



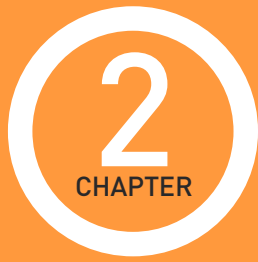
THE STORY

In 2014 large numbers of people continued to flee the conflict in Syria – adding to the 2.9 million refugees in camps and host communities in neighbouring Egypt, Iraq, Jordan, Lebanon and Turkey. This new camp in Jordan will be home to some of them.

The scale of the needs of both the refugees and the people remaining inside Syria prompted the largest ever appeals for humanitarian assistance – 36% of UN-coordinated global funding requirements as of July 2014. The sizeable international response to the Syrian crisis drove up the total international humanitarian response to an unprecedented amount in 2013.

CREDIT

© Mohammad Abu Ghosh /
Xinhua Press / Corbis



HOW MUCH WAS GIVEN

and was it enough?

The international community responded to the dramatic scale of need in 2013 with a record US\$22 billion in funding. This was a significant increase from the two previous years – and over US\$2.5 billion more than the previous peak of US\$19.4 billion in 2010, the year of the Haiti earthquake and the Pakistan floods. It also represented a sharp turnaround from the declines seen in 2011 and 2012. The international response to the crisis in Syria accounts for a large part of the 2013 rise. In 2013, 37% (US\$3.1 billion) of funding for UN-coordinated appeals went to the Syria crisis.

Yet even at these record levels of funding, under two-thirds (65%) of the needs outlined in the UN-coordinated appeals were met in 2013. There was an increase in the overall level of funding to the appeals compared with recent years, but the shortfall remains significant.

By the end of July 2014, UN-coordinated appeal requirements had increased by 31% on the previous year to US\$16.9 billion – only 37% of which had been met. This low level and slow start has implications for both delivery and planning. Both requirements and funding are expected to rise by the end of 2014.

WHAT IS HUMANITARIAN ASSISTANCE?

Humanitarian action is designed to save lives, alleviate suffering and maintain and protect human dignity during and in the aftermath of emergencies. This definition is set out in the Good Humanitarian Donorship (GHD) Principles and Good Practice guidelines.¹ In this report, humanitarian assistance, when used in the context of data, refers to the financial resources for this action.

As well as the fact that it is focused on emergencies, humanitarian assistance is different from other forms of foreign and development assistance because it is intended to be governed by the key humanitarian principles of:

- humanity – saving human lives and alleviating suffering wherever it is found
- impartiality – acting solely on the basis of need, without discrimination between or within affected populations
- neutrality – acting without favouring any side in an armed conflict or other dispute
- independence – ensuring autonomy of humanitarian objectives from political, economic, military or other objectives.

These principles are set out in the fundamental principles of the Red Cross and Red Crescent Movement, reaffirmed in UN General Assembly resolutions and enshrined in numerous humanitarian standards and guidelines such as the Sphere Humanitarian Charter.

There is no universal obligation or system for reporting expenditure on humanitarian assistance (see Chapter 9), so what is counted in humanitarian assistance reporting can vary by donor. However, the Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) does set out clear definitions of humanitarian assistance for those donors (both member and non-member) that report to its databases.

In this report, we use the term 'international humanitarian response' to describe the combined humanitarian assistance of:

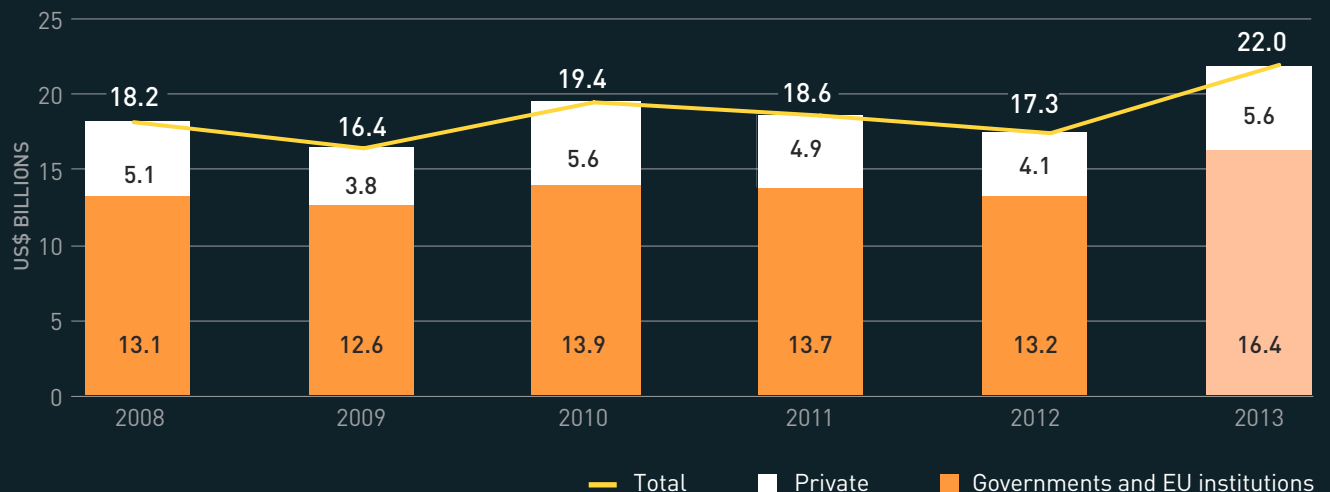
- international governments
- individuals, trusts and foundations, and private companies and corporations.

Figures for international humanitarian response are our own calculations based on the latest available data from several sources. For a fuller explanation of our methodology and definitions, please see the 'Data & guides' section at the end of this report.

International humanitarian response

FIGURE 2.1

International humanitarian response, 2008–2013



Source: Development Initiatives based on OECD DAC, UN OCHA FTS data and GHA's unique dataset for private voluntary contributions
Notes: Figures for 2013 are preliminary estimates (see Data & guides for further details).

International donors responded to the dramatic scale of need in 2013 with a record US\$22 billion in funding. This was a rise of 27% from the US\$17.3 billion given the previous year and of 13% from the previous record of US\$19.4 billion in 2010 – the year of the Haiti earthquake and the Pakistan floods.

The sharp rise was a turnaround from the lower levels of funding witnessed in 2011 and 2012. The international humanitarian response contracted by 4% between 2010 and 2011 and by a further 7% between 2011 and 2012.

This international humanitarian response includes funding reported from government donors and EU institutions, and from a diverse mix

of non-governmental (or private) sources – including individuals, trusts and foundations, and companies and corporations. As shown in Figure 2.1, and as detailed in Chapter 3, both government and private donors increased their funding in 2013.

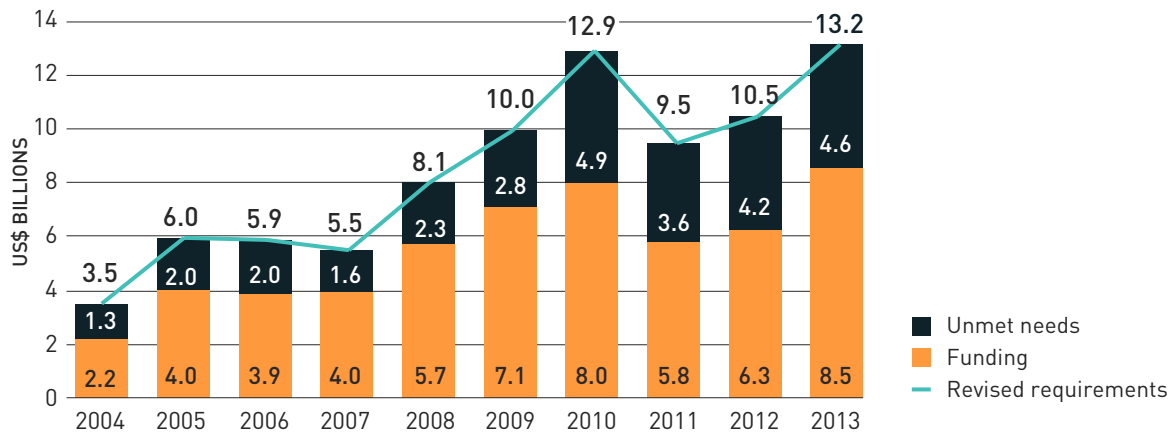
A large part of the increase in 2013 was directed to the Syria crisis. A combined total of US\$4.7 billion in funding was recorded in the UN Office for the Coordination of Humanitarian Affairs (OCHA) Financial Tracking Service (FTS) for responses both within Syria and in neighbouring refugee-hosting countries.

The international community responded to the dramatic scale of needs in 2013 with a record US\$22 billion of funding.

Unmet needs

FIGURE 2.2

Funding and unmet needs, UN-coordinated appeals, 2004–2013



Source: Development Initiatives based on UN OCHA FTS data

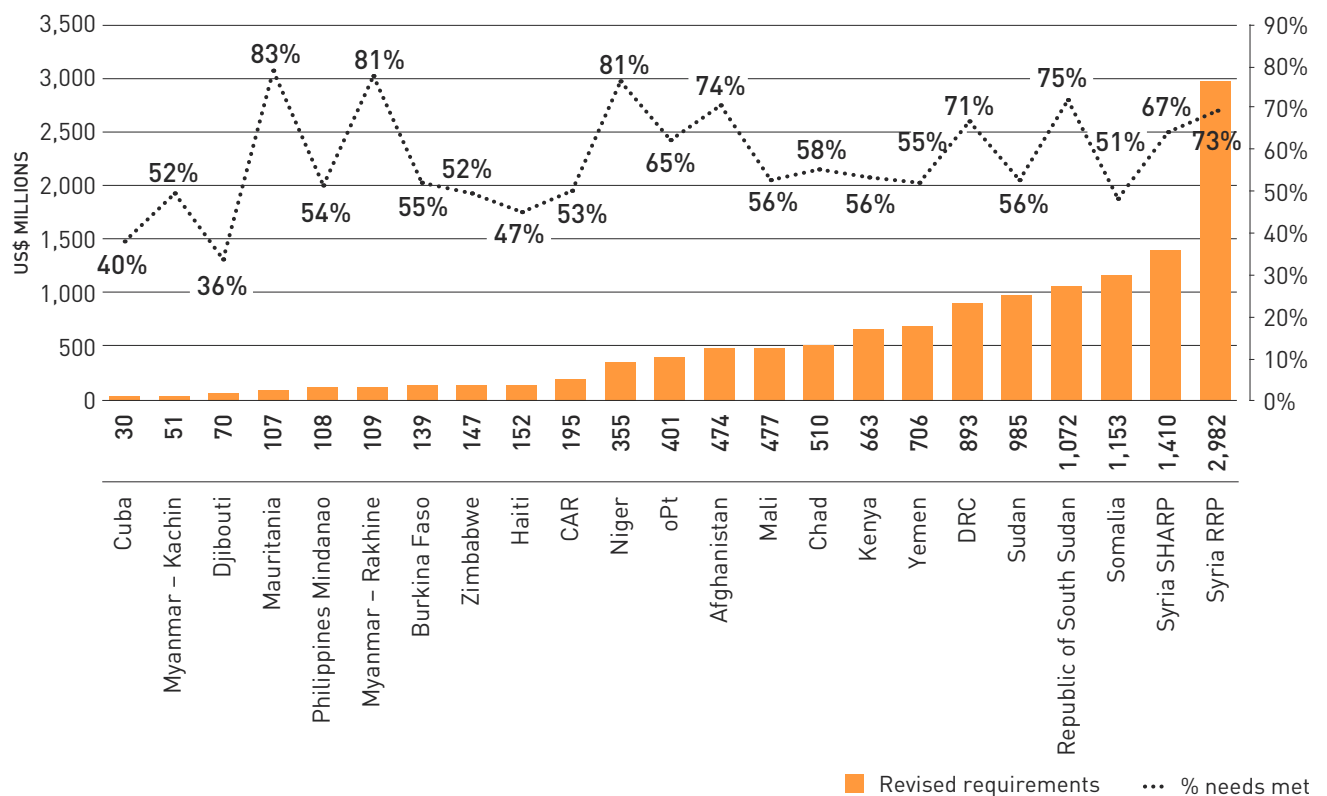
Notes: 2012 data includes the Syria RRP 2012 monitored by UNHCR. UN-coordinated appeals include SRPs and those inside and outside the previously named consolidated appeal process (CAP).

In 2013, US\$8.5 billion in humanitarian funding was channelled through UN-coordinated appeals. However, most donors channel some of their assistance outside of these appeals, so the total international humanitarian response includes funding to many programmes, recipients and crises that were not covered by the 23 UN-coordinated appeals in 2013. For example, the requirements of the International Red Cross and Red Crescent Movement are not covered by these appeals (see pages 22 and 23), nor were certain crises, such as the two cyclones in Madagascar in 2013.

Despite the limitations of using UN-coordinated appeals as a measure of funding according to need, they do provide an interesting, if partial, barometer. The US\$8.5 billion, provided in response to the US\$13.2 billion requested in 2013, was a record sum. As a result, the appeals were 65% funded at the end of the year (compared with 60% in 2012). Yet despite this rise, the share of needs met fell short of the 2004–2013 average (66%) and also left over one-third of appeal requirements unmet.

FIGURE 2.3

Revised requirements and proportion of needs met, UN-coordinated appeals, 2013



Source: Development Initiatives based on UN OCHA FTS data

The UN-coordinated appeals for Syria in 2013 were on a scale never seen before – and drove up total funding requirements. Together, the combined requirements of the Syria Humanitarian Assistance Response Plan (SHARP) and the Syria Regional Refugee Response Plan (RRP) amounted to US\$4.4 billion. These requirements had already been outstripped by July 2014 totalling over US\$6 billion; US\$2.3 billion for humanitarian assistance within Syria and US\$3.7 billion for support to refugees and host communities in neighbouring countries.

As the GHD principles state, funding humanitarian action in new crises should not adversely affect meeting needs in ongoing crises. It is hard to quantify the impact the Syria crisis has had on other crises in terms of funding and delivery of humanitarian response. However, at an aggregate, rather than individual country level, it appears not to have led to a reduction in funding to other UN-coordinated appeals. Excluding the appeals for Syria in 2013, the total sum requested was lower than the previous year – falling from US\$9.7 billion in 2012 to US\$8.8 billion in

2013. The total proportion of needs met in the appeals, excluding Syria, actually increased slightly from 60% in 2012 to 62% in 2013.

There was, however, significant variation between appeals, as Chapter 4 elaborates. Out of the 23 appeals in 2013, 14 were below this overall 62% level of funding and three had less than half their needs met. Djibouti received the lowest level funding (36%), despite having the third smallest appeal. By way of contrast, Mauritania had the highest proportion (83%) of its requirements met.

The UN-coordinated appeals process changed in 2014 with the aim of achieving a more accurate picture of needs than the previous consolidated appeal process (CAP) allowed. The CAP had a number of recognised limitations, including assessments of needs skewed by what agencies intended to deliver or could hope to receive. So the UN appeal process for each crisis or country is now split into a number of parts to reflect the different stages of the humanitarian programme cycle – including a humanitarian needs overview and a strategic response plan (SRP), which details the funding required.

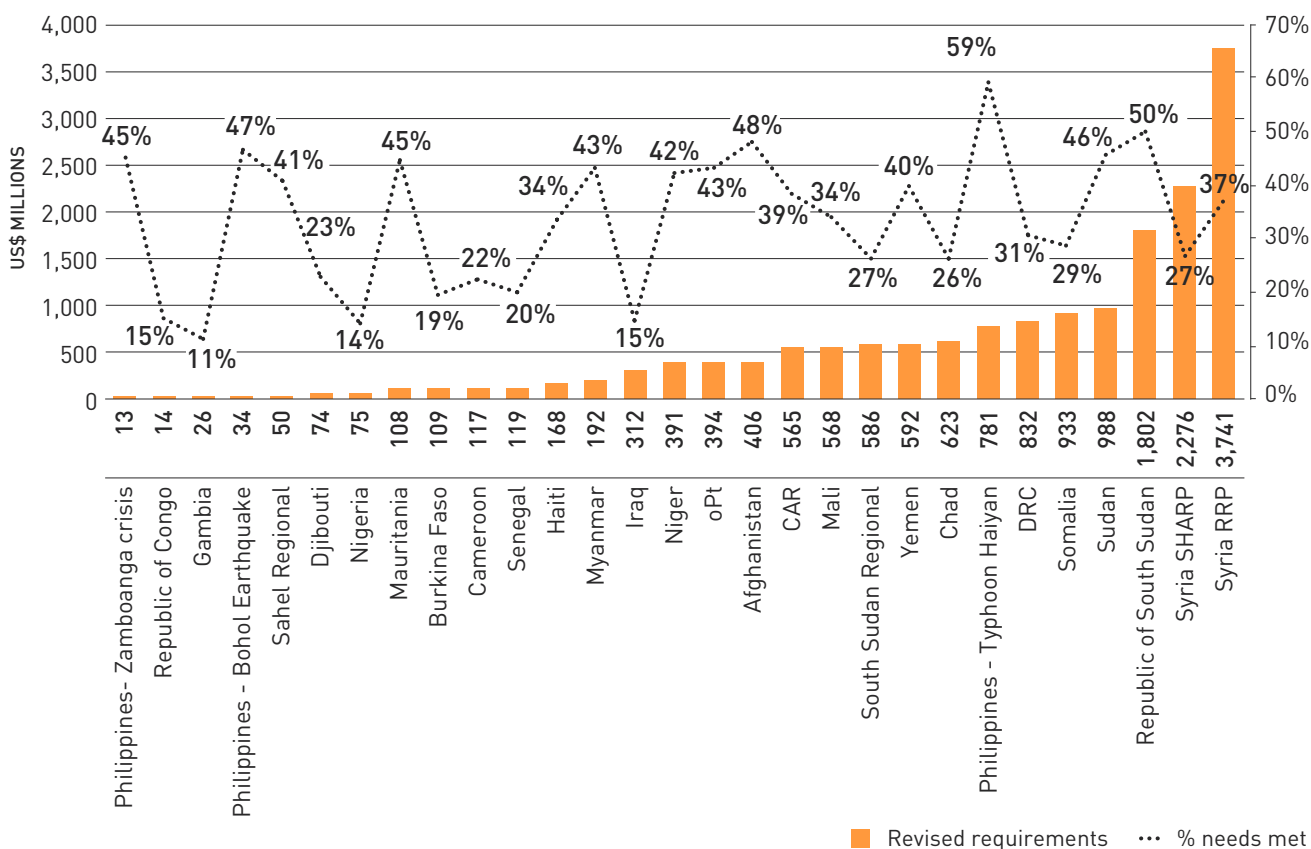
By the end of July 2014, 29 SRPs had been published with total requirements of US\$16.9 billion. This is not a definitive figure for 2014 – requirements may continue to rise as crises escalate or as new SRPs are added.

Of this US\$16.9 billion, a total of US\$6.2 billion had been funded by July meaning that seven months into the year, 37% of requirements had been met, with significant implications for planning and delivery of a timely and effective humanitarian response (see Chapter 7).

The two UN appeals for the Syria crisis account for 36% (US\$6.5 billion) of the 2014 requirements, and 32% of the total met. Gambia, Nigeria Senegal and Cameroon, which have not had appeals since 2000, all have SRPs in 2014. The levels of funding were low, at 11%, 14%, 20% and 22% respectively.

FIGURE 2.4

Revised requirements and proportion of needs met, UN-coordinated appeals, 2014

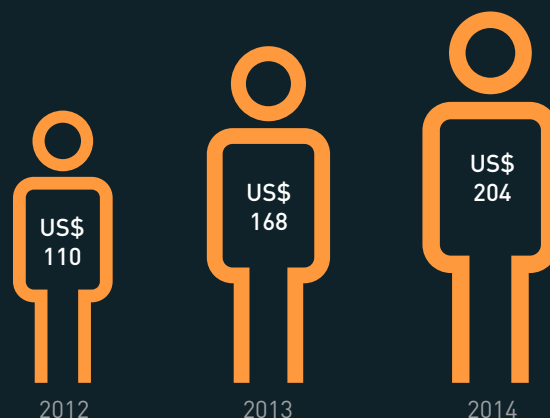


Source: Development Initiatives based on UN OCHA FTS data
 Notes: Data downloaded 28 July 2014, and subject to change. South Sudan Regional is a Regional Refugee Response Plan covering interventions in Ethiopia, Kenya, Sudan and Uganda.

In focus: Requirements per targeted beneficiary of UN-coordinated appeals

FIGURE 2.5

Average requirements per targeted beneficiary of UN-coordinated appeals, 2012-2014



Source: Development Initiatives based on data from UN OCHA FTS, UN-coordinated appeals, UN OCHA Overview of Global Humanitarian Action at Mid-Year 2013 and UN OCHA Overview of Global Humanitarian Action, 2014
 Note: Data downloaded 28 July 2014, 2014 figure subject to change.

UN-coordinated appeals use the term 'targeted beneficiaries' to refer to the number of people that its programmes aim to reach with humanitarian assistance. As of July 2014, there were 83 million such targeted beneficiaries. This compares with 78 million in 2013 and 95 million in 2012.

By end July 2014, SRP requirements per targeted beneficiary stood at US\$204. This is the second consecutive annual increase, up from US\$168 per targeted beneficiary in 2013 and US\$110 per targeted beneficiary in 2012.

The aggregated figures mask significant variations between countries. For example, as of July 2014 the South Sudan RRP (covering Ethiopia, Kenya, Sudan and Uganda) requested the highest amount per beneficiary (US\$920). This is followed by the Syria RRP (US\$576, up from US\$559 in 2013) and the Somalia appeal (US\$467, up from \$303 in 2013). At the other end of the scale, just under half of the 2014 appeals have levels below US\$200 per targeted beneficiary, the lowest being Nigeria and Cameroon (US\$9 and US\$19 respectively).

The costs of providing humanitarian assistance are bound to differ according to the type of needs, location and context. For example, transporting a water borehole drilling rig to a remote, conflict-affected area will cost more than food distribution in an accessible, organised camp setting. Costs associated with the food component of appeals alone can vary widely depending on factors such as:

- specific nutritional needs – for example, a food distribution with a heavy nutrition component costs more than a straightforward school feeding programme
- variation in food prices between regions and countries – for example, purchasing food locally for the Syria response may cost more per person than purchasing comparable food items in Afghanistan
- transport and access – for example, costs will rise where air transport is required
- project duration – for example, some crises require short-term emergency feeding programmes while others may require ongoing food security operations.

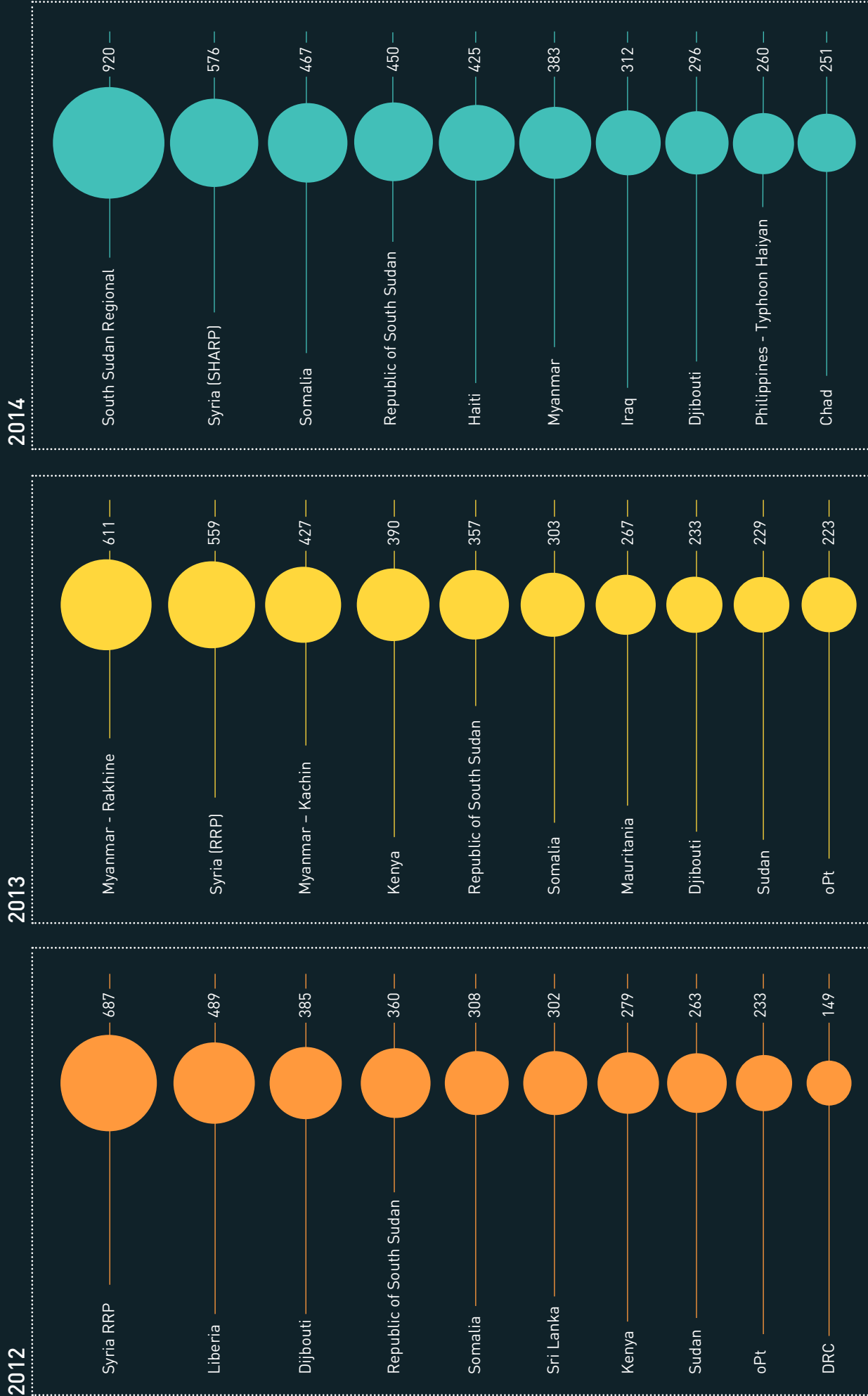
There are many methodological challenges in arriving at an overall appeal budget based on costing the needs per beneficiary. However, as explained in Chapter 9, a number of SRPs – including those for Afghanistan and Democratic Republic of Congo (DRC) – have changed their costing models to try to do just this, and so move away from the project-based costing model of the former UN CAP appeals.

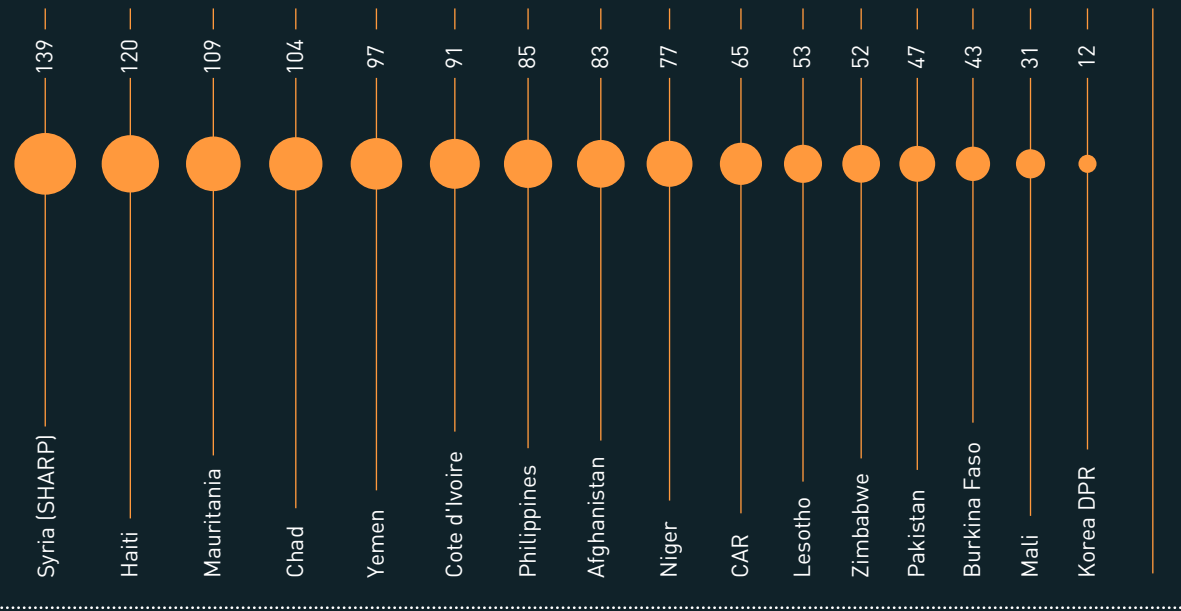
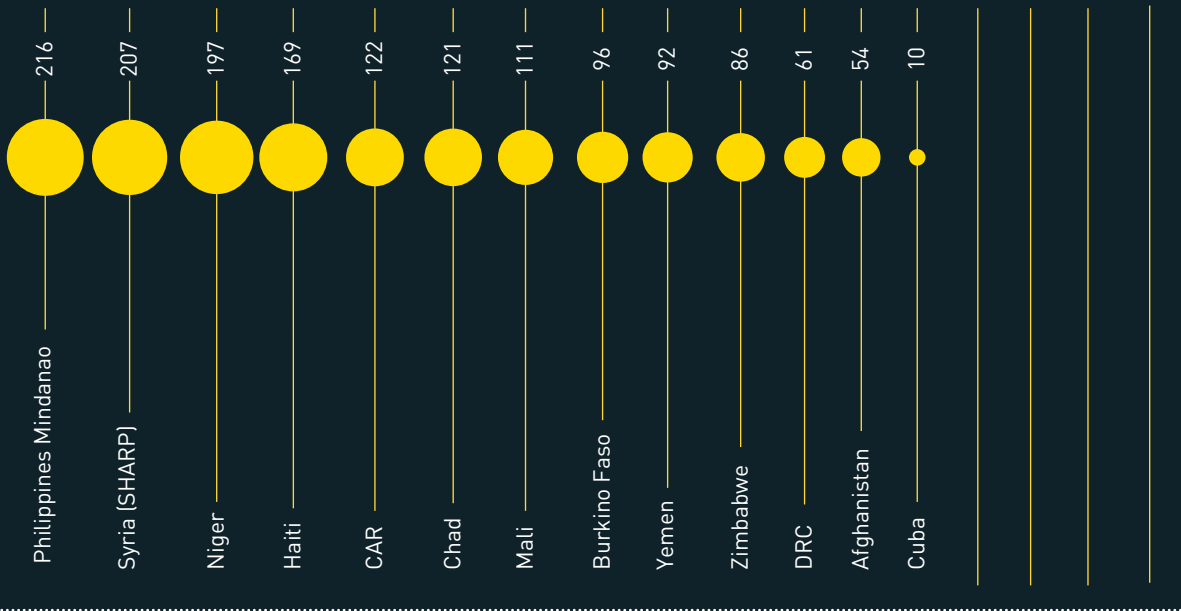
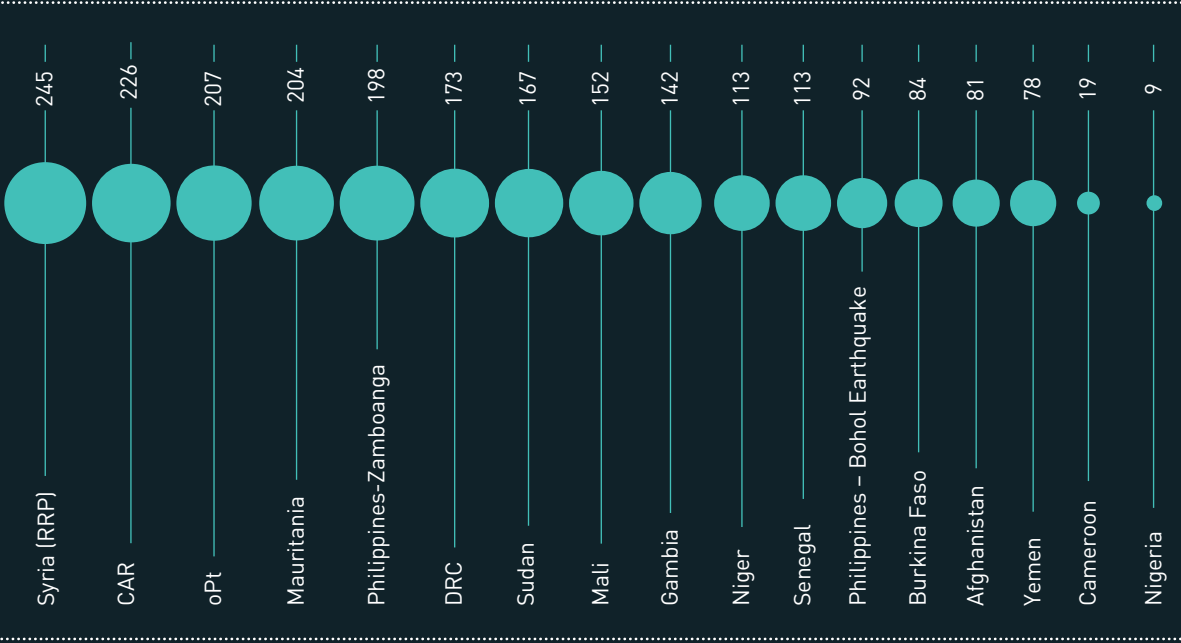
By July 2014, requirements per targeted beneficiary stood at US\$204, up from US\$168 in 2013.

FIGURE 2.6

Requirements per targeted beneficiary in UN-coordinated appeals: 2012, 2013 and 2014

US\$



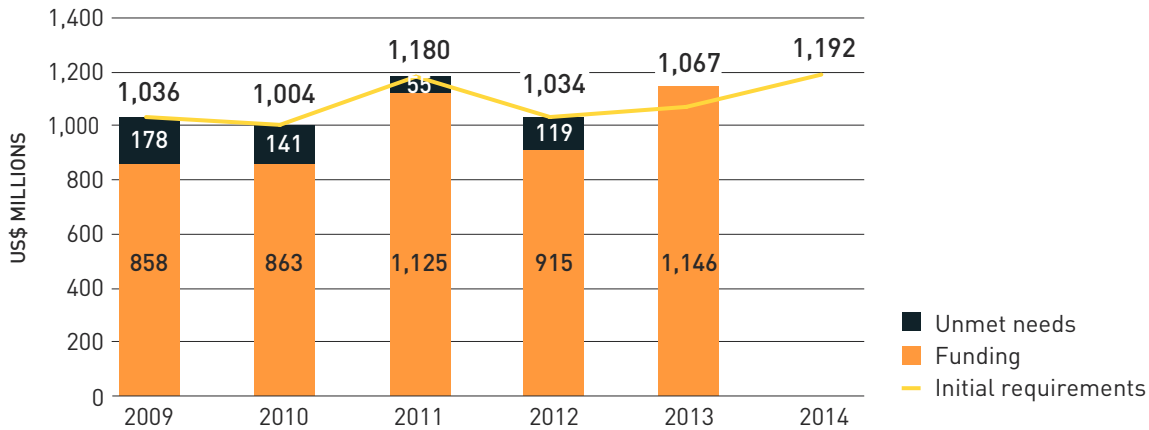


Source: Development Initiatives based on data from UN OCHA FTS, UN-coordinated appeals, UN OCHA Overview of Global Humanitarian Action, 2014
 Notes: 2012 data downloaded 2 June 2014, subject to change. Does not include the UN-coordinated appeal for the Republic of Congo for which the amount requested and the target population figures were being amended at the time of analysis; nor the regional Sahel appeal, which combines nine country-specific appeals (already included separately in the analysis) with an additional regional component. 2013 data downloaded 14 May 2014. Includes CAP and non-CAP appeals (Cuba, Zimbabwe, Myanmar-Kachin, Myanmar-Rakhine, Syria RRP). 2014 data downloaded 28 July 2014, and subject to change.

Red Cross and Red Crescent Movement appeals

FIGURE 2.7

Funding to ICRC emergency appeals against requirements, 2009–2014



Source: Development Initiatives based on ICRC annual reports
 Note: No income data currently available for 2014.

The International Federation of Red Cross and Red Crescent Societies (IFRC) and the International Committee of the Red Cross (ICRC) have their own appeal processes, which are separate from the UN appeals system. The primary focus of the IFRC is to respond to natural disasters, while the ICRC focuses on conflict and protracted crises. While the IFRC issues crisis-specific appeals, the ICRC produces an annual emergency appeal, which is broken down by needs per country, followed by specific appeals in the event of increased needs. At US\$1.2 billion, the ICRC 2014 emergency appeal has the highest initial budget to date.²

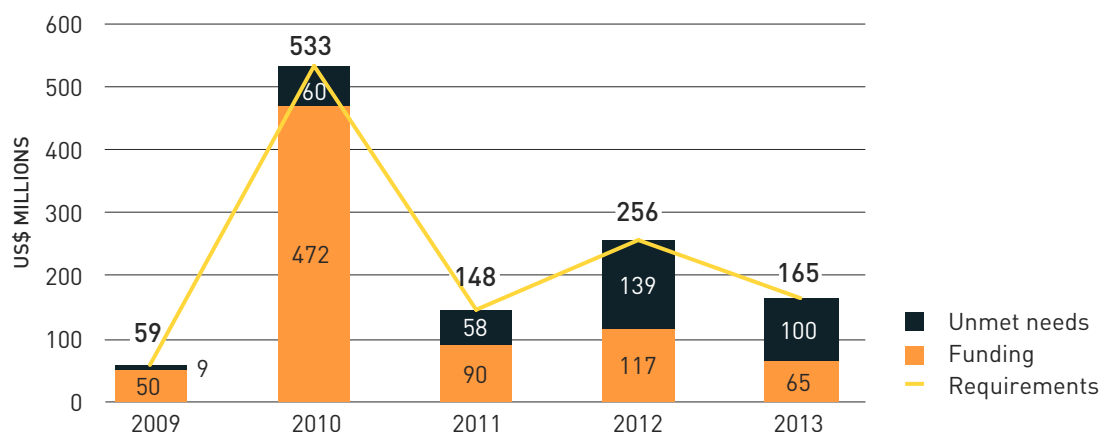
Budget extensions added throughout the year (i.e. in addition to the initial budget) can be substantial. For example, initial budget requirements for the ICRC emergency appeal in 2013 were set at just under

US\$1.1 billion but eight budget extensions were launched in response to major escalations in needs that year. The largest of these was for US\$67 million in response to the Syria crisis.³

ICRC emergency appeals are consistently well-funded compared to most UN appeals with over 80% of funding requirements met each year since 2009. And in 2013, responding to the increase in need, its appeal received US\$1.1 billion – a record level of funding, which actually exceeded the initial pre-extension budget.

FIGURE 2.8

Funding to IFRC emergency appeals against requirements, 2009–2013



Source: Development Initiatives based on IFRC annual reports

Notes: Figures in this graph may differ from previous years reports. Each year GHA reviews all the latest emergency appeal documents, figures and dates are often subject to change.

IFRC's natural disaster focus creates volatile funding requirements, with peaks when there is a major disaster. The IFRC's total requirement for appeals launched in 2013 stands at US\$165 million, of which 39% had been funded by April 2014. This represents a reduction in both volume and proportion of needs met from 2012's US\$256 million appeal, which was 46% funded.

While many high profile crises have both IFRC and UN-coordinated appeals, IFRC does also launch appeals for which there are no other international appeals. In 2013, these included:⁴

- US\$1.6 million to reach 40,000 people affected by Cyclone Mahasen in Bangladesh – 71% funded
- US\$3.3 million to reach over 52,000 people affected by floods in several regions across Kenya – 37% funded

- US\$1.3 million to reach 11,000 households affected by drought in north-western Namibia – 80% funded
- US\$2.2 million to reach 23,100 people affected by a tropical cyclone that hit Puntland, Somalia – 31% funded from latest update.⁵

As explained in Chapter 3, the IFRC has consistently relied on private sources for the majority of its funding (65%–96% between 2008 and 2012). This is in stark contrast to the ICRC, which derives the majority from government donors.