



WHERE DOES IT GO?

With growing requirements and competing priorities, donors have to make decisions about where to direct increasing but not unlimited resources. Responding to needs is central to humanitarian response but no donor can meet all needs everywhere.

There is a clear concentration of funding in a small number of countries. In 2013 Syria received the most funding. Together with its refugee-hosting neighbours, Lebanon and Jordan, it accounted for 43% of international humanitarian assistance to the top ten recipients and 15% of the total response. Crises in these countries represented 33% of UN appeal requirements in 2013.

The largest recipients in 2013 were also a group of countries experiencing protracted or recurrent crises. Six of the ten largest recipients had featured in this group more than eight times in the last decade; they include Sudan, the occupied Palestinian territory (oPt), Ethiopia and Afghanistan, all of which have featured every year. None of these ten largest recipients had experienced sudden-onset disasters, and nine are long-term fragile states.

In 2014 there was a growing group of major acute emergencies – the conflicts in Syria and the Central African Republic continued to be designated 'Level 3' (L3) emergencies by the UN, and were joined by the crises in South Sudan and Iraq. The Ebola virus disease outbreak in West Africa also called for a large-scale and complex response. These five major emergencies accounted for the majority of humanitarian funding in 2014: 57% of total reported funding and 66% of funding to UN-coordinated appeals. In comparison, in 2013, L3 emergencies accounted for 36% of total funding and 42% of funding to appeals.

At the same time, a number of crises continue to receive less funding and less attention. For example, the conflicts in Algeria/Western Sahara, Colombia and Myanmar have consistently appeared on the Forgotten Crisis Index of the European Commission's Department of Humanitarian Aid and Civil Protection (ECHO).

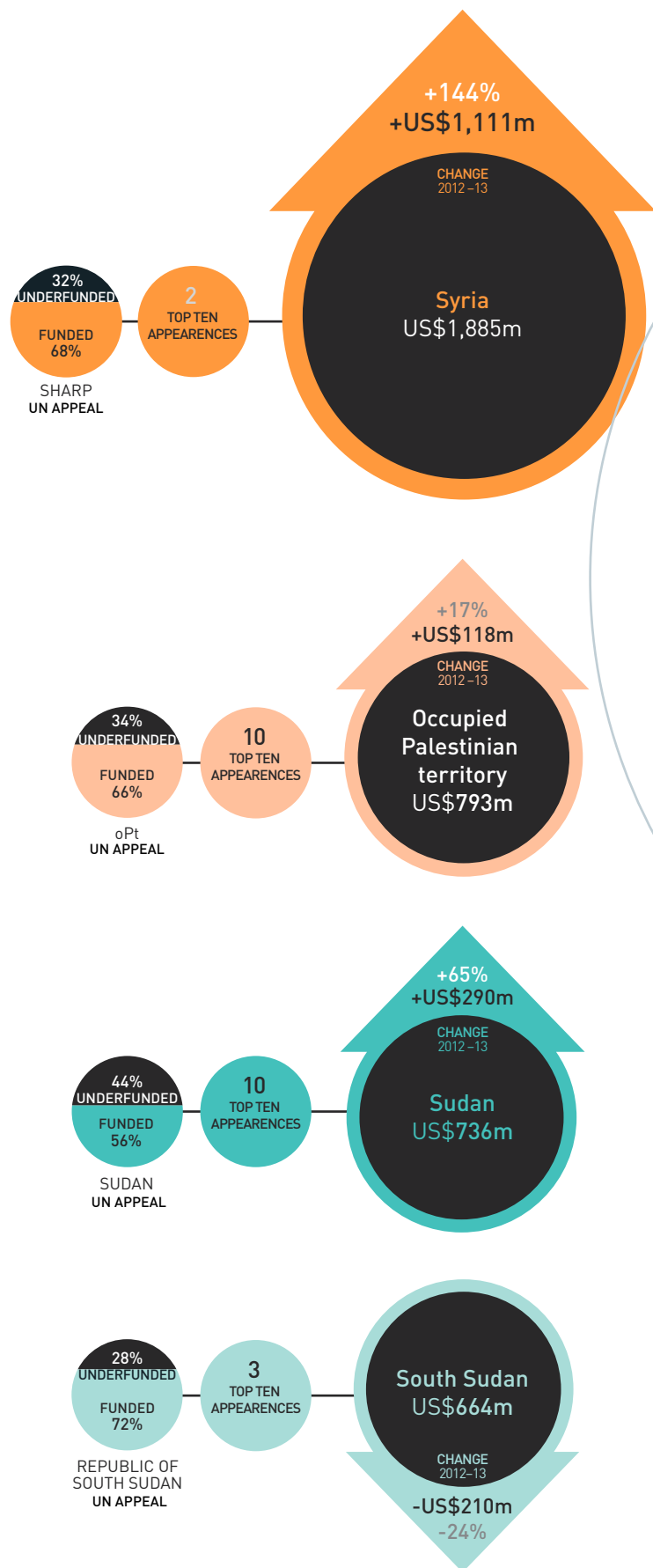
FIGURE 4.1

Ten largest recipients of international humanitarian assistance, 2013

The ten largest recipient countries of international humanitarian assistance are a largely consistent group. In 2013, only one country, Jordan, joined the group of ten largest recipients for the first time in the decade. Six countries featured in this group more than eight times in the last decade, highlighting that humanitarian assistance is rarely a short-term endeavour (see Chapter 7). All of the ten largest recipients in 2013 were affected by protracted or recurrent crises. Conversely, the Philippines, which suffered a major rapid-onset crisis (Typhoon Haiyan) in late 2013, became only the 11th largest recipient that year.

Countries affected by the crisis in Syria continued to dominate the response. In 2013, over US\$3 billion went to Syria, Jordan and Lebanon combined, accounting for 43% of the funding to the ten largest recipients and 15% of the total international humanitarian response.

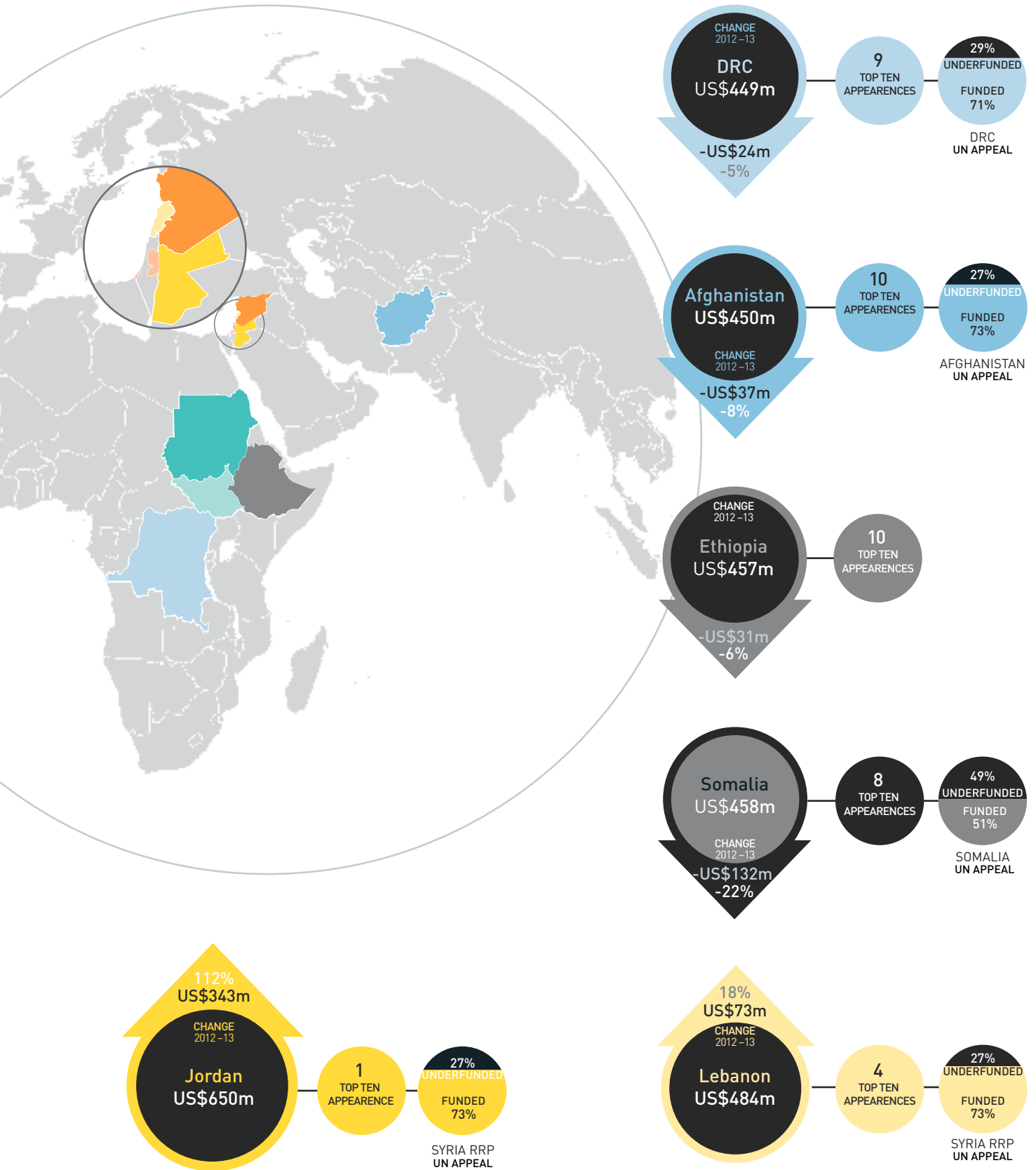
To relate this to the scale of requirements, these crises represented 33% of the amount requested in UN-coordinated appeals.



DATA POVERTY: TIMELINESS

We use the Organisation of Economic Co-operation and Development (OECD) Development Assistance Committee (DAC)'s data to analyse the recipient countries of contributions from DAC donors. However, complete data relating to the recipients of DAC donor funding in 2014 is not available until December 2015. Therefore while we make reference to 2014 data wherever we can, there are some instances where we have to refer to 2013 figures.

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



Note: 'Top 10 appearances' indicates number of top ten appearances in the past 10 years. DRC, Democratic Republic of Congo.

Largest recipients of international humanitarian assistance, 2013

In light of the ongoing conflicts, the geographic focus of funding was towards the Middle East: four of the ten largest recipients in 2013 were in that region (Syria, oPt, Jordan and Lebanon). Together these received US\$3.8 billion, 19% of the international humanitarian response in 2013. Five of the ten largest recipients were in sub-Saharan Africa – Sudan, South Sudan, Somalia, Ethiopia and Democratic Republic of Congo (DRC) – and these received a combined total of US\$2.8 billion, 13% of international humanitarian response.

These figures reflect 2013 data as this is the latest year for which comprehensive recipient data is available from the OECD DAC. However, preliminary funding levels in 2014 available from the UN Office for the Coordination of Humanitarian Affairs (OCHA) Financial Tracking Service (FTS) suggest that Iraq and the Ebola-affected countries in West Africa may significantly alter the picture when DAC data becomes available for 2014 (see Figure 4.4).

In 2013, a total of 147 countries received international humanitarian assistance in volumes ranging from US\$10,000 for Tokelau to US\$1.9 billion for Syria. Of these, the 20 largest recipients accounted for 82% of country-allocated assistance – and the five largest for 40%.

These 20 major recipients in 2013 also received the majority (71%) of the total given over the last decade. As Figure 4.1 shows, four recipients

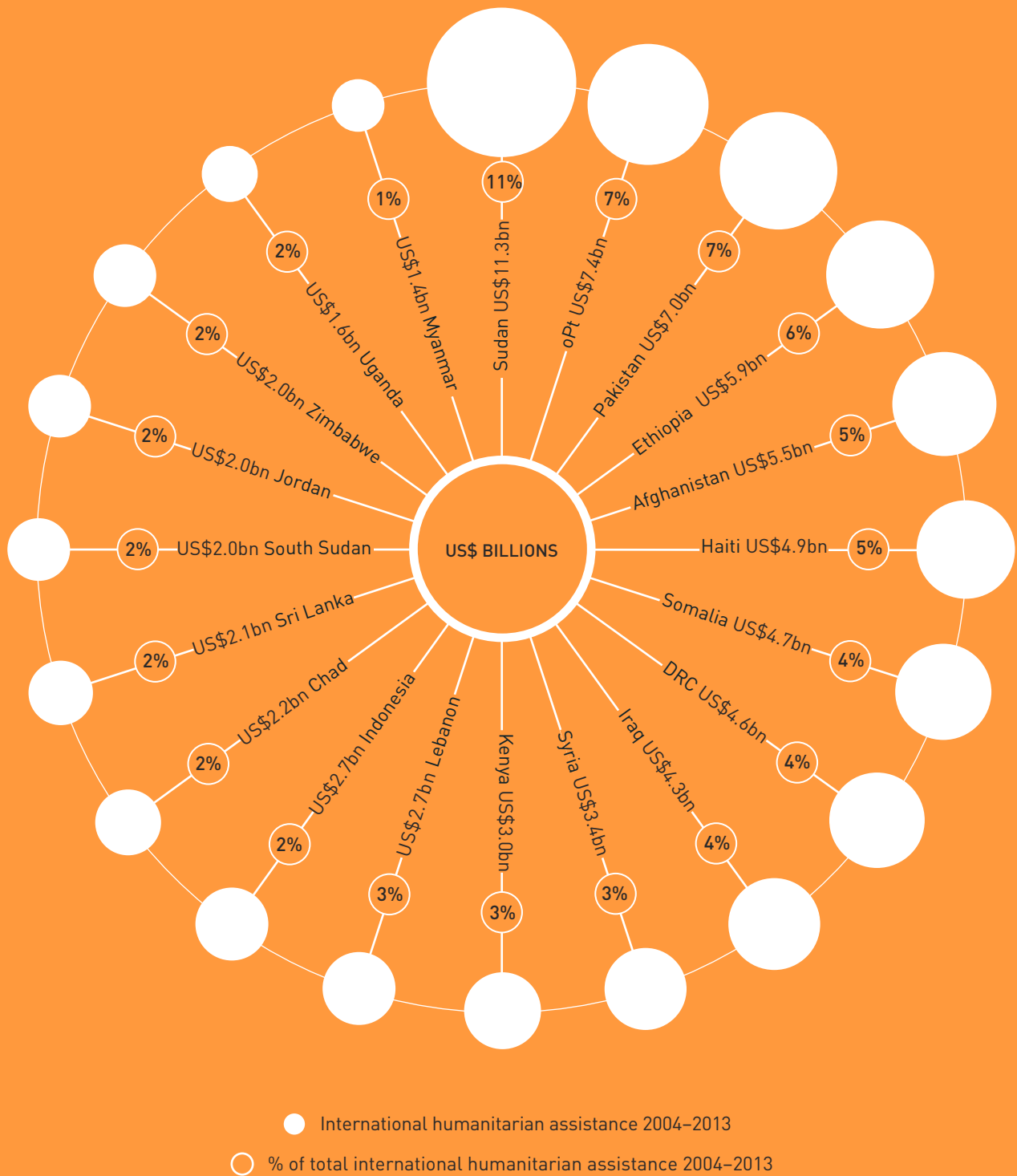
(oPt, Sudan, Ethiopia and Afghanistan) have been among the top ten every year. Either due to major sudden-onset crises in a single year or to recurrent or protracted crises, seven of the largest recipients in 2013 (Sudan, oPt, Ethiopia, Afghanistan, Somalia, DRC and Syria) were among the ten countries in receipt of the largest aggregate volumes since 2004.

However, these aggregate figures mask significant year-on-year differences and all recipients have seen variation in funding levels over the period. In some countries, including Pakistan, Haiti and Somalia, disasters caused by natural hazards have driven significant peaks that account for large proportions of their totals in that decade. Elsewhere, escalations in conflict in chronic or new crises have driven peaks. Funding to Syria in 2013 was 56% of its decade total and that to Jordan and Lebanon in two years of the Syria crisis (2012 and 2013) accounted for 47% and 33% respectively of their decade totals. In other situations of protracted or chronic crisis, the variations are smaller – for example, Chad and DRC have each seen a more even distribution of funding over the period.

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FIGURE 4.2

Twenty largest recipients of international humanitarian assistance, 2004–2013



Source: Development Initiatives based on OECD DAC and UN OCHA FTS data.
 Notes: Proportions have been calculated from total international humanitarian assistance allocated to countries only.

FIGURE 4.3

Largest variations – increases and decreases – in international humanitarian assistance, 2012–2013

Largest increases

CHANGE %		US\$m INCREASE	CONTEXT
↑ 144%	Syria	1,111	Syria was declared an L3 emergency in January 2013 due to ongoing violence and displacement. By the end of 2013, approximately 6.5 million people were internally displaced and the number of refugees from Syria had risen to 2.3 million. The number of people in need of humanitarian assistance more than doubled between 2012 and 2013.
↑ 112%	Jordan	343	Jordan is host to large numbers of people fleeing fighting in Syria. By the end of 2013, Jordan was host to almost 650,000 refugees and asylum-seekers, the vast majority of whom were displaced by the conflict in neighbouring Syria. This is more than double the number of refugees and asylum-seekers in the country in 2012.
↑ 65%	Sudan	290	Continuing violent conflict and displacement in Sudan meant that, as of December 2013, an estimated 6.1 million people were in need of humanitarian assistance. This compares to 4.4 million people estimated to be in need of assistance in the country in December 2012.
↑ 199%	Philippines	258	Typhoon Haiyan in the Philippines in November 2013 devastated dozens of provinces and affected an estimated 11.3 million people. In addition, other conflicts and disasters caused by natural hazards affected nearly 8 million more people. This compares to just over 1.3 million people affected by conflict and disasters in the Philippines in 2012.
↑ 17%	oPt	118	The protracted crisis in occupied Palestinian territory (oPt) left approximately 2.3 million people in need of humanitarian assistance – an increase of 200,000 on the 2.1 million people estimated to be affected in 2012.
↑ 72%	Myanmar	93	
↑ 81%	Iraq	79	
↑ 18%	Lebanon	73	
↑ 73%	Turkey	47	
↑ 60%	CAR	42	

Note: Numbers affected are derived from UNHCR, UN-coordinated appeal documents, EM-DAT CRED, UNHCR and UN OCHA. Syria: www.unocha.org/annualreport/2013/year-in-review; Jordan: UNHCR population statistics; Sudan: Sudan 2014 SRP (issued Dec 2013) and Sudan 2013 Humanitarian Work Plan (issued Dec 2012); Philippines: Philippines Haiyan Humanitarian Action Plan (Nov 2013), Mindanao HAP 2013 MYR, Zamboanga Action Plan 2014 Revision, Mindanao HAP 2012 and Philippines (Mindanao) Tropical Storm Washi Response Plan 2nd revision, Jan 2012;

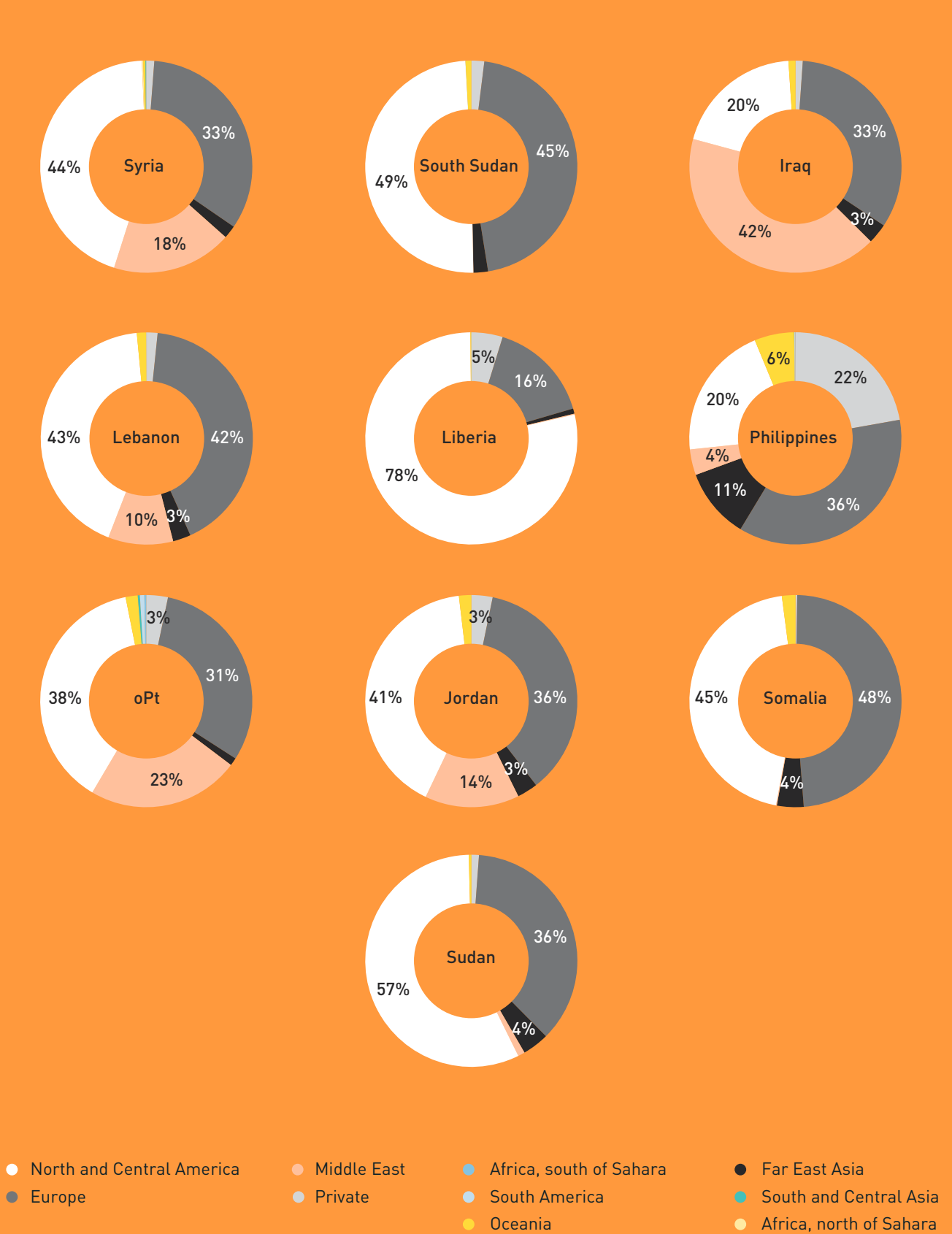
Largest decreases

CHANGE %		US\$m DECREASE	CONTEXT
↓ -24%	South Sudan	-210	Insecurity and displacement has left millions of people in South Sudan vulnerable and in need of assistance. Approximately 4.4 million people were estimated to be in need of humanitarian assistance in 2013. This compares to the estimated 4.6 million people requiring assistance in the country in 2012.
↓ -37%	Pakistan	-197	Following devastating floods in Pakistan in 2011, millions of people were still estimated to be in need of early recovery assistance in the years to follow. In 2013 the number of people estimated to be affected by flooding was 1.5 million compared with around 5.1 million people in 2012.
↓ -50%	Chad	-152	Cyclical climatic shocks combined with widespread food insecurity and displacement have affected a high proportion of the population of Chad. In 2013 an estimated 2.9 million people were estimated to be in need of humanitarian assistance, compared with approximately 4.4 million people in 2012.
↓ -22%	Somalia	-132	Somalia has suffered over two decades of conflict, displacement, poor basic service provision and severe food insecurity. In 2013 around 3.2 million people were estimated to be in need of humanitarian assistance. This compares to 2012 when, at the beginning of the year, an estimated 3.8 million people were in need of humanitarian response.
↓ -23%	Kenya	-93	Periodic incidences of inter-communal violence combined with climatic shocks and food and livelihood insecurity have left many people vulnerable and in need of assistance in Kenya over recent years. In 2013 approximately 1.7 million people were estimated to be in need of humanitarian assistance, compared with over 4.4 million people in 2012.
↓ -30%	Niger	-88	
↓ -62%	Côte d'Ivoire	-64	
↓ -30%	Niger	-88	
↓ -40%	Zimbabwe	-60	
↓ -8%	Afghanistan	-37	

occupied Palestinian territory: oPt SRP 2014 (issued November 2013), oPt CAP 2013 (issued end 2012); South Sudan: S.Sudan SRP 2014–2016 (issued end 2013), S.Sudan CAP 2013 (issued end 2012); Pakistan: CRED EM-DAT; Chad: Chad SRP 2014–2016 (issued Jan 2014), Chad CAP 2013 (issued end 2012); Somalia: Somalia SRP 2014 (issued Dec 2013), Somalia CAP 2013; Kenya: Kenya CAP 2013 MYR (June 2013), Kenya EHRP 2012+.

FIGURE 4.4

Funding by donor region to the ten largest recipients of international humanitarian assistance, 2014



Source: Development Initiatives based on UN OCHA FTS data.
 Note: Private figures based on FTS data, not GHA's dataset for private funding (see Data & Guides). We group private donors together here to compare with government donors. OECD country naming has been used for regions (see Data & Guides). Funding represents only that reported to the FTS as humanitarian assistance; for the Ebola response in Liberia in particular, much more may have been given through development channels.

Donor mixes to largest recipients, 2014

Different humanitarian situations attract different mixes of government and private donors – reflecting in part the type of crisis and its location. Looking at the 2014 group of ten largest recipients, according to reporting to UN OCHA FTS, the composition of donors varies significantly with donors from different regions and private donors providing quite different shares.

In keeping with the fact that they provide the largest total international humanitarian assistance (see Chapter 3), North American and European donors responded with significant shares to all of these ten crises. North American donors (primarily the US) provided the largest share of reported international humanitarian assistance to seven of the ten largest recipients, followed by European donors in all of these. European donors provided the largest share in two countries – the Philippines and Somalia.

However, in one country – Iraq – Middle Eastern donors provided the largest share, mostly due to contributions from Saudi Arabia (see Chapter 3). This is part of the regional geographic preference of Middle Eastern donors shown in their shares to the top ten recipients in Figure 4.4. Their reported contributions to Iraq, Syria, Lebanon, Jordan and oPt represented between 10% and 42% of the total funding reported to the FTS for these countries. Conversely, Middle Eastern donors contributed only negligible shares of the humanitarian assistance to the three African countries among the ten largest recipients.

Far East Asian donors, primarily Japan, showed the least variation in their share of humanitarian assistance to most crises. Funding from this region represented between 1% and 4% of funds to nine of the ten largest recipients. However, the contribution of Far East Asia was significantly larger in the Philippines, where it contributed 11% of reported assistance, in keeping with Japan's global role in disaster management and response (see GHA Report 2014).

Indeed, the large-scale and rapid-onset disaster caused by Typhoon Haiyan in the Philippines drew in the most even mix of contributions. This included 22% from the private sector, higher than to any of the other largest recipients, and in line with the tendency for private donors to favour natural hazards over conflicts (see Chapter 3).

Funding according to need is central to humanitarian commitments; the principles of Good Humanitarian Donorship affirm that funding should be allocated in proportion to and on the basis of needs.¹ However, individual donors cannot cover all needs and must make choices about where to prioritise their finite resources. These choices are guided by various factors, which can include the location of the crisis and the type of disaster as well as foreign policy objectives and historical ties.

Understanding the preferences and behaviour of donors is essential to an effective and global needs-based response. Without this, individual donor responses can add up to a concentration of funding to certain appeals and crises (see Figure 2.3 in Chapter 2) and the neglect of others (see Figure 4.6). Some donors have their own informal means of coordinating with other donors, particularly in rapid-onset emergencies – and there are a number of fora for communication at global and crisis-affected country level. However, though required to inform a coordinated response to meeting competing needs, there is currently no global forum for gathering and sharing information on donor priorities, capacity and intentions.

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Funding to 'Level 3' and major emergencies

In both 2013 and 2014 a small but rising number of major emergencies dominated international humanitarian response. These include those designated as Level 3 (L3) emergencies by the UN's Emergency Relief Coordinator – which means that they require leadership, capacity and resources to respond to exceptional circumstances. The decision to designate an emergency L3 is based on five criteria: the scale, urgency and complexity of needs, as well as lack of domestic capacity to respond and 'reputational risk' for the UN.³

By the end of 2013 three L3s were declared: the conflicts in Syria and the Central African Republic (CAR) and the aftermath of Typhoon Haiyan in the Philippines. While the response to Typhoon Haiyan was de-activated as a L3 emergency in February 2014, the responses to the emergencies in both Syria and CAR remained at L3 status throughout the year. These were joined in February 2014 by South Sudan because of escalating violence, and then in August 2014 by the conflict in Iraq. While the Ebola response fell under a different system of coordination and leadership from these crises, and was thus not designated an L3, the scale, urgency and complexity of the crisis and response make it comparable.

These five major emergencies – in Syria, South Sudan, Iraq, CAR and Ebola – accounted for more than half of the requirements (59%) stated in UN-coordinated appeals in 2014, a total of US\$11.6 billion. Excluding the Ebola response, in 2014 the requirements for the four L3 emergencies were a combined US\$10.1 billion (56% of total global requirements). By mid-2015, this had risen to US\$11.6 billion (62% of the total), double the amount required in 2013 of US\$5.4 billion (29% of the total).

The same five emergencies also accounted for the majority of international humanitarian assistance given in 2014: 57% of the total reported to FTS, and 66% of funding to UN-coordinated appeals. In comparison, in 2013, the three L3 emergencies accounted for 36% of all funding for emergencies – showing that major crises took up a larger proportion of assistance in 2014.

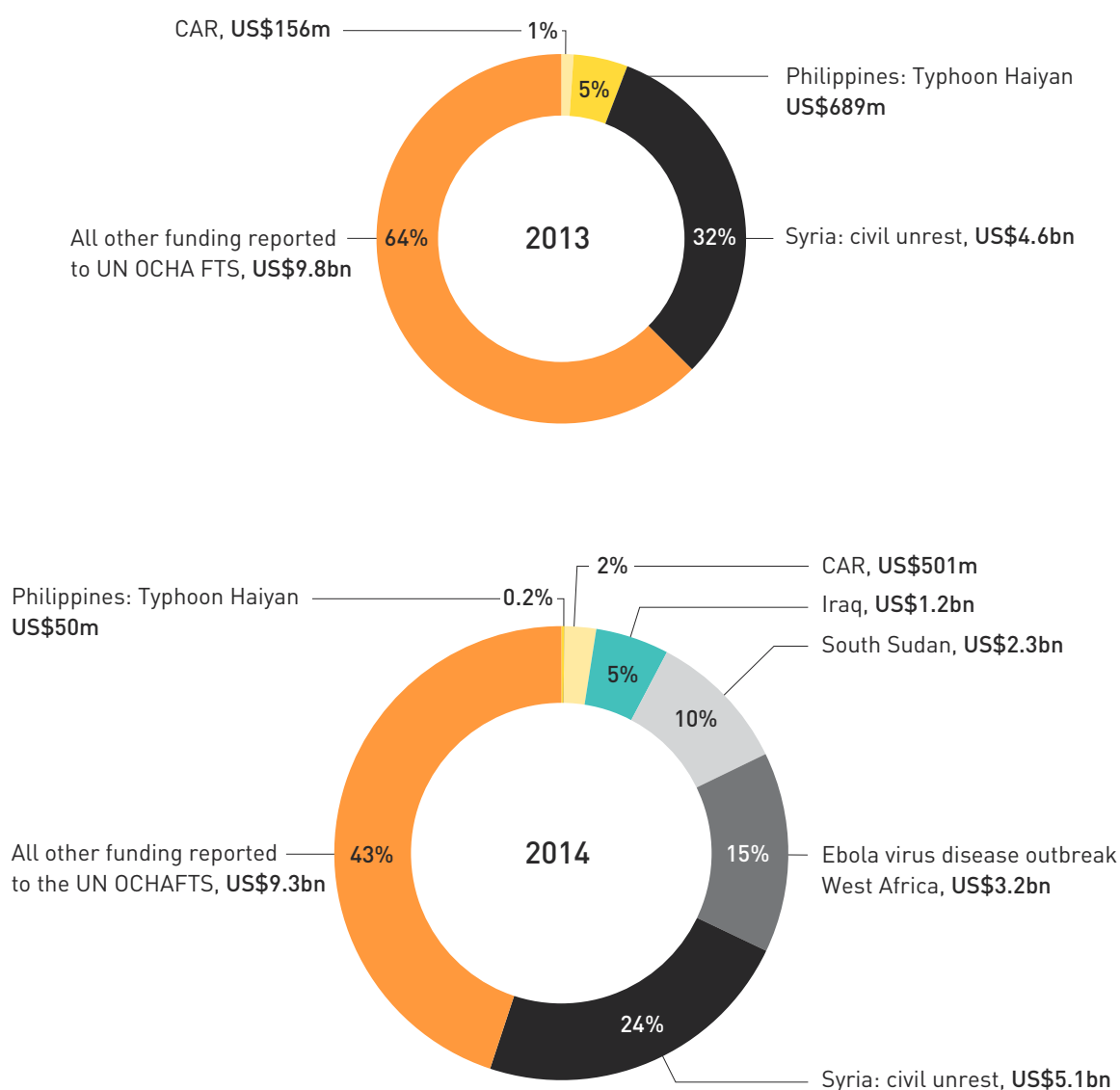
The data does not reveal whether the increased concentration of requirements and funding to these emergencies resulted in decreased funding to other 'lower-priority' emergencies in 2014. The amount of international humanitarian assistance grew both to these major emergencies and to others. Also, as Chapter 2 shows, there is significant variation between individual appeals. However, on average the L3s had a higher proportion of their requirements met (67%) than did other UN-coordinated appeals (49%). In 2013, the difference in these averages was much smaller – 63% for L3 emergencies and 60% for others.

The demands of these major emergencies, a combination of both rapid-onset disasters and escalations of chronic conflicts, are clearly requiring increased humanitarian assistance from donors and prompting difficult choices on how and where to prioritise funding. In light of this, the idea of a global pooled fund for major emergencies has been suggested as a solution. As Chapter 5 notes, one suggestion is for a 'super-CERF' to act as a global reserve to respond to these acute surges in need.

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FIGURE 4.5

Funding to L3 emergencies plus Ebola and all other funding reported to FTS, 2013 and 2014



Source: Development Initiatives based on UN OCHA FTS data.

Notes: Data was downloaded on 16 March 2015 for 2013 figures and 9 April 2015 for 2014 figures and includes funding both inside and outside the appeals. The Philippines Typhoon Haiyan emergency was designated L3 status in November 2013, and declassified on 14 February 2014. Typhoon Haiyan data for 2013 includes all funding up to and including 31 December 2013, and data for 2014 includes all funding between 1 January 2014 and 14 February 2014. Funding to Syria and South Sudan emergencies includes funding to those countries and also includes those in their respective refugee response plans.

Forgotten crises

While some emergencies are high profile and prompt ‘system-wide activation’, others remain more under-reported and underfunded. This is a result of both existing individual donor preferences (see page 56–57) and the competing demands on finite resources of concurrent major emergencies (see page 58). The collective impact of these individual donor choices is that certain crises are, and remain, ‘forgotten’.

ECHO’s Forgotten Crisis Assessment (FCA) continues to be one of the most widely used tools for identifying neglected emergencies. These comprise several protracted displacements, such as of the Sahrawi refugees in Algeria; some ‘whole-country’ neglected situations such as Somalia and CAR; other crises that affect particular parts of a country, such as Mindanao in the Philippines; and minority groups within a country, for example the Rohingya refugees from Myanmar living in Bangladesh.

The FCA index ranks emergency situations using a series of weighted indicators under four general categories: vulnerability; media coverage; public aid per capita; and a qualitative assessment by ECHO’s geographical units. The annual FCA index, along with other analysis, then informs ECHO’s operational strategy and priorities for the following year.

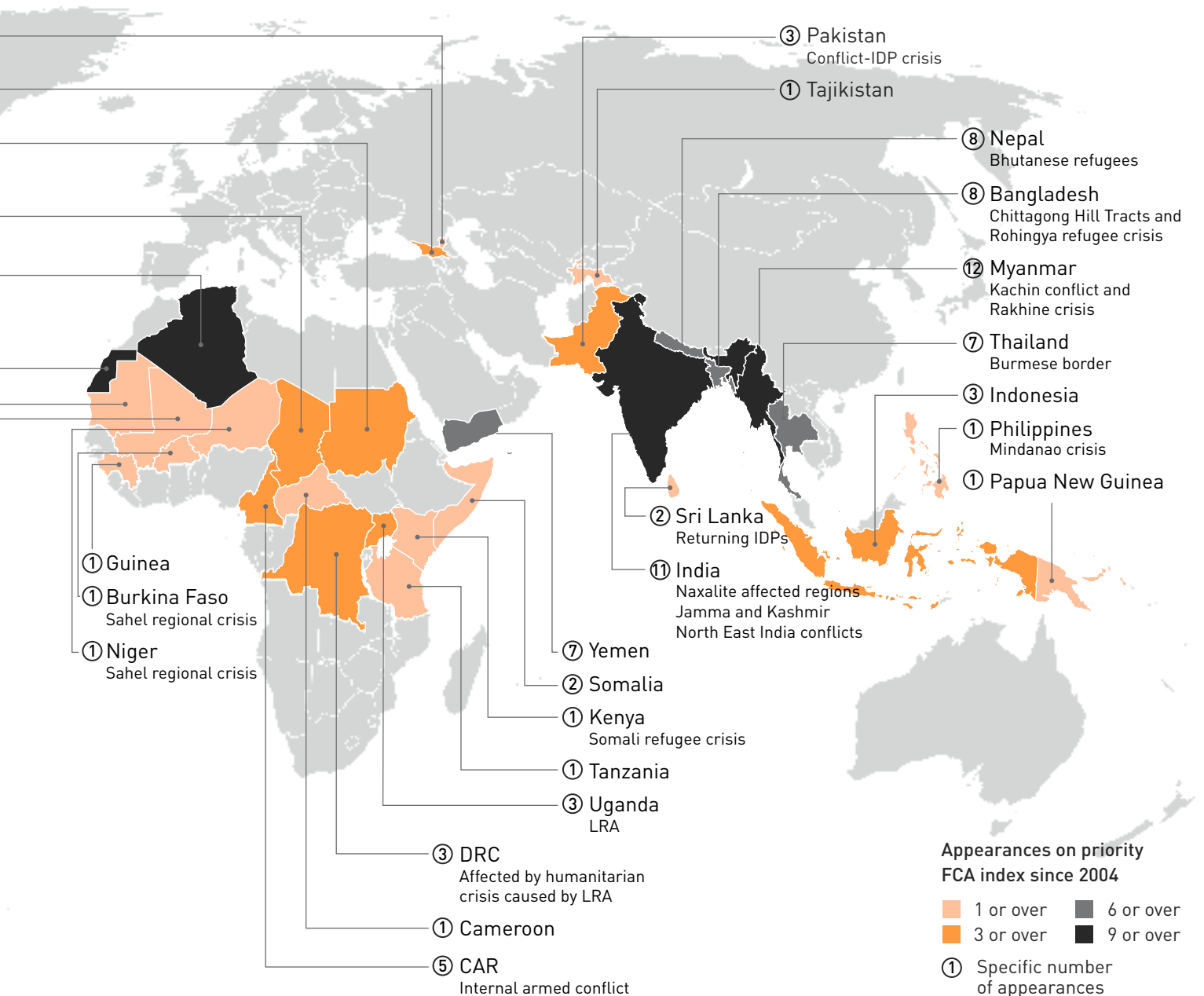
A number of emergency situations appear year on year in the FCA index. For example, both Algeria/Western Sahara and Myanmar have appeared on the index 12 times – every year since 2003–2004. Other situations escalate and suddenly deteriorate, drawing increased media and donor attention. For example: Haiti appeared on the FCA index in 2003–2004 and 2007–2008, but has not appeared since; and CAR featured on the index five years running, from 2009–2010 to 2013–2014, but is not included in ECHO’s most recent index for 2014–2015 due to its relative high status and current L3 emergency classification.

FIGURE 4.6

Number of appearances in the ECHO forgotten crises index since 2004



Source: Development Initiatives based on the ECHO FCA Index.
 Note: IDP, internally displaced persons; LRA, Lord’s Resistance Army.



In focus: forgotten crisis – Colombia

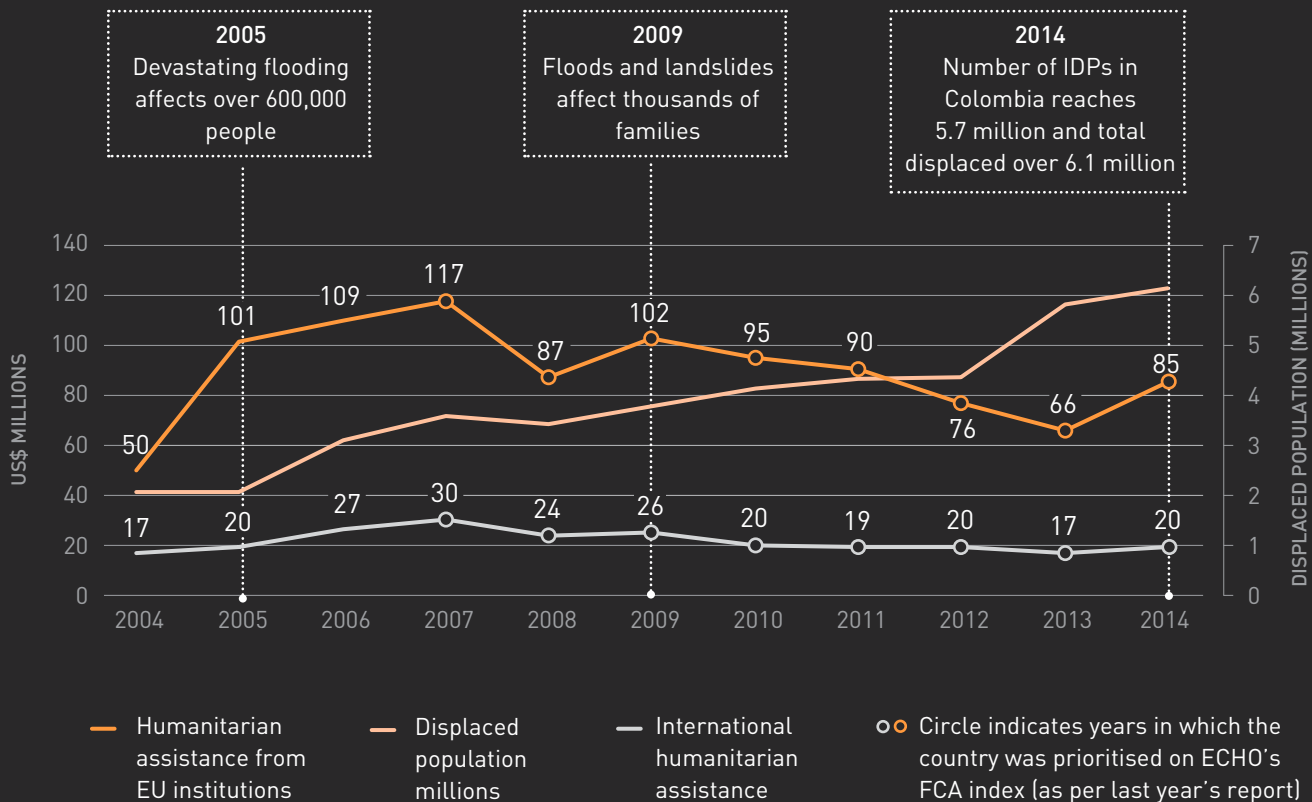
Ongoing violent conflict in Colombia displaces around another 300,000 people each year and more than one in ten Colombians have at some point in their lives been forced to flee their homes as a result of actual or feared violence related to the armed conflict.¹ As of mid-2014, the Office of the UN High Commissioner for Refugees (UNHCR) estimated that around 5.7 million people were internally displaced, making Colombia home to the second-highest internally displaced population after Syria. Combined with the 0.4 million Colombians who have fled the country

to seek asylum elsewhere, displaced people currently account for around 13% of the total population.

Colombia is classified by the World Bank as an upper middle income country, with a gross national income per capita of US\$7,590 in 2013 (ranking 96 out of 213 countries). The country has relatively strong levels of governance and institutional capacity, with an overall ranking of 4.4 for 'lack of coping capacity' (out of a possible ten) in the Index for Risk Management (INFORM).

FIGURE 4.7

Levels of international humanitarian assistance and displacement, Colombia, 2004–2014



Source: Development Initiatives based on the ECHO FCA index, OECD DAC data for 2004 to 2013, UN OCHA FTS data for 2014, and UNHCR displacement data.

Notes: Funding from EU institutions is official bilateral humanitarian assistance. UNHCR displacement figures include refugees and people in refugee-like situations, IDPs, protected/assisted by UNHCR, including people in IDP-like situations and asylum seekers.

Several specialised institutions have been set up to respond to emergencies caused by conflict or by natural hazards at the national level, such as the Unit for the Attention and Integral Reparation to Victims and the National Unit for Disasters Risk Management.² Despite this, 5% of Colombia's population are estimated to be living on less than PPP\$1.25 a day;³ and in 2009, an estimated 83% of Colombia's internally displaced persons were thought to be living in extreme poverty.⁴

Colombia has appeared on the FCA index nine times – every year since 2006–2007. Despite this, levels of humanitarian assistance have fluctuated over the eight-year period between 2007 and 2014. International humanitarian assistance to Colombia reached a peak of US\$117 million in 2007, but fell to a low of US\$66 million in 2013 – 44% lower than the amount provided in 2007. Preliminary figures from FTS data suggest an increase of humanitarian assistance in 2014, although levels are still well below the amount provided in 2007.

Humanitarian assistance from EU institutions to Colombia has remained relatively steady over the past 11 years, with a slight increase in 2007 to US\$30 million, in line with the trend for international humanitarian funding, and largely declining thereafter to a low of US\$17 million in 2013.

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Data for 2014 suggests a slight increase in funding from EU institutions but with levels still over a third less than that provided in 2007.

The Humanitarian Country Team in Colombia issued a strategic response plan (SRP) in 2014, though it was considered a pilot and aimed at strengthening collective response planning and underpinning coordination arrangements. The 2015 SRP is published externally and discussions are ongoing to ensure systematic tracking of funding received against the SRP framework in OCHA's FTS.