

Global Humanitarian Assistance

The 2014 UN appeal

Different process, greater needs

Kerry Smith
Sophia Swithern

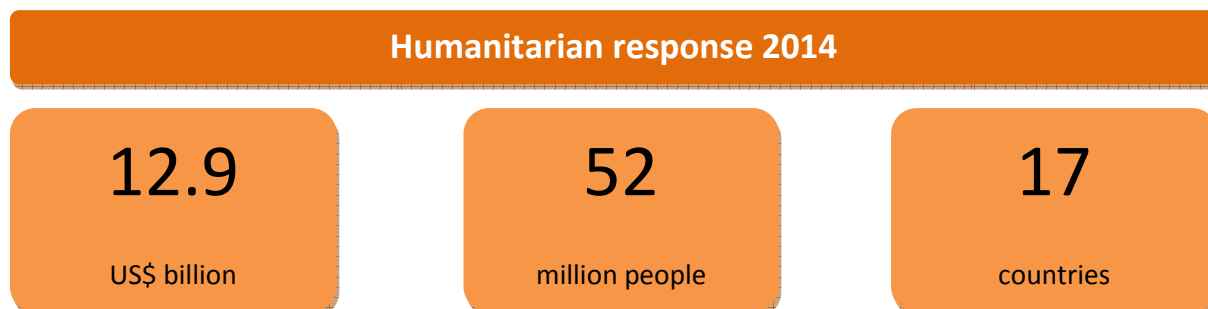
December 2013



**Global Humanitarian
Assistance**

A DEVELOPMENT INITIATIVE 

Summary



This year's United Nations (UN) 'appeal' document represents the largest call for funds to date - US\$12.9 billion, an increase of US\$4.4 billion on last year. This was largely due to the enormous needs in Syria, where US\$6.5 billion is required to meet the needs of Syrians inside the country and of refugees in neighbouring countries. There are also marked increases in requirements for the Central African Republic (CAR), and for the Philippines following typhoon Haiyan.

There is also change in process this year, in order to ensure that humanitarian planning is based on needs assessment and follows a programme cycle logic. This year's document, released on 16 December 2013, is therefore a shorter overview, outlining needs and strategies for most, but not all UN appeal countries. Significantly, following the example of Somalia last year, three more strategies - Occupied Palestinian Territories (oPt), South Sudan and Yemen - have opted for multi-year planning – a new and necessary development in humanitarian response in protracted situations.

As humanitarian funding needs grow, a look back at previous years' appeals indicates that it is increasingly difficult to meet these requirements. Last year's UN appeal went 44% unfunded, the largest funding gap in a decade.

Understanding the process changes

In mid-December, UN OCHA released its annual overview document of global humanitarian needs for 2014, but it is quite a different document to last year's. This year, it was called the '[Overview of Global Humanitarian Response](#)', not the '[Overview of Consolidated Appeals Processes](#)' (CAP) as it has been in previous years. Yet it looks like a CAP¹ and it's on the OCHA CAP website, so what's the difference?

The change is more than just in name or acronym. It reflects a real attempt to ensure that responses are planned according to the logic of the programme cycle (see fig 1 below) – whereby needs are assessed, responses planned accordingly, resources then mobilised and finally responses are monitored and evaluated – all feeding into the next round of the cycle in protracted emergencies.

¹ The Consolidated Appeal Process (CAP) is the UN coordinated process undertaken in a country or region to raise funds for humanitarian action against a planned programme cycle, it includes both consolidated appeals and flash appeals. A full explanation can be found in our briefing on the 2013 CAP at <http://www.globalhumanitarianassistance.org/wp-content/uploads/2012/12/gha-CAP-2013-analysis-1412121.pdf>

The change is one part of the [Inter-Agency Standing Committee \(IASC\) Transformative Agenda](#) – a programme of reforms in humanitarian leadership, coordination, and accountability which sought to address some of the outstanding gaps in humanitarian reform revealed by the Haiti and Pakistan emergencies in 2010. The old CAP was felt to be too ‘heavy as a document and as a process’² and to cause confusion and conflation between the parts of the cycle – in some countries the planning was driving the needs assessment, or the strategic prioritisation getting lost in the activities planning.

So the 2014 ‘Overview of Global Humanitarian Response’ is a stripped-down version of the old annual CAP document. It focuses on and separates out the first two stages of the programme cycle – the needs assessment (the Humanitarian Needs Overview - HNOs) and the planning (the Strategic Responses Plans - SRPs). The idea is that these should be produced (SMART³ly and in sequence) by each country, and then followed up with separate period monitoring and evaluation documents during the year. Plans for this monitoring and evaluation process are yet to be finalised by the IASC.

The Overview document is of course still an appeal, in so far as it presents a global overview and projected cost of humanitarian response, and is accompanied at its launch by a high-profile call by the ERC for funding to meet this. This year’s ‘appeal’ figure, is the highest ever at US\$12.9 billion, with US\$6.5 billion of this requested for the Syria response.

Figure 1: Humanitarian programme cycle, 2014



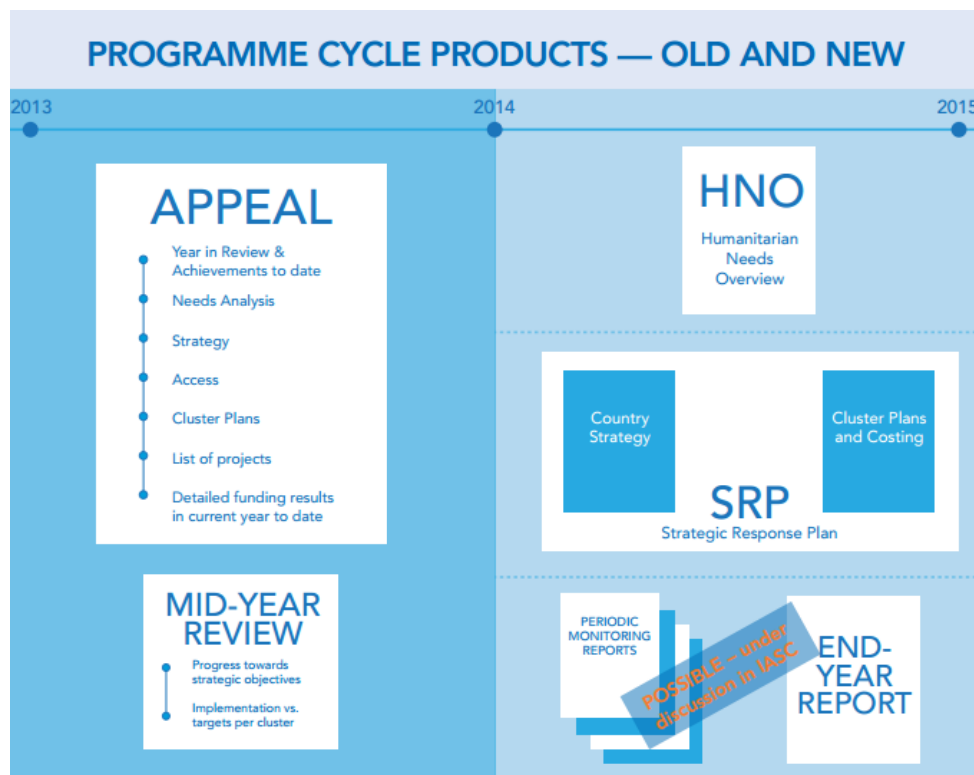
The 2014 overview is also a ‘partial snapshot’. It does not entirely present global needs; it presents HNOs and SRPs for just 13 humanitarian situations.⁴ More will follow during the year, including Sahel countries, and possibly Djibouti. The intention is that this flexible schedule will allow countries to plan and assess according to their own schedules and local conditions and seasons. As in previous

² Overview of Global Humanitarian response 2014, p.13 <http://www.unocha.org/cap/appeals/overview-global-humanitarian-response-2014>

³ Specific, Measurable, Attainable, Relevant and Time-bound. See p.13 of the Overview of Global Humanitarian response 2014, *ibid*.

⁴ Including Myanmar, whose SRP is expected in the coming weeks. The Sahel SRP is expected in February 2014 and will include Burkina Faso, Cameroon, Chad, Gambia, Mali, Mauritania, Niger, Nigeria and Senegal.

years, the appeals can be revised in the course of the year and new 'flash appeals' can be created in the case of new emergencies.



Source: UN OCHA

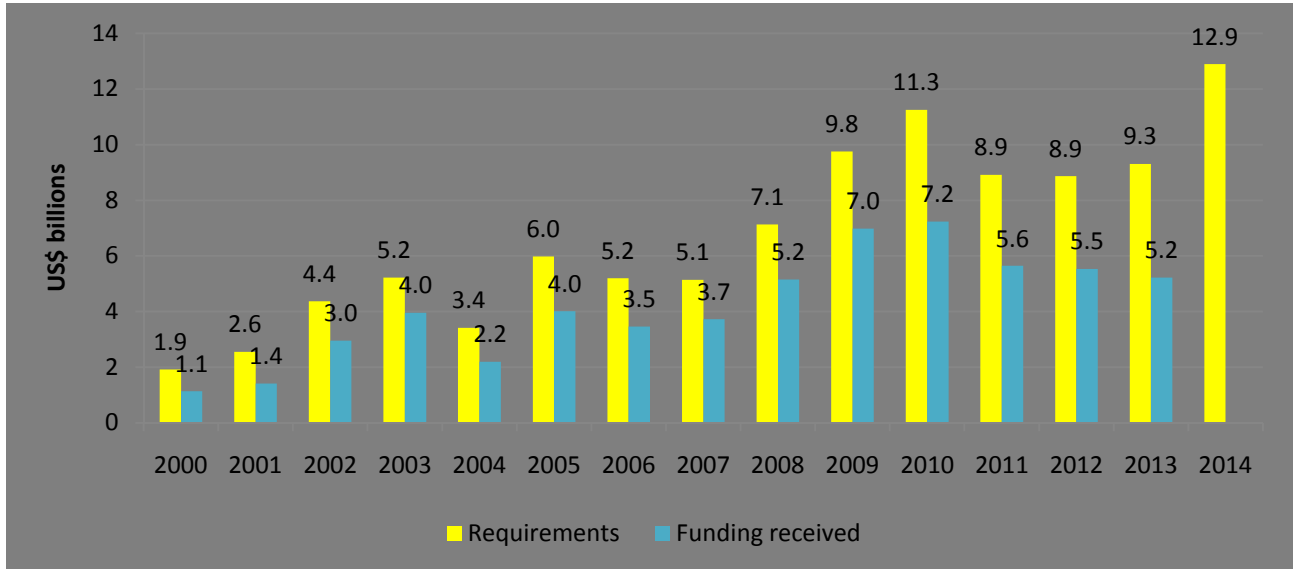
Countries or regions also have the option to produce multi-year SRPs, which will then be budgeted and planned against on an annual basis. In 2013 Somalia was the first and only country to produce a multi-year CAP, spanning three years. This year, according to the Overview document, oPt and South Sudan are planning for 2014-2016 and Yemen for 2014-2015. This could represent a significant shift towards more forward planning in protracted humanitarian situations.

Priorities in 2014

The UN has requested a total of US\$12.9 billion to support 52 million people in 17 countries in 2014 – the largest request to date made at the start of the year. Funding requirements for Syria and the region make up half of this amount, at US\$6.5 billion. Of this, US\$2.3 billion is for the Syria Humanitarian Assistance Response Plan (SHARP), which responds to needs inside Syria, and the remaining US\$4.2 billion for the Regional Response Plan (RRP).⁵

⁵ <http://www.unocha.org/top-stories/all-stories/global-un-and-partners-launch-record-humanitarian-appeal>

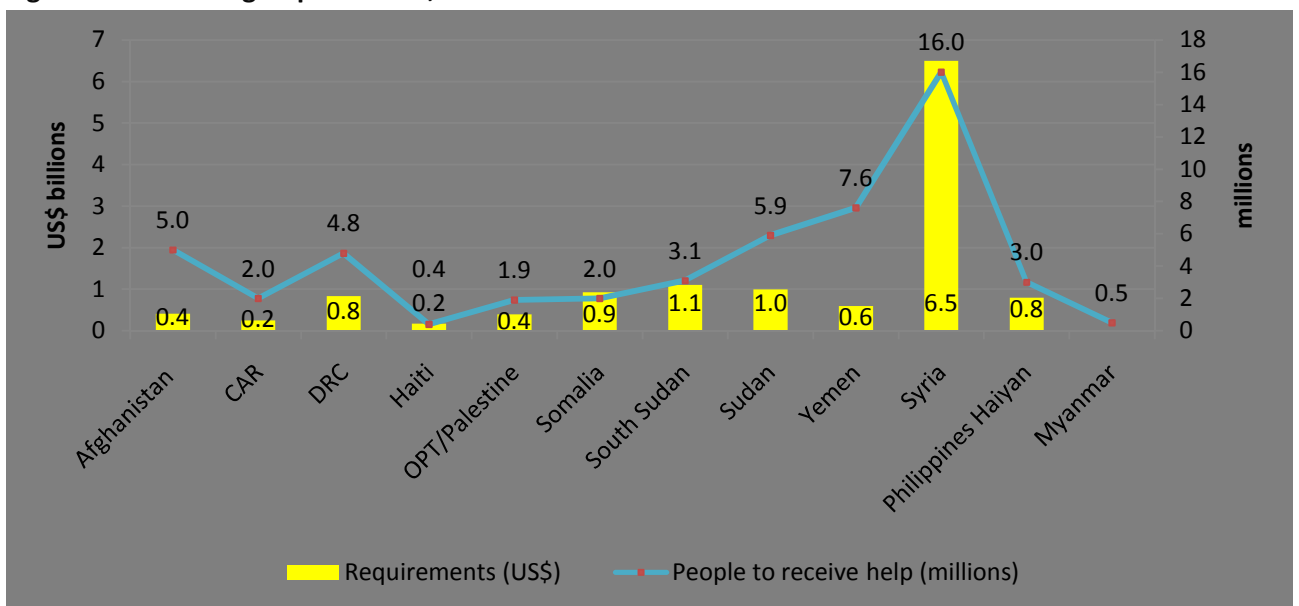
Figure 2: UN appeal requirements and funding, 2000-2014



Source: UN OCHA FTS

In 2014 Syria has the largest requirements (US\$6.5 billion), followed by South Sudan (US\$1.1 billion), Sudan (US\$995 million) and Somalia (US\$591 million). Yemen has the second highest number of people receiving help, yet it has the fifth smallest requirements (US\$591 million). (CAR, one of the fifth most underfunded appeals in 2013, has the second lowest requirements in 2014).

Figure 3: UN funding requirements, 2014

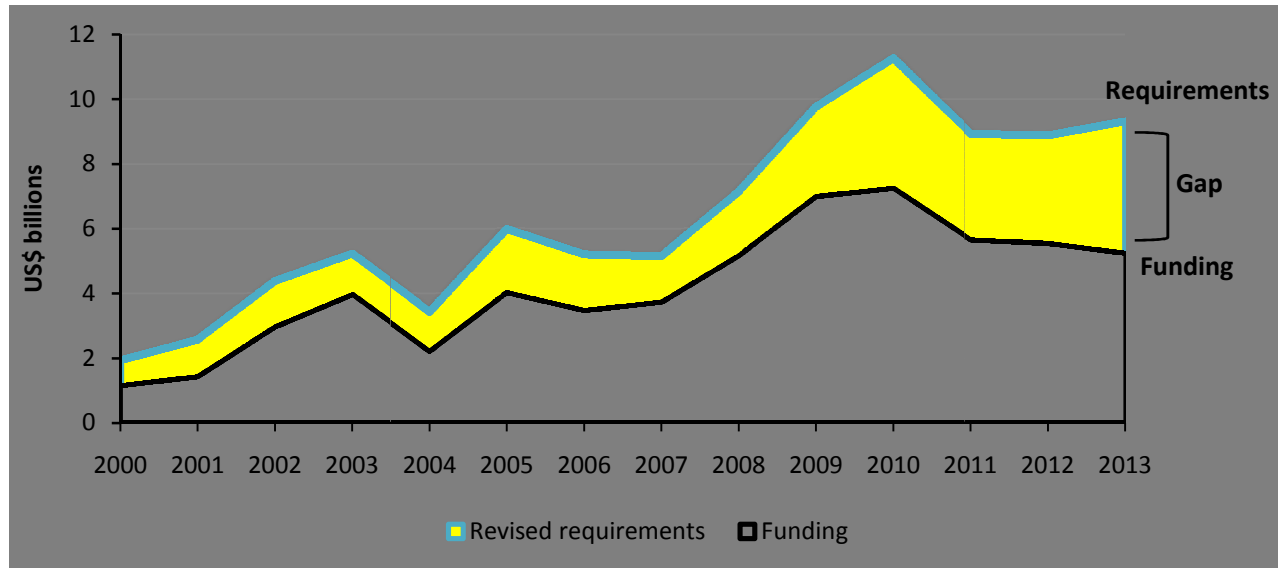


Source: UN OCHA

Looking back: 2000-2013

Since 2000, the gap between requirements and actual funding to meet humanitarian needs, through the UN appeals process, has grown significantly. In 2013 the gap widened to an all-time high – only US\$5.1 billion out of a total of US\$9.3 billion requested in 2013, was funded, resulting in a short-fall of US\$4.1 billion.

Figure 4: UN appeals 2000-2013

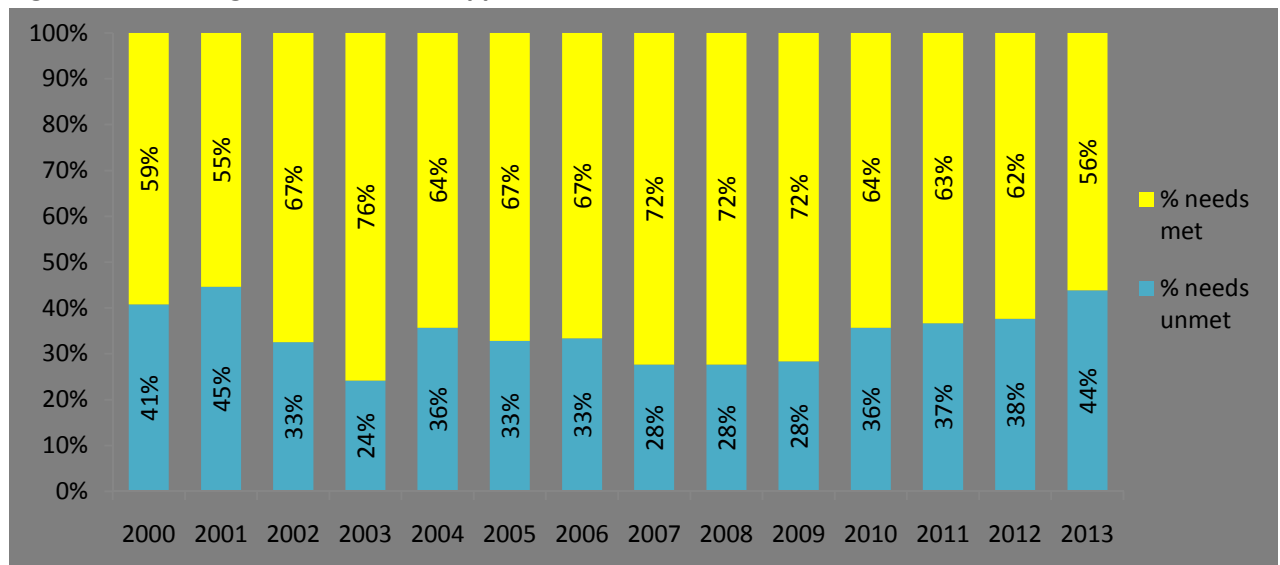


Source: UN OCHA FTS, includes funding to consolidated appeals process (CAP) and flash appeals

Note: Data for 2013 not complete, downloaded 16 December 2013

Proportionally, 44% of needs went unmet in 2013, representing the second largest percentage of unmet needs since 2000 (in 2002 45% of funding was not met).

Figure 5: Percentage needs met, UN appeals, 2000-2013



Source: UN OCHA FTS

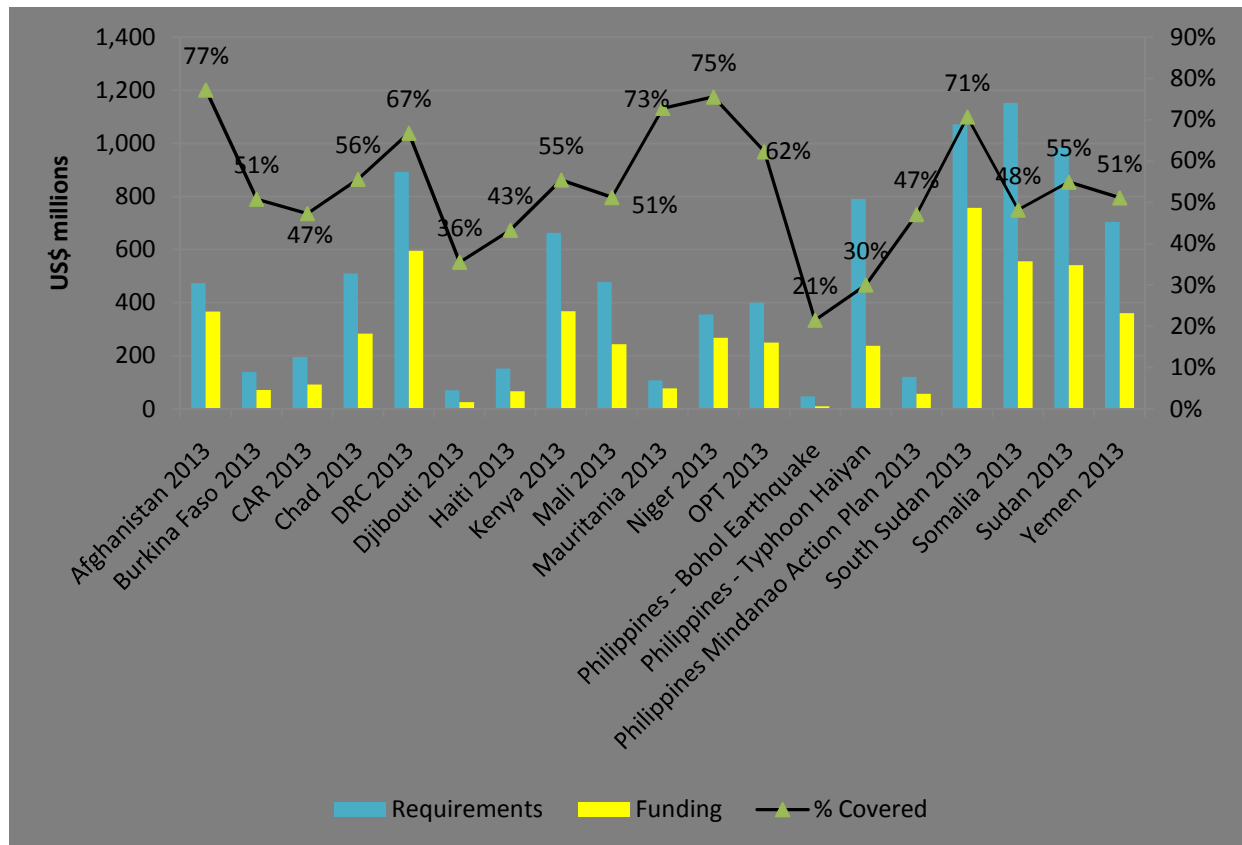
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Meeting needs in 2013

There were 19 UN appeals in 2013, consisting of 17 CAPs and two flash appeals. Somalia, as part of its three-year funding cycle, had the largest amount of revised requirements, US\$1.15 billion, of which 48% was funded (US\$555.5 million). The lowest requirements, US\$46.8 million, were for the Philippines Bohol earthquake that struck on 15 October 2013, however, only 21% of needs were met – making this the most underfunded appeal in 2013.

Of the three major humanitarian crises in 2013 – Syria, CAR and the Philippines Haiyan Typhoon – both CAR and Haiyan featured in the top five most underfunded appeals, with only 47% and 30% of needs met respectively. However, requirements for Haiyan were revised up to US\$791 million in early December 2013.

Figure 6: UN appeals, 2013



Source: UN OCHA FTS, includes funding to consolidated appeals process (CAP) and flash appeals. Excludes SHARP and RRP

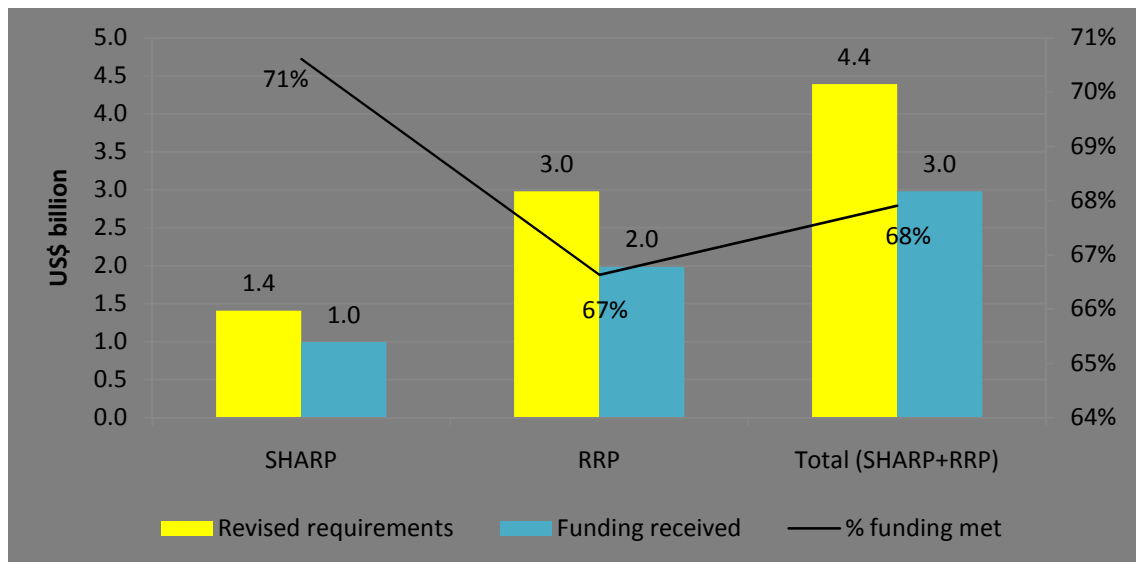
Note: Data for 2013 not complete, downloaded 16 December 2013

Syria: in focus

The 9th December 2013 marked the 1000th day of the Syrian crisis. The situation over the past three years has deteriorated considerably – there are now more than 2.3 million registered refugees and an estimated 125,835 people have been killed. The effects of the conflict have been felt in neighbouring countries. There are over half a million refugees in both Turkey and Jordan, just under 900,000 in Lebanon, over 200,000 in Iraq and 130,000 in Egypt. The UN estimates that 9.3 million people are in urgent need of humanitarian assistance.

The UN CAP appeal process tends to involve strong collaboration with crisis-affected country governments. This is not possible with the Syrian regime; hence Syria is not included in the UN CAP. The two main funds for Syria are the Syrian Humanitarian Assistance Response Plan (SHARP) for people inside the country, and the Syria Regional Response Plan (RRP) for refugees in the region. By the end of 2013 funding for both plans reached US\$4.4 billion (68% funded).

Figure 7: SHARP and RRP funding, 2013



Source: UN OCHA FTS

Philippines: in focus

Typhoon Haiyan (Yolanda) hit the Philippines on 8 November 2013, and is the most severe typhoon to make landfall in recorded history, affecting more than 14 million people. Initial UN requirements were estimated at US\$300 million, however in early December this was revised up to US\$791 million, as part of the UN's Strategic Response Plan for Haiyan.⁶ So far, 30% or US\$237.3 million of the appeal has been funded.

Funding requirements for Philippines Haiyan in 2014 have been set at US\$791 million, four million people have been displaced and three million people are due to receive help. For further analysis on the Philippines Typhoon please see our most recent [blog](#).

⁶<http://reliefweb.int/report/philippines/typhoon-haiyan-yolanda-strategic-response-plan-november-2013-november-2014>

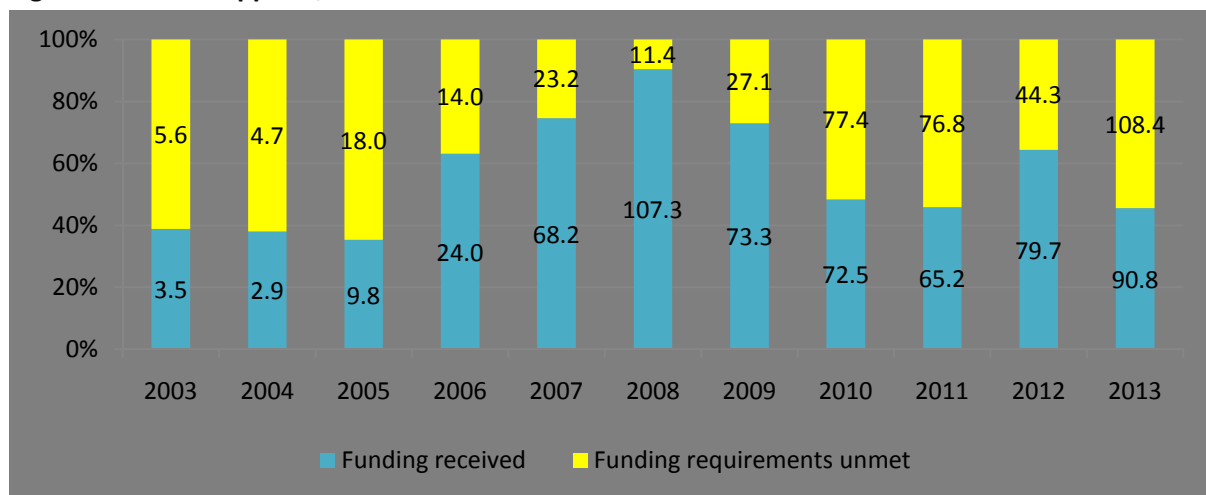
CAR: in focus

In December 2012, the UN launched a flash appeal for CAR with revised requirements of US\$195 million. Although there has been an increase in the volume of humanitarian assistance since 2012, as of 12 December 2013 only 47% of the appeal has been funded – making the CAR UN appeal the fifth most underfunded appeal in the world.⁷

Since 2003, six of the eleven UN CAP appeals for CAR have received less than 50% of funding requirements. These same appeals also featured in the top ten most underfunded appeals in those years.

In 2014 funding requirements for CAR are US\$247 million, with an estimated 2.2 million people in need. The UN will provide help to two million people. For more information on the crises in CAR see GHA’s [briefing paper](#).

Figure 8: CAR UN appeals, US\$ millions



Source: UN OCHA FTS

⁷ After Philippines – Bohol Earthquake Action Plan (21%), Philippines – Typhoon Haiyan Strategic Response Plan (29%), Djibouti 2013 (36%) and Haiti Humanitarian Action Plan 2013 (43%).

About us

Development Initiatives is an independent organisation committed to ending poverty by 2030. Global Humanitarian Assistance (GHA) is a data access and transparency programme of Development Initiatives that analyses resource flows to people living in humanitarian crises. We believe that better information on a range of resources available to meet the needs of people living in humanitarian crises can enhance evidenced-based decision making and improve the efficiency, effectiveness and accountability of those resources.

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For further details on the content of this briefing, please contact the authors Kerry Smith Kerry.smith@devinit.org and Sophia Swithern Sophia.Swithern@devinit.org or email our helpdesk gha@devinit.org

globalhumanitarianassistance.org

twitter.com/gha_org



Global Humanitarian Assistance

A DEVELOPMENT INITIATIVE 

Development Initiatives Ltd, North Quay House, Quay side, Temple Back, Bristol, BS1 6FL, United Kingdom

T: +44 (0) 1179 272 505

W: globalhumanitarianassistance.org

Twitter: [GHA_org](https://twitter.com/GHA_org)