, 2015b)

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[7] 2015 Global Humanitarian Assistance Report, Development Initiatives, page 66

[8] 2015 Global Humanitarian Assistance Report, Development Initiatives, page 74

[9] The European Consensus on Humanitarian Aid, the European Commission, 2007, paragraph 49

As the above 2014 figures show, UN agencies and NGOs continue to be the main channels for humanitarian aid disbursements except for France. DG ECHO, Germany and Denmark channelled 75% to 87% of their funding to these two types of agencies.

ECHO's main channel of funding remains NGOs, receiving 43% of ECHO funding in 2014, closely followed by the UN (39%). In contrast, Denmark and Germany channelled the majority of funding through UN agencies (67% and 55% respectively). In 2014, the French Government, on their side, channelled 62% of its funds through other recipients (mostly governments), and NGOs and the UN appear to receive similar levels of funding (~11%).

These figures reconfirm the findings of the VOICE study 2012. Indeed, based on 2012 figures, the study underlined that a lower percentage of humanitarian funding going to NGOs could be observed in several Member States - as opposed to the UN. Therefore ECHO has become an essential donor for the humanitarian operations of a number of NGOs[10].

## C. OBSERVATIONS ON GEOGRAPHIC PRIORITIES

The European Consensus on Humanitarian Aid re-affirms the engagement taken by EU donors within the Good Humanitarian Donorship initiative: *"Humanitarian Aid should be transparently allocated on the basis of identified needs and the degree of vulnerability"*.[11]

However the increase in humanitarian needs and risks forces donors to make choices regarding which crises to finance and to which level.

The VOICE Study on the Consensus stressed that *"...one of the most important aspects of the Consensus was its focus on needs-based funding - i.e. practice derived from the core humanitarian principle of impartiality. However the NGO perception is that funding is often linked to non-humanitarian considerations."*[12]

2014 saw a significant number of acute emergencies. The conflicts in Syria and the Central African Republic continued to be assigned 'Level 3' (L3) emergencies by the UN, and South Sudan and Iraq joined the list. The Ebola outbreak in West Africa also challenged the humanitarian community including donors. These five crises attracted the majority of humanitarian funding in 2014: 57% of total reported funding[13]. This means that 43% was left to cover the needs of a wide number of chronic and protracted crises (e.g. Occupied Palestinian Territory (OPT), Somalia or Chad) and for so-called forgotten crises such as Rohingya or Colombia.

Based on the FTS, the four donors under examination have dedicated the following percentage to those top five crises:

| | |
|---|---|
| France* | 82% |
| European Commission | 53% |
| Germany | 45% |
| Denmark | 37% |

*The major response of France to the Ebola crisis (at least 45% of its total funding was directed to Guinea alone) certainly explains why France scores that high.

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[10] The European Consensus on Humanitarian Aid: An NGO Perspective, VOICE, 2014, page 30

[11] The European Consensus on Humanitarian Aid, the European Commission, 2007, page 11

[12] The European Consensus on Humanitarian Aid: An NGO Perspective, VOICE, 2014, page 38

[13] 2015 Global Humanitarian Assistance Report, Development Initiatives, page 4

The following graphics **(table 4)** show for each of the four donors its top ten recipient countries in 2014.

For three of the donors a "miscellaneous" section is reported within the list extracted from the FTS. The following analysis does not take this into consideration since there is no detailed information available.

Among the five main emergencies quoted above, four of them are part of the top ten recipient countries of the four donors under examination: Syria takes the most prominent place, followed by the Ebola response: both being among the top four for each donor. South Sudan comes third, followed by the Central African Republic and finally Iraq - the latter is not included in the European Commission top ten countries (it is ranked only 22).

These figures tend to demonstrate that the L3 denomination results in increased allocation of funding from the four donors. However one may still question how donors decide to allocate funds to respond to other crises. Indeed looking at the GHA report 2015[14], the first map highlighting humanitarian needs and risks in 2014 puts Yemen and Afghanistan on the same footing as Syria or South Sudan. However, these two countries only appear once in the following donor lists (Yemen in the German list, and Afghanistan in Denmark's one).

Other crises attracting funding are mainly protracted or chronic crises; and nearly all of them observed in so-called fragile states. Subjective observations could also see a link between these lists of countries and countries where EU and/or UN have a military presence - thus questioning fundamentally the needs-based approach of the donors.

While, based on these data, it is difficult to conclude on which basis donors allocate their funding; it raises a certain number of questions regarding needs and risk assessments. The L3 denomination from the UN seems to resonate for donors and should therefore be based on robust and reliable data and used in a transparent manner. NGOs encourage donors to share the system they use for decision making regarding funding allocations with their peers and partners. Naturally there will be different criteria of both quantitative and qualitative character used:
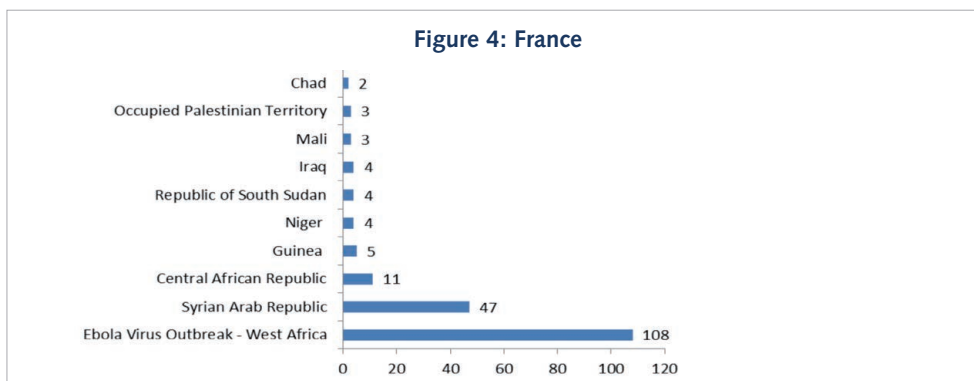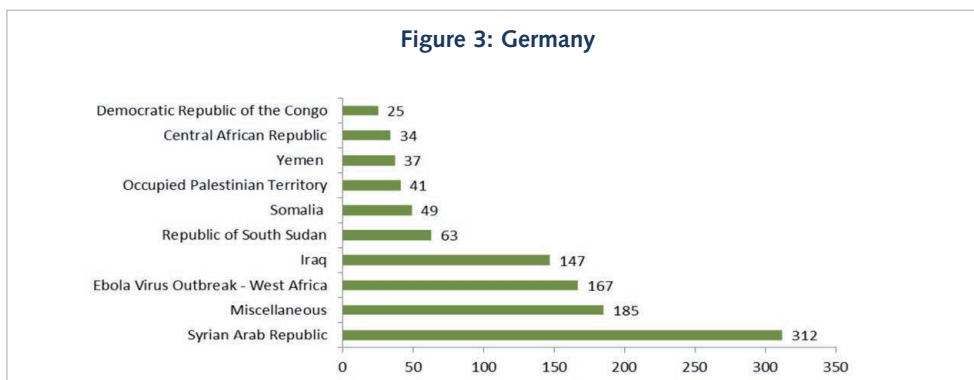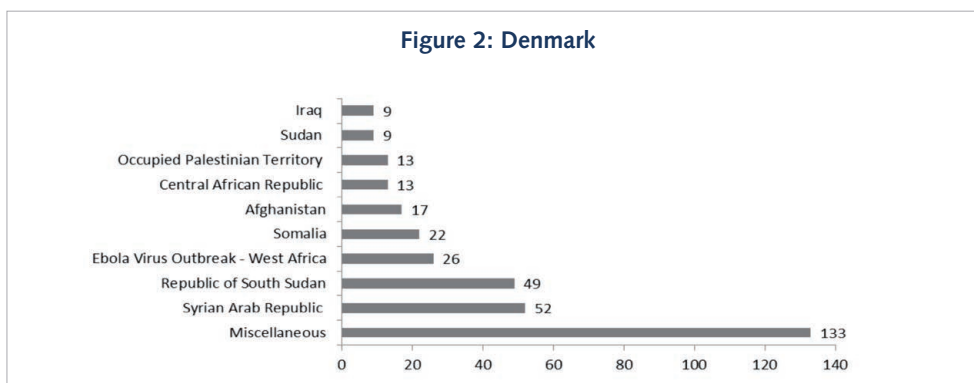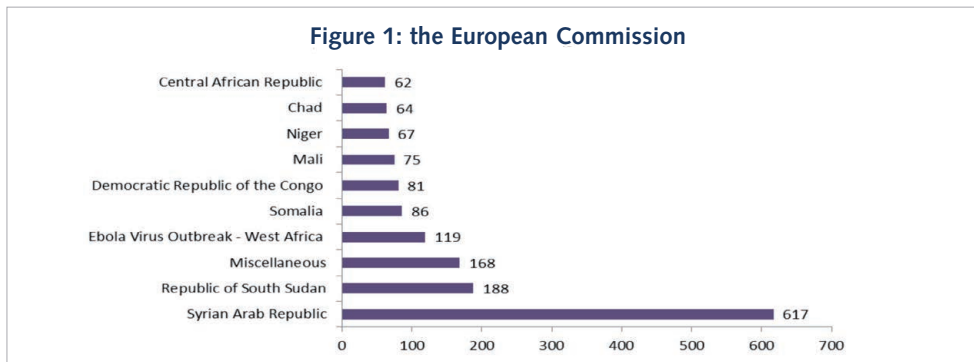
- reliable needs and risk assessments
- current and forecasted level of funding
- the value added by their particular presence

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[14] 2015 Global Humanitarian Assistance Report, Development Initiatives, page 2

**Table 4:**

## THE GEOGRAPHIC FOCUS OF HUMANITARIAN AID FUNDING BY DONOR - TOP TEN RECIPIENT COUNTRIES 2014 - USD (m)

### Figure 1: the European Commission

| Country | USD (m) |
|---|---|
| Central African Republic | 62 |
| Chad | 64 |
| Niger | 67 |
| Mali | 75 |
| Democratic Republic of the Congo | 81 |
| Somalia | 86 |
| Ebola Virus Outbreak - West Africa | 119 |
| Miscellaneous | 168 |
| Republic of South Sudan | 188 |
| Syrian Arab Republic | 617 |

### Figure 2: Denmark

| Country | USD (m) |
|---|---|
| Iraq | 9 |
| Sudan | 9 |
| Occupied Palestinian Territory | 13 |
| Central African Republic | 13 |
| Afghanistan | 17 |
| Somalia | 22 |
| Ebola Virus Outbreak - West Africa | 26 |
| Republic of South Sudan | 49 |
| Syrian Arab Republic | 52 |
| Miscellaneous | 133 |

### Figure 3: Germany

| Country | USD (m) |
|---|---|
| Democratic Republic of the Congo | 25 |
| Central African Republic | 34 |
| Yemen | 37 |
| Occupied Palestinian Territory | 41 |
| Somalia | 49 |
| Republic of South Sudan | 63 |
| Iraq | 147 |
| Ebola Virus Outbreak - West Africa | 167 |
| Miscellaneous | 185 |
| Syrian Arab Republic | 312 |

### Figure 4: France

| Country | USD (m) |
|---|---|
| Chad | 2 |
| Occupied Palestinian Territory | 3 |
| Mali | 3 |
| Iraq | 4 |
| Republic of South Sudan | 4 |
| Niger | 4 |
| Guinea | 5 |
| Central African Republic | 11 |
| Syrian Arab Republic | 47 |
| Ebola Virus Outbreak - West Africa | 108 |

(extracted from FTS, 2015c)

**Table 4:**

# **2**. FOUR DONORS' CONDITIONALITIES: ANALYSIS AND MAIN OBSERVATIONS

## **A.** THE MATRIX

**T**he main objective of this study was to make a clear breakdown of the different grant conditions and practices of the four donors under examination (Denmark, France, Germany and DG ECHO). To this end, a matrix was developed mapping the requirements of each donor.

Given that DG ECHO was clearly the most complex donor within the four under examination, the matrix is based on DG ECHO FPA guidelines as presented in the partners' helpdesk portal[15].

Data were then ordered within seven different sections following the project cycle:

*Before the Action*

1. Funding and partnership, including pre-selection processes

2. Financing decisions, a section which compares timeframes for decision making, project duration, and contracting processes

3. Proposals and eligibility, examining co-financing requirements, indirect costs and criteria to assess proposals

*During the Action*

4. Grant agreements and implementation which compares rules regarding consortia, human resources management, disbursement modalities, exchange rate regulations, procurement etc.

5. Communication and visibility, looking at specific requirements linked to marketing the action and the donor

6. Changes, a section summarizing each donor's rules and conditions for NGOs to revise their initial proposal including asking for an extension (both narrative and financial)

*After the Action*

7. Reporting and end of action, which particularly highlights the requirements at final stage (including evaluation and audit) and frequency of reporting

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[15] ECHO partner website: http://dgecho-partners-helpdesk.eu/

However it turned out that the seven sections were completely insufficient to capture all the different rules and requirements in a systematic and workable manner: eventually 40 different specifications (criteria) were necessary to be able to organize the material applying to NGOs and to frame the table before drawing out an analysis. This already demonstrated the complexity concerning the matter.

The outcome of this exercise is a matrix of 14 pages with highly technical and specific information. Therefore, it was chosen to present this important document as the first annex to the study.
The following pages provide the main observations from the matrix.

## B. KEY AREAS IN DONORS' PRACTICES AND REQUIREMENTS: CONVERGENCE

A first step to analyse the data collected is to identify key areas of convergence and divergence in donors' practices and requirements. This will obviously provide the evidence that many different donor approaches demand NGOs' adaptation. However, as the chapter will show, convergence in donor criteria does not mean there is no need to simplify.

Within the data it was evident that all donors have a number of basic common requirements. There are therefore grant conditions and practices around which there is coherence, such as:

a) The potential for quick decision making on financial decisions and proposals

b) The potential to obtain full financing (even if it is exceptional for DG ECHO and Germany)

c) Where working through consortia or through implementing partners is encouraged, the responsibilities placed on the lead NGO

d) The general period during which a cost is eligible

e) Requirements for donor visibility (only ECHO introduces penalties for non-compliance)

f) Conditions that can be used to suspend or terminate a project

g) The rights retained by donors to audit projects and the requirement to keep project documentation for a number of years.

## **C.** KEY AREAS IN DONOR PRACTICES AND REQUIREMENTS: DIVERGENCE

However, beyond the above, the matrix shows a very high level of divergence between donors' grant conditions. To facilitate a balanced presentation of the findings, these divergences are grouped in the following manner:

| | |
|---|---|
| *Before the Action* | - The degree to which a partnership approach is adopted<br>- The use of different pre-selection processes<br>- The level of transparency concerning evaluation criteria for proposals |
| *Frame of the Action* | - The permissible length of interventions (3 months to 3 years)<br>- The demand for working through consortia<br>- Rules linked to ethical standards, protection of target groups, anti-fraud and corruption |
| *Financial conditions* | - Disbursement modalities (from 6 weeks treasury advance to 100% pre-financing)<br>- The levels of flexibility in financial management (±10% to unlimited movements between budget headings)<br>- Exchange rates (systems used, eligibility of losses and use of potential gains) |
| *Procurement conditions* | - Procurement and stock management requirements<br>- Requirements, thresholds and derogations pertaining to asset disposition |
| *After the Action* | - The frequency of reporting and the information and supporting documentation required<br>- The requirements for and formats of project evaluations<br>- The range of documentation to be retained for audits<br>- The definition of eligible cost and the documentation required to prove it |

This summary highlights the degree to which NGOs need to run multiple internal procedures and systems to meet different donors' varying demands. It provides evidence of the diversity in grant conditionalities and practices with which NGOs must comply.

On an additional note, the matrix also shows that most donors encourage NGOs to diversify their funding since most of the time they require co-funding. As a consequence, most NGOs have to work with multiple donors for each single project, increasing the administrative burden due to numerous different procedures.

# 3. NGO PERSPECTIVES ON DONOR FUNDING REQUIREMENTS

As highlighted above, the three member states' and DG ECHO's humanitarian funding for NGOs are rather complex with a high degree of variability in the grant conditionalities. Consequently, it is the aim of this section to highlight the conditions and practices that NGOs consider crucial to simplify given their importance for the overall management of operations. There are many examples of best practices for the wider donor community to build on.

The points raised are organized under five areas. The most obvious one emanating from this study is the necessity to simplify rules that are considered by NGOs as most constraining for their humanitarian aid delivery. The second and third areas relate to the nature of humanitarian aid and highlight the importance of quick decision making and the need for flexibility. NGOs also shared important concerns linked to proposal and reporting requirements. Last but not least, the dialogue and partnership between donors and NGOs is considered essential to reduce the administrative burden.

## A. A BALANCED APPROACH TO ACCOUNTABILITY: THE NECESSITY TO SIMPLIFY RULES AND CONDITIONS

One of the arguments used by donors to justify their rules and conditions is the public demand for accountability of how money is being spent. As defined by the UK NGO Mango, an NGO being accountable serves three goals[16]:

1. *Financial accountability: Have funds been properly used or has there been fraud?*

2. *Effectiveness accountability: Have objectives been achieved? Are beneficiaries pleased with the processes and outcomes?*

3. *Efficiency accountability: Have the limited resources been put to the best possible use to provide value for money? Were the activities the best option for contributing to the mission?*

For professional NGOs working with institutional donor funding, these demands are obvious. Currently NGOs observe a strong focus on financial accountability from the donors. The question has therefore to be posed whether this focus does not have unintended consequences for the effectiveness and efficiency of the operations.

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[16] https://www.mango.org.uk/guide/3goals

*Best donors' practices contributing to a better balance
between the three accountability objectives*

- Light touch grant conditionalities, rules and procedures; the focus is felt to be rather upon the field operation and less on compliance (France)
- The results-based approach promoted by ECHO within the Framework Partnership Agreement (ECHO)
- The acceptance of NGOs' own procedures benefits both donors and NGOs (ECHO & Denmark)
- The possibility to gain 100% funding, reducing the need for co-financing (France, Denmark & ECHO)
- The commitment to principles[17] and needs-based approach contributing to ensure humanitarian aid is untied from political agendas (ECHO)

*Key constraints in relation to effectiveness and efficiency*

- Limited room for manoeuvre in project design - need to fit ECHO priorities (ECHO)

- The difficulties consortia pose in first phase emergencies when they are not already established and the additional requirements placed upon the lead NGO (ECHO)

- The limiting effect of threshold levels for pre-financing and co-funding based on the assessment of partners' financial capacity (ECHO)

- Heavy stock management regulations and difficulties for handling remaining goods (ECHO)

- Focus is on activities and details rather than results and objectives (Germany)

- For the three member states, humanitarian aid falls within the remit of Foreign Ministries which could challenge the aid delivery aligning with the principles

## B. THE IMPORTANCE OF QUICK DECISION MAKING AND EFFICIENT PROCESSES DESIGNED FOR PURPOSE

In humanitarian aid there is a responsibility placed on both donors and NGOs to react quickly. Donor processes affecting decision making and NGOs' delivery of humanitarian aid projects do not necessarily reflect this imperative. While timely decision making on funding by three of the donors is highly welcomed by NGOs, there remain a number of processes that should become more efficient.

*Best practices*

- Timeliness and speed of decision making (Germany, France and ECHO)
- The possibility to receive full disbursement upon contract signature (France)
- Efficiency of the electronic medium of the E-Single Form rather than waiting for official documents to be stamped (ECHO)

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[17] Reference to the Humanitarian principles of humanity, neutrality, impartiality and independence

*Key constraints*

- The requirement to submit all documentation in German, while the working language of the global humanitarian community is English. Significant time and resources are spent on translation (Germany)
- The annual budget system which prevents carrying funds between fiscal years (Germany)
- The six week window for the expenditure of funds (Germany)
- Regular delays in the contracting phase, resulting in NGOs taking the financial risk to start project implementation (ECHO)

## C. THE NEED FOR FLEXIBILITY

Given the increasingly complex environments in which humanitarian actors operate, there is an appreciation by NGOs of the flexibility currently afforded by some donors regarding programming. Flexibility not only supports NGOs to adapt to changes but also to adjust their projects based on real-time evaluations and feedback from the affected populations that NGOs aim to serve. However, there is room for further improvement.

*Best practices*

- The understanding of the need to change a project as it progresses and the potential flexibility to do so (Germany and ECHO)
- The ability to request top up funds and move funds between projects (not always possible but more likely towards the end of the budget year) (Germany)

*Key constraint*

- The practical implementation of project changes: the length of the process including pre-approval and decision making (ECHO).

## D. TOWARDS HARMONISATION AND SIMPLIFICATION OF PROPOSAL / REPORTING FORMATS AND REQUIREMENTS

Each of the four donors has its own standards for proposals and reporting. In addition they vary in format, content and frequency.

*Best practices*

- The lightness of the reporting template (France)
- Reasonable proposal and reporting templates (Germany)
- E-Single Form, providing one template for both proposal and reporting (ECHO)
- Frequency of reporting: in general only one interim and one final report (ECHO)

*Key constraints*

- The frequency of interim reporting (2-3 per year) (Germany)
- The financial reporting systems are not adapted to a project approach (Germany)
- The proposal and budget templates are not designed for humanitarian aid interventions (France)

# E. THE VALUE OF ENGAGEMENT, DIALOGUE AND PARTNERSHIP

One of the key recommendations from the VOICE study on the Consensus reads: *"Member States and NGOs should engage in systematic exchanges on humanitarian issues. Learning from examples of good practices in some Member States should be considered by other Member States that have still to develop informal/formal coordination mechanisms"*.[18]

While the main objective of the study is to come up with recommendations in relation to NGO funding and conditions, it also provided an opportunity to look at the relations between NGOs and donors. While the four first areas above are directly linked to operations, NGOs wanted to see the issue of dialogue and partnership included in this chapter. Dialogue is considered as an important tool for taking forward the work on simplification. VOICE has consistently been promoting proactive engagement between NGOs and donors. It was therefore chosen to include a review of the current practices of the three member states and ECHO in this regard. In addition to the below, annex 2 provides more information.

Partnership brings beneficial results for both donors and NGOs. Based on the Consensus, both parties share similar objectives within the remit of humanitarian aid. Through dialogue, donors harness and learn from NGOs field experience, operational expertise and networks of local partnerships; while NGOs may benefit from a certain level of trust and predictability, as well as access to resources.

Developing these dialogues to focus more on strategic priorities, like on simplification, could contribute to further increasing the efficiency of humanitarian aid.

*Best practices*

- A partnership approach where a level of trust and honest exchange is being built between donor and NGOs (Denmark)
- A partnership approach and ECHO's involvement in the FPA WatchGroup, an example of constructive dialogue (ECHO)
- The regular dialogue between the NGOs and the German Foreign Ministry within the humanitarian coordination platform[19] (Germany)
- The presence of technical advisors on the ground supporting ECHO partners (ECHO)

*Key challenges*

- For a new partner, the challenge to sign a first contract in a country or a region (ECHO)
- A limited number of NGOs accessing the status of partner (Denmark)
- Despite NGO campaigning for a higher humanitarian aid budget, no significant increase has taken place (France)

[18] The European Consensus on Humanitarian Aid: An NGO Perspective, VOICE, 2014, page 10
[19] Formal dialogue which is co-chaired by the German Foreign Ministry and the German NGO network "VENRO"

**CONCLUSION:**

Professional NGOs remain one of the main implementers of humanitarian aid throughout the world. In their assessment of donors' practices in relation to funding conditions, they particularly value the speed of decision making and the level of flexibility to adapt to rapid changes.

Humanitarian actors face many challenges in the field (e.g. access and security). Where there is an excessive level of grant conditions, this is an extra burden which should be addressed. The number of identified constraints is important and affects the entirety of the project cycle. Heavy donor conditionalities which are exacerbated by the divergences among donors' approaches have an important impact on NGO organisational management (with an ever increasing number of staff and resources dedicated to ensuring compliance with donors' regulations).

With the upcoming World Humanitarian Summit, discussions for strengthening the humanitarian system are taking place. Looking first at grant conditionalities which have direct consequences on speed and flexibility to deliver aid would give a strong and positive signal. By fostering exchanges between NGOs and donors on this issue in order to jointly agree on concrete measures for a reduction of the administrative burden, NGOs and donors would demonstrate their commitment to improving the effectiveness of the system in the short and medium term.

# **4.** FINDINGS AND ADVOCACY RECOMMENDATIONS

**T**his final section of the report turns to findings and recommendations, based upon the information gathered during the course of the study. The discussion below is divided into two parts; in the first, a summary of key points arising in the study is presented. This is followed by recommendations and potential ways forward on advocating on the issue of funding and conditionalities.

## **A.** KEY FINDINGS

**I**ncreasingly complex implementing environments and increasing demands for humanitarian support put humanitarian funding under pressure. The current funding trajectories of donors in response to this situation differ. Despite an overall increase in humanitarian funding, the humanitarian aid sector still suffers from a lack of funding predictability.

As a group, the bilateral humanitarian aid disbursements of European donors rank highly on global tables, occupying four of the top ten places. And this comes in addition to their financial support of multilateral funding mechanisms through the EC. In 2014, the contributions of Scandinavian countries are particularly notable given their relative population sizes.

Whilst there is agreement around the key principles and objectives of humanitarian aid between European donors, which are in line with the European Consensus for Humanitarian Aid, there is significant variance in the patterns of disbursements. The total value of humanitarian aid disbursed and the channels used highlight this diversity. There are also differences in practice between DG ECHO and the bilateral donors: DG ECHO funding is more spread from a geographical point of view and a greater proportion of its funds are channelled through NGOs.

The links between adopting a partnership approach, in terms of dialogue with NGOs, and lighter grant conditionalities are not automatic. It is evident that overall NGOs have high levels of engagement and dialogue with the donors under examination. All donors were regarded as receptive and accessible. This was particularly so with regard to day-to-day grant administration issues. However, quality and regularity of exchange on more strategic issues vary amongst respondents.

Whilst coherence around certain modalities is evident within the grant conditions used by different donors, overall there remain significant differences in the practices and requirements of donors. The study provides evidence of the enormous administrative complexity NGOs face in their daily programming. The number of rules they need to comply with affects the whole project cycle; and since for many of them, donors do not impose similar rules, it further complicates the work of NGOs' support services departments.

Thanks to this study, best practices were also captured and can inform NGOs' and donors' reflections to address the issue of administrative burden together. Overall, the study brings evidence that by reducing and simplifying the administrative requirements, the flexibility from donors will increase and enable NGOs to better adapt to the needs. Simplification should also aim at increasing the speed of decision making. While re-balancing the focus concerning the three types of accountability, the humanitarian community should work towards a more results-based approach.

## B. KEY RECOMMENDATIONS

In line with commitments and principles of Good Humanitarian Donorship and the European Consensus on Humanitarian Aid, donors should systematically engage with the NGO community on the issue of grant conditions; replicating good practices and addressing the challenges encountered.

The COHAFA at European level and the GHD for the wider donor community are best placed to address the issue of grant conditions and for donors to share what works well. At national level, donors are encouraged to continue engaging with NGOs and offer space for discussion around rules and requirements.

To this end the following recommendations offer concrete elements for NGOs and donors to take forward the issue of funding and grant conditions and to contribute to the improvement of the delivery of humanitarian aid.

### A/ TOWARDS IMPROVED FUNDING FOR HUMANITARIAN AID

- Funding for humanitarian assistance is reported by the OECD/DAC members as a subset of their Oversea Development Aid (ODA). Criteria for eligible funding to be reported under ODA are under revision. NGOs urge the Good Humanitarian Donorship to align with their counterparts in the OECD-DAC to work for ODA reporting criteria for humanitarian aid to remain based on needs and humanitarian principles.

■ At European level, to ensure predictable humanitarian funding and maintain a consistent level of assistance to crisis-affected populations, both the European Parliament and the Council must use the opportunity of the mid-term review of the Multiannual Financial Framework to agree on the necessary structural changes so that the level of payments for humanitarian aid is automatically up to the level of commitments in the annual EC budget.

■ Given that each crisis context is different, EU member states should identify one to two crises in which to undertake a thorough analysis of the comparative advantages and effectiveness of the main humanitarian actors including NGOs. This will help to assess the added value of each operational actor and the complementarity between them. Additionally, it can also support the identification of existing gaps and where partnerships could bring added value.

## B/ TOWARDS IMPROVED CONDITIONS FOR NGOS TO IMPLEMENT HUMANITARIAN AID PROJECTS

**1. *In order to generate inclusiveness and increase the capacity of the sector to meet the growing needs, NGOs urge donors to simplify their administrative requirements.***

The humanitarian sector is facing more needs than ever. Its capacity to meet the demands is reaching its limits. The High-Level Panel on Humanitarian Financing (HLP) and the World Humanitarian Summit (WHS) are opportunities to strengthen the current system, so that more affected people are reached in a timely and effective manner.

Both the HLP report and the outcome of the consultation process towards the WHS are calling for change. It therefore appears both timely and appropriate, for donors and NGOs together to engage in a process to simplify grant conditions and practices with which NGOs have to comply.

In the preparation towards the WHS, effectiveness of humanitarian aid delivery but also localisation, emerge as important objectives. In order for the humanitarian community to progress especially on the latter, the importance of legal and financial frameworks has to be recognized as crucial elements of the humanitarian aid architecture.

*A concrete step for joint action: At EU member state level, government humanitarian aid departments and NGOs should assess together how to make best use of the existing flexibility in national legal and financial frameworks to simplify procedures.*

*A concrete step for joint advocacy: In addition, NGOs should support humanitarian aid departments in raising awareness and understanding about the importance of simplifying rules with relevant stakeholders such as national parliaments and government services. Maintaining accountability both towards tax payers and crisis affected populations has to be a given.*

**2. *In order to increase speed and quick decision making, donors have to better streamline and tailor efficient procedures to purpose.***

When lives are at stake, quick decision making concerning funding is essential. Therefore, systems used should support the speedy and efficient targeting, contracting and delivery of humanitarian aid. Predictable pre-selection mechanisms and application procedures are positive. However, their formats have to be better tailored to NGOs while contracting should be done with minimum delays.

*A concrete step to save time:* NGOs recommend donors use only electronic communication means in their interaction with partners including at contracting and reporting stages and English should be the main language.

### 3. In order to adapt to the unpredictability and complex nature of humanitarian crises, donors should work towards increased flexibility in grant conditions and funding.

Field reality requests strengthening and extending the linkages between humanitarian aid and development. In order to strengthen the impact of real-time evaluations and accountability measures towards crisis-affected populations, donors have to establish a certain threshold of flexibility acknowledging the rapidly changing environment in which humanitarians operate.

*A concrete step to save time:* NGOs recommend that donors define a light and quick procedure for project amendments not affecting the overarching objectives.

### 4. Harmonising proposal writing and reporting would improve cooperation and enhance coordination among donors and other humanitarian actors.

More needs generate more pressure on humanitarian funding. Naturally this leads to an increasing demand for accountability and transparency at governmental and public level. The need for co-financing and sound financial management results in NGOs having to relate to numerous donors. In addition, both reporting and proposal formats come in different shapes and with different modalities.

*A concrete step towards improved effectiveness:* COHAFA and the Good Humanitarian Donorship should agree on harmonised proposal and reporting requirements[20] (both financial and narrative) that could be piloted by a number of donors in two or three different contexts.

### 5. In a spirit of partnership, VOICE members commit to engage in dialogue and cooperation with the different donors at national and EU level.

Engagement and dialogue at field and EU levels build trust. Working for simplification of administrative rules and modalities should be a strategic priority for both donors and NGOs since it aims at a more effective humanitarian action.

*A concrete step:* NGOs at national level offer to identify two or three rules which are most burdensome and to work and support officials to simplify them by bringing evidence of the impact these rules have at field level.

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[20] Recommendation from the High Level Panel on humanitarian financing, Too important to fail - addressing the humanitarian financial gap, 2016, page 21

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# ANNEXES

## ANNEX 1: MATRIX OF DONOR GRANT CONDITIONALITIES AND AREAS OF CONVERGENCE AND DIVERGENCE

| | CONTENT | DANISH GOVERNMENT (DANIDA)[21.22] | ECHO[22] | FRENCH GOVERNMENT (CDC)[24] | GERMAN GOVERNMENT (AA)[25] |
|---|---|---|---|---|---|
| **A** | **FUNDING AND PARTNERSHIP** | | | | |
| A1 | Fund Title | Humanitarian Framework Agreements; Extraordinary Emergency Funding[26] | Humanitarian Aid and Civil Protection | Humanitarian Emergency Fund | Humanitarian Aid Measures Abroad other than Development Aid |
| A2 | Partnership Approach | Genuine partnership approach within Framework Agreement with Danish NGOs. | ECHO seeks partnership with NGOs that share ECHO's common objectives to provide assistance, relief and protection to people in third countries who are victims of natural, man-made disasters or complex emergencies, in order to meet their humanitarian needs. | Unclear within official documentation. | Unclear within official documentation. Ascribes to the Good Humanitarian Donor principles and recognises the value of INGOs (specialization, know-how, operational flexibility, capacity building of local partners). Stipulates it is seeking to enhance and professionalise NGOs. |
| A3 | Pre-Selection Processes | Humanitarian Framework Agreements. These strategic flexible agreements are currently held with 8 Danish NGOs. With a separate application process including an evaluation of capacity, they comprise 3 years indicative budget agreements that are negotiated annually. DANIDA/MFA may issue calls for proposals as crises arise - 'Extraordinary Emergency Funding'. | Framework Partnership Agreement. 5 year time bound agreement between ECHO and NGO that sets out responsibilities of both parties. The Framework Partnership Agreement must be in place to be able to apply for funding but it does not guarantee funding. Once in place, proposals can be submitted at the invitation of ECHO or on the NGO's initiative. When holding an FPA, the NGO must complete periodic assessments and risk assessment to ensure it continues to comply with FPA requirements. The FPA can be suspended or terminated when the NGO no longer complies with the conditions/criteria laid out in ECHO's legislative framework. | Not required. However with a proposal an NGO must submit organizational documentation. If the NGO is already in receipt of funding or the funding request is less than €23,000 a streamlined version of this process applies. | Not required. |

[21] Please note that DANIDA new guidelines for Humanitarian Framework Agreements were announced end September. They will be applicable from 2016. The above data are therefore subject to change.

[22] DANIDA source documents: (Danish Ministry of Foreign Affairs, 2013); (Danish Ministry of Foreign Affairs, 2015); DANIDA Narrative and Reporting Formats; DANIDA Concept Note, Proposal and Logframe Formats; and internal NGO donor brief and guidelines.

[23] ECHO source documents: (ECHO, 2014a); (ECHO, 2014b); (ECHO, 2014c); (ECHO, 2014d).

[24] CDC source documents: (French Ministry of Foreign and European Affairs, 2009); (French Government, unknown); and internal NGO donor brief and guidelines.

[25] AA source documents: (German Ministry of Foreign Affairs, 2012); AA Proposal and Logframeformats; AA Interim Reporting Format; AA voucher lists; and internal NGO donor brief and guidelines.

[26] Does not include grants administered by Danish Embassies nor other specific budgetlines with the Danish MFA.

| | CONTENT | DANISH GOVERNMENT (DANIDA) | ECHO | FRENCH GOVERNMENT (CDC) | GERMAN GOVERNMENT (AA) |
|---|---|---|---|---|---|
| **B** | **FINANCING DECISIONS** | | | | |
| B1 | Timeframe for Decision Making | Not addressed in source documents. | Indicative timeframes for pre-selection (initial approval/ rejection of proposal + 15 working days). Request to modify some elements of the proposal +30 working days. Decision to fund and preparation of contract +11 days. Under primary emergency decisions the decision making can be quicker than the above as the Action should start in 5 days but there are no official deadlines on this. | No indicative timeframes are provided. However experience has shown decisions are usually quick - days or weeks rather than longer. | In terms of experience decision making can occur within 2-3 days in emergencies. With the processing of documents following within 1-2 weeks (varying according size of request). |
| B2 | Permissible Project Duration | Humanitarian Framework Agreements provide indicative budget allocations over 3 years. Separate calls to tender will stipulate permissible project durations. | Varies according to financing decision - Primary Emergency - 3 months. - Emergency - 6 months. - Urgent Action in Humanitarian Implementation Plan - 6 months. - Non emergency decision - defined in the financing decision. Only non emergency decision funding may be extended. Up to 24 months of funding is possible. | From 3 months up to 12 months - projects can then be extended without limit through amendments. | 6 to 36 months. |
| B3 | Contracting Processes | It is possible DANIDA will issue a grant based on a concept note and request a full proposal within 4 to 6 weeks. | Application and contracting processes vary according to what type of financing decision it is. If ECHO determines a financing decision as an 'Urgent Action' it is subject to simplified processes. An urgent action is an action which addresses immediate and unforeseeable humanitarian requirements generated by sudden natural or man-made disasters. Urgent action includes all actions financed under the ECHO Primary Emergency and Emergency financing decisions mentioned above and it may also exist under other types of financing decisions where ECHO and the partners agree that the implementation of the actions has to start immediately. | Contracting processes are straight forward. CDC can be contacted whenever a crisis arises to begin the process of a new grant application. | Contract procedures vary by amount of grant request. |

| | CONTENT | DANISH GOVERNMENT (DANIDA) | ECHO | FRENCH GOVERNMENT (CDC) | GERMAN GOVERNMENT (AA) |
|---|---|---|---|---|---|
| **C** | **PROPOSALS AND ELIGIBILITY** | | | | |
| C1 | Co-financing | No co-funding requirements under established programmes. Co-financing requirements may however appear within the specifics of a call for proposals. DANIDA have expressed openness to their funding being used to meet the co-financing requirements of other donors, alongside shared cost recovery. | Full financing and co-financing are possible. Full financing is an exception, only used when one of the following apply:<br>- The Action is urgent;<br>- There is no availability of other donors;<br>- Action in response to a forgotten crisis<br>- The Action is considered as a priority by ECHO. | Full financing and co-financing are possible. | Full financing is possible, but very rare. Usually the NGO should provide at least 10% of funding. |
| C2 | Indirect Costs | Up to 5% of total grant amount. (Rather than indirect costs. Cannot include exchange rate gains or in-kind contributions). | Up to 7% of the total eligible direct costs. This cost is not eligible if the organization is already receiving an EU funded operating grant. | Up to 7% of the total eligible direct costs. Indirect costs (costs unlinked directly to activities) must be limited. | No overheads. |
| C3 | Evaluation Criteria of Proposal | Not addressed in source documents. | Actions must comply with the humanitarian principles. During assessment of proposals the action's relevance; coverage; sectors; beneficiaries; quality of needs assessment; quality of logical framework; coherence with the EU's policy approach to humanitarian aid and sectoral / thematic guidelines; and sound financial management are considered. Depending on the type of financial decision it is, the emphasis alters. Where the proposal is a continuation of an existing action ECHO may visit the project as part of the assessment process. | Varies according to the crisis. | Importance attached to projects being anchored in strategic planning in line with the Principles and Good Practice of Good Humanitarian Donorship. |
| **D** | **GRANT AGREEMENT AND IMPLEMENTATION** | | | | |
| D1 | Acceptance of Other Donor's Conditionalities | Not addressed in source documents. | It is possible to waive some rules when ECHO is not the largest donor (e.g. on the obligation to transfer or donate remaining goods / supplies). | Use of other donors' rules apply to CDC funding when CDC is the smallest donor in a co-funded project. | It is perceived that other donor rules would not be accepted. Further co-financing with donor funds would cause difficulties due to the cash flow and payment request restrictions of AA funding. |

| | CONTENT | DANISH GOVERNMENT (DANIDA) | ECHO | FRENCH GOVERNMENT (CDC) | GERMAN GOVERNMENT (AA) |
|---|---|---|---|---|---|
| D2 | Rules for Consortia | Not addressed in source documents. | The lead NGO carries the full legal and financial responsibility for the Action. It should ensure that the obligations of the Specific Grant Agreement are met for all Consortia Members.<br><br>Preparing a Memorandum of Understanding between different Consortia members is strongly encouraged.  Guidance / conditions for consortia:<br><br>- FPA partners can use their own depreciation method.<br><br>- Coordination costs are acceptable if reasonable.<br><br>- Consortium members determine which organisation's procurement rules apply or each consortium member applies its own rules.<br><br>- The exchange rate established between lead partner and consortium members is an internal matter.<br><br>- ECHO may agree to a longer final reporting deadline.<br><br>- HQ Audit will cover the entire consortium.<br><br>- Information from Consortium members for audit is to be sent to HQ lead partner.<br><br>- All consortia partners, not just lead, are required to fulfill visibility conditionalities. | Consortia are not encouraged. The funding levels that are available are too small to adequately fund consortia. | Consortia are encouraged. The lead NGO carries the full legal and financial responsibility for the Action. It should ensure that the obligations of the Specific Grant Agreement are met for all Consortia Members. |
| D3 | Rules for Implementing Partners | Standards for contracts/ agreements with partners:<br><br>- Written and signed contracts mandatory.<br><br>- Corruption clause mandatory.<br><br>- Regulations on DANIDA grants also apply to implementing partners – such as procurement.<br><br>- It is a requirement of the main grant recipient to ensure implementation of sound administration and financial control of partner.<br><br>- Main grant recipient should deliver the necessary training to partners ensure standards complied with. | A  Memorandum of Understanding should be signed with partners.<br><br>Conditions applicable to the grant are also applicable to Implementing Partners. Attention is drawn particularly to rules on:<br><br>- Conflict of interest.<br><br>- Visibility, communication and information.<br><br>- Eligibility of costs.<br><br>- Procurement.<br><br>- Right of access.<br><br>- Evaluation of the action, audits, and other controls etc.<br><br>The lead NGO is fully responsible for the implementing partner(s). It should ensure and guarantee an effective management and control of the whole Action. | Not applicable. | Conditions applicable to the grantee are also applicable to Implementing Partners.<br><br>The lead NGO holds responsibility for the implementing partner and ensuring the obligations of the grant are met.<br><br>Roles of partners, the activities they will undertake and the budget they are responsible for have to be outlined within the proposal. |

| | CONTENT | DANISH GOVERNMENT (DANIDA) | ECHO | FRENCH GOVERNMENT (CDC) | GERMAN GOVERNMENT (AA) |
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| D4 | Rules on Personnel / Staff | Not addressed in source documents. | Provide fair working conditions for staff, paying due notice to safety in the field and, where possible, professional development. | Any requirements will be set out in the contract. | Prohibition against unwarranted financial enrichment: Project related employees shall not receive salaries/benefits that exceed comparable federal employees. Exceptions have to be justified.<br><br>Approaches NGO takes to guaranteeing employees' security are requested in the proposal. |
| D5 | Protection of Target Population / Beneficiaries | Not addressed in source documents. | 'Zero tolerance' for sexual exploitation and abuse is regarded as a minimum standard. | Any requirements will be set out in the contract. | No official requirements. |
| D6 | Counter-Terrorism/Anti-Fraud/<br><br>Corruption Clauses | DANIDA has an anti-fraud and corruption policy. Instructions are provided to grant holders on actions to take should fraud/corruption be suspected. | Since 2006 ECHO has recommended all partners to establish fraud prevention and detection strategies.<br><br>It seeks to enforce anti-fraud measures through FPA 2014 requirements and audits, and encourages the pro-active exchange of information on fraud. | Any requirements will be set out in the contract. | No official requirements. |
| D7 | Disbursement Modalities<br><br>(Pre-financing and Liquidation) | <u>Humanitarian Framework Agreements</u><br>Requests submitted every 6 months.<br><u>Individual Actions Outside Framework Agreement</u><br>25% of project funding can be claimed upon receipt of the grant agreement letter.<br><u>Emergency Funds</u><br>Activities under 12 months - The whole grant can be paid in one installment at the commencement of the grant.<br><u>Perennial activities</u><br>The first installment of the allocated grant is paid in relation to the commitment and then twice a year (January and July) on the basis of payment requests from the organization; | Up to 80% of ECHO's contribution to an Action can be provided as pre-financing. However specific disbursement and pre-financing modalities for an NGO are subject to its threshold status as determined by ECHO in its assessment process.<br><br>Interest gained on any pre-financing can be pledged to be used for the purposes of the Action.<br><br>Further pre-financing can be requested when 70% of previous request has been spent.<br><br>Final payment requests accompany the final report. | 100% disbursement upon contract signature. | Recipient can only request funds which are to be expended within six weeks.<br><br>Repayment of funding is required for unspent funds from the 12 months forecast budget and at project end. These repayments are interest bearing. Interest may also be charged on funds unspent in the six week expenditure period. |

| | CONTENT | DANISH GOVERNMENT (DANIDA) | ECHO | FRENCH GOVERNMENT (CDC) | GERMAN GOVERNMENT (AA) |
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| D8 | Bank Account Requirements | Not addressed in source documents. | NGOs nominate the bank account to use. There is no need for a specific account. | NGOs nominate the bank account to use. | Recommendation that a separate bank account to administer the grant is set up. Recent official letter allowing NGOs to nominate the bank account to use. |
| D9 | Currency Exchange Rate Regulations | Not addressed in source documents. Exchange gains may be used to fund the project. Exchange rate losses can be covered by DANIDA if the outputs of the project are adversely affected. | For ECHO partners not based in the Euro zone the following exchange rates must be used: https://www.ecb.int/stats/exchange/eurofxref/html/index.en.html for the day on which the first pre-financing payment was recorded in the accounts. Asking for a derogation to use another exchange rate is possible. ECHO partners based in the euro zone may follow usual accounting practices (evidence of this will be required). | The grant recipient may use its own system. | The grant recipient may use its own system.[27] |
| D10 | Tax Exemption | Not addressed in source documents. | Generally VAT exemption should be applied for. If obtained, VAT will not be considered as an eligible cost. If VAT exemption cannot be obtained costs can be considered eligible where the NGO can show that VAT exemption was applied for, but was rejected by the relevant authorities. | If VAT exemption cannot be obtained costs can be considered eligible where the NGO can show that VAT exemption was applied for, but was rejected by the relevant authorities. | The grant provider should be informed about any applicable tax exemptions of the recipient. |
| D11 | General Procurement Rules | General guidance advises procurement shall be undertaken in the most efficient manner with respect to cost, time and quality etc. In the first instance purchases should be local or regional. Beyond this NGO procedures are followed (for Framework Agreement holders, they are assessed during the capacity assessment). | Mandatory procurement principles: - Principle of Ethical Procurement. - Principle of Sound Financial Management. - Principles of Equal Treatment, Non-Discrimination and Untied Aid. - Principle of Transparency and Right of Access. - Principle of Proportionality. - Principle of Avoiding Conflicts of Interest. - Principle of Supporting the Local Economy. - Principle of Due Diligence. | NGO procedures are followed. Approval of these procedures is not required. | Rules for awarding of contracts and purchasing of items in the following bands (price bands ex VAT): Up to €500. €500 - €1,000. €1,000 - €9,999. €10,000 +. |

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27 It is unknown whether this system requires approval or not.

| | CONTENT | DANISH GOVERNMENT (DANIDA) | ECHO | FRENCH GOVERNMENT (CDC) | GERMAN GOVERNMENT (AA) |
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| D12 | Additional Procurement Criteria | Not applicable. | Minimum procedural requirements:<br><br>- < 60.000 €: Closed, negotiated or restricted procurement procedures.<br><br>- > 60.000 €: Procurement procedures open to the broadest possible degree of competition (at least three candidates or tenders) provided they satisfy the exclusion and selection criteria.<br><br>- Lots: When contracts are split into lots, except for fresh food, the procurement procedure will be established according to the total value of all the lots together.<br><br>- Framework contracts: Not to be used in such a way that their purpose or effect is to circumvent the principle of proportionality, or to prevent, restrict or distort fair competition.<br><br>Procurement on the basis of single offers is possible in select circumstances, e.g. for urgent actions, when using a Humanitarian Procurement Centre (HPC), or for property contracts.<br><br>Procurement of Food and Medical Supplies have special provisions including "quality assurance".[28] | Not applicable. | All price bands below excl. VAT<br><br>Up to €500<br><br>Acquire prices on phone/internet.<br><br>€500 - €1,000<br><br>3 offers of compromise.<br><br>€1,000 – €9,999<br><br>3 written offers.<br><br>€10,000 +<br><br>Call to tender.<br><br>Due to the urgency of humanitarian aid, as a rule there can be agreement to restricted tender i.e. at least three mutually independent bids must be obtained for each contract before allocation.<br><br>In justified exceptional cases (particular urgency, the lack of several reliable bidders) discretionary tendering may be possible if arranged beforehand.<br><br>An award protocol must be prepared for a contract value exceeding €500 and it must be submitted together with the final financial report.<br><br>Preference given to local procurement. |
| D13 | Stock Management | Not addressed in source documents. | Detailed requirements are laid down for the handling and management of medicine and medical supplies. Full details are laid out at the link: http://ec.europa.eu/echo/files/evaluation/drugs_quality_guidelines.pdf<br><br>A selection of requirements include:<br><br>- Warehouses to be managed at least in compliance with WHO guidelines (or equivalent).<br><br>- Each batch number is tracked from the receipt to the final point of delivery.<br><br>- An independent quality control laboratory should be identified either in the country or in a third country. | Not applicable. | Not applicable. |

28 Specific provisions can be found in the FPA Annex III, Articles 4.1; 4.2; 4.4; 4.5

| | CONTENT | DANISH GOVERNMENT (DANIDA) | ECHO | FRENCH GOVERNMENT (CDC) | GERMAN GOVERNMENT (AA) |
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| D14 | Criteria for Cost Eligibility | Eligible time periods for project expenditure are: from project start date to the end of implementation.<br><br>Procurement prior to project start date can be eligible under certain conditions (for example stock remaining from previous DANIDA projects). | Costs must be incurred within the eligibility period of the Action i.e. goods are used, services and works are undertaken and completed.<br><br>Costs such as the preparation of the final report, post-distribution monitoring, or final evaluations and are also eligible even if falling after the period of the Action. Audit costs are not eligible when conducted after the period of the Action unless mandatory by country legislation where the action is taking place. | Costs must be incurred within the implementation timeframe. Upon its expiration, and in the absence of an extension to the contract, no further expenditure is permissible and unused funding should be returned to CDC. | Invoices must be dated within the authorized funding periods. Exceptions to this are possible, e.g. legal obligations for such expenditures (e.g. purchase contracts which entered into force during the approval period), or fees for using roads for which reimbursement cannot be applied for until the next month, however detailed reasons have to be stated when applying for reimbursement. |
| D15 | Ineligible Costs | - Lump sums - however can gain pre-approval.<br>- In kind contributions.<br>- VAT expenses | - Debt and debt service charges.<br>- Provisions for potential future losses or for debts.<br>- Interest owed.<br>- Doubtful debts.<br>- Some purchases of land or buildings.<br>- Currency exchange losses.<br>- Costs of transfers charged by the bank of the NGO.<br>- Contributions in-kind from third parties.<br>- Excessive or reckless expenditure.<br>- Deductible VAT, and recoverable duties and other charges. | Individual grant agreements set out all ineligible costs. | Banking fees. |
| D16 | Proving Eligibility of Expenditure | Staff assigned to the implementation of a project must be documented: Timesheets are required for expatriate staff and HQ staff. Further, within the contracts of local staff and consultants working exclusively on the project involvement in the project should be noted.<br><br>Per diems should be traceable (staff, number of times per diem paid etc).<br><br>Any asset purchased with a value exceeding 12,600 DKK needs to be recorded.<br><br>Log books for vehicles are required. | Documents to be prepared and maintained include:<br>- Distribution lists/donation certificates.<br>- Logbooks.<br>- Employment/service contracts.<br>- Reports on end of works.<br>- Post-distribution monitoring reports.<br>- Payment vouchers.<br>- Tender files including bids not accepted.<br>- Derogation forms signed at applicable level.<br>- Quality assurance documentation for food and medical supplies (pre-certification and procurement procedure) and reports, audits, studies, statements by suppliers for food procurement.<br><br>Documentation includes the costs incurred by implementing partners.<br><br>Whilst it is not required to submit this documentation with the final report, it should be retained for audit purposes.<br><br>Supporting documentation on visibility activities throughout the project - photos of emblems and signboards, press releases, publications etc. | Documents to be prepared and maintained include:<br>- Employment contracts.<br>- Tenders.<br>- Payment vouchers. | Payroll records must be created for each project related employee.<br><br>Travel expense reports required for each traveller (reason for trip, meals received free etc.).<br><br>Flat rate amounts may be agreed on for telecommunications and ancillary costs, fuel, and for smaller items of consumables.<br><br>Copy of the journey log books (countersigned by the head of project) required.<br><br>The grant recipient has to certify by legal signature that the expenditures were necessary, the intervention has been conducted economically and that the entries in the statements are consistent with books and receipts. |

| | CONTENT | DANISH GOVERNMENT (DANIDA) | ECHO | FRENCH GOVERNMENT (CDC) | GERMAN GOVERNMENT (AA) |
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| D17 | Project Suspension and Early Termination | Not addressed in source documents. | There are a number of circumstances in which ECHO may suspend/terminate the Action. This includes:<br>- Evidence of substantial errors, irregularities or fraud.<br>- Failure to comply with its specific grant obligations.<br>- Evidence of systemic or recurrent errors, irregularities, fraud or breach of obligations under other grants funded by the Union where there is a material impact on this grant.<br>- Force majeure making implementation excessively difficult or dangerous for the humanitarian workers / beneficiaries.<br>- Incompatibility between the further implementation of the Action and compliance with humanitarian principles.<br>- Evidence of involvement in a criminal organisation, money laundering or any other illegal activity detrimental to the Union's financial interests.<br>- Non fulfillment of tax obligations in country of origin or implementation.<br>- Where the final report may not be approved.<br>Moreover, if the Action is not implemented or is implemented poorly, partially or late, without acceptable justification, the Commission may reduce the grant initially provided for.<br>In addition the Framework Partnership Agreement itself may be suspended / terminated without compliance to certain criteria. These include: be non-profit making; be autonomous; headquartered within the EU etc. | Any requirements will be set out in the contract. | The funding agreement may be revoked or become inoperative under the following conditions:<br>- If the funding objective was not achieved.<br>- If the expenditure of funding did not correspond with the stated purpose of funding.<br>- If incorrect or incomplete information was provided.<br>- If circumstances arise that render funding unnecessary (e.g. reductions in expenditures subsequent to the funding agreement, changes in financing etc.).<br>- If conditions are unfulfilled or are not fulfilled by the stipulated deadline.<br>- If incidental provisions are violated.<br>- If the grant recipient fails to fulfill its duty to provide information in a timely manner. |
| **E** | **COMMUNICATION AND VISIBILITY** | | | | |
| E1 | Visibility Requirements | Desire to create awareness of results achieved due to accountability to tax payers and beneficiaries. | Standard visibility is a mandatory obligation, applicable also to implementing partners and consortium members.<br>Derogations on this obligation are permissible should it endanger the Action, its staff or beneficiaries. However, the derogation for visibility in the field should not stop the partner from carrying out visibility, communication or information activities at HQ level. Similarly there is also the possibility of 'only for field visibility'. | The French Governments participation in the project, via the Ministry of Foreign and European Affairs, must be explicitly and visibly advertised.<br>Visibility and communication activities are mandatory. However this obligation can be waived in justified cases. | Effective and proper public relations work is encouraged which includes a variety of visibility measures.<br>Visibility can be waived in justified individual cases in which broad public relations work would hinder the implementing organisation or in which it would be dangerous for it. |

|  | CONTENT | DANISH GOVERNMENT (DANIDA) | ECHO | FRENCH GOVERNMENT (CDC) | GERMAN GOVERNMENT (AA) |
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| E2 | Branding and Marking | Visibility measures include:<br>- Displaying the DANIDA donor logo.<br>- Visibility plans submitted as part of the application. | Standard visibility measures include:<br>- Signboards, display panels, banners and plaques.<br>- Goods and equipment (such as vehicles, food sacks, tents and supplies).<br>- Clothes items worn by project staff (if produced with EU funding).<br>- Operational publications and materials such as training manuals, notebooks and posters. | Visibility measures include:<br>- Stickers, banners and posters in the field.<br>- Logo on the NGO website. | Visibility measures include:<br>- Providing the aid goods with imprints or stickers.<br>- The erecting of signs at distribution stations and project offices.<br>- The use of printed T-shirts, caps etc by the aid workers.<br>- Appropriate publications. |
| E3 | Messaging, Social Media, Case Studies | Visibility measures include:<br>- Highlight DANIDA as donor in media and press releases.<br>- Communication about a project location, including supplies equipment, and results achieved.<br>- Information and communication activities.<br>- Communication plans submitted as part of the application. | Standard visibility measures include:<br>- Partner's website.<br>- Social media.<br>- Publications.<br>- Audio-visual products.<br>- Media outreach (press release, press conference etc.).<br>- Public events.<br>Above standard visibility measure include:<br>- Raising awareness of humanitarian issues among defined audiences in the EU Member States.<br>- Showcasing the results of the partnership with ECHO. | Visibility measures include:<br>- Noting the French Ministry of Foreign and European Affairs on all publication and communication tools related to the funded project both in the field and in France.<br>- Identification of donor in meetings with international organizations and contacts with local authorities. | Visibility measures include:<br>- Media-effective handover of relief items.<br>- Press releases.<br>- Articles on the homepage or in internal publication (e.g. prevention web).<br>- Within the application, details are required on public relations activities.<br>Local embassy is to be included in public relations activities, e.g. by joint press releases. |
| E4 | Penalties for Non-Compliance on Visibility | Not addressed in source documents. | Communication and visibility costs can only be approved with supporting material/evidence.<br>As a penalty for non-compliance ECHO may:<br>- Reduce the grant.<br>- Impose a financial penalty equal to 2% of the Union's contribution.<br>- Suspend payments.<br>- Terminate the agreement and apply administrative penalties. | Not applicable. | Not applicable. |
| **F** | **CHANGES** | | | | |
| F1 | Flexibility of Financial Management | Movement between budget headings of up to ±10% of the total budget is permissible without approval as long as the changes do not alter outputs detailed within the application. | Unlimited movement between budget headings is permissible provided that the Action is implemented as described in the Single Form and ECHO is informed via a Modification Request. | Variations between budget chapters of up to ±10% % are permissible without prior approval. Changes beyond this require approval. | Variations between budget headings of up to ±20% are permissible without prior approval. Changes beyond this require approval.<br>In addition, it is possible to request 'top up funds'. It is also possible (particularly towards the end of the budget year) to move funding between different projects that are ongoing with the AA. |

| | CONTENT | DANISH GOVERNMENT (DANIDA) | ECHO | FRENCH GOVERNMENT (CDC) | GERMAN GOVERNMENT (AA) |
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| F2 | Flexibility on Requests for Extension | No-cost extensions can be requested for grants funded under calls for proposals. | No-costs extensions can be granted by 'mutual consent' except for emergency decisions. | No-cost extensions and cost extensions can be granted. Must be requested at least 1 month before the end of the contract. | No-cost extensions can be granted. |
| F3 | Flexibility on Changes to Project Design or Approach | Within the Framework Agreement, budget is allocated to Emergency Funding, to deliver ad hoc interventions as crises arise or unfold. Changes to planned implementation can also be amended with approval. | A range of elements of an Action can be modified through the process of 'mutual consent' – detailed below. http://dgecho-partners-helpdesk.eu/changes/amendments_to_sga/start This includes the fundamentals of a proposal such as location of project, funding amounts etc. Other changes can be made without the need for mutual consent, such as the NGO can add or remove implementing partners if this is considered a non-essential operational change. | As long as there is justification changes to project location, activities, funding levels etc. can be made. | As long as there is justification changes to project location, activities, funding levels etc. can be made. |
| **G** | **REPORTING AND END OF ACTION** | | | | |
| G1 | Frequency of Reporting | Interim reports Any interim reporting requirements for grants will be laid out in the contract. Final reports 6 months after the end of the project. | Interim Report The interim reporting deadline is usually (but not always) 3 months before the end of the Action. Interim reports are not required for: - Urgent actions. - Short actions with a duration of less than 10 months. Final Report Default reporting deadline is 3 months after the end of the implementation period of the Action however this may be extended (for consortia for example). | Periods and deadlines are laid down in the grant agreement. In addition to reporting below the latest annual report should be submitted before May 1st every year. Interim Report Not required. Final Report Within 3 months of the end of the project. | Periods and deadlines are laid down in the grant agreement. Interim report - Project period up to 3 months - as a rule, interim report is waived. - Project period 3 – 6 months - one interim report. - Project period over 6 months - possibility of several interim reports. Final report Deadline usually 3 months after the end of the project period. |

| | CONTENT | DANISH GOVERNMENT (DANIDA) | ECHO | FRENCH GOVERNMENT (CDC) | GERMAN GOVERNMENT (AA) |
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| G2 | Content of Narrative Reporting | Reporting formats are harmonized across the different funding streams.<br><br>Interim Report<br>A status update that should not exceed 5 pages.<br><br>Includes information on: development of assumptions and risks; achievement to date against outputs; amendments made to the project; decisions required of donor; and monitoring reviews.<br><br>Final Report<br>Should not exceed 6 pages.<br><br>Includes information on:<br>- Financial summary.<br>- Outcome and impact.<br>- Outputs.<br>- Supply of services.<br>- Advocacy.<br>- Capacity building.<br>- Information activities.<br>- Attach evaluations etc. | Interim Report<br>- To provide an update on the status of the implementation. Only a select number of sections of the Single Form require updating.<br>- To take the opportunity to attach a request for payment.<br>- Can include all the non essential changes brought to Action in the period covered.<br><br>Final Report<br>Out of the 13 sections of the Single Form, 11 are to be filled in at final report stage – specifically:<br>- Section 1: General information.<br>- Section 2: Humanitarian organisations in the area.<br>- Section 3: Needs assessment and beneficiaries.<br>- Section 4: Logic of intervention.<br>- Section 5: Quality Markers.<br>- Section 6: Implementation.<br>- Section 7: Coordination.<br>- Section 8: Monitoring and evaluation.<br>- Section 9: Visibility.<br>- Section 10: Financial overview of the action.<br>- Section 13: Conclusions and humanitarian organisation's comments.<br><br>The report should be comparable and traceable with the original proposal, while accounting for agreed modifications.<br><br>It should assess the level of achievement of the objectives and results envisaged in the proposal. | Interim Report<br>Not required.<br><br>Final Report<br>No specific template however the final report must contain a summary review and a detailed technical report. Issues to cover include:<br>- Were the actions of the objectives achieved?<br>- What was the approximate number of beneficiaries (by type of target audience)?<br>- What were the date(s) and place(s) of carrying out the action?<br>- What action assessment indicators were used? | Interim report<br>Enclosures: none<br><br>Number: one original document<br><br>Formats: German summary of the course of the project (1 to 2 pages), logframe has to be updated with each report.<br><br>Final report<br>Comprises a summary report, explaining the following:<br>- The use of the grant/ course of the project.<br>- Project results.<br>- Quality control measures supporting the project.<br>- Evaluation of the project results aimed at lessons learnt.<br>- Special comment is required on questions of gender mainstreaming.<br><br>Enclosures, internal evaluation reports in case required.<br><br>Number - in triplicate. |

| | CONTENT | DANISH GOVERNMENT (DANIDA) | ECHO | FRENCH GOVERNMENT (CDC) | GERMAN GOVERNMENT (AA) |
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| G3 | Content of Financial Reporting | Interim report NGO may use own format. Final report NGO may use own format. | Interim Report For interim reports only an update of the Financial Overview in the Single Form is required. Final Report - Financial Overview of the Action provided in the Single Form. - Financial Statement providing a breakdown by nature of expenditure of the amounts claimed. - Classified general ledger of the Action. - Information on transferred or donated equipment. - Accompanying any final payment request the NGO should declare that the information provided is full, reliable and true. - It should also certify that the costs incurred can be considered eligible in and request for payment is substantiated by adequate supporting documents. Annexes - Proof of the implementation of visibility activities. - Copy of evaluations. - Copy of external audit (if has been requested). Other supporting documents (e.g. donation certificates, list of staff) should not be sent. However ECHO may request information to demonstrate the eligibility of costs, either at liquidation stage or at audit stage. | Interim Report Not required. Final Report No specific template however the final report must contain a detailed financial report and relevant annexes. | Interim report Submission of financial reports together with the narrative are not compulsory but are usually requested to report about the timely expenditure of funds of the previous year. Final Report - Statement of Accounts. - Voucher list ordered according to budget headings. - Tender documents and contracts awarded via the awarding of contract. For grants < € 50,000 a simplified financial report is generally permitted. Number - in triplicate. Formats: "Statement of accounts for the financial report" (in tabular form) and lists of receipts. |
| G4 | Asset Disposition and Ownership | Assets with a value exceeding a set amount at the time of purchase (12.600 DKK in 2014) should be transferred at the latest by the end of the completed project period. Recipients of the asset can be implementing partners, beneficiaries or other projects. Proof of transfer should be kept – signed receipts that stipulate the values of assets. | When ECHO is the single largest donor to the Action, if equipment is not yet fully depreciated it is subject to the following options: - Transfer to another ECHO-funded Humanitarian Aid Action of the Partner. - Donation (exception). Exceptions: - Equipment with a value under €750 may be kept for the NGO's own use with the pledge to use it for humanitarian purposes. - Equipment of the value €750-€2500 may also be kept as long as the total value of equipment does not exceed €15,000. - Specialised equipment that requires expert handling (e.g. demining equipment) may be kept with the pledge to use it for humanitarian purposes. | NGO procedures are followed. Approval of these procedures is not required. | Items purchased by the grant recipient remain the property of the grant provider. Items with a net value over €410 - which are not consumer goods - must be inventoried and listed in an inventory. Agreement should be regarding the further use of the objects before the expiry of the implementation period. In the case of technically more valuable equipment a proposal for its further use after the end of the project period should be included within the application (e.g. use in other projects, transfer to local partner organisations). |

| | CONTENT | DANISH GOVERNMENT (DANIDA) | ECHO | FRENCH GOVERNMENT (CDC) | GERMAN GOVERNMENT (AA) |
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| G5 | Evaluation Requirements and Eligibility | Not addressed in source documents. | Evaluation activities should be outlined in the proposal and any evaluation reports shared with ECHO.<br><br>The Commission retains the right to conduct its own evaluation of the project. | An external evaluation of the project will be made by the CDC when the grant > €300,000. | The NGO is currently able to choose the format of M&E, however quality control is becoming a more pertinent issue. |
| G6 | Requests for Specific M&E Tools/ Procedures | Not addressed in source documents. | Evaluations on the results of the Action are encouraged. They can be internal or external.<br><br>Where an external evaluation is funded under the Action, the NGO should submit the Terms of Reference of the evaluation. This must be done prior to launching tender procedures. | Not applicable - see above. | The NGO is currently able to choose the format of M&E, however quality control is becoming a more pertinent issue. |
| G7 | Frequency of Audit Requirements - both internal and external | Unless otherwise stipulated in the contract all grants are subject to external audit. Documentation must be kept for a minimum of 5 years.<br><br>This includes:<br>- Accounting records (invoices etc.).<br>- Proof of procurement processes (ads, invitation to tender documents).<br>- Proof of goods/ service delivery.<br>- Proof of tax/VAT recovery status.<br>- Travel documentation.<br>- Vehicle log books.<br>- Asset donation certificates. | Documentation must be kept for 5 years, starting from the date of the payment of balance. This includes:<br>- VAT status.<br>- Implementing partner documents.<br>- Supporting documents on eligibility of expenditure (listed under section B3).<br>The Commission / OLAF /European Court of Auditors retain the right to conduct its own audit and on the spot visits of the project (the latter will occur within 6-8 weeks of the initial announcement). | CDC reserves the right to audit any projects.<br><br>Original project documentation for audit must be retained within HQs. The time period is not specified.<br><br>The French Government (French Embassy or Ministry of Foreign Affairs) retain rights of access to the administrative and financial documents that support expenditure for the activities undertaken with the grant. | Original receipts and the complete procurement papers must be retained for a potential audit. This applies for a period of 5 years after submission of the Proof of Use of Funds, unless other regulations to be observed by the recipient provide for a longer retention period.<br><br>Receipts not in German, French, or English need to be translated.<br><br>An audit by the Federal Court of Audit is possible, but rarely occurs. |

# ANNEX 2: NGO PERSPECTIVES ON THE NATURE OF DIALOGUE BETWEEN DONOR AND THE NGO COMMUNITY

While the main objective of the study is to provide recommendations in relation to NGO funding and conditions, it also offered an opportunity to look at the relations between NGOs and donors. While the four first areas presented in the chapter 3 are directly linked to operations, NGOs wanted to see the issue of dialogue and partnership included in this study. Indeed, dialogue is considered as an important tool for taking forward the work on simplification.

NGOs engage with donors through a variety of fora and mediums at different levels. This ranges from day to day correspondence on operational and grant management matters, ad-hoc meetings to mechanisms for formal exchanges.

It is important to note that the study did not 'measure' partnership engagement by the donors. Given that they are few clear definitions of partnership, the data collected are exclusively qualitative[29]. It provides the NGOs' perception of the degree to which donors appear to be adopting a partnership approach.

Having a formalized dialogue builds trust and gives NGOs predictability. This is needed to engage on conditions and work on the longer term on tangible simplification measures which positively impact the operations.

## DG ECHO: A FORMALISED PARTNERSHIP AGREEMENT BASED ON WORKING CLOSELY TOGETHER AT HEADQUARTER AND FIELD LEVEL

The oldest formalized dialogue was launched by ECHO through the establishment of the Framework Partnership Agreement Watch Group in 1999.

ECHO's commitment to working in partnership with NGOs is highly appreciated. Dialogue both at field and HQ levels encompasses both operational and strategic issues and the understanding and knowledge of ECHO staff of humanitarian interventions is commended. The presence of technical experts in the field is welcome, although it was noted that some regions appeared to be more restrictive in terms of engagement with partners. NGOs feel their voice is heard and they can influence the content of ECHO's approach and/or position in a given topic. However, NGOs are perceiving a trend where in the name of efficiency ECHO increasingly requires its partners to include a number of sectorial focus areas in project proposals. From an NGO point of view this does rather contribute to increasing the administrative burden in the proposal and implementation processes.

The way of working of the FPA Watch Group is considered good practice at EU level both by donors and partners[30]. This is even more important since ECHO is considered to be one of the most demanding donors.

Several member states have adopted parts of the FPA and related tools. While this could be seen as a step towards harmonisation of compliance mechanisms, it does, by no means, result in a much needed simplification for implementing NGOs.

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[29] For each donor under examination, interviews were hold with at least three different representatives of NGOs.

[29] Information on the FPA WatchGroup: http://www.ngovoice.org/index.php?page=117

### DENMARK: A FEW BENEFITING FROM A SOLID PARTNERSHIP FORMALISING EQUAL RELATIONSHIPS

Some years ago DANIDA took a strategic decision on how they engage with partners, to embrace a partnership approach and provide more predictable and flexible funding allowing the selected NGO partners to better plan and implement humanitarian aid interventions. In the experience of an NGO holding a Humanitarian Framework Agreement (HFA) with DANIDA the partnership is considered mutual and characterised by the donor and partner being on equal terms. This approach translates into lighter grant conditionalities, highly appreciated by NGOs. It also allows for a more strategic partnership, which enables funding for innovative programming and relevant strategic investments. HFA partners go through regular extensive capacity assessments, which allows DANIDA to acquire a thorough understanding of the NGO regulatory frameworks. DANIDA partners are also invited to inform key decisions, such as the annual review on geographic priorities of DANIDA's Humanitarian Office.

However, for NGOs not having a framework agreement, DANIDA is considered very restrictive in its partnership approach.

### GERMANY: A FORMALIZED PARTNERSHIP THROUGH A STRUCTURED DIALOGUE

Over the last four years, German NGOs consider their relations with the department for humanitarian aid of the German Foreign Ministry to be evolving in a positive direction. NGOs particularly appreciate the Ministry having structured dialogue with the humanitarian working group of the NGO platform on policy issues: forgotten crisis or localisation of aid being mentioned as examples. Ongoing discussions linked to the World Humanitarian Summit have proven to be very positive and NGOs feel their input to the government is taken into consideration. Interviewees stress the importance to address the issue of administrative requirements within this structured dialogue since simplification of grant conditions has been one of their main advocacy priorities.

When it comes to project implementation, overall, NGOs experience good bilateral exchanges. They welcome the recent step to establish a more objective and transparent process for selection of NGO partners but would appreciate receiving constructive feedback when projects proposals are rejected.

### FRANCE: AN OPEN AND RECEPTIVE DIALOGUE AT OPERATIONAL LEVEL

Specific humanitarian crises are the main themes for the dialogue between the French MFA and NGOs. This engagement is appreciated by NGOs, and said to be particularly active as crises arise with discussions focusing on how best to intervene. Funding is awarded then through bi-lateral discussion rather than tenders or calls for proposals.

When it comes to having exchange on policy issues, the existing dialogue is not regarded as either easily accessible or transparent. In comparison with the three other donors, the dialogue is not formalized. Therefore NGOs have led advocacy campaigns to ensure that the French Government respects relevant international commitments with positive outcomes.

However, NGOs consider formalising exchanges between the government and the NGOs would bring greater benefits to both parties. NGOs are particularly eager to see the annual budgets for humanitarian aid increase as well as the percentage of aid channelled through NGOs.

In conclusion, three of the four donors under examination already have in place some kind of formalized dialogue. NGOs in France recommend that the existing ad hoc dialogue becomes more structured too. The mechanisms should therefore be in place for NGOs and donors to work together on the recommendations linked to simplification.

# ANNEX 3: TERMS OF REFERENCE AND SCOPE OF WORK

## CONSULTANCY - TERMS OF REFERENCE
*Exploring EU humanitarian donors conditionalities for working with NGOs*

### BACKGROUND

Signed in 2007, the European Consensus for Humanitarian Aid is the main policy document on EU humanitarian aid. The Consensus reaffirms the adherence of the EU to the principles and good practices for humanitarian aid stated within the Good Humanitarian Donorship[30], and through the article 94, "The Community undertakes to continue efforts to streamline and simplify its procedures for humanitarian aid in order to reduce the administrative burden on implementing organisations within the framework of the applicable rules."

In May 2014, VOICE published its report "The European Consensus on Humanitarian Aid: an NGO perspective" which presents an analysis of how EU Member States and NGOs have engaged with the Consensus and how it has informed Member States' decision making and policies. One of the main findings reports that the administrative burden related to managing funds from EU donors is a significant concern for NGOs; not only in relation to reporting but to donor information requirements at many different stages of the project cycle.

2015 is seen as a year of opportunities: the preparation towards the first ever World Humanitarian Summit has engaged many NGOs and other actors in an open and lively debate, in particular around funding issues. The UN Secretary General has called for a High-Level Panel on Humanitarian Financing not only to identify potential new sources of funding but also to provide concrete recommendations to improving the current humanitarian funding system.

Members of the Good Humanitarian Donorship initiative have also expressed interest in identifying discrepancies and good practices to share among humanitarian donors in relation to administrative requirements and conditionalities of funding.

NGO networks, Interaction and ICVA, have engaged in such studies looking at some major donor practices (including USAID and the UNs) and VOICE is expected to provide a European perspective thanks to this study.

### OBJECTIVES

VOICE is seeking a consultant to carefully review and compare administrative requirements of DG ECHO and at least three EU Member States for NGO implementation of humanitarian projects. The purpose is threefold:

- First, it will identify best practices found in project agreements to inform future consultations with ECHO and EU Member States as they revise their approach to working with NGOs and update their agreement templates.
- Second it will inform VOICE members and provide them with the tools of different EU approaches regarding NGO selection, contract management, reporting requirements etc.
- Thirdly, it will contribute to consolidated conclusions from the three networks studies to be able to come up with solid recommendations for the broad humanitarian donors' community.

### OUTPUTS

1/ Provide a narrative description regarding the humanitarian funding in the selected Member States (total amount, percentage towards NGOs as compared to other actors, special mechanisms, good practices) as well as an overview in relation to the existing nature of a dialogue between the donor and the NGO community.

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[30] Article 18 of the EU Consensus for HA

2/ Develop a matrix comparing various clauses of these agreements framed within four sections: contractual relationship, program design and implementation, monitoring and reporting, and visibility. It may include more specifically:

a) Schemes of relationship with NGOs and funding approaches (pre-selection of partners, call for proposals etc.);

b) Criteria for selection of NGOs;

c) Standard project length and flexibility;

d) Reporting obligations and liquidation process;

e) Criteria for eligible costs including overhead support costs and partner personnel costs;

f) Procurement and logistics rules;

g) Donor's disbursement modalities (advance or reimbursement, timeliness of disbursement);

h) Other clauses, if relevant, may include bank account specifications; exchange rates; counter-terrorism measures and period of eligibility of expenses;

i) Project's orientation: use of markers or specific requirements regarding the nature of the intervention;

j) Audit related requests

2/ Write a narrative report describing the primary similarities and differences between the various conditionalities. From an NGO perspective, the consultant will seek to identify best practices and suggest recommendations for advocacy purpose.

3/ Present overall findings to relevant parties as decided by the VOICE Secretariat

### METHODOLOGY

- Review the funding mechanisms (processes to apply for funding and criteria to apply) and standard project agreement templates used by ECHO, Germany, France and DANIDA to implement humanitarian projects through NGOs.
- Conduct structured interviews with a minimum of 10-15 key stakeholders jointly selected with VOICE secretariat.

### COSTS

Compensation will be competitive and in accordance with the experience of the consultant. It is expected to cover up to 15 consultancy days and any communications costs incurred.

### MANAGEMENT AND REPORTING

The work of the consultant will be supervised by VOICE Programme coordinator.

The consultant will submit her/his report one week from the date of the completion of the consultancy which is expected by mid-September.

The consultant's report will be reviewed by VOICE. VOICE will conduct the final editorial review of the report and the consultant will then complete the final report.

The consultant will brief VOICE following completion of his/her work.

### APPLICATION PROCESS

Please send CV, motivation letter and brief proposal (no longer than 4 pages) outlining the process for conducting this work and the fees associated.

These documents should be submitted to voice@ngovoice.org by **Sunday 7 July**, cob.

with successful candidates will be scheduled the following week.

## SCOPE OF WORK

| | REPORT SECTION | ORGANISATIONAL FOCUS | TASK | ISSUES TO EXAMINE/ ACTION | POTENTIAL SOURCES OF INFORMATION | DATA COLLECTION METHOD | OUTPUT |
|---|---|---|---|---|---|---|---|
| 1 | Overview | AA<br><br>CDC<br><br>DANIDA<br><br>ECHO | Overview of selected donors' humanitarian funding and funding architecture | - Geographic/ thematic priorities<br><br>- Funding data (annual amounts)<br><br>- Funding channels<br><br>- General funding, implementation, reporting mechanisms (summarise findings below in task 3) | - Donor publications<br><br>- EU publications<br><br>- Int. Org. Publications | - Desk research | Final Report Narrative overview of selected features of donors' humanitarian funding |
| 2 | Overview | AA<br><br>CDC<br><br>DANIDA<br><br>ECHO | Overview of the nature of dialogue between donor and NGO community | NGO perspectives on:<br><br>- Forms and fora of dialogue<br><br>- Nature of dialogue (strategic/day to day)<br><br>- Quality of dialogue<br><br>- Openness and approachability<br><br>- Receptiveness and action | - FPA Agreements<br><br>- Project Agreements<br><br>- General Conditions<br><br>- VOICE publications<br><br>- Interviews | - Desk research<br><br>- Meetings / Calls | Final Report<br><br>Updated narrative analysis of nature of dialogue between donors and NGO community |
| 3 | Review and Comparison of Donor Practice | AA<br><br>CDC<br><br>DANIDA<br><br>ECHO | Audit and analyse key donor documents and from this break down tools and requirements of different donors | In line with an adapted version of Interaction's matrix identify donor position on key points including:<br><br>- Funding approval processes<br><br>- Financial requirements<br><br>- Programme design<br><br>- Monitoring and auditing<br><br>- Visibility | - Application documentation<br><br>- FPA Agreements<br><br>- Project Agreements<br><br>- General Conditions | - Desk research | Final Report<br><br>Matrix setting out stance of donors on key issues<br><br>Criteria selected in conjunction with VOICE. Data checked with focal points |

| | REPORT SECTION | ORGANISATIONAL FOCUS | TASK | ISSUES TO EXAMINE/ ACTION | POTENTIAL SOURCES OF INFORMATION | DATA COLLECTION METHOD | OUTPUT |
|---|---|---|---|---|---|---|---|
| 4 | Review and Comparison of Donor Practice | AA CDC DANIDA ECHO | Identification of good/best practice in project agreements | - Incorporate feedback from VOICE's FPA WatchGroup on donor matrix on best practice in an additional column to the matrix. | - Feedback from FPA WatchGroup | - FPA WatchGroup document-ation | Final Report  Best practice noted within matrix |
| 5 | Review and Comparison of Donor Practice | AA CDC DANIDA ECHO | Identify areas of convergence and divergence within positions of different donors | - Analyse and compare and contrast key clauses and positions of DANIDA / ECHO/ French Government / German Government | - Findings task 3 - 4 | - Desk analysis | Final Report  Narrative account of areas of convergence / divergence between donors on key points |
| 6 | NGO Perspectives and Advocacy | Selected NGOs | Gain NGO perspectives on donor discrepancies, best practice and room for improvement | NGO perspectives on:  - Proposal/reporting templates for donors  - Differences on rules and implementation  - Flexibility on rules  - Which rules are the most constraining | - Interviews | - Meetings / Calls | Final Report  NGO perspectives on donor administrative performance |
| 7 | NGO Perspectives and Advocacy | ICVA Interaction | Comparison of findings with studies by ICVA and Interaction to identify key points of advocacy | - Consolidation/ differences around key constraints in funding processes and administration across the three studies | - Findings task 3 - 6  - ICVA and Interaction studies | - Desk analysis | Final Report  Recommendation of consolidated conclusions |
| 8 | NGO Perspectives and Advocacy | VOICE and membership | Identify key advocacy recommendations | - Analysis and synthesis of the above | - Findings Tasks 1 - 7 | - N/A | Recommendations |

# ABOUT VOICE

VOICE is a network of 84 non-governmental organisations (NGOs) active in humanitarian aid worldwide, which are based in 19 European countries. VOICE is the main NGO interlocutor on EU humanitarian affairs and disaster risk reduction and it promotes the values of humanitarian NGOs.

## VOICE MEMBERS STRIVE…

- To save lives and prevent suffering
- To respond in a swift and timely manner to humanitarian crises
- To base their interventions on international humanitarian law and principles, such as impartiality and independence
- To follow relevant codes of conduct and best practices
- To have high quality standards of professionalism and expertise
- To have a participatory approach with their local partners in the regions of intervention
- To view emergency interventions in the light of future sustainable recovery and development

## VOICE OBJECTIVES 2013-2017

### PROMOTING THE HUMANITARIAN PRINCIPLES

The humanitarian principles (humanity, impartiality, independence, neutrality) are an essential tool for effective humanitarian policy and operations. Therefore VOICE promotes the relevance of the European Consensus on Humanitarian Aid and its application. VOICE advocates for clear roles and mandates for the various actors involved in disaster response.

### FOCUS ON NGOS AS KEY HUMANITARIAN ACTORS

NGOs deliver the majority of humanitarian aid in the field. VOICE advocates for a diversity of professional humanitarian NGOs and promotes their added value among EU and member state politicians. The network supports the continuing professionalization of the sector, aiming to improve quality and accountability of aid to crisis-affected populations. VOICE members' operational experience and expertise is used to shape relevant policy development.

### ENABLING COLLECTIVE ACTION

VOICE builds common NGO positions through information sharing and gathering members in thematic working groups. The resulting positions are used to influence policy of EU institutions and member states including on funding and operational practice. To improve effectiveness of its advocacy, VOICE builds alliances with other humanitarian actors e.g. the UN and the Red Cross movement. VOICE also seeks to build bridges between humanitarian aid and development by providing expertise on Disaster Risk Reduction and Linking Relief Rehabilitation and Development.

partnership

humanitarian

NGOs

dialogue

donors

flexibility

efficiency

**VOICE stands for 'Voluntary Organisations in Cooperation in Emergencies'. VOICE is a network of 84 non-governmental organisations (NGOs) active in humanitarian aid worldwide. VOICE is the main NGO interlocutor on EU humanitarian affairs and disaster risk reduction and it promotes the values of humanitarian NGOs.**

**Humanitarian Aid
and Civil Protection**