HUMANITARIAN ASSISTANCE FROM NON-STATE DONORS

Latest trends

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WORKSTREAM: Delivery
Key terms used in this report, and who they refer to

- **Government funding**: Funding from any donor country government
- **Private funding**: Funding from individuals, trusts and foundations, and companies and corporations
- **The private sector**: Companies and corporations
- **The public**: Individuals
- **National societies**: Red Cross and Red Crescent national societies that support public authorities in their own countries as independent auxiliaries to the government in the humanitarian field
- **National committees**: A network of 36 independent local non-governmental organisations based in different countries that work to raise funds, promote children’s rights and secure visibility for UNICEF and its causes
Introduction

Non-state or private donors – including individuals, trusts and foundations, and companies and corporations – have long played a key role in supporting the international humanitarian response. As part of efforts to leverage new and alternative forms of assistance to help close the growing humanitarian financing gap, the humanitarian sector is currently focusing significant attention on building the role of private actors – particularly the private sector, such as companies and corporations – in humanitarian response.

This has been driven by the experience of, and the increased and diversified role for, private donors in recent crises, for example in the response to Ebola, Typhoon Haiyan and the Syrian refugee situations. There is live and high-profile debate on the issue, including as part of the World Humanitarian Summit consultations and the Inter-Agency Standing Committee’s (IASC) Future Humanitarian Financing Initiative. It will undoubtedly also be a focus for the forthcoming High Level Panel on Humanitarian Financing. This increased attention on private actors also comes at a time when wider financing for development discussions are beginning to recognise more strongly both the relevance and necessity of a broader range of financial flows to achieve the sustainable development goals (SDGs), with the role of private finance – particularly in relation to how it can work with the public sector – a central theme.

In order to inform these discussions and to better direct, mobilise and effectively ensure complementarity between private and government-funded humanitarian assistance, we need timely and comprehensive data on how much assistance is available from all actors. However, funding from private donors is under-reported and there is little information, data or research available on it. Due to this widespread lack of transparency, it is difficult to judge precisely how much is available, where it is from, who is spending it, on what, and where. Research remains limited and the quality of data inadequate.

The purpose of GHA’s unique research into private funding is to provide an authoritative evidence base for these and other live discussions about the role of private funding in improving humanitarian assistance. This is the sixth year that GHA has collected this data in order to enhance and promote greater transparency of this vital funding stream, to ensure that there is regular information about private assistance made publicly available.

This paper provides an update to the figures presented in last year’s report, ’Humanitarian assistance from non-state donors: What is it worth?’1 As well as providing an estimate for how much private humanitarian funding was given in 2013, the report examines whether private contributions have maintained their previous pattern of increasing at a greater rate than government funding; who gives private humanitarian assistance and whether individuals are still providing a growing share of the total; which organisations receive private humanitarian funding and whether the share going to UN agencies is continuing to grow; and which crises are receiving private humanitarian funding and whether private funds are being used complementarily to government funds.

The data can only capture the financial contribution of private actors to humanitarian response, not in-kind contributions where no monetary value is reported by sources. However, the role and diversity of in-kind contributions, particularly from the private sector, is growing. This report examines some of the innovations in this area, as well as in giving from individuals, and trusts and foundations.

SCOPE OF THE DATA

Due to the limited availability of data, non-governmental organisation (NGO) figures and that for total international private humanitarian assistance are estimates (see Methodology section for details). These estimates rely on a sample set of humanitarian organisations and are therefore only indicative of global trends in private humanitarian giving. Data sources include international NGOs and humanitarian institutions (such as the International Red Cross and Red Crescent Movement and UN agencies), and as such this report only considers the private financing that is channelled through such organisations. It does not, therefore, reflect domestic private responses to humanitarian crises.

Figures presented in this report are based on GHA’s unique dataset of private voluntary contributions for humanitarian assistance. This dataset grows each year, and new data for previous years may also be added retrospectively. Global estimates for previous years may therefore be different to those presented in past reports, as the data gets more comprehensive and these estimates become more precise. The report covers the period 2009–2013; there is currently no data available for 2014 from GHA’s sources. A full explanation of the methodology is provided on page 13.2
Executive summary

What is it worth?

- 25% US$5.4 bn from private donors
- 24% Increase from 2012
- 8% Private funds

Who gives it?

- 72% US$3.9 bn from individuals
- 5% Trusts and foundations
- 7% Companies and corporations
- 10% National societies/committees
- 6% Other

Who do they give it to?

- 87% of the 2013 total
- NGOs US$4.7 bn
- RCRC Movement 4%
- UN agencies 9%
- 2013

Where is it spent?

- Haiti 3
- Mozambique
- oPt 4
- 2013, ranked
- Recipients of private funding 2013, ranked
- Recipients of government funding 2013, ranked
- Typhoon Haiyan Philippines 23%
- Private donations as % total humanitarian funding response to each crisis
- Syria 5%
- Ebola 6%
- 2013

The future of private humanitarian assistance

The nature and role of private humanitarian assistance is changing. A growing number of private actors – particularly companies and corporations – are moving beyond financial support towards a ‘corporate partnership’ approach, providing a range of skills and resources whose financial value is unknown.
Overview of key trends

Private donors – that is, individuals, trusts and foundations, and companies and corporations – contributed an estimated combined total of US$5.4 billion of humanitarian assistance in 2013. This represents 25% of the total international humanitarian response that year. Private donors provided 27% of international humanitarian assistance between 2009 and 2013.

Private humanitarian funding peaked in 2010 in response to the Haiti earthquake and floods in Pakistan. However, following two consecutive years of declines in funding from both private and government donors in 2011 and 2012, there was a significant increase in international humanitarian assistance in 2013. Government funding peaked at US$16.4 billion, and combined with increased private contributions to US$5.4 billion, the total international humanitarian response reached an unprecedented US$21.8 billion.

In previous years, private contributions have increased more than government funding, particularly in response to ‘mega crises’ such as those seen in Haiti and Pakistan in 2010. However, 2013 appears to have bucked this trend with government funding increasing by 24% from the previous year in response to a series of severe crises including in Central African Republic (CAR), the Philippines and Syria, while private funding showed an 8% rise from 2012 levels. Thus the proportion of total international humanitarian assistance from private donors fell from 27% in 2012 to 25% in 2013.

FIGURE 1

Total international humanitarian assistance, 2009–2013

Source: Development Initiatives based on Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) and UN Office for the Coordination of Humanitarian Affairs (OCHA) Financial Tracking Service (FTS) data, and GHA’s unique dataset of private voluntary contributions.

Note: Private figures are based on GHA’s unique dataset of private voluntary contributions for humanitarian assistance. This dataset grows each year, and new data for previous years may also be added retrospectively. Private funding figures for previous years may therefore be different to those presented in past reports as the data gets more comprehensive and these estimates become more precise.
Our 2014 report showed that private donors tend to respond more generously to rapid onset natural disasters than they do to chronic and conflict-related crises. Of the many severe humanitarian crises seen in 2013, almost all were chronic and/or conflict related. While Typhoon Haiyan in the Philippines undoubtedly triggered a significant funding response from private donors, it was only the seventh largest UN-coordinated appeal launched for that year.\(^3\)

Increased government funding in response to the significant humanitarian needs presented by these numerous other chronic and conflict-related crises may go some way to explaining why government funding increased so much more than private funding in 2013.
Who gives it and who do they give it to?

Individuals continue to contribute the overwhelming majority of private funding, providing an estimated 72% (US$3.9 billion) of the total in 2013. Private companies and corporations, trusts and foundations, and national societies/committees provided a combined 25% of the total in the five years between 2009 and 2013.

Private sources accounted for 40% of NGOs’ humanitarian income in 2013 and, of this, 83% came from individuals. 16% of Red Cross and Red Crescent (RCRC) Movement humanitarian income came from private sources in the same year, of which 71% came from national societies. UN agencies4 were dependent on private donors for just 6% of their humanitarian income. Of this, national committees accounted for the largest share at 43% (the bulk of which came from UNICEF national committees), with individuals providing 28% of their total figure. While detailed data on the breakdown of funding from RCRC national societies and UNICEF national committees is not available, evidence suggests that the largest share also comes from individuals.5

FIGURE 3
Total private humanitarian assistance by donor type, 2009–2013

Source: Development Initiatives based on GHA’s unique dataset of private voluntary contributions.
NGOs are the largest mobilisers of private funding, raising an estimated US$4.7 billion in 2013 and US$22.7 billion (89% of the total) in the five years between 2009 and 2013. The proportion of the total raised by the RCRC Movement has dropped over the five-year period, from 5% in 2009 to 4% in 2013. However, their share grew in both 2012 and 2013, from a low of 2% in 2011 to 4% in 2013.6

UN agencies have marginally increased their share of total humanitarian assistance over the five-year period from 7% in 2009 to 9% in 2013.

Source: Development Initiatives based on GHA’s unique dataset of private voluntary contributions.

FIGURE 4

Private humanitarian income breakdown by agency type, 2013

Source: Development Initiatives based on GHA’s unique dataset of private voluntary contributions.

FIGURE 5

Private humanitarian assistance by fundraising organisation type

Source: Development Initiatives based on GHA’s unique dataset of private voluntary contributions.
Where is it spent?

GHA’s data shows different expenditure patterns for government and private funding. While certain countries, such as Syria and South Sudan, appear among the top recipients for both government and private donors in 2013, there are also some notable disparities. Haiti was the third highest recipient of private funding in 2013 but is only the 17th largest recipient of government funding. Likewise, Mozambique, Uganda, CAR and Niger also all appear among the top ten recipients of private funding, but they are only the 37th, 24th, 22nd and 18th recipients respectively of government funding. On the other hand, the occupied Palestinian territory (oPt) was the fourth highest recipient of bilateral government funding in 2013 but only the 34th highest recipient of private funding.

This data does not necessarily reflect differing funding priorities among private and government donors; rather, it shows how humanitarian agencies choose to use unearmarked funds to complement government funding. While governments on the whole choose where and how to direct their funding, the majority of private funding is unearmarked – or more loosely earmarked than government funding – and it is therefore the choice of the humanitarian agency receiving the funds where, how and when they are spent.

**FIGURE 6**

Top 20 recipients of private humanitarian assistance and their bilateral government humanitarian funding, 2013

Source: Development Initiatives based on OECD DAC data and GHA’s unique dataset of private voluntary contributions.

Note: DRC, Democratic Republic of Congo.
As highlighted in our 2014 report, humanitarian agencies value private funding for the flexibility that it affords them in terms of where, how and when the funds are spent. In certain cases, private funds can be used to support relief efforts in crises that may have been afforded lower priority from government donors.

Data from the UN’s Office for the Coordination of Humanitarian Affairs (OCHA) Financial Tracking Service (FTS) shows that, while all crises are dependent on donor governments for the majority of humanitarian funding, the detailed mix of donor types varies according to the type of crisis and the context. Analysis featured in our 2014 report showed how rapid-onset natural disasters tend to attract a greater proportion of funding from private donors than chronic and conflict-related crises, and looking at three recent crises we can see that the funding mix differs for each.

Figure 7 shows that, while private donors contributed 23% of the international humanitarian financial response to typhoon Haiyan in the Philippines, they only provided 5% and 6% of that to the Syria and Ebola crises respectively. This would support the idea that conflict-related crises are more dependent on government and multilateral donors for funding than natural disasters, which raise a significantly greater proportion of their overall funding from private donors.

Source: Development Initiatives based on UN OCHA FTS data.
Notes: ‘Other’ includes allocation of unearmarked funds, carry-over (donors not specified) and various (details not yet provided). Data includes only humanitarian assistance, however, much of the support provided by international donors to Ebola was classified as development rather than humanitarian funding. As is the case throughout the report, data only includes private financial rather than in-kind support, apart from where a value for in-kind assistance was provided to FTS.
Financing and beyond

As global humanitarian needs continue to grow and the nature of how humanitarian assistance is delivered develops, now encompassing a greater number and range of actors than ever before, the role of non-state donors and private actors is evolving to better meet growing and changing humanitarian needs. As well as maximising the potential value of their financial support, private actors – and the private sector in particular – are diversifying the range of support they offer, beyond merely financial assistance to include new and often innovative forms of in-kind support.

Private sector

Private companies and corporations provided an estimated US$385.4 million in humanitarian funding in 2013, and US$1.6 billion between 2009 and 2013. Their role and profile in humanitarian response is changing significantly, with many moving beyond a direct donorship role towards a ‘corporate partnership’ approach, providing a range of skills and resources whose financial value is unknown.

International attention tends to fall on global and multinational corporations due to the sizeable volume of support they are able to offer, meaning the role of the local and national private sector can be overlooked in terms of their ability to provide funding, goods and services to support the humanitarian response. However, the domestic private sector has a strong role to play: local actors are often the first on the scene in the aftermath of a disaster and, while international businesses might pull out of fragile contexts, local and national companies are more likely to remain present and active throughout the aftermath and during the recovery of a crisis. This may also be reflective of the fact that local businesses and their employees are themselves affected by local crises, so they have a vested interest in supporting the response.

CHANGING ROLE OF THE PRIVATE SECTOR IN HUMANITARIAN ASSISTANCE

Shipment and logistics corporation UPS

The UPS Foundation’s Humanitarian Relief Programme uses pre-approved funds, Logistics Emergency Teams and the company’s own expertise and supply chains to support disaster relief efforts around the world. In 2013, UPS made 250 humanitarian shipments across 46 countries and its employees gave 16 weeks of humanitarian service.

In partnership with the UN High Commissioner for Refugees (UNHCR), UPS recently launched the UPS Relief Link, which combines the use of a hand-held scanning tool and durable identification cards to deliver greater efficiency in refugee camps by eliminating paper records. Using the device, UNHCR and UPS have been able to speed up distribution time, provide verifiable receipt of vital provisions ensuring equitable distribution, and minimize theft through their pilot program in Ethiopia and Mauritania.

International legal practice Allen & Overy

Allen & Overy has developed a suite of legal tools that domestic governments can use to deal with issues that may arise in the aftermath of a natural disaster.

With the International Federation of Red Cross and Red Crescent Societies (IFRC), Allen & Overy developed the Model Law and Model Emergency Decree, designed to help speed up the delivery of assistance following a disaster by tackling some of the difficulties that domestic governments may face in coordinating the response. In emergencies, it is imperative that humanitarian supplies, services and personnel reach affected populations rapidly without excess bureaucracy – but even when lowering barriers, governments need to oversee and maintain some control over incoming assistance to avoid chaos in the response. Allen & Overy lawyers undertook comprehensive background research on existing laws in over 20 countries and provided drafting advice on four sections of the model Act: personnel, temporary legal status, transport and tax.

Construction company Bouygues UK

Bouygues UK is part of an international programme that has assisted the recovery in Peru, Indonesia and Haiti following recent earthquakes. By sending volunteers to Haiti following the 2010 earthquake, Bouygues UK, in collaboration with Emergency Architects, has assessed and evaluated work needed on 3,360 homes, re-housed 1,378 families and refurbished 15 community centres. It has also refurbished ten health centres, giving 574,500 people access to healthcare.

Bouygues UK’s work has left a lasting legacy in the communities it has supported by providing them with the help they need to rebuild their houses and public buildings. It has also helped to support the development of new skills in the local community for the future, for example by training 520 local bricklayers and carpenters and seven engineers in Haiti.

Source: Business in the Community Responsible Business Awards, International Disaster Relief.
Zakat, the mandatory Muslim practice of giving 2.5% of one’s accumulated wealth for charitable purposes every year, is one of the main tools of Islamic social financing. It is explicitly intended to reduce inequality and is widely used in Muslim countries to fund domestic development and poverty-reduction efforts. There are clear parallels to be drawn between the eight individual categories of eligible recipients of Zakat listed in the Qur’an and people in need of humanitarian assistance.

There is no reliable data currently available to show precisely how much Zakat is paid by Muslims around the world, or how it is spent globally. Yet data GHA has collected for Indonesia, Malaysia, Qatar, Saudi Arabia and Yemen, which make up 17% of the world’s estimated Muslim population, indicates that in these countries alone at least US$5.7 billion of Zakat is currently collected by formal Zakat-management institutions each year.

The global volume of Zakat collected each year through formal mechanisms can be estimated, at the very least, in the tens of billions of dollars. However, including Zakat currently thought to be paid outside of formal Zakat-collection institutions through more informal channels would lead to a much higher estimate, potentially in the hundreds of billions of dollars.

There is growing interest among humanitarian actors in leveraging more funding through Zakat and other forms of Islamic social financing. The World Humanitarian Summit is actively exploring their potential to support the future international humanitarian response, and organisations outside of the traditional Muslim aid agencies are beginning to conduct Zakat-based fundraising drives.

EBOLA RESPONSE

In October 2014, when the West African Ebola crisis was at its peak, a US government emergency response team vehicle got stuck with two flat tyres while delivering rehydration packs in Sierra Leone. Staff called the CDC Foundation for help, which had received millions of dollars in donations in recent months from philanthropists in response to the crises. Within the hour, the foundation had authorised enough money for the staff to make the repairs, and within the week it had begun ordering and shipping to the region 200 additional pickup trucks and four-wheel-drives.

The US government invested heavily in building partnerships with private donors to support the response to the Ebola crisis, and the support of foundations has proven critical to the overall response. Working outside of government and federal appropriations processes, foundations are able to offer rapid and flexible assistance where and when it’s most needed. While approval of significant levels of emergency funding from governments can take weeks, and even longer before they have an impact on the ground, money from foundations can be made available almost instantaneously.

“In an outbreak setting where you need flexibility and timelines, this was critical for the gaps that were identified,” said Joseph Bresee, an epidemiologist who led the Centers for Disease Control’s mission in Sierra Leone.


Trusts and foundations

Private trusts and foundations are often in a unique position to provide swift, flexible and effective financial support in complex environments. Many are politically independent and therefore unaffected by political factors at play. They are also not influenced by market forces as private companies and corporations may be, yet due to the sheer scale of their financial capacity they are able to have significantly more impact than most individual donors.
The future of humanitarian response

The scale of humanitarian need and response is growing, as is the scope of its ambition and the diversity of actors and means of delivery. At a time in which there are more actors involved in the funding and delivery of humanitarian assistance than ever before, this presents a number of opportunities in relation to the developing role of the private sector and private humanitarian donors, and their involvement in the global humanitarian response.

The consultations in the run up to the World Humanitarian Summit in 2016 reflect the changing and evolving humanitarian landscape. As part of the preparations for the summit, the UN is facilitating discussion groups around how to build the role and make the most of private actors in global humanitarian response efforts. It is also exploring other sources of private financing including Islamic social financing. Other global processes are also beginning to recognise the relevance and necessity of a broader range of financial flows beyond aid – including the UN’s Financing for Development discussions – and the role of private finance is a central theme in these discussions.

As the profile, scale and diversity of private contributions to humanitarian assistance grow, so does the importance of being able to track them in order to take them into account in the design and delivery of a comprehensive response. As this and previous reports have shown, data on even cash contributions to major UN agencies and international NGOs is not comprehensively reported. Beyond these contributions, there is very little data on in-kind and direct financial contributions in crisis response. Improved and standardised reporting of all forms of assistance – cash and in-kind; private and government funding – will help to ensure the transparency, accountability and effective coordination of humanitarian assistance in this new and continually changing landscape.

This briefing is an update to our 2014 report ‘Humanitarian assistance from non-state donors: What is it worth?’
Reliable and comprehensive data on humanitarian financing to and through the spectrum of delivery agencies is currently limited to funding from traditional donor governments.

Private voluntary contributions for international development have become an increasingly relevant phenomenon in recent years, and it is now commonly accepted that we cannot fully understand the efficiency and effectiveness of specific financing flows without a better grasp of all resources contributing to development. However, assessing the total volume of private voluntary contributions available at any given moment remains challenging.

There is currently no single data repository that systematically collects data on private development flows worldwide. Different initiatives track private contributions nationally, but methodologies differ and direct aggregation of data is not possible. GHA has developed a methodology that allows an estimate of the global volume of private humanitarian funding, as well as an understanding of how this funding is raised and spent and by which part of the international aid system. Figures presented in this report are therefore based on a scaled-up estimate and do not give a precise indication of the financial value of private humanitarian funding.

Humanitarian delivery agencies are approached directly and financial information on their income and expenditure is gathered into a standardised dataset. Where direct data collection is not possible, publicly available annual reports and audited accounts are used to extract key data and complete the dataset. For the purpose of GHA’s work, delivery agencies include NGOs, UN agencies with a humanitarian mandate and the International Red Cross and Red Crescent Movement.

Thus, sources of information for this report are:

- Direct information and analysis of annual reports for a unique dataset of 171 NGOs made up of 10 representative and well-known NGO alliances and umbrella organisations, such as Oxfam International, and a further 14 large international NGOs operating independently (see Table 1);
- Direct information and analysis of annual reports for six key UN agencies with humanitarian mandates: United Nations Children’s Fund (UNICEF), United Nations Development Programme (UNDP), United Nations High Commissioner for Refugees (UNHCR), United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), the World Food Programme (WFP) and the World Health Organization (WHO);
- Direct information from the IFRC and the International Committee of the Red Cross (ICRC).

The time period covered is 2009 to 2013, unless otherwise stated. The actual financial figures are guided by the accounting years of the organisations concerned. These may vary considerably, ranging from a calendar year to a year ending 31 March, 30 June or 30 September. Different accounting or financial years have been combined in the analysis; therefore, in practice, the figures represent more than a 12-month period.

Where data on total private income and total humanitarian expenditure are available but there is no precise figure for an organisation’s private humanitarian income, the proportion of total expenditure represented by the organisation’s humanitarian activities (if they deliver both humanitarian and longer-term development work) has been applied to their total private income, to get an estimated value of private humanitarian income.
Likewise, if there is only data on total humanitarian income and total private income available for organisations delivering both humanitarian and development activities, the proportion of total income that is private has been applied to their total humanitarian income, to get an estimated value of private humanitarian income. These organisations are indicated by an asterisk in Table 1, below.

The estimation of total private voluntary contributions worldwide is composed of an estimate of total private income for all humanitarian NGOs, plus the private income reported by the six UN agencies analysed in this paper and the private income of the IFRC and ICRC headquarters. In order to estimate the total private voluntary contributions raised by NGOs worldwide, the annual share that GHA’s NGO dataset represents of all humanitarian NGOs reporting to the United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA) Financial Tracking Service (FTS) is established, and their private income according to GHA’s dataset is scaled up accordingly to get a global estimated value. The share varies on an annual basis as the total number of NGOs and their overall humanitarian income is driven by the number, type and geographic location of crises around the globe.

As noted in the report, the private sector is increasingly offering alternative forms of support beyond just financial. However, while data on the value of easily quantifiable in-kind goods is included in GHA’s dataset where it is reported by the agency, the majority of this support is not captured by GHA’s – or any other – reporting mechanism for humanitarian assistance.

### Table 1

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Notes


2 Figure 7 uses data taken from the UN OCHA FTS and includes data for both 2014 and 2015.

3 Although classed by the UN as a 2014 appeal, the Typhoon Haiyan appeal was launched in November 2013 and 83% of reported funding to the UN FTS in response to the appeal was given in 2013.

4 Only those agencies with a humanitarian mandate – see the Methodology section for a list of all agencies included.


6 Note that our figures for RCRC represent only funds that flowed through the international headquarters of the International Federation of Red Cross and Red Crescent Societies (IFRC) or the International Committee of the Red Cross (ICRC), and do not include funds given directly to or between national societies.


8 www.pressroom.ups.com/Press Releases/Archive/2015/Q1/The UPS Foundation Links Advanced Tracking Technology with Global Humanitarian Relief Efforts.


12 ODI and Humanitarian Futures Programme (Kings College London), ‘Humanitarian crises, emergency preparedness and response: the roles of business and the private sector’.


14 Charitable giving in the UK increased from UK£9.6 billion in 2011/12 to UK £10.4 billion in 2012/13, according to the Charities Aid Foundation, www.cafonline.org/pdf/UK Giving 2012-13.pdf/.


17 The CDC Foundation works alongside the US-based Centers for Disease Control and Prevention (CDC) to support the development of partnerships between CDC and other organisations to fight threats to health and safety, www.cdcfoundation.org.


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