

WHERE DOES IT GO?

While the international humanitarian response has increased significantly, it is still not enough to fully meet global needs. Although responding to needs is central to humanitarian commitments, donors make choices as to where to direct their finite resources, prioritising certain crises over others and responding to institutional preferences. In the absence of a global process for division of labour in humanitarian response, the result is an uneven coverage of needs with a set of established and high-profile recipients and an entrenched set of forgotten crises.

In 2012, 37% of the international humanitarian response went to the top 10 recipient countries – 24% to just five countries. Combined, these top five recipient countries represented 39% of all UN-coordinated appeal requirements for that year. Half of the top 10 recipient countries have long been donor priorities – appearing in the top 10 every year for the past five years. However, Syria attracted more funding than any of those well established major recipients in 2012.

Just as priority crises with longer-term needs tend to retain donor interest for several years, forgotten crises tend to remain deprioritised for funding. The European Commission's Department of Humanitarian Aid and Civil Protection (ECHO)'s forgotten crisis assessment (FCA) index identifies crises that have been overlooked or neglected by the international community. Many countries, including India, Nepal, Myanmar and Algeria, repeatedly appear in the index.

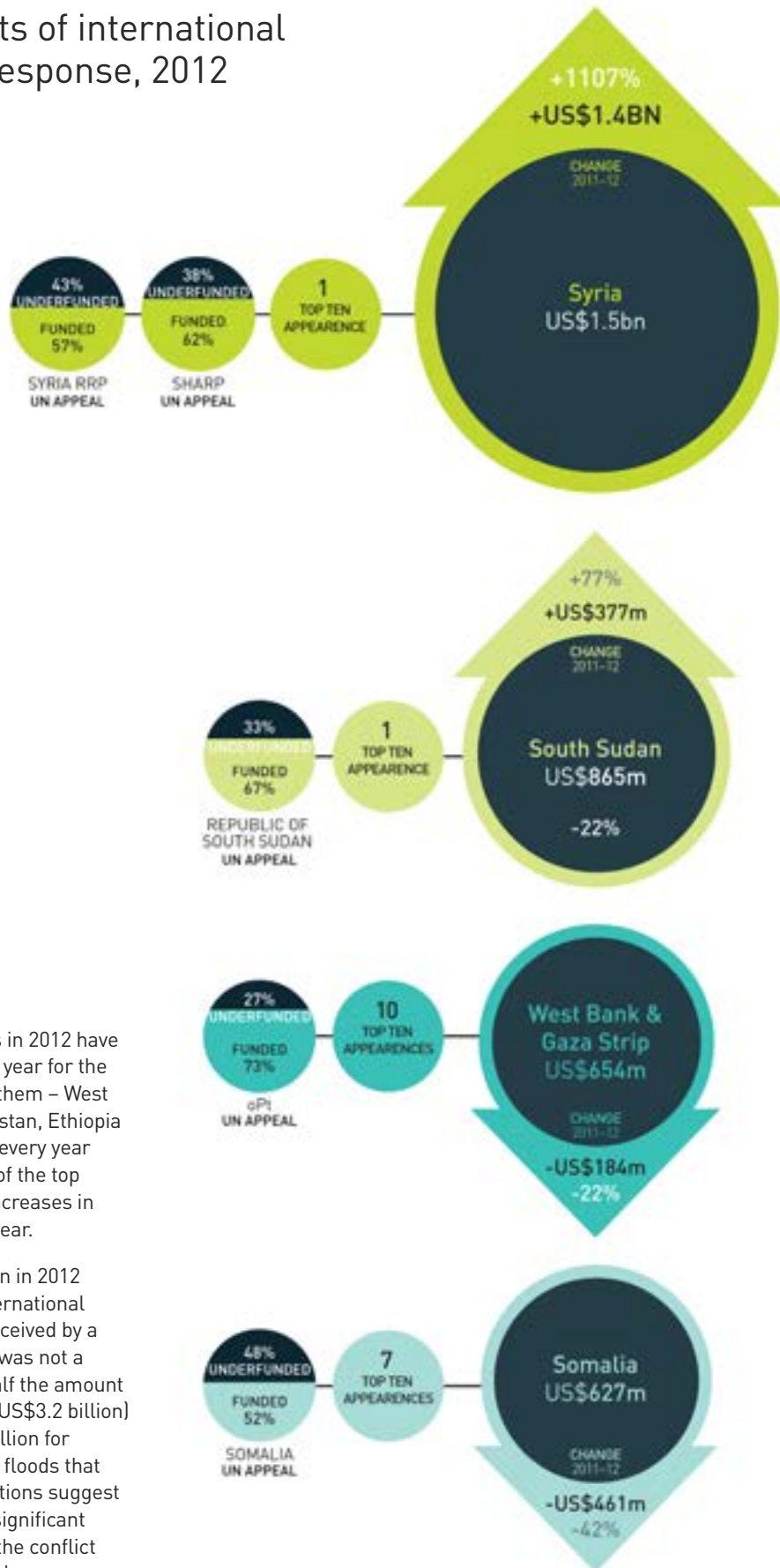
Levels of funding to crises with a UN-coordinated appeal also present a stark picture of uneven response to needs. While UN-coordinated appeals were, overall, 60% funded in 2012 and 65% funded in 2013, there is an average 57 percentage point difference between the best and worst funded crises over the 2009–2013 period. Private funding allows some delivery agencies a degree of flexibility to redress the balance. Only two of the top five recipients of bilateral government funding in 2012, South Sudan and Somalia, were among the top five recipients of private funds in the same year.

DATA POVERTY: TIMELINESS

We use the Organisation for Economic Cooperation (OECD)'s Development Assistance Committee (DAC) Creditor Reporting System (CRS) for contributions from DAC donors. However, complete data relating to the recipients of DAC donor funding in 2013 is not available until December 2014. Therefore, while every attempt is made to use 2013 data wherever possible, there are some instances where we have to refer to 2012 figures.

FIGURE 4.1

Top 10 recipients of international humanitarian response, 2012



Half of the top 10 recipients in 2012 have featured in the top 10 every year for the past five years, and four of them – West Bank & Gaza Strip, Afghanistan, Ethiopia and Sudan – have featured every year for the past 10 years. Four of the top 10 recipients in 2012 saw increases in funding from the previous year.

Syria received US\$1.5 billion in 2012 – the largest amount of international humanitarian assistance received by a single crisis that year. This was not a record figure, it was only half the amount that Haiti received in 2010 (US\$3.2 billion) and less than the US\$2.2 billion for Pakistan in response to the floods that same year. However, indications suggest that 2013 data will show a significant rise in funding for Syria as the conflict escalated going into its third year.

Source: Development Initiatives based on OECD DAC and UN OCHA FTS data

Note: 'Top ten appearances' indicates number of top ten appearances in the past 10 years. The Syria RRP 2012 focuses on four countries: Lebanon, Jordan, Turkey and Iraq. oPt = occupied Palestinian territory; DRC = Democratic Republic of Congo; RRP = Syria Regional Refugee Response Plan; SHARP = Syria Humanitarian Assistance Response Plan

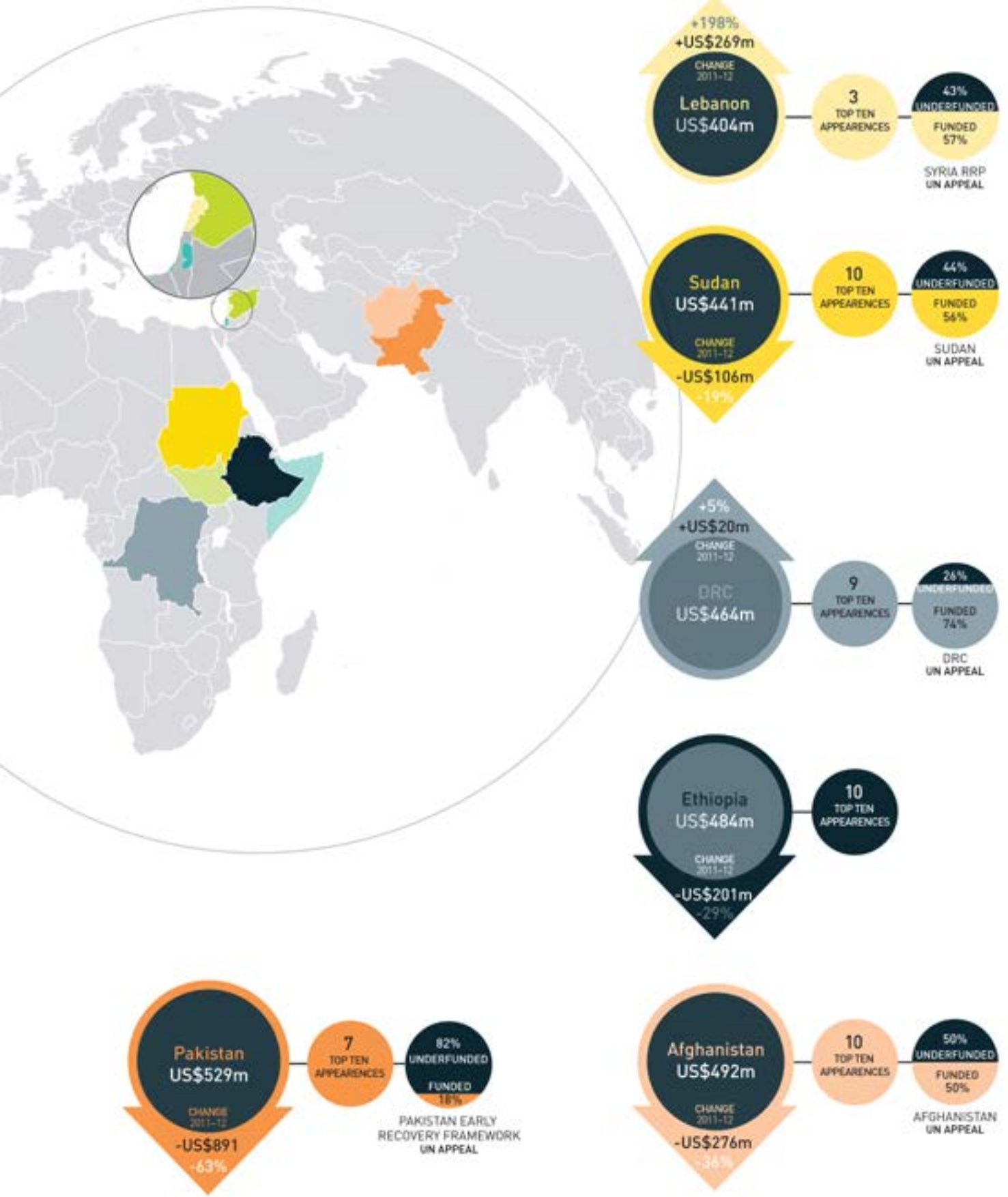
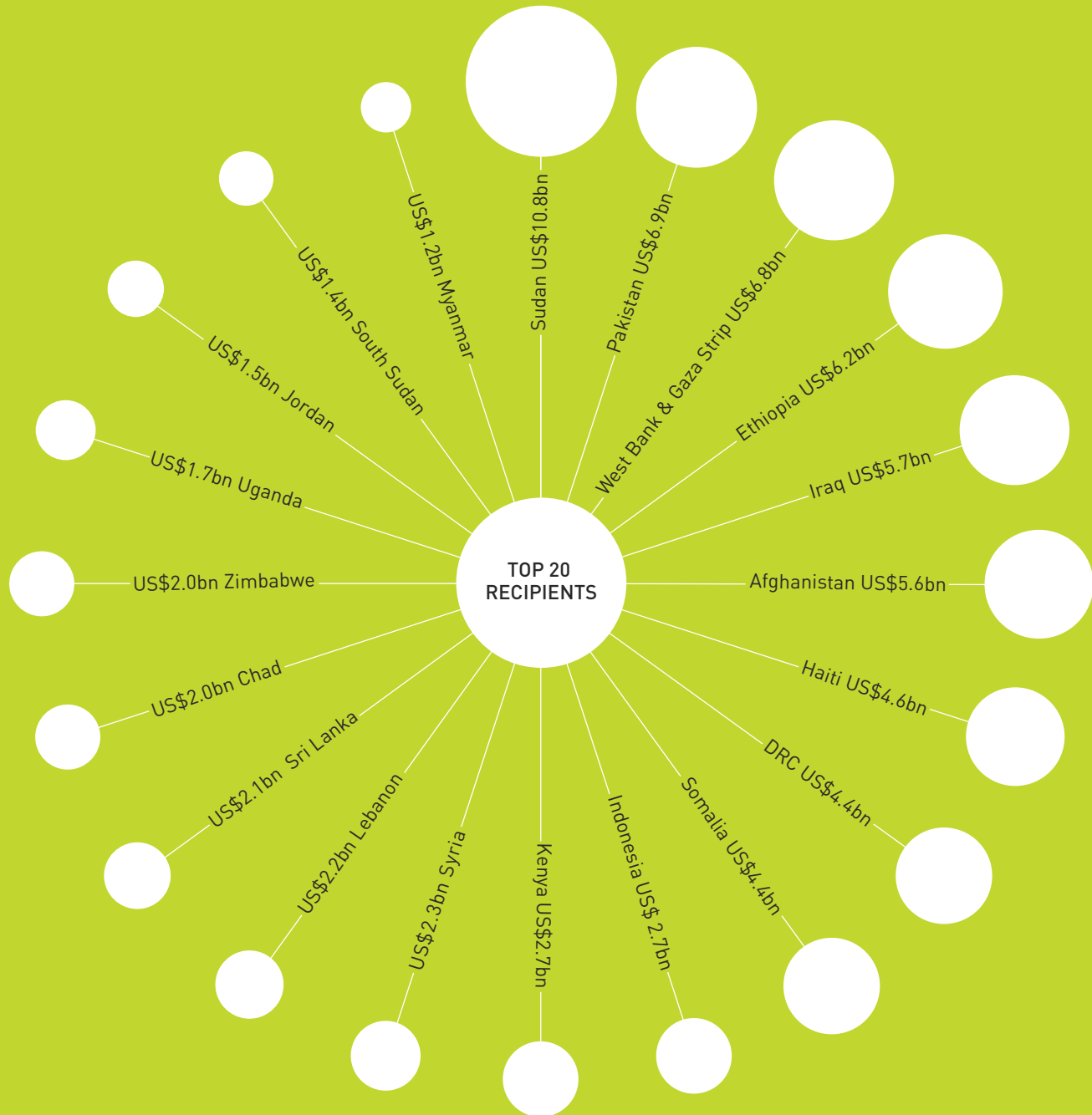


FIGURE 4.2

Top 20 recipients of international humanitarian response, 2003–2012



Source: Development Initiatives based on OECD DAC and UN OCHA FTS data

The top 20 recipients of international humanitarian response over this 10-year period accounted for 75% of all country-allocated humanitarian assistance. The top five recipients accounted for 36%.

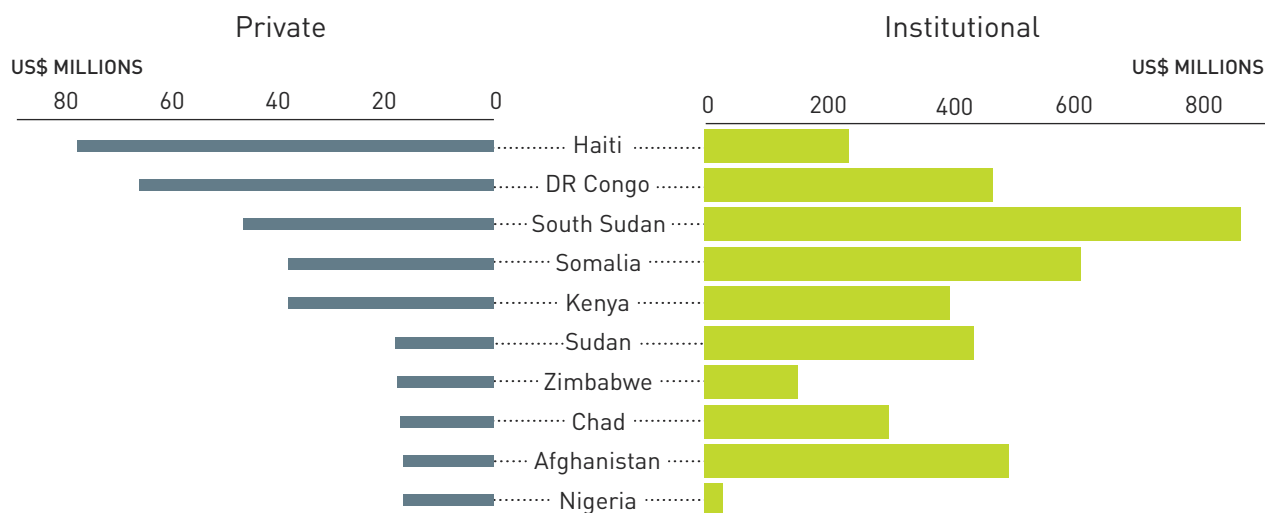
Some countries are consistently in the top 20 due to protracted or recurrent

crises. Amongst these are Sudan, Afghanistan, West Bank and Gaza Strip, Ethiopia and Somalia. Others, such as Haiti and Indonesia, appear in this list due to single, large-scale, natural disasters. Major crises have propelled others into the list more recently, including Syria, Jordan and the recently independent South Sudan.

For example, despite only receiving humanitarian assistance as an independent country since mid-2011, the volume of funding to South Sudan makes it the 19th largest recipient of humanitarian funding in the 10 years from 2003 to 2012.

FIGURE 4.3

Top 10 recipients of private humanitarian assistance and their humanitarian funding from governments, 2012



Source: Development Initiatives based on GHA’s unique dataset of private humanitarian funding, UN OCHA FTS and OECD DAC data

Geographic priorities for private spending are not the same as those of government donors. Only two of the top five recipients of bilateral government funding in 2012, South Sudan and Somalia, were among the top five recipients of private funds allocated by 10 of the organisations in our study set (see Data & guides).¹

crises that were accorded lower priority by government donors. In 2012, Haiti was the highest recipient of private funds – and only 17th on the list of recipients of government funding. Conversely, Syria was a high funding priority for governments but was a lower recipient of private funds from our study set organisations.

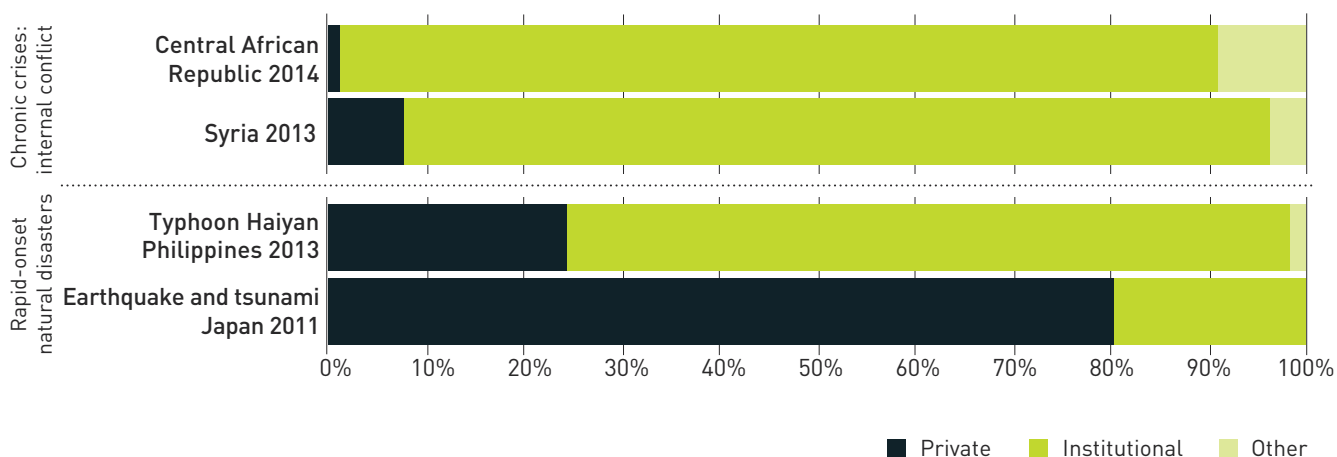
disasters than to slow-onset, chronic crises, such as those resulting from internal conflict. As seen in Chapter 3, this is illustrated by record levels of private funding in 2005 and 2010 in response to the Indian Ocean earthquake-tsunami and the Haiti earthquake. On average, a UK Disasters Emergency Committee (DEC) appeal in response to a natural disaster raises three times more than a conflict-related appeal.

In cases such as Haiti and Nigeria, private funds supported humanitarian

Private donors tend to respond more generously to rapid-onset, natural

FIGURE 4.4

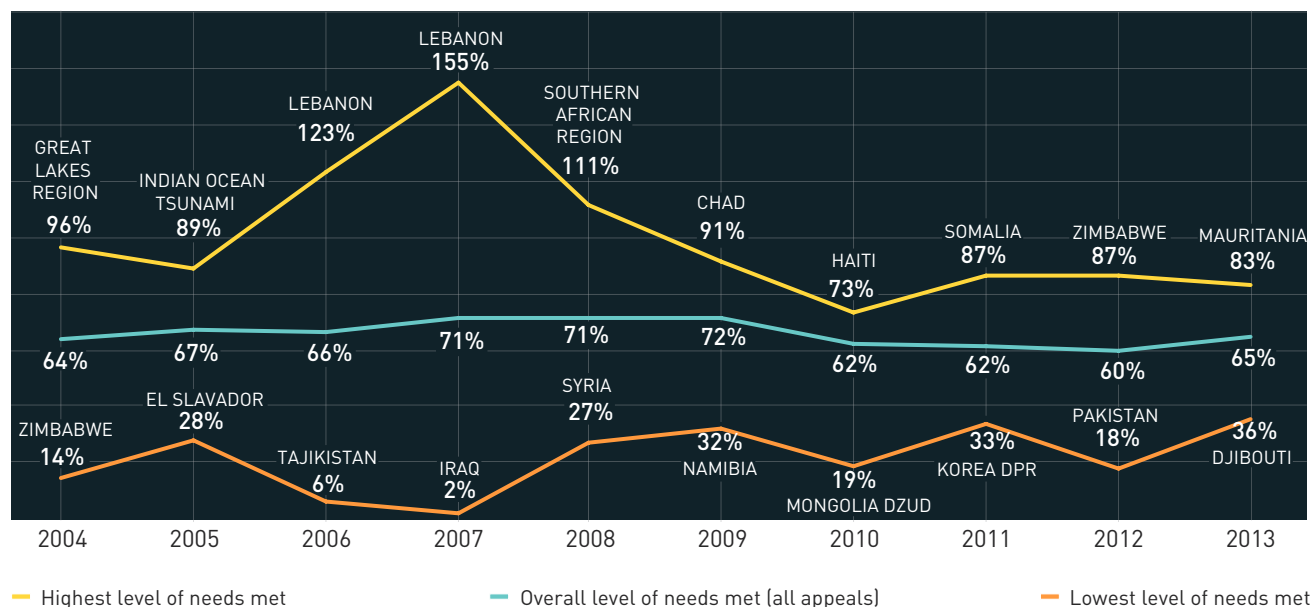
Proportion of funding from private, government and other donors for rapid-onset and chronic crises



Source: Development Initiatives based on UN OCHA FTS data

FIGURE 4.5

Best and worst-funded UN-coordinated appeals, 2004–2013



Source: Development Initiatives based on UN OCHA FTS data
 Note: Data reflects UN-coordinated appeals.

The difference between the best and worst-funded UN-coordinated appeals has significantly narrowed in recent years but remains wide. Between 2009 and 2013 it averaged 57 percentage points, compared with 99 percentage points over the 2004–2008 period.

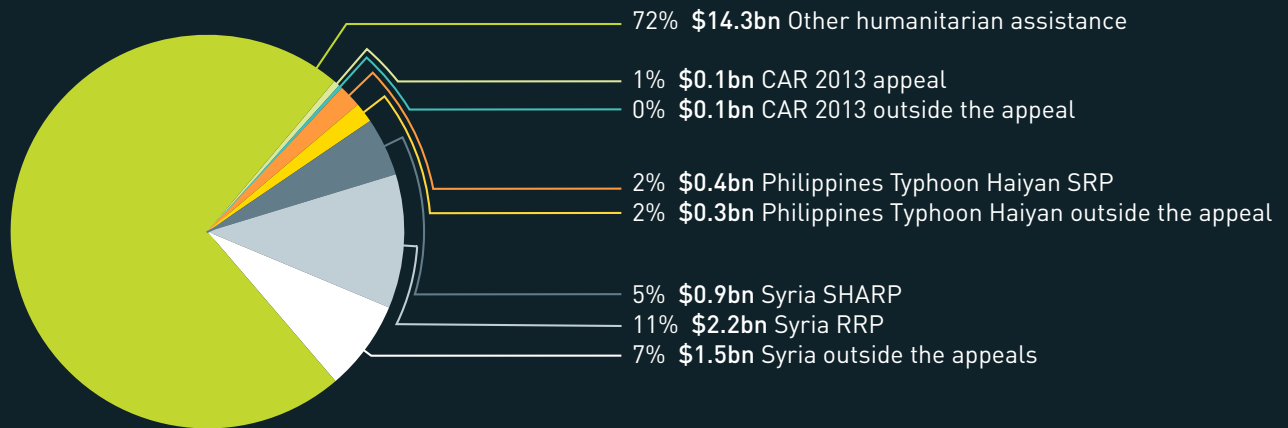
Of the 19 countries that had UN appeals in both 2012 and 2013, more than two-thirds (13) experienced a fall in the proportion of their requirements met. For a second consecutive year, Haiti’s appeal requirements were less than 50% funded. Before Typhoon Haiyan in November 2013, the Philippines had experienced the greatest fall in needs met – from 69% in 2012 to 54% in 2013.

Mauritania was the best-funded UN-coordinated appeal in 2013 with 83% of its requirements met, though this may be because it had the fourth lowest requirements (US\$107 million) out of the 23 appeals that year. However, there is not a clear correlation between size of appeal and level of funding – the lowest appeals do not always have the highest levels of coverage and, of the four appeals requesting over US\$1 billion, South Sudan had 75% coverage in 2013 while Somalia had just 51%.

In focus: 2013 'Level 3' emergencies

FIGURE 4.6

Funding to L3 emergencies and all other funding reported to UN OCHA's Financial Tracking Service (FTS), 2013



Source: Development Initiatives based on UN OCHA FTS data

Note: Level 3 appeals data downloaded 24th June 2014. 'Other humanitarian assistance' includes all other humanitarian assistance reported to UN OCHA FTS for 2013. While the CAR and Syria appeals are for the 2013 calendar year, the Philippines Typhoon Haiyan appeal runs from November 2013 to October 2014. As such, 2013 funding data for Typhoon Haiyan includes funding decisions made from the date of the typhoon up to and including 31 December 2013

By designating a crisis a 'Level 3' (L3) emergency, the UN's Emergency Relief Coordinator aims to mobilise the resources, leadership and capacity of the humanitarian system to respond to exceptional circumstances. The decision to designate an L3 emergency is based on five criteria: the scale, urgency and complexity of the needs, as well as the lack of

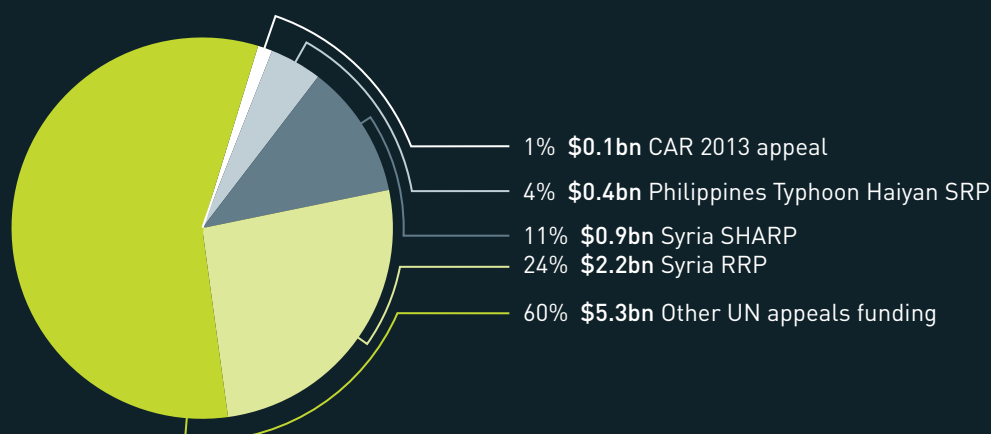
domestic capacity to respond and the "reputational risk" for the UN Office for the Coordination of Humanitarian Affairs (OCHA) and the UN."²

In 2013, there were three L3 designations – for the responses to the conflicts in Syria and Central African Republic (CAR) and to the typhoon in the Philippines. Of these, the Syria

appeal was overwhelmingly the largest. The combined requirements for the response within Syria (SHARP) and in neighbouring countries (RRP) was US\$4.4 billion – over 22 times larger than the appeal for CAR, which had revised requirements of US\$195.1 million. In February 2014, South Sudan also became an L3 emergency.

FIGURE 4.7

Level 3 appeals and all other UN-coordinated appeals funding, 2013



Source: Development Initiatives based on UN OCHA FTS data

Note: Data for Typhoon Haiyan includes funding decisions made from the date of the typhoon up to and including 31 December 2013. Data downloaded 24th June 2014. SRP = strategic response plan.

FIGURE 4.8

Forgotten crises

Forgotten emergencies cannot be detected simply by looking at volumes of funding or appeals data. They might not be the subject of UN-coordinated appeals (as in the case of Colombia or Algeria), and volumes of funding at a country level may conceal neglected crises at the sub-national level.

A number of ways have therefore been developed to identify, assess and respond to such emergencies, the best known, and perhaps most widely used of which, is ECHO's forgotten crisis assessment (FCA). The FCA is used by ECHO to identify crises that have been overlooked or neglected by the international community. These often include crises that affect particular groups or minorities within a country.

The FCA index is compiled annually using a series of weighted indicators to come up with an overall ranking of emergency situations. The following four factors are used to rank crises: vulnerability; media coverage; public aid per capita; and a qualitative assessment by ECHO geographical units and experts.

A number of countries appear in the forgotten crises rankings year on year. Appearing at the top of the index does not have a consistent correlation with the amount of humanitarian assistance received. Myanmar has appeared towards the top of the index every year since 2003-2004. Funding to Myanmar has increased and decreased in that time period in response to specific emergencies – Cyclone Nargis in 2008 in particular – but not apparently as a direct result of the FCA index.

However, in some cases, appearing at the top of the FCA index is immediately followed by an increase in funding. In CAR for example, EU humanitarian assistance has increased year on year since the country appeared in the index (with the exception of 2012) but its continued low ranking against the vulnerability, media coverage and the qualitative assessment indicators in particular mean that it remains on the list.

In 2013-2014, the highest scoring crisis on the index is Myanmar, scoring eleven points out of a possible twelve, followed by Algeria, CAR and Chad, all scoring 10 points. Bangladesh, Colombia, India, Papua New Guinea and Yemen all score nine.

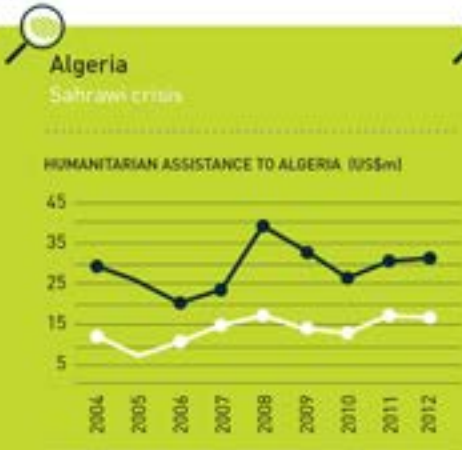
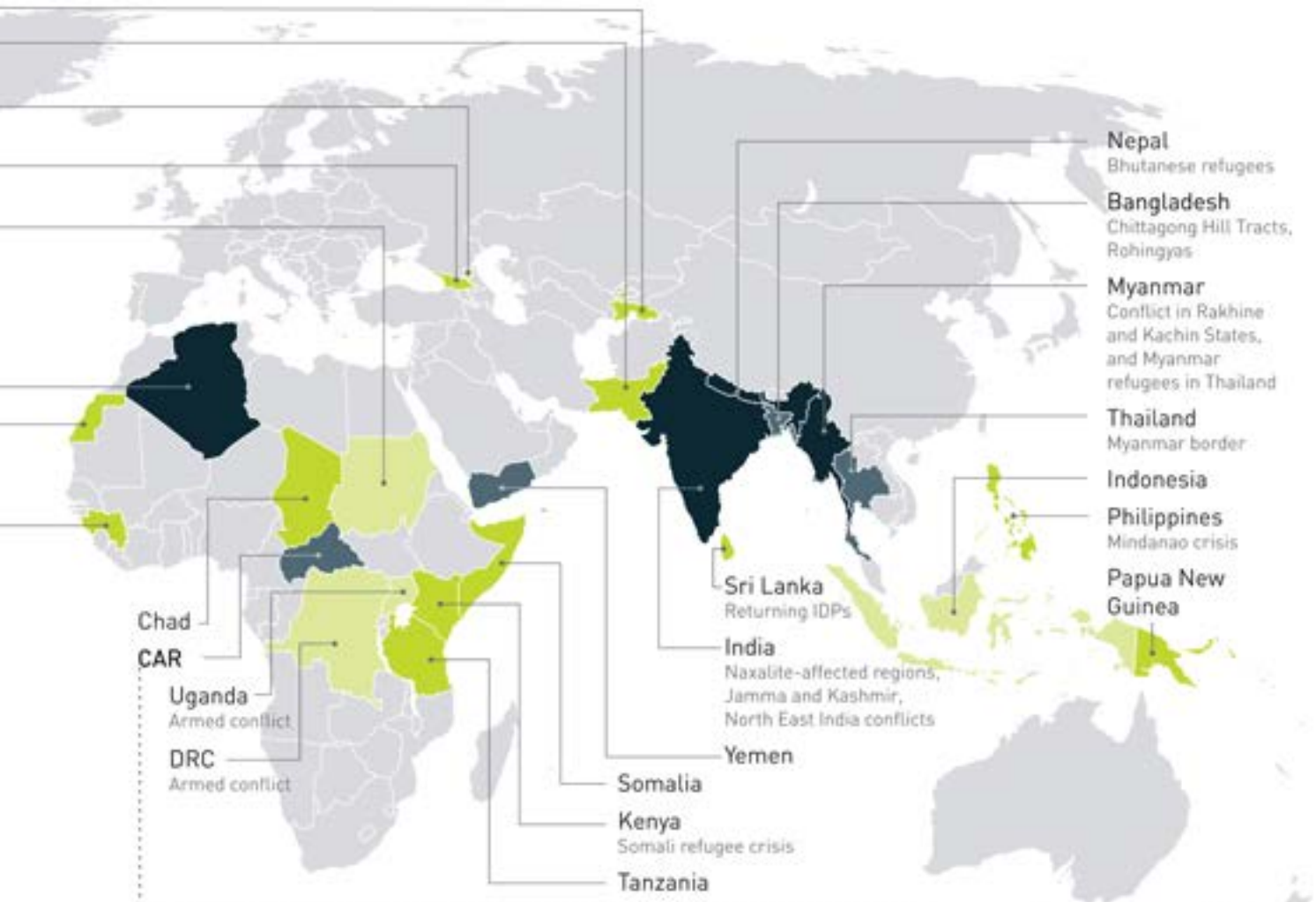


Priority countries on the ECHO FCA index, 2004-2014

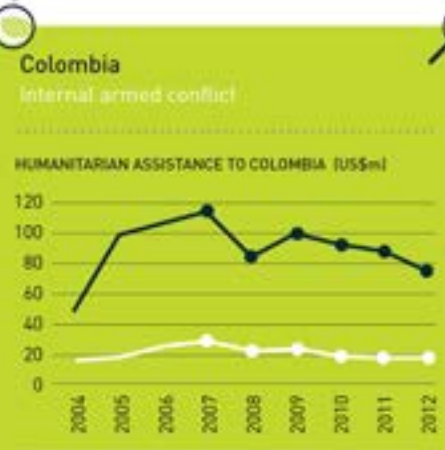
- Indicates years in which the country was prioritised on ECHO's FCA Index
- Humanitarian assistance from EU institutions
- International humanitarian assistance

Source: Development Initiatives based on OECD DAC data and the ECHO FCA index

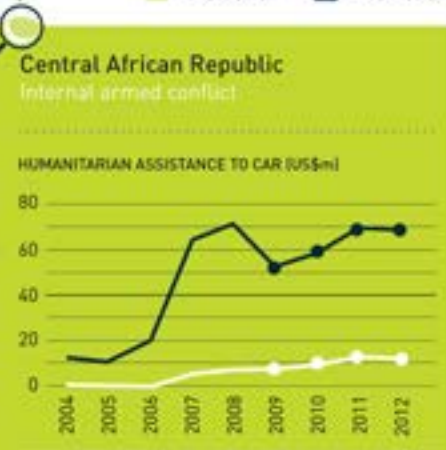
Notes: Funding from EU institutions is official bilateral humanitarian assistance. IDP = internally displaced persons.



Algeria has been a priority FCA index country 10 times between 2004–2014, due to the situation of Sahrawi refugees fleeing the conflict that spilled out of Western Sahara in the mid-1970s. 2005 was the only year that Algeria did not appear as a priority country on the index. That year saw a considerable decrease in EU and international humanitarian assistance from the previous year. The UN has never issued an appeal or strategic response plan (SRP) for Algeria.



As a result of internal armed conflict, Colombia has appeared as a priority country on the FCA index eight times – every year since 2007. In 2012 it received US\$75 million in international humanitarian assistance – a decrease of US\$13 million (15%) from 2011. The UN has never issued an appeal or SRP for Colombia.



CAR has appeared as a priority country on the FCA index six times – every year since 2009. UN appeals have been issued every year since 2005 and the country now has a SRP. In 2013, its UN-coordinated appeal was 53% funded (47% underfunded).

In focus: Forgotten crisis - Myanmar

Conflict between government forces and non-state armed groups has affected Myanmar for over 50 years. More than 640,000 people are displaced and a further 480,000 people are thought to be seeking refuge elsewhere.^{3,4} The Kachin conflict in Myanmar was the top forgotten crisis on the FCA index in both 2012-2013 and 2013-2014. Myanmar is the most frequently occurring country on the index, appearing every year since 2003-2004.

Myanmar is also highly prone to natural hazards, including floods, landslides, cyclones, storm surges, earthquakes, forest fires and drought. It is top of UN OCHA's list of at-risk countries in the Asia-Pacific regions, with projections that it is likely to experience a medium to large-scale natural disaster approximately every two years.⁵

In 2014, the International Red Cross and Red Crescent Movement (ICRC) included Myanmar in its list of top

six under-funded operations, with a funding gap of around US\$20 million.⁶ As at end July 2014, the UN-coordinated appeal for Kachin and Rakhine States was 43% funded, leaving a funding gap of almost US\$109 million.⁷

Humanitarian funding to Myanmar has fluctuated over recent years. Between 2004 and 2007, it increased slowly year on year but remained low according to the FCA funding indicator, with only US\$57 million received in 2007 from all donors, and US\$12m from EU institutions. The EU institutions, which use the FCA index as a key tool for ranking and prioritising emergencies, have been the top donor to Myanmar for the last five years.

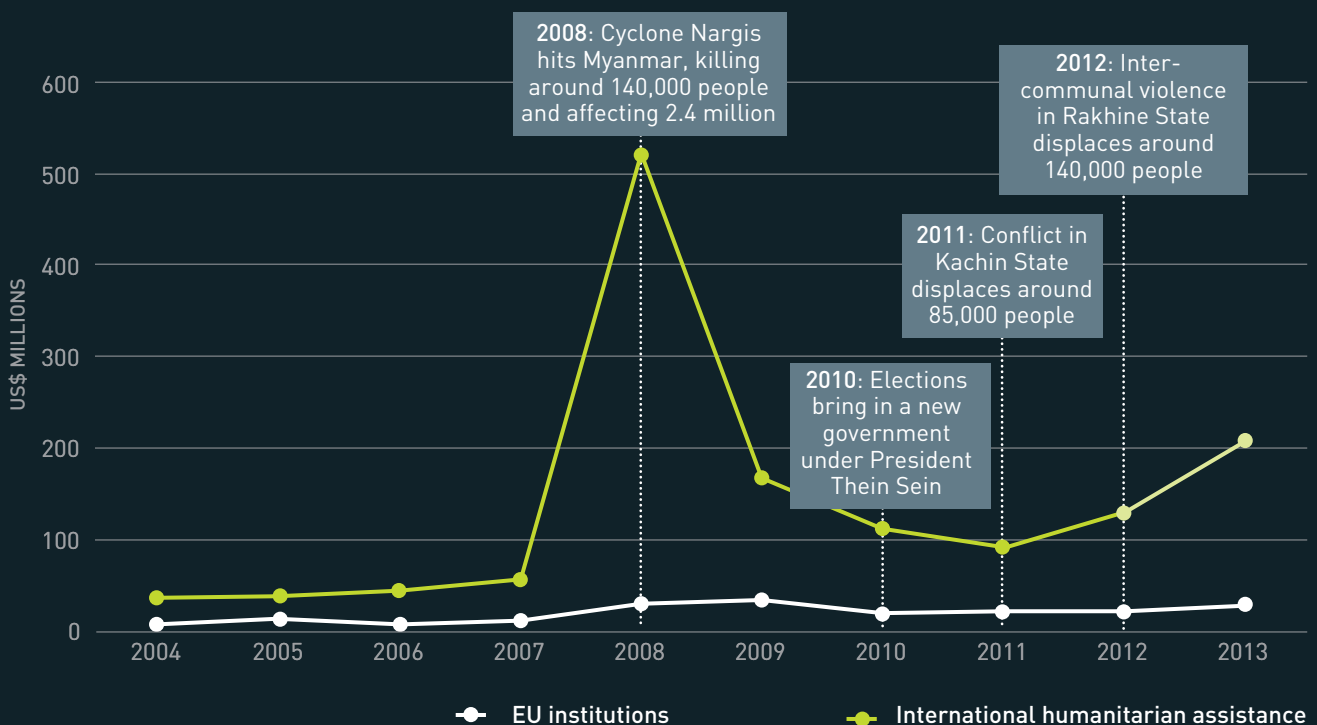
In 2008, funding from all donors peaked dramatically when Cyclone Nargis made landfall in the Ayeyarwady and Yangon Divisions, killing around 140,000 people and devastating the lives and livelihoods of an estimated 2.4 million. The UN's

initial humanitarian appeal was 96% funded within two months of the emergency, and the revised appeal for over US\$477 million received contributions of US\$349 million (73% of requirements). Including contributions outside of the UN appeal, humanitarian assistance to Myanmar in 2008 reached a record high of US\$522 million.

From 2009 to 2011 there was a significant decrease in humanitarian assistance to the country, though not to pre-Cyclone Nargis levels. 2012 saw a 41% (US\$38 million) increase to US\$130 million and, in 2013, a total of US\$205 million was received, predominantly as contributions to the two separate UN-coordinated appeals for Rakhine and Kachin States, which were 81% and 52% funded respectively. Despite these increased levels, the funding shortfall remains significant.

FIGURE 4.9

Humanitarian assistance to Myanmar



Source: Development Initiatives based on the ECHO FCA index, OECD DAC data for 2004 to 2012 and UN OCHA FTS data for 2013



HOW DOES IT GET THERE?

International humanitarian assistance is not a direct transaction between the donor and recipient. Funding moves through chains of transaction of varying lengths and complexity. Donors choose to direct their funding through a first level 'channel of delivery', such as a UN agency, the Red Cross and Red Crescent Movement (RCRC) or a non-governmental organisation (NGO), which in turn decides how to reach the intended recipient. They may do this directly themselves, or indirectly by providing funding to another delivery agency – for example, a UN agency may fund an international NGO, which may in turn partner with a local NGO to deliver the assistance.

In 2012, the most recent year for data on channels of delivery, the largest proportion of international humanitarian assistance from government donors (61%) was channelled through multilateral agencies – 88% of which went through UN agencies. In contrast, according to data reported to the UN Office for the Co-ordination of Humanitarian Affairs (OCHA) Financial Tracking Service (FTS), private donors tend to channel the larger share of their funding through the RCRC and NGOs¹. National and local NGOs form an essential part of the humanitarian response, but in 2013 only directly received US\$49 million – just 0.2% of the total international humanitarian response.

In 2013, over US\$1 billion (4.7% of all international humanitarian assistance) was channelled through pooled funds, representing a 6% increase on the previous year (US\$966 million). The United Kingdom (UK) is the largest contributor to pooled funds, providing US\$1.3 billion between 2009 and 2013 – nearly US\$600 million more than Sweden, the second largest donor. The Democratic Republic of Congo (DRC) was the largest recipient of pooled funding between 2009 and 2013, receiving US\$592 million.

After a significant peak in 2010, the amount of humanitarian assistance reported as channelled through the military declined drastically, accounting for just 1% of humanitarian funding from Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) donor governments and EU institutions in 2012. Given the levels of international support via the military in response to Typhoon Haiyan, this proportion may increase in 2013.