

Global Humanitarian Assistance

South Sudan

Donor response to the crisis

Anna Osborne

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Global Humanitarian
Assistance

A DEVELOPMENT INITIATIVE 

Synopsis

Formed in July 2011, South Sudan remains the world's newest country. In the two and a half years since independence, South Sudan has received humanitarian and development assistance from the international community totalling more than [US\\$4.3 billion](#).¹ During this time, the humanitarian community has responded to myriad humanitarian needs in South Sudan including providing assistance to Sudanese refugees, returnees from Sudan and those displaced by both internal fighting (mainly in Jonglei state) and seasonal flooding. But a new crisis emerged in mid-December 2013 and, as of 23 January 2014, violence is affecting at least seven of the ten states across the country. As fighting continues and negotiations in Ethiopia fail to make any headway, this crisis seems set to extend throughout the dry season that runs until April. This will exacerbate the difficulties in reaching the most vulnerable as it is a key time for the humanitarian community for pre-positioning resources before the onset of the seasonal rains which render many locations inaccessible by road.

In response to the crisis, the UN launched an appeal on 31 December 2013 requesting US\$209 million to meet the most urgent needs in the initial three-month period. At the time there were around 137,000 people displaced internally within South Sudan. Rising displacement figures led the UN High Commissioner for Refugees (UNHCR) to launch a second emergency appeal for US\$59 million on 10 January.² The US\$209 million requested in December is part of a three-year appeal with annual requirements of US\$1.1 billion, that had originally been launched in November 2013.

This briefing provides:

- *A short background to the crisis and the humanitarian situation, including key displacement figures.* Internal displacement has been increasing rapidly. As of 23 January 2014, more than half a million people were displaced internally and there were at least 112,200 refugees registered in neighbouring countries including Ethiopia, Kenya and Uganda.
- *Data on donor response to the crisis so far in 2014.* As of 28 January 2014, US\$183 million had been committed by donors with US\$17 million more pledged. The European Commission (EC), the United Kingdom (UK) and the United States (US) were the main donors, committing US\$54 million, US\$52 million and US\$52 million respectively.
- *Data on overall humanitarian assistance before the crisis.* The required funding for South Sudan UN consolidated appeals in 2012 and 2013 have been around the 2014 figure of US\$1.1 billion, but only 67% and 72% of the respective appeals were met. Overall humanitarian assistance to South Sudan in 2013 was US\$906 million, the highest amount received by a country outside of the Syrian crisis.
- *Data are also provided on the expansion of the UN Mission in South Sudan (UNMISS) to give a snapshot of other related non-humanitarian spending.*

¹ GHA calculations based on UN Office for the Coordination of Humanitarian Affairs Financial Tracking Service (OCHA FTS) and OECD DAC CRS data downloaded on 6 January 2014. This calculation does not include official development assistance from 2013.

² All Africa, [Africa: UNHCR Appeals for US\\$99 million for operations in South Sudan and CAR](#), 10 January 2014. [Accessed on 21 January 2014]

Background to the current crisis

South Sudan became an independent state in July 2011, after a referendum in January the same year as part of the 2005 Comprehensive Peace Agreement (CPA), which established overwhelming support for an independent state. Although the CPA ended the protracted [civil war](#), a number of divisive issues were left unresolved.³ The two and a half years since independence have been marred by intermittent violence both on the border with Sudan, but also internally within both countries. This violence has affected communities largely in Jonglei, although other states, for example [Western Bahr el Ghazal](#) in December 2012, have also seen sporadic outbreaks of violence and temporary displacement.⁴ The presence of a UN peacekeeping force (UNMISS) with a mandate to protect civilians has not deterred such events.

The most recent hostilities reached crisis point in mid-December 2013. Violence broke out in Juba, the capital, and quickly spread to other parts of the country exposing weak central command over the national army.⁵ Although the spark for this violence is a political one, with disagreement between diverse groups supporting former Vice President Riek Machar and current President Salva Kiir, fighting has taken place predominantly along ethnic lines. Jonglei, Unity, Upper Nile and Central Equatoria states have experienced the worst of the fighting, but other states such as Warrap and Lakes have also been affected by widespread [displacement](#).⁶

By 23 January 2014, only one month since open hostilities began, the [UN](#) Office for the Coordination of Humanitarian Affairs ([OCHA](#)) estimated that more than half a million had been internally displaced.⁷ The number of casualties and deaths from the violence has not been officially recorded, but allegations of mass graves and killing along ethnic lines led the [UN humanitarian coordinator, Toby Lanzer](#) to speculate that casualties could reach into the thousands.⁸ A ceasefire was reached during [regionally-brokered negotiations](#), which began in early January 2014 in Ethiopia. Even if this holds, substantial humanitarian challenges will remain.⁹

³ BBC Africa, [South Sudan profile](#), 8 January 2014.

⁴ Amnesty International, [South Sudan: Comprehensive and impartial investigations needed in Wau, Western Bahr El Ghazal State](#), 24 May 2013.

⁵ Bloomberg, [South Sudan Loses Town to Rebels As It Plans for Peace Talks](#), 1 January 2014.

⁶ UN OCHA, [South Sudan Crisis: Humanitarian Snapshot \(as of 17 January 2014\)](#), 19 January 2014.

⁷ UN OCHA, [South Sudan Crisis: Situation report](#), 29 December 2013.

⁸ BBC, [Thousands dead in South Sudan violence, UN says](#), 24 December 2013.

⁹ ReliefWeb, [South Sudan army says closing in to retake rebel-held Bor](#), 3 January 2014.

A challenging operating environment

South Sudan is a complex emergency situation. The country is one of the five most vulnerable countries in the European Community Humanitarian Office's (ECHO) 2013–2014 [Global Vulnerability and Crisis Assessment Final Index](#).¹⁰ According to the [Food and Agricultural Organisation \(FAO\)](#), as of mid-2013 approximately 1.2 million people were estimated to be severely food insecure, and a further 3.5 million people moderately food insecure.¹¹

The large size of the country, poor state of the infrastructure and unpredictable security environment makes South Sudan a challenging and costly operating environment. Poor relations with Sudan also led to a shutdown in oil production in January 2012, on which South Sudan relied on for 98% of government revenue. This led to state austerity measures and led to increased food insecurity among communities already vulnerable to seasonal weather patterns. But a [Famine Early Warning Systems Network \(FEWSNET\) assessment](#) in November 2013, just prior to the current crisis, predicted a slight improvement in food security outcomes due to the end of austerity measures, a reasonable 2013 harvest and improved labour mobility between Sudan and South Sudan.¹²

Repeated displacement

According to the January 2014 figures from UNHCR, South Sudan is host to around 230,000 refugees, of which around 200,000 are from Sudan. Sudanese refugees are hosted in several camps in Unity and Upper Nile States. As fighting in Sudan's Blue Nile and South Kordofan states has continued, the overall number of refugees has steadily risen over the past 18 months from the August 2012 figure of 200,000. Other refugees in South Sudan are from DR Congo, Central African Republic (see our [briefing](#) on the latter) and Ethiopia.

Figure 1 shows the increasing displacement between the start of the crisis and 23 January 2014. While the number of Sudanese refugees in camps in South Sudan has remained relatively constant, the number of South Sudanese who have been displaced has increased exponentially. According to estimates from 23 January, 76,100 people are still sheltering in UN bases, though this decreased as a proportion of total internally displaced persons (IDPs).¹³

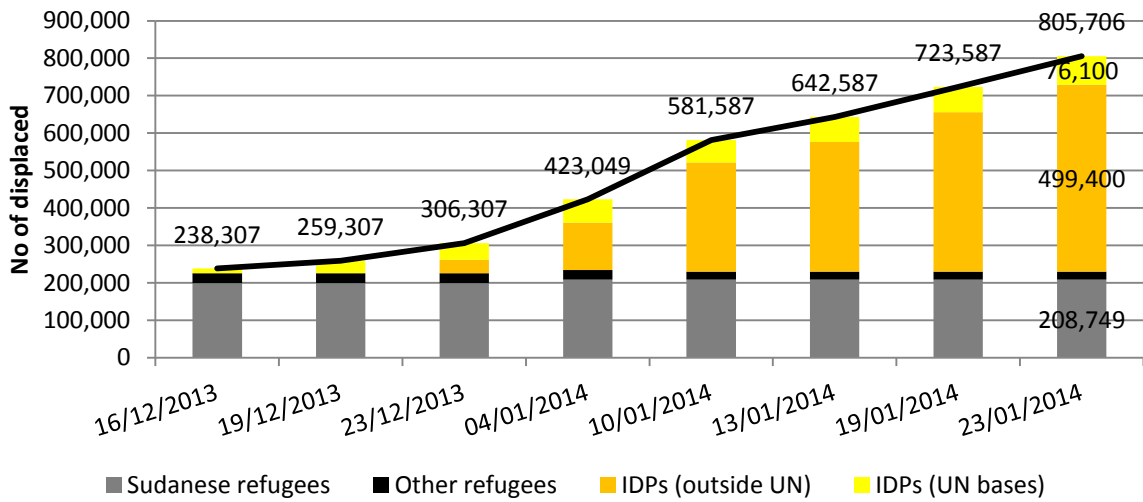
¹⁰ European Commission, [Global Vulnerability and Crisis Assessment Final Index \(2013-2014\)](#), no date given. [Accessed on 20 January 2014].

¹¹ FAO, [GIEWS Country Brief: South Sudan](#), 27 November 2013.

¹² FEWSNET, [Food security outcomes will continue to improve until January](#), November 2013.

¹³ UN OCHA, [South Sudan Situation Report](#), 19 January 2014.

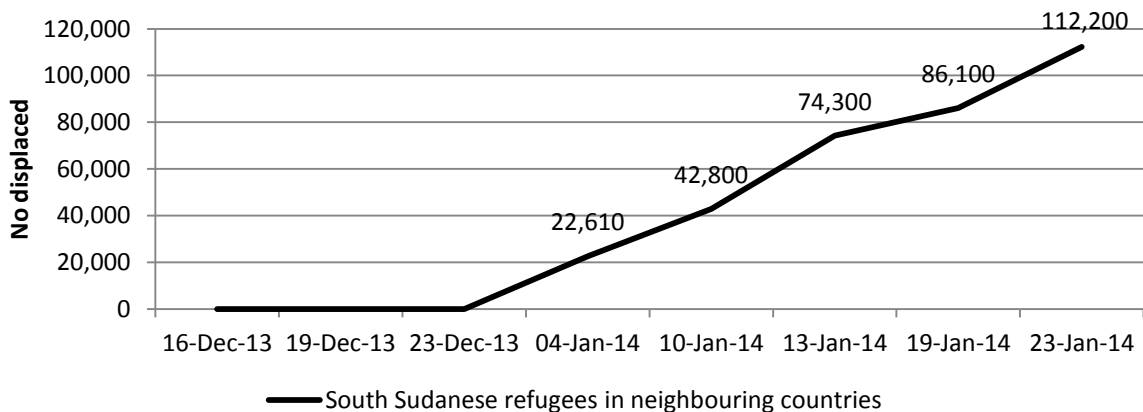
Figure 1: Displaced persons within South Sudan



Source: UN OCHA for the number of displaced people since the outbreak of the current crisis in December 2013. The latest figures are from 23 January 2014. UNHCR data is used for the refugee population in South Sudan. Note some of the figures are estimates, particularly the early figures due to limited information about population displacement outside major population centres.

Additionally, more than 112,000 people have fled South Sudan for neighbouring countries.¹⁴ The majority of South Sudanese refugees (59,100) are estimated to be in Uganda, while the remainder have gone to other neighbouring countries including Ethiopia (25,300) and Kenya (10,800). A further 17,000 people have also been displaced to Sudan (and are included in Figure 2) although their status and number has not yet been confirmed by the Government of Sudan.¹⁵

Figure 2: South Sudanese refugees in neighbouring countries



Source: UN OCHA reporting from Situation Reports. The refugee figure does not include around 18,000 refugees estimated to have fled from Jonglei prior to the December crisis in 2013.¹⁶

¹⁴ UN OCHA, [South Sudan Situation Report](#), 23 January 2014.
¹⁵ Data on [UNHCR website](#). [Accessed on 20 January 2014]
¹⁶ UN OCHA, [South Sudan Humanitarian Snapshot](#), 30 November 2013.

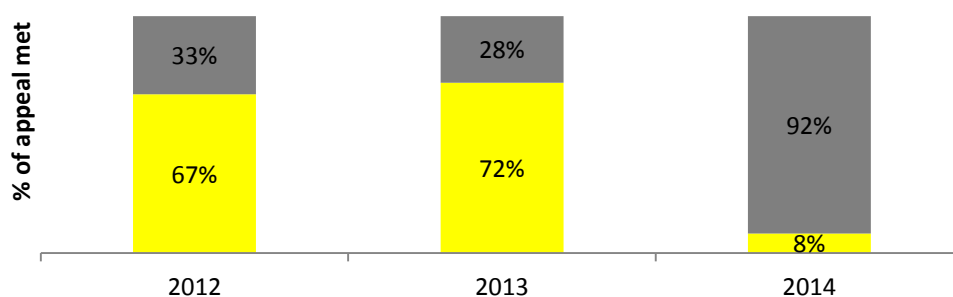
What Figure 1 and 2 do not show is the displacement from previous crises. For example displacement in Jonglei by November 2013 was estimated to be as high as 127,000 by UN OCHA.¹⁷ A 2013 [report](#) by the Internal Displacement Monitoring Centre (IDMC) argued that the impact of this current crisis is likely to be greater due to the weakened resilience of communities who are now likely to have been affected by repeated and protracted displacement.¹⁸ Intermittent violence and seasonal flooding in 2012 and 2013 – which affected 340,000 and 320,000 people respectively – mean that some of those displaced in this most recent outbreak of fighting are already likely to be extremely vulnerable due to previous upheavals.¹⁹

The humanitarian response to the most recent crisis

This is not the first time that South Sudan’s donors have been faced with the need for long-term funding that both responds to long-term development and chronic humanitarian needs as well as emergency response needs. The volatility of the situation in this new state demands flexible, yet sustained funding.

In mid-November 2013, the humanitarian community launched for the first time in South Sudan a three-year consolidated appeal (previous appeals were for single year) [for 2014–2016](#) with annual requirements of US\$1.1 billion in the first year.²⁰ As the [GHA report](#) on the 2014 UN appeal highlighted, South Sudan was the second largest appeal after Syria (US\$6.5 billion).²¹

Figure 3: Comparison of consolidated appeals (2012-2014 (current)) for South Sudan



Source: UN OCHA FTS. Data downloaded on 20 January 2014.

Despite the considerable sum requested, the annual amount requested was similar to appeals from 2012 and 2013 (US\$1.18 billion and US1.07 billion). There had been some signs of improvements in the food security situation and a slowdown in the flow of refugees. As a result, the focus of the consolidated appeal had been placed on “building resilience, improving prevention and

¹⁷ UN OCHA, [South Sudan Humanitarian Snapshot](#), 30 November 2013.

¹⁸ IDMC, [Internal Displacement in South Sudan: Out of crisis, an opportunity?](#), 9 July 2013.

¹⁹ UN OCHA, [South Sudan Humanitarian Snapshot](#), 30 November 2013.

²⁰ UN OCHA, [Consolidated Appeal for South Sudan 2014-2016](#), December 2013.

²¹ GHA, [The 2014 Appeal: Different Process, Greater Needs](#), December 2013.

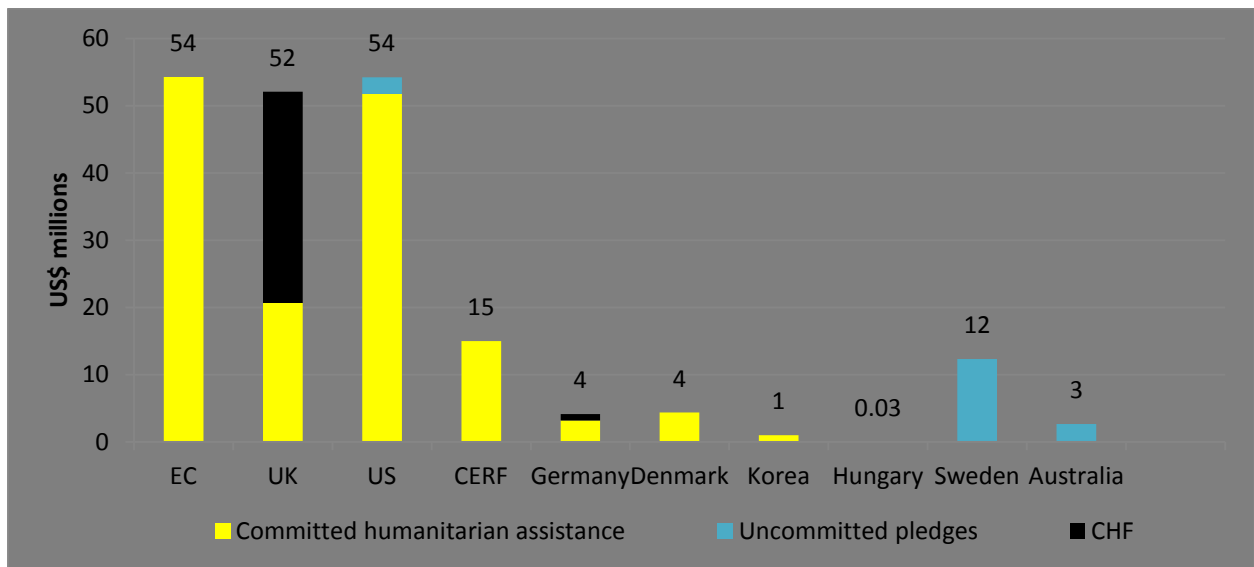
preparedness to crises.”²² This focus had also been linked to the wider framework of South Sudan’s [New Deal Compact](#) aiming to move the country from fragility to resilience.²³

But the focus has now shifted to short-term emergency response needs. The concern of many in the humanitarian and development community is that the gradual progress and fragile gains made over the previous two years are likely to have eroded. To ensure immediate funding requirements are met, a [response plan for the South Sudan crisis](#) was launched on 31 December 2013 for US\$209 million.²⁴ The plan – which will respond to the immediate crisis – will run from January to March 2014. By 28 January 2014, US\$183 million had been reached, leaving US\$26 million of requirements unmet. Additional uncommitted funding from Sweden, Australia, and the US will see funding reach US\$200 million.

Early donors to the 2014-2016 response plan

The three largest donors to South Sudan since 2012 are also among the early donors to the 2014 response, namely the European Commission (US\$54 million), the US (US\$52 million) and the UK (US\$52 million). Germany (US\$4 million), Denmark (US\$4 million), Korea (US\$1 million), and Hungary (US\$0.03 million) have also provided funds, along with the Central Emergency Response Fund (CERF) under their rapid response window. Sweden, Australia and the US have also pledged funding for US\$12 million, US\$3 million and US\$2million respectively. In addition to direct bilateral funding, both the UK (US\$31 million) and Germany (US\$1 million) have provided funding to South Sudan through the Common Humanitarian Fund (CHF), included in the overall calculations in Figure 4.

Figure 4: Donors to South Sudan in 2014



Source: GHA calculations based on UN OCHA FTS on bilateral humanitarian assistance and CHF funding. Data downloaded on 28 January 2014. Data exclude any imputations of wider CERF funding for 2014.

²² UN OCHA, [Consolidated Appeal for South Sudan 2014-2016](#), December 2013.

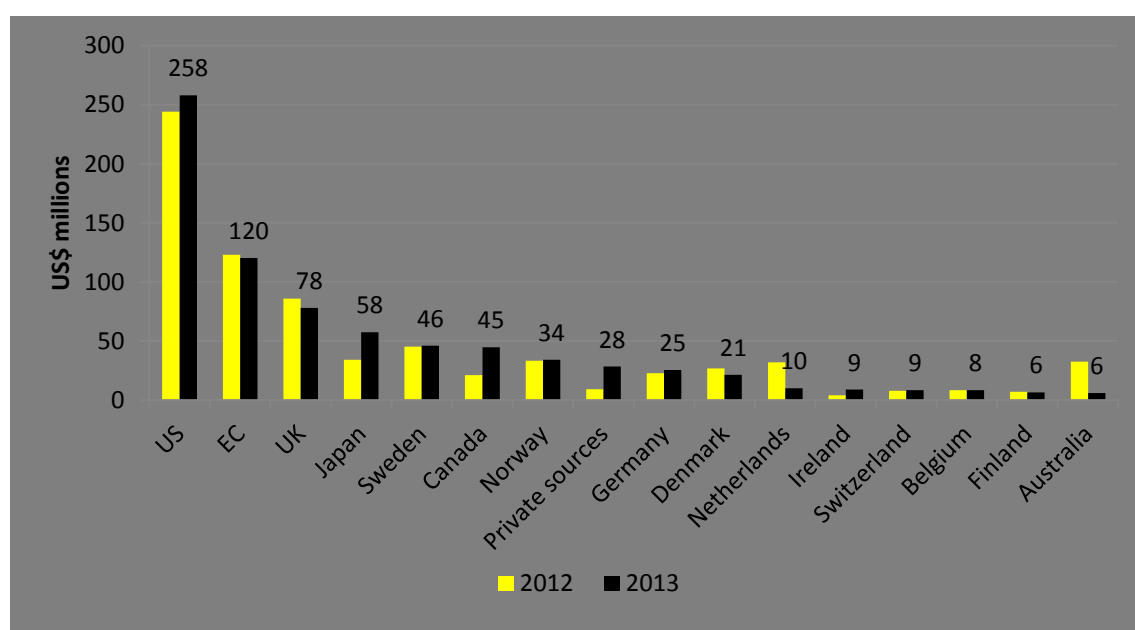
²³ UNDP, [Moving beyond fragility in South Sudan](#), 23 September 2013.

²⁴ UN OCHA, [Consolidated Appeal for South Sudan 2014-2016](#), 31 December 2013.

Humanitarian donors to South Sudan 2012-2013

The largest bilateral humanitarian donors to South Sudan in 2013 were the US and the European Commission (EC) who gave US\$258 million and US\$120 million respectively, followed by the UK with US\$78 million. As Figure 5 shows, these three main humanitarian donors remained unchanged from 2012, although both the US and the UK increased funding, with EC funding falling slightly. Overall, between 2011 and 2013, the US, EC and UK have given US\$663 million, US\$308 million and US\$239 million respectively in humanitarian assistance, while Japan (US\$112 million), Sweden (US\$100 million), Canada (US\$74 million) and Norway (US\$74 million) are the next highest donors of humanitarian assistance.²⁵

Figure 5: Comparison of donors' bilateral humanitarian assistance to South Sudan (2012 and 2013)



Source: UN OCHA FTS. Only the 20 largest donors have been included. Private sources include organisations and individuals. Note: data on carry-over funding, funding with no donor specified, CERF and un-earmarked funding have been removed to highlight bilateral donors and private humanitarian assistance.

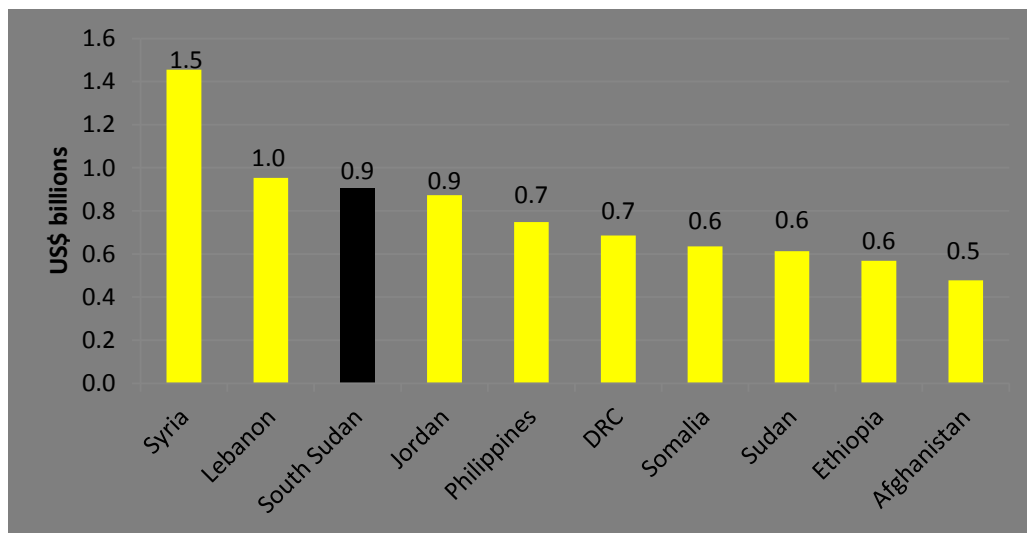
Among the other main donors, the largest increases in humanitarian funding between 2012 and 2013 for South Sudan were by Japan (US\$23 million) and Canada (US\$21 million). Australia and the Netherlands showed two of the largest falls during the same period with overall bilateral humanitarian financing down by US\$26 million and US\$18 million respectively. The fall in humanitarian assistance from Australia and the Netherlands is in line with a significant reduction in overall humanitarian assistance of 48% and 34% from those countries in 2013. Despite Canada's overall humanitarian assistance also falling, assistance to South Sudan increased. The increase from Japan followed a global increase in humanitarian assistance of around 20% between 2012 and 2013.

²⁵ GHA calculations based on UN OCHA FTS data downloaded on 20 January 2014.

Humanitarian assistance to South Sudan in the global context

In 2013, South Sudan was one of the top three recipients of humanitarian funding. Only the response to the Syria crisis – which accounted for support to Syria, Lebanon and Jordan – received more support than South Sudan in 2013 (see Figure 6). As the world’s youngest country, South Sudan’s profile contributed to strong support from the international community. Nevertheless 28% of consolidated appeal process (CAP) requirements in 2013 were still unmet. In 2013, the appeal of US\$1.1 billion for South Sudan was the second largest consolidated appeal after Somalia. But despite being 72% funded, US\$302 million of funding requirements were unmet. A similar picture had been reported in 2012 with unmet funding requirements totalling US\$389 million (or 33% of the US\$1.1 billion appeal).

Figure 6: Overall humanitarian assistance in 2013



Source: UN OCHA FTS data. 10 largest recipients of overall humanitarian assistance, including pooled funding (CHF, CERF, and ERF) and funding outside of the appeal.

UN pooled funding

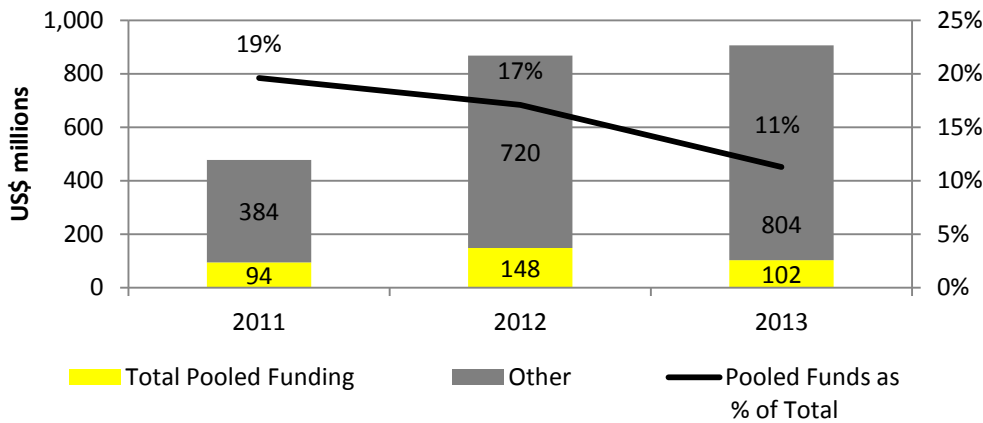
In 2012, South Sudan was the largest recipient of UN pooled funding, according to the UN (OCHA) Financial Tracking Service (FTS) data. Funding received from the Central Emergency Response Fund (CERF), Emergency Response Fund (ERF), and the Common Humanitarian Fund (CHFs) amounted to US\$148 million (17% of the overall humanitarian funding received by South Sudan in 2012). The majority of this pooled funding (US\$108 million) came from the CHF, while US\$40 million was received from the CERF. Because the CHF is a country-based pooled funding mechanism it is designed to allow for a quicker response to urgent humanitarian needs.

In 2013, as overall humanitarian funding rose to US\$906 million, the share and the total amount of pooled funding dropped to US\$102 million (11.3% of total funding).²⁶ CHF funding dropped to just under US\$90 million, while CERF funding fell to US\$12 million. In 2014, the sudden onset of the emergency has seen both CERF and CHF funding disbursed during the first month. By 20 January

²⁶ UN OCHA FTS data is used for overall humanitarian assistance to South Sudan.

2014, the CHF had received US\$32 million of funding with Germany and the UK the two major donors. And, as Figure 5 demonstrates, US\$15 million of CERF funding had also been used to respond to the crisis.

Figure 7: South Sudan pooled funds

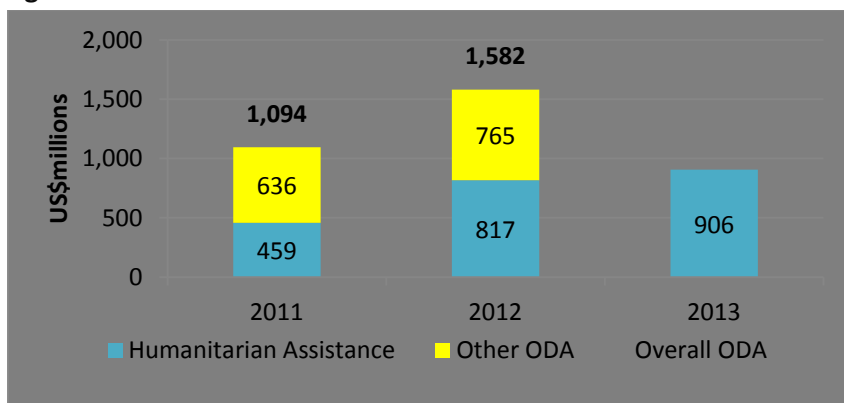


Source: UN OCHA FTS data downloaded on 2 January 2014.

ODA for humanitarian assistance

Official development assistance (ODA) to South Sudan in 2011 was US\$1.1 billion increasing to US\$1.6 billion in 2012.²⁷ According to the Organisation for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) figures, in 2011 humanitarian assistance (US\$459 million) was less than half of total official overseas development assistance (US\$1.1 billion).²⁸ In 2012, humanitarian assistance (US\$817 million) accounted for half of ODA spending (US\$1.6 billion). But as [GHA’s report on South Sudan](#) from 2011 highlighted, because of reporting mechanisms and South Sudan’s independence in July 2011, 2011 data may not be comparable with that of later years.

Figure 8: ODA and humanitarian assistance to South Sudan from 2011 to 2013



Source: Data on humanitarian assistance and ODA for 2011 and 2012 are from the OECD DAC CRS and is for all donors, not just DAC members. UN OCHA FTS data alone are used for 2013, as DAC data will not be available until December 2014.

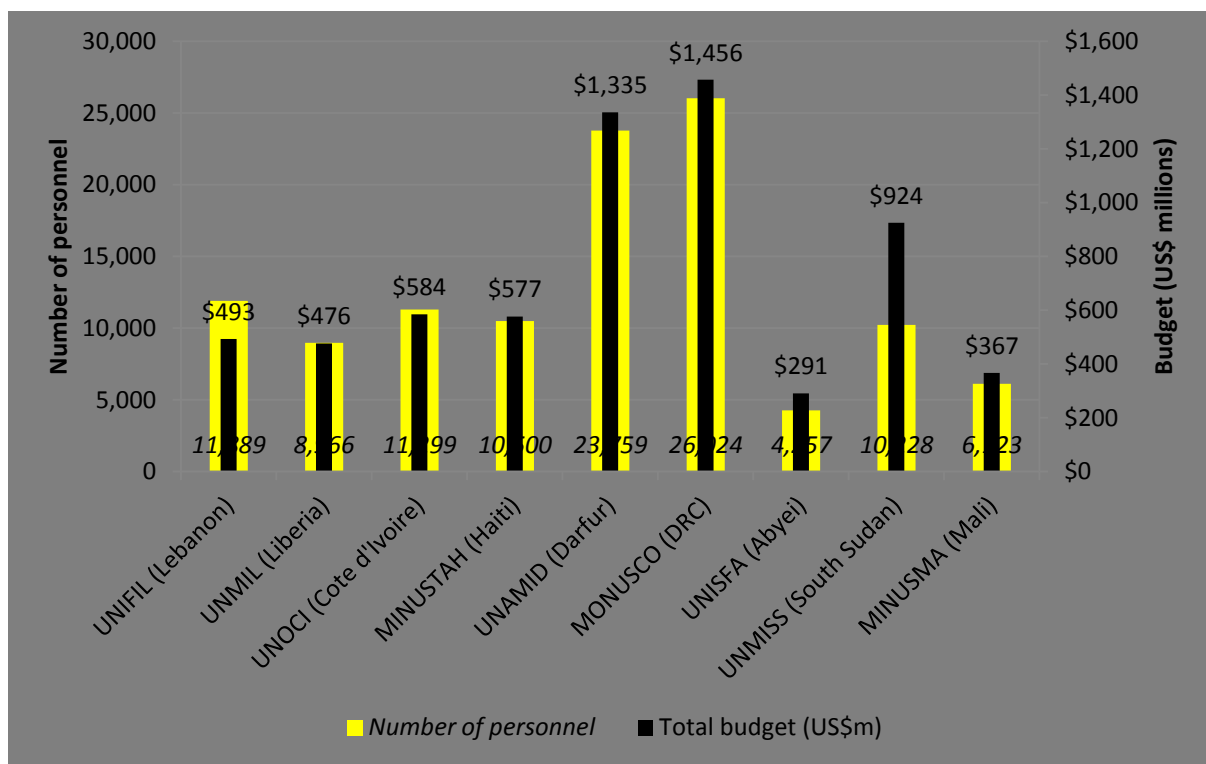
²⁷ Global Humanitarian Assistance (GHA), [Aid in transition \(South Sudan\)](#), 2013.

²⁸ OECD DAC data available at <http://stats.oecd.org/Index.aspx?datasetcode=TABLE2A>.

Peacekeeping in South Sudan

With around 67,000 people believed to be sheltering at a number of UN bases in South Sudan and protection a key concern, the peacekeeping mission in South Sudan is also under the spotlight. On 24 December 2013, the [UN Security Council](#) approved a recommendation to temporarily increase the UN peacekeeping force of UNMISS by 5,500 troops and 400 police to 12,500 troops and 1,323 police to support the mission’s “protection of civilians” mandate.²⁹ Even if the troops arrive, and early signs are of a [slow deployment](#), logistics will remain a key challenge with a paucity of aircraft needed to adequately cover the country.³⁰ UNMISS has the third highest operating budgets (US\$924 million for FY2013/14) among UN peacekeeping missions globally.

Figure 9: Total number of personnel and annual budget (FY2013/14) in selected UN peacekeeping missions in October 2013



Source: UN DPKO.

Notes: data on overall peacekeeping figures is from 31 October 2013. These figures include civilian personnel, military and police. Smaller peacekeeping and political missions are not included on this chart.

²⁹ United Nations Security Council (UNSC), [Resolution 2132](#), 24 December 2013.

³⁰ Guardian, [South Sudan soldiers try to force entry into UN bases sheltering civilians](#), 20 January 2014.

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, and researches and publishes regular analysis. The programme is funded by the governments of Canada, Netherlands, Sweden and the United Kingdom.

For further details on the content of this briefing, please contact the author, Anna Osborne anna.osborne@devinit.org, or email our helpdesk gha@devinit.org

www.globalhumanitarianassistance.org

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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)