

GHA REPORT 2011



Global Humanitarian
Assistance

A DEVELOPMENT INITIATIVE 

GHA REPORT 2011

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FOREWORD

We believe that there is a real value in having objective data on resource flows. It can be used as a shared evidence base for those who are working to achieve the best possible use of resources for people vulnerable to crises and insecurity. The Global Humanitarian Assistance (GHA) programme tries to present clear, unbiased, independent data in forms that can be easily understood. In our 2011 evaluation, it was suggested that we should offer more editorial comment about the numbers – but that we should ensure that this was entirely transparent so that the impartiality of the data would not be compromised. Below are some brief editorial comments about the implications of the analysis. In addition to this report, readers can also access the original data from our website, enabling them to examine the methodology and use it themselves, in order to draw their own conclusions.

As we said in last year's report, finance is about more than money. It affects the organisations that are strengthened or neglected, the level of attention that is paid to people, sectors or countries, the information to which funders have access and on which they base future decisions, and the economic impact felt in locations where the money is spent, as it travels through the layers of the humanitarian system. Financing is also one of the few things over which donors have control. Our view, therefore, is that policies on financing merit serious attention.

It is extremely encouraging to see that some of the financing aspects of the humanitarian reform agenda have borne fruit. For instance, the pooled humanitarian funds of various kinds (emergency response funds (ERFs), the Central Emergency Response Fund (CERF), common humanitarian funds (CHFs)) are facilitating an increase in the number of donors contributing, without creating impossible coordination challenges. It is also good to see financing mechanisms being developed, in order to try to improve the quality of data that is informing decisions so that funding can become more responsive to need.

International governments have spent US\$90 billion on humanitarian response over the past ten years, much of it in the same countries and going to the same people. What outcomes should we expect? We, at Development Initiatives, believe that a reasonable conclusion to be drawn from the data is that more attention should be given to the range of results to which humanitarian assistance can, and should, contribute; these results include long-term and systemic issues, contributions to increased resilience and poverty reduction, reduced risks and protection of development gains. In focusing on results, we also believe that humanitarian contributions must be considered in the context of the whole funding mix so that different sources of finance and different instruments can be viewed together during planning processes. More attention to this funding mix and to results could, in turn, lead to progress on some very intractable problems such as the lack of investment in disaster risk reduction, the need for stronger linkages between development and humanitarian interventions and the lack of attention to coherence with domestic government actions in respect to humanitarian assistance and reducing vulnerability.

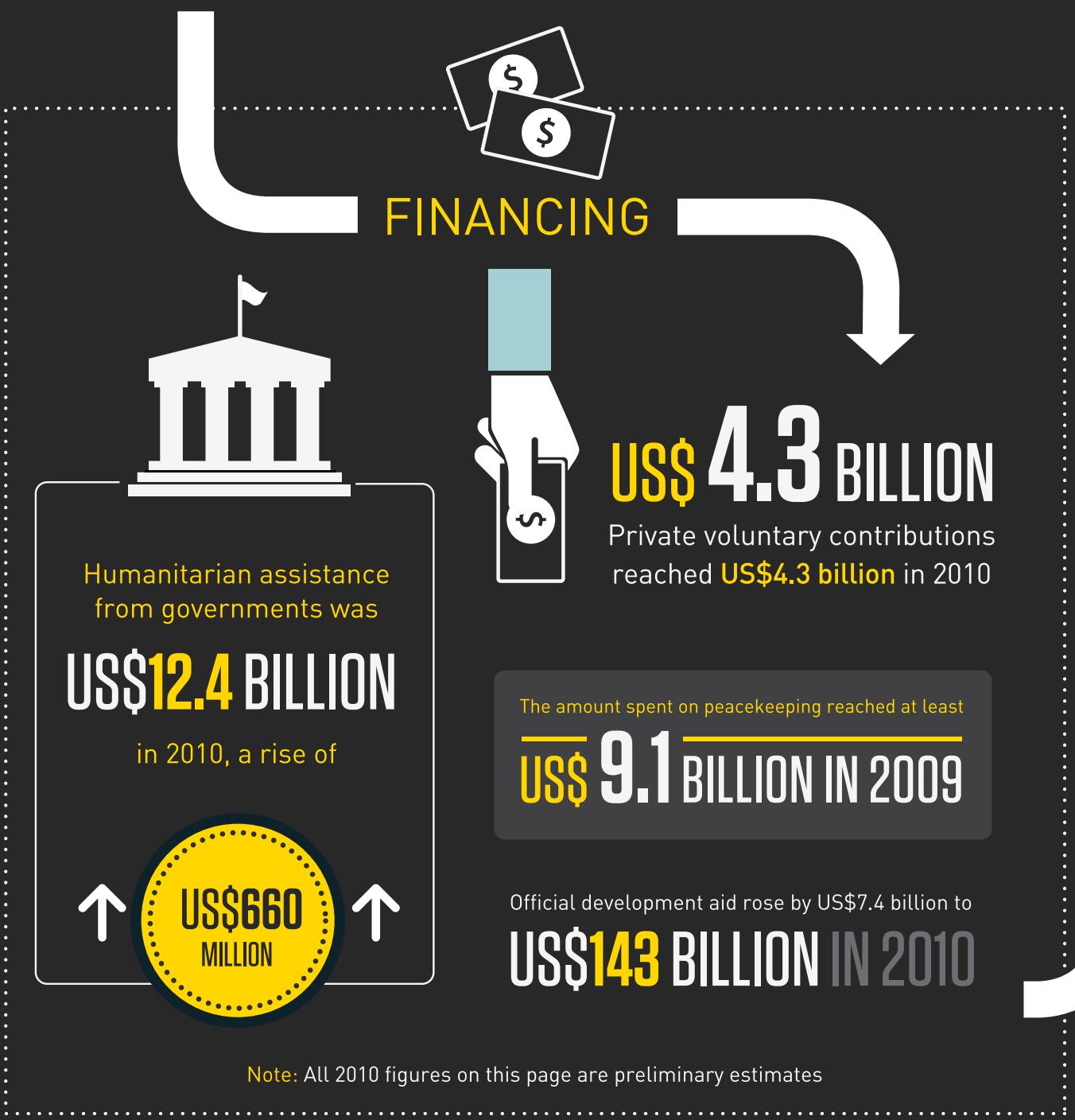
A precondition for a more effective application of the funding mix is transparency. Unless people are aware of the resources available they cannot take the first steps towards using them more coherently. The environment for transparency is very positive both amongst individual donors and collectively through the International Aid Transparency Initiative (IATI), and there is more real-time data available on humanitarian assistance than on development spending. We hope that the information we can provide in the GHA reports and online will contribute to an ever improving use of all resources to address vulnerability, insecurity, crisis and poverty. Don't forget that we have a helpdesk and we are always pleased to help provide data or information if we can.

Judith Randel

Co-Director, Development Initiatives

EXECUTIVE SUMMARY

THE HUMANITARIAN PICTURE IN NUMBERS



The top ten humanitarian donors and recipients in 2009 were:

DONORS 2009	US\$
United States	4.4bn
EU Institutions	1.6bn
United Kingdom	1bn
Germany	727m
Spain	632m
Sweden	573m
Netherlands	508m
France	406m
Canada	396m
Norway	375m

RECIPIENTS 2009	US\$
Sudan	1.4bn
Palestine/OPT	1.3bn
Ethiopia	692m
Afghanistan	634m
Somalia	573m
DRC	567m
Pakistan	486m
Iraq	468m
Kenya	400m
Zimbabwe	393m



UN appeal requirements rose to a record high of US\$11.2 billion in 2010, a 15% rise from 2009

Of this, US\$7.1 billion of the needs were met, a rise of only 2% from the previous year



NEEDS



Refugee numbers increased by 153,146 in 2010 to 10.5 million

The number of internally displaced rose by 400,000 to 27.5 million in 2010



Although the number of undernourished people dropped by 100 million in 2010, the total is still estimated to be **925 MILLION**



215 MILLION PEOPLE

More than 215 million people were affected by natural disaster in 2010, 188 million of those by flooding

EXECUTIVE SUMMARY

Humanitarian aid is being stretched. Millions of people in sub-Saharan Africa are living with conflict and its legacy; natural disasters such as the earthquake in Haiti and the floods in Pakistan have the power to disrupt and sometimes even paralyse economic and social infrastructure; recovery and reconstruction remain uneven following large-scale conflict in Iraq and Afghanistan; and political turmoil is escalating in parts of the Middle East and North Africa. In many instances the people already affected by crises face additional threats, their livelihoods made more insecure by the effects of climate change and the vagaries of the global economy.

The international humanitarian response to these needs reached US\$16.7 billion in 2010. If this preliminary, partial estimate proves to be accurate when full final data is available, it will have been the largest annual humanitarian response on record – higher even than in 2005, the year of the Indian Ocean earthquake/tsunami and the South Asia (Kashmir) earthquake. However, while the contributions of governments outside of the Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) and those of the private sector increased dramatically in 2010, it is not clear whether these actors will become regular donors in years when there are no major natural disasters.

The overall humanitarian expenditure of OECD DAC member governments – the major contributors to ongoing crises – is also estimated to have increased in 2010 (from US\$11.2 billion in 2009 to US\$11.8 billion). But the substantial increases made by just three donors (the United States, Japan and Canada) mask reductions by some of their peers. Eight OECD DAC members look set to reduce their levels of expenditure for the third consecutive year in 2010. While the overall international response to humanitarian crises shows an upward trend, many governments are coming under pressure to justify existing levels of aid spending.

In a global context of rising demand, escalating costs and budgetary constraints, the need to target humanitarian financing effectively and equitably is ever more compelling. In 2010, the level of needs that were unmet in the UN's consolidated appeals process (CAP) increased and humanitarian funding seems to have been more unevenly distributed across crises, with complex emergencies in many cases receiving a lower proportion of their funding requirements.

The effective targeting of humanitarian financing must include the effective coordination of all resources to address vulnerability to crises – while it remains important for humanitarian aid to be independent, neutral and based on need alone, it does not exist in a vacuum. Does it make sense for humanitarian assistance, which in many cases is being spent year on year in the same places, to be looked at in isolation from other types of potential funding?

WHERE DOES HUMANITARIAN FUNDING COME FROM?

WHERE DOES IT GO? HOW DOES IT GET THERE?

- In reality global humanitarian assistance exceeds our US\$16.7 billion estimate of the international humanitarian response from governments and private voluntary contributions in 2010. Not captured are the efforts of individuals, organisations and governments within crisis-affected countries themselves. We do not have a figure for the response of national governments but, by way of example, the Indian government has spent more than US\$6.2 billion on emergencies in its own country over the past five years, far outweighing the US\$315 million of humanitarian assistance it has received from international donors. Also not captured is the response of the military in delivering humanitarian assistance. In addition, it is difficult to draw a line around other types of aid flows that might go to people living in humanitarian crises.
- Governments contributed US\$12.4 billion (preliminary estimate) in response to international humanitarian crises in 2010 – the highest volume on record. In 2009 expenditure contracted to US\$11.7 billion following the 2008 spike (US\$12.3 billion) in response to a number of natural disasters and the food price crisis, and as some donors shifted the emphasis of parts of their humanitarian programming to development.
- In 2009, the three largest government/institutional donors of humanitarian aid were the United States (US\$4.4 billion), the European institutions (US\$1.6 billion) and the United Kingdom (US\$1 billion). In terms of generosity, however, Luxembourg, Sweden and Norway contributed the highest shares of gross national income (GNI) and Luxembourg, Norway and United Arab Emirates (UAE) contributed the most per person.
- In 2009, 61.7% of international government funding was directed through multilateral delivery agencies or funding mechanisms, 17.3% through NGOs and less than 10% through the public sector.
- We estimate private voluntary contributions to have been in the region of US\$4 billion in each of the past three years.

- In 2010, Médecins Sans Frontières (MSF) received US\$1.1 billion for humanitarian activities from private contributions; this more or less equates to the humanitarian expenditure of the third largest donor, the United Kingdom.
- In 2009, Sudan remained the largest single recipient of the international humanitarian response for the fifth consecutive year, with US\$1.4 billion (figures for 2010 are not yet available). Sudan has received just under 11.2% (US\$9 billion) of the total allocable by country over the past decade (US\$89 billion) and historically has received US\$300–US\$600 million more each year than the next largest recipient. However, humanitarian aid to Palestine/ OPT increased dramatically from US\$863 million in 2008 to US\$1.3 billion in 2009, reducing Sudan's 'margin' to US\$100 million.
- The total volume of funds channelled through pooled humanitarian funds, including common humanitarian funds (CHFs), emergency response funds (ERFs) and the Central Emergency Response Fund (CERF) increased from US\$583 million in 2006 to US\$853 million in 2010.
- Contributions from non-OECD DAC member governments to humanitarian pooled funds increased from US\$4 million in 2009 to US\$98 million in 2010, largely due to contributions to the ERFs in Haiti and Pakistan.

FORCES SHAPING HUMANITARIAN ASSISTANCE

- In 2009 more than 65% of all humanitarian assistance went to conflict-affected and post-conflict states.
- Humanitarian assistance is now more expensive. The costs of key components of humanitarian food aid are rising as well as those of delivering it. The cost of food increased by more than 40% between 2007 and 2011. During the same period, oil prices increased by 36% in real terms.
- The funding required to meet humanitarian needs expressed in the UN appeals more than doubled between 2007 and 2010, reaching a historic high of US\$11.3 billion. This growth was driven by an increase of US\$2.9 billion in the requirements for complex emergencies over the period and the addition of the largest ever flash appeal requirements for sudden-onset crises, which totalled US\$3.6 billion in 2010.
- The 2.2% growth in donor contributions to the UN appeals in 2010 did not match the 15.4% increase in requirements that year, resulting in a substantially higher proportion of unmet needs, at 37%, compared with an average of 30.2% for the five preceding years. Funding for complex emergency appeals decreased considerably: while requirements fell 18.9% year-on-year, funding was down by 32.5%. Conversely, funding for flash appeals skyrocketed by 1,635% compared with the previous year, driven by the large-scale disasters in Haiti and Pakistan.

HUMANITARIAN AID IN CONTEXT: BEYOND THE DIVIDE

- Humanitarian aid is largely long-term in nature, with just under 70% of all funding in 2009 going to long-term affected countries. Most of these are in conflict-affected sub-Saharan Africa and are also vulnerable to drought – two sorts of insecurity, two factors that put development gains at risk.
- Humanitarian aid may be smaller in terms of volume than other official development assistance (ODA), but it is spent in almost as consistent a fashion. The top 20 recipient countries of both over the past decade have been largely the same, which once more highlights the fact that humanitarian assistance from governments is not dominated by response to sudden massive natural disasters.
- ODA expenditure on governance and security is increasing, reaching US\$16.6 billion in 2009. Peacekeeping expenditure reached more than US\$9 billion in the same year. New data shows how the bulk of peacekeeping funds are spent in the same countries receiving long-term humanitarian assistance. Special funds to tackle these contexts (both donor and recipient) are growing in number.
- To date, few countries show any clear transition from a post-conflict and peacekeeping context to actual peace and reconstruction; only two of the top 20 recipients of international humanitarian aid have clearly moved out of the emergency phase in the past five years.
- Domestic revenues are important and significant, even in the most crisis- and conflict-affected countries, and have shown a less extreme response to the financial crisis than developing countries as a whole. Aid, both development and humanitarian, has a particular value as a consistent flow of funds when foreign investment, remittances and domestic revenues are under pressure.
- New data on disaster risk reduction (DRR) shows slowly increasing expenditure, but still to only extremely low levels. Total expenditure on DRR reached just US\$835 million in 2009, a mere 0.5% of total ODA. Of the US\$150 billion spent on the biggest humanitarian recipients over the past five years, only 1% of that has been reported as DRR.



THE STORY

Traditional responses to humanitarian crises are those that fall under the aegis of 'emergency response': material relief assistance and services (shelter, water, medicines etc.); emergency food aid (short-term distribution and supplementary feeding programmes); relief coordination, protection and support services (coordination, logistics and communications). Humanitarian aid can also include reconstruction and rehabilitation, as well as disaster prevention and preparedness.

This International Federation of Red Cross and Red Crescent Societies (IFRC) photo was taken at a camp in Charsadda, Pakistan, following the floods in July 2010. The camp housed 150 families left homeless and offered shelter, food and health care.

CREDIT
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HUMANITARIAN FUNDING

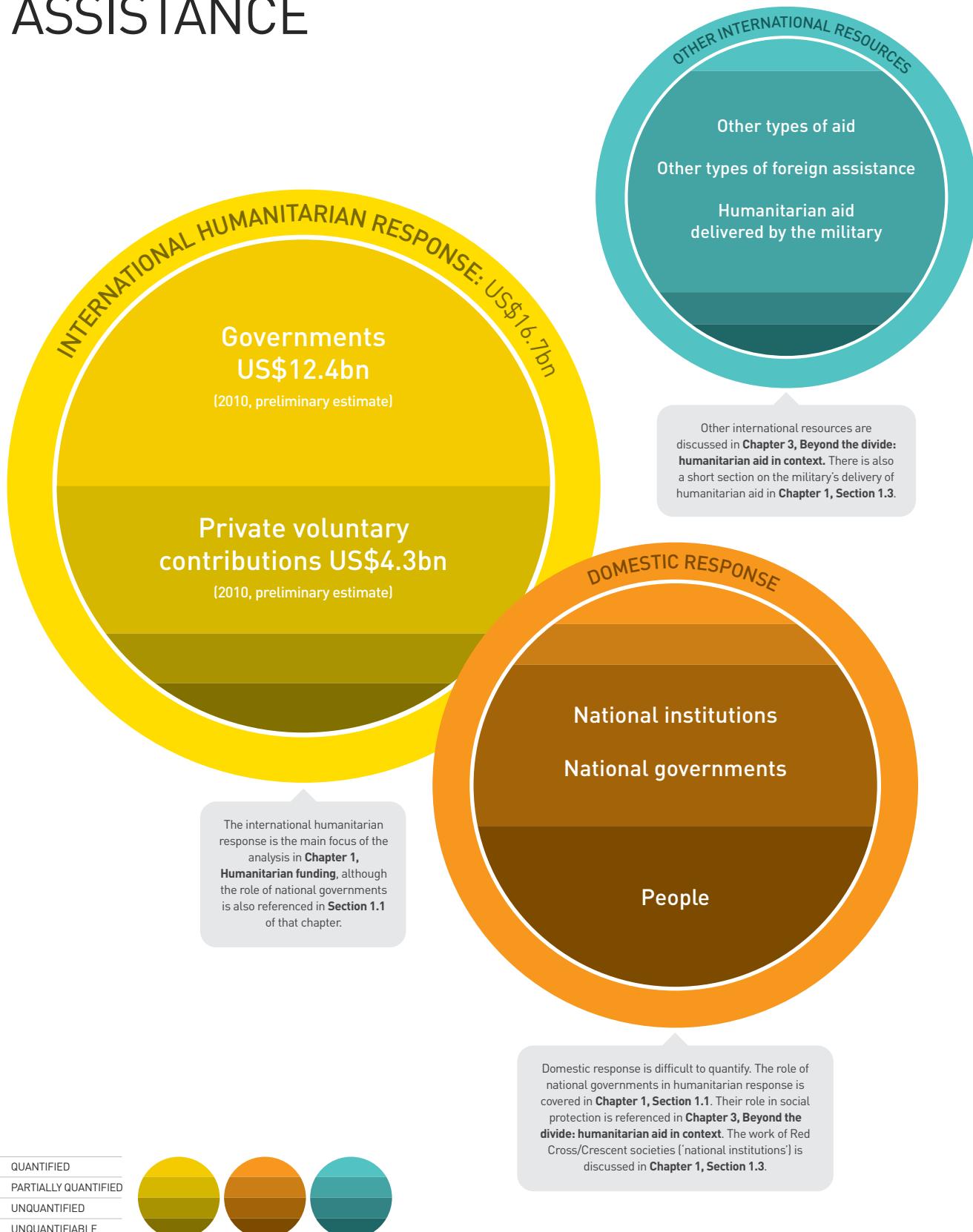
In 2010, both the earthquake in Haiti and the floods in Pakistan were met with a global humanitarian response. Local communities and organisations rallied to provide the most immediate, life-saving assistance. UN flash appeals were launched for each, with appealing agencies mobilising over US\$1 billion in each case from governments, the private sector and individuals. Saudi Arabia and Brazil were the leading contributors to Haiti's emergency response fund (ERF) and India was the largest government donor to support the Pakistan ERF, adding to the assistance provided by traditional government donors and EU institutions. But assistance in response to these types of emergency is not indicative of the bulk of humanitarian aid expenditure.

While big disasters attract the attention and new sources of funding that help to create the spikes in global humanitarian expenditure in some years, most humanitarian aid is spent by the same donors in the same places each year. Together with Ethiopia, Afghanistan and Palestine/ OPT, Sudan has dominated humanitarian aid for much of the last decade. In each of the last five years, it has received over US\$1.3 billion from government donors alone – roughly equivalent to the global sums raised through the UN appeals for each of Pakistan and Haiti in 2010. At the same time, the humanitarian budgets of these donors are responding to natural disasters, conflict and the legacies that continue to undermine the stability and security of thousands of families and communities from the long-running crises in Democratic Republic of Congo (DRC) and Somalia to earthquake-affected Chile and China; from conflict recovery in Iraq to tsunami recovery in Indonesia; and from Kenya to Zimbabwe. These very different situations highlight the very different needs that humanitarian aid is expected to address – and how humanitarian funding is being stretched way beyond that which is short-term and life-saving.

Wrapped up in the global response are not only decisions about how much to spend and where to spend it, but also choices about who the funding will be entrusted to in order to ensure that humanitarian work is delivered most effectively.

This section attempts to answer some basic questions about humanitarian aid.
Where does the money come from? Where does it go? How does it get there?

GLOBAL HUMANITARIAN ASSISTANCE





1.1 WHERE DOES THE FUNDING COME FROM?

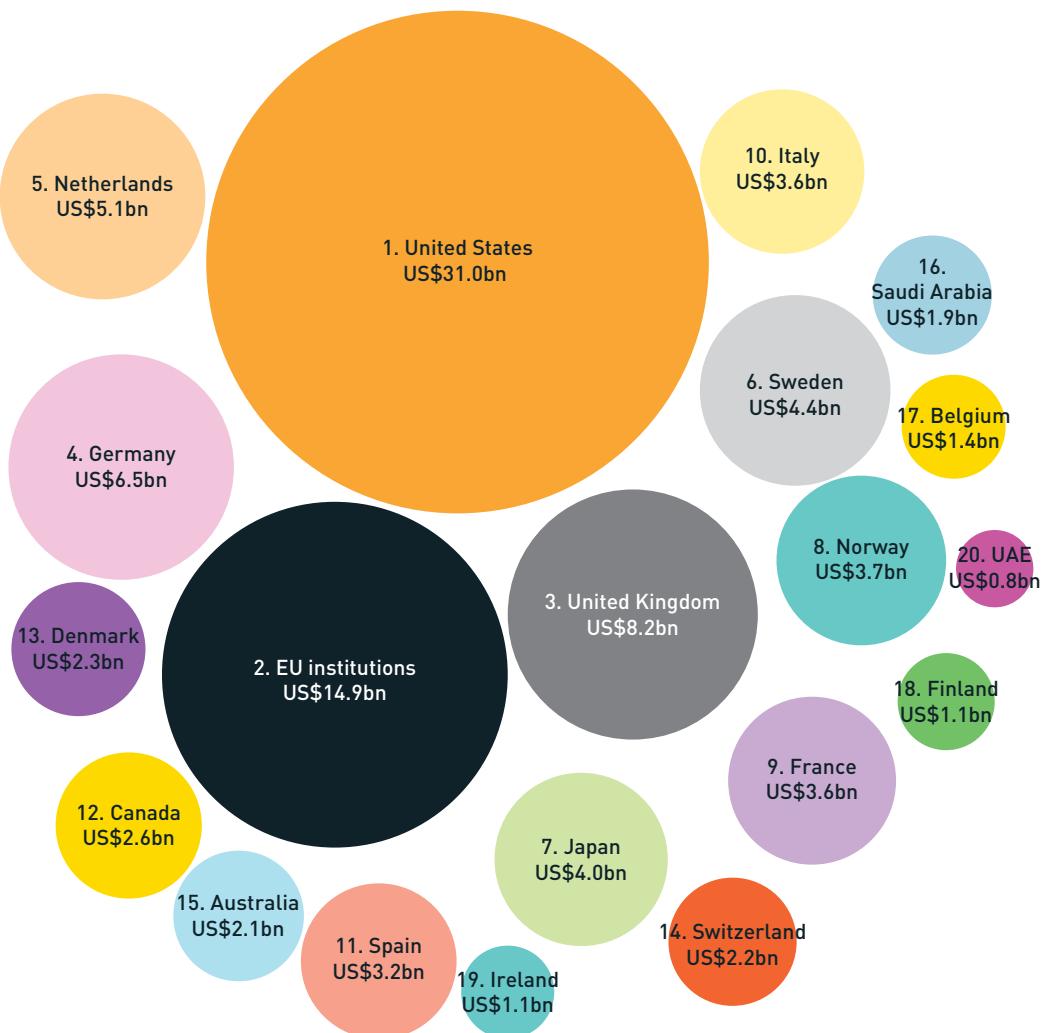
INTERNATIONAL GOVERNMENTS

Over the past ten years, governments have spent over US\$90 billion of humanitarian aid in response to international humanitarian crises – over US\$30 billion of which has been provided by the United States.

While members of the Organisation for Economic Cooperation and Development's (OECD) Development Assistance Committee (DAC) continue to dominate

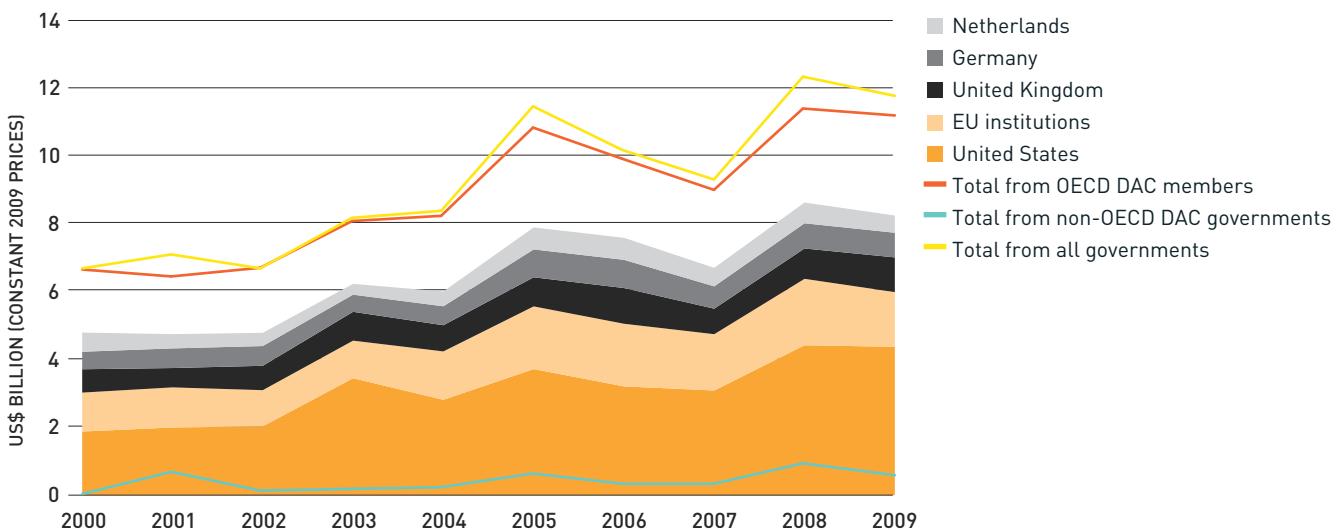
government response in terms of volumes of humanitarian aid given – notably the United States, the European institutions, the United Kingdom, Germany and the Netherlands – the additional funding mechanisms and ways of channelling assistance created within the international community over the past decade have also helped increase the visibility of humanitarian assistance from other governments.

FIGURE 1: TOP 20 GOVERNMENT CONTRIBUTORS TO INTERNATIONAL HUMANITARIAN RESPONSE, 2000–2009 (US\$ BILLION)



Note: The picture is dominated by 18 governments that are members of the Organisation for Economic Cooperation and Development (OECD)'s Development Assistance Committee (DAC). They are joined by Saudi Arabia (16th largest government donor over 10 years) and United Arab Emirates (UAE, 20th largest). The five OECD DAC members not included in the 'top 20' are: Austria (21st largest), Greece (22nd), Luxembourg (23rd), Portugal (24th) and Korea (28th). Source: Development Initiatives based on OECD DAC and United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA) Financial Tracking Service (FTS) data

FIGURE 2: FIVE LARGEST GOVERNMENT DONORS OF HUMANITARIAN AID, 2000–2009



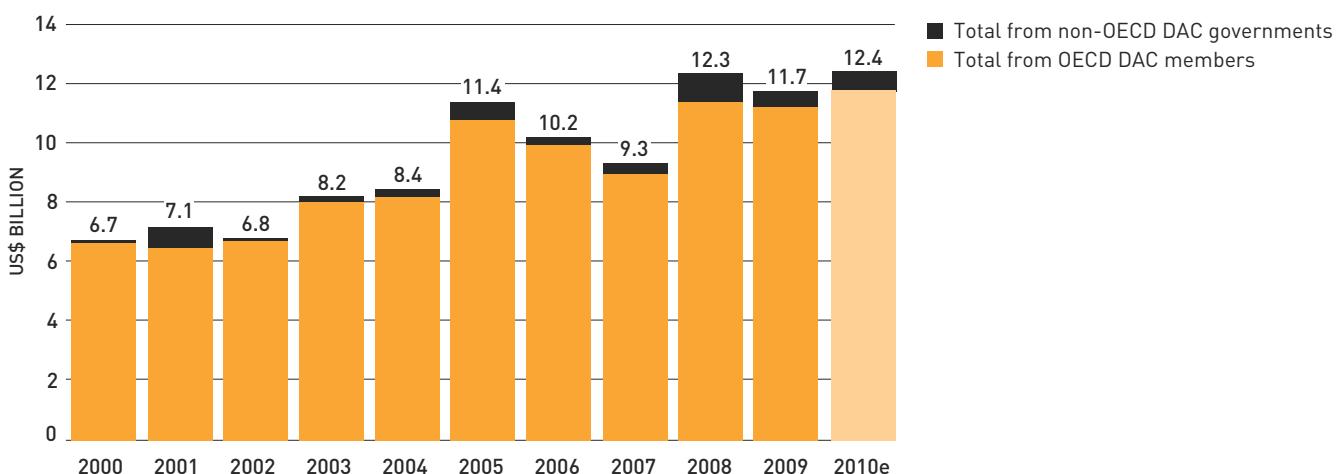
Note: This figure shows the five largest government donors in relation to the total from their OECD DAC peers, other governments (as captured by UN OCHA FTS) and the total provided by all governments. Source: Development Initiatives based on OECD DAC and UN OCHA FTS data

Overall, the international government response to humanitarian crises is estimated to have reached US\$12.4 billion in 2010 – the highest total on record. This was US\$1 billion higher than in 2005, a year that was previously described as ‘exceptional’ in response to the Indian Ocean-earthquake/tsunami and the South Asia (Kashmir) earthquake; slightly higher than in 2008 (when the main response was to food insecurity, notably in Ethiopia, Cyclones Nargis (Myanmar) and Sidr (Bangladesh)

and the earthquake in China); and 6% higher than in 2009. Full final data is not yet available for OECD DAC members in 2010, but it is likely (and is certainly the case for other governments), that the increase will have been in response to the emergencies in Haiti and Pakistan (see Section 1.2, ‘Where does the funding go?’).

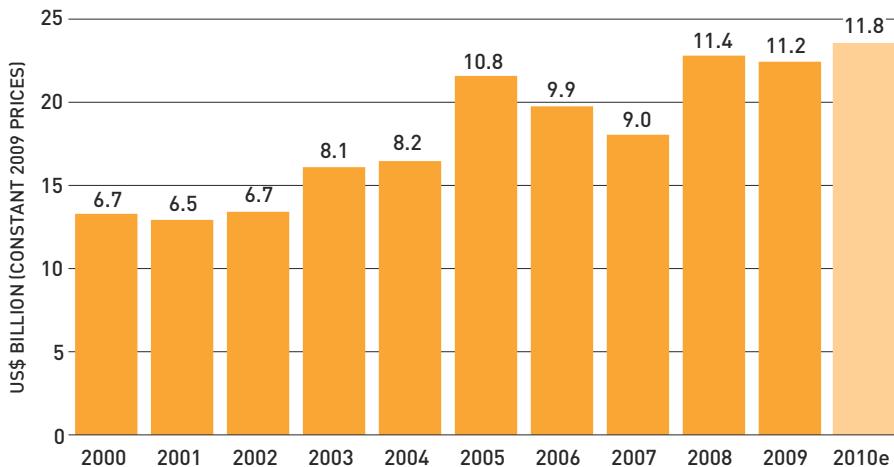
Looking back at the trends since 2000, every couple of years there has been a step change in response from OECD DAC members. They provided between

FIGURE 3: HUMANITARIAN AID FROM GOVERNMENT DONORS, 2000–2010



Note: Data for members of the OECD DAC includes core official development assistance (ODA) contributions to the United Nations High Commissioner for Refugees (UNHCR), UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) and the World Food Programme (WFP) to 2009. Data for 2010 is an estimate based on partial preliminary data releases (constant 2009 prices). Data for non-OECD DAC members includes all other government humanitarian aid, as captured by UN OCHA FTS (current prices). Our distinction between these two groups of government donors is entirely driven by the data. Source: Development Initiatives based on OECD DAC and UN OCHA FTS data

FIGURE 4: HUMANITARIAN AID FROM OECD DAC GOVERNMENTS, 2000–2009



Note: Data for 2010 is estimated, based on partial preliminary data release (constant 2009 prices). We do not yet have details of core multilateral ODA contributions to UNHCR, UNRWA and WFP that year. Source: Development Initiatives based on OECD DAC data

US\$6 billion and US\$7 billion over the period 2000–2002; between US\$8 billion and US\$10 billion over the period 2003–2005; between US\$9 billion and US\$11 billion over the period 2005–2007; and around US\$12 billion since 2008.

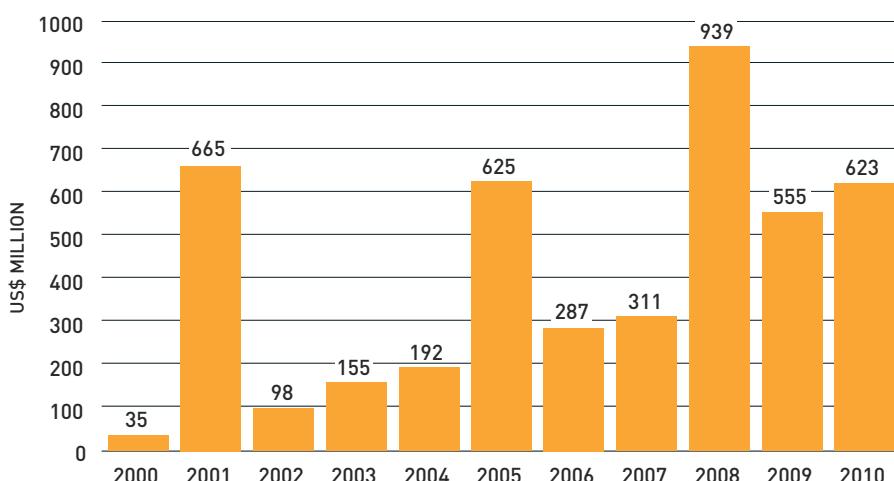
In the past, we have referred to this as ‘the ratchet effect’ – where every major headline crisis drives funding to new levels, which do tend to recede but are still considerably higher than the year prior to the crisis.

The volume of humanitarian aid reported from other governments has fluctuated between US\$34.7 million in 2000 and US\$622.5 million in 2010, and totals US\$4.4 billion over the 11-year period. But while an upward trend is apparent, there are fluctuations in reporting as well as in giving.

The spike in aid in 2005 was in part due to the Indian Ocean-earthquake/tsunami. Spikes in 2001 and 2008 however are largely due to single contributions from

Saudi Arabia. It made up 98% of total contributions in 2001, 36% in 2008 and 32% in 2010. On the basis of this data, (which is not directly comparable with that reported to the OECD DAC Secretariat by its members), Saudi Arabia has contributed more than Belgium, Finland and Ireland; and UAE more than Austria, Greece, Luxembourg, Portugal, New Zealand and Korea.

FIGURE 5: HUMANITARIAN AID FROM NON-OECD DAC GOVERNMENTS, 2000–2010



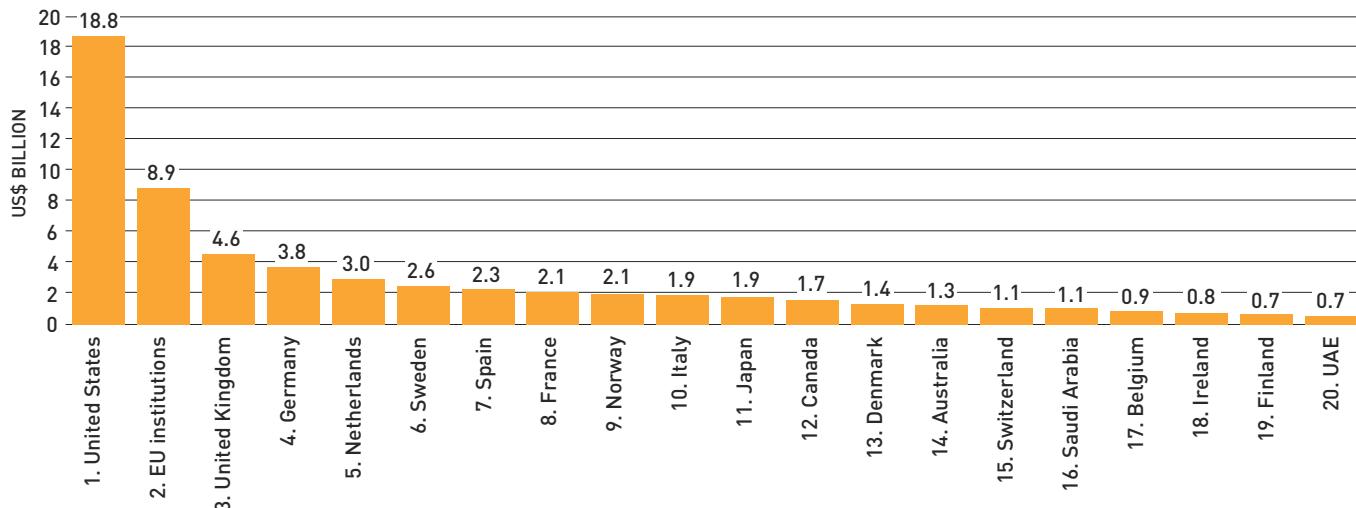
Note: The number of donors reporting varies from 52 in 2000 to 99 in 2005 and from 87 in 2009 to 127 in 2010.
Source: Development Initiatives based on UN OCHA FTS data

FIGURE 6: THE 30 LARGEST GOVERNMENT CONTRIBUTORS OF HUMANITARIAN AID OVER 10 YEARS, 2000-2009

RANK	DONOR	US\$m	NUMBER OF TIMES A TOP 10 DONOR	SHARE OF TOTAL PROVIDED BY GOVERNMENTS	SHARE OF DONOR'S TOTAL ODA	PER CITIZEN, 2009 (US\$)	RANK BY AMOUNT GIVEN PER CITIZEN, 2009	RANK BY SHARE OF GNI, 2009
1	United States	30,971	10	33.6%	14.9%	14	15	13
2	EU institutions	14,864	10	16.1%	13.4%	-	-	-
3	United Kingdom	8,183	10	8.9%	11.0%	17	12	8
4	Germany	6,527	10	7.1%	7.4%	9	21	16
5	Netherlands	5,094	10	5.5%	9.0%	31	7	6
6	Sweden	4,385	10	4.8%	13.0%	62	4	2
7	Japan	4,026	5	4.4%	4.0%	2	28	26
8	Norway	3,681	9	4.0%	11.5%	79	2	3
9	France	3,597	9	3.9%	4.6%	7	22	21
10	Italy	3,552	9	3.9%	11.4%	6	24	19
11	Spain	3,223	4	3.5%	8.3%	14	14	9
12	Canada	2,640	1	2.9%	7.9%	12	16	14
13	Denmark	2,278	0	2.5%	8.5%	44	5	5
14	Switzerland	2,224	1	2.4%	12.4%	25	9	11
15	Australia	2,132	0	2.3%	10.2%	15	13	12
16	Saudi Arabia	1,894	2	2.1%	-	3	23	18
17	Belgium	1,446	0	1.6%	8.1%	19	11	10
18	Finland	1,148	0	1.2%	12.9%	29	8	7
19	Ireland	1,127	0	1.2%	13.8%	32	6	4
20	UAE	755	0	0.8%	-	77	3	93
21	Austria	548	0	0.6%	6.9%	9	20	17
22	Greece	445	0	0.5%	8.7%	4	26	20
23	Luxembourg	405	0	0.4%	12.2%	121	1	1
24	Portugal	272	0	0.3%	5.6%	2	29	23
25	New Zealand	234	0	0.3%	9.3%	6	23	15
26	Kuwait	221	0	0.2%	-	11	17	93
27	Russia	175	0	0.2%	-	0	41	30
28	Korea	146	0	0.2%	3.1%	0	39	32
29	Turkey	134	0	0.1%	-	0	47	40
30	China	94	0	0.1%	-	0	93	86

Note: Data for members of the OECD DAC (23 governments plus EU institutions) includes core ODA to UNHCR, UNRWA and WFP as reported to the OECD DAC (and core ODA to EU institutions for EU15 members). Data for China, Kuwait, Russia, Saudi Arabia, Turkey and UAE is from UN OCHA FTS. The amounts include contributions through the UN's Central Emergency Response Fund (CERF) and pooled funding mechanisms. The rankings are based on a list of 164 countries. Gross national income (GNI) data is also taken from the OECD DAC. Per citizen rankings are based on population data from UN Department of Economic and Social Affairs

FIGURE 7: 20 LARGEST DONORS OVER FIVE YEARS, 2005-2009



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

There have been no major changes to the list of the top 20 donors when viewed over the past five years, compared with the ten-year period. There have been a few minor shifts within the list (France and Norway have switched places, as have Switzerland/Australia and Finland/Ireland), and one significant one – Spain and Japan change places as seventh and eleventh largest donors.

In fact, Spain has doubled its humanitarian aid contributions since 2000, rising from fifteenth largest donor that year to become the fifth largest in 2009 (the latest year for which we have full final data for OECD DAC members). Its share of total government contributions has risen from 2.8% to 5.4%.

Preliminary partial data (which does not include donors' totally unearmarked funds – i.e. core contributions to UN agencies or EU institutions), suggests that Spain's expenditure may have dipped in 2010, along with that of 12 other OECD DAC members. The Netherlands' humanitarian expenditure contracted for the second year in a row, as did that of Austria, Denmark, Greece, Korea and Portugal. Ireland's humanitarian aid declined for the third consecutive year. However, overall, the dip in volumes from these donors is offset by large increases in expenditure by the United States (up by some US\$400 million), Canada (by US\$129 million) and Japan (by US\$275 million). This is likely to be attributable to expenditure in Haiti and Pakistan.

HOW GENEROUS ARE GOVERNMENTS?

Calculating contributions that governments make takes on a different perspective when looked at alongside their national wealth. While the United States is by far the largest humanitarian donor overall, 12 countries contribute higher shares of their gross national income (GNI). Luxembourg, Sweden, Norway, Ireland and Denmark are the 'top five' donors when contributions are measured on this basis. Another way of considering generosity is to look at contributions on a per citizen basis. Citizens of Luxembourg, Norway, UAE, Sweden and Denmark are the biggest humanitarian donors on this basis, providing US\$44-US\$121 per person compared with US\$14 per US citizen or US\$17 per UK citizen for example.

FIGURE 8: INCREASES AND DECREASES IN HUMANITARIAN AID EXPENDITURE OF OECD DAC MEMBERS, 2008-2010

US\$m	2008	2009	2010
Australia	135	23	-42
Austria	28	-7	-13
Belgium	27	-6	52
Canada	67	-9	129
Denmark	16	-34	-51
Finland	-23	16	-4
France	-14	16	16
Germany	6	73	-33
Greece	3	-2	-10
Ireland	-18	-67	-5
Italy	28	-3	-68
Japan	164	-20	275
Korea	8	-5	-3
Luxembourg	0	6	10
Netherlands	36	-84	-73
New Zealand	-2	-9	3
Norway	-35	-44	68
Portugal	0	-0	-1
Spain	182	26	-64
Sweden	38	36	-11
Switzerland	-29	-9	2
United Kingdom	160	145	-9
United States	1334	-45	430
EU institutions	296	-346	84

Note: The figures are based on partial data in each year. 'Partial data' refers to directly administered projects and activities (sometimes also called 'earmarked' or 'bilateral' humanitarian aid) and does not include totally unearmarked (core) ODA contributions to UN agencies or EU institutions. Source: Development Initiatives based on OECD DAC data

Saudi Arabia's humanitarian aid increased by US\$174 million between 2009 and 2010, US\$50 million of which was due to its contribution to the Haiti emergency response fund (ERF), while UAE's aid levels appear to have declined. Turkey's reported contributions increased by

US\$50 million, to make it the second largest non-OECD DAC donor. Other increases in contributions of humanitarian aid and appearances in the top 10 list of non-OECD DAC government donors in 2010 were similarly driven by response to these two crises.

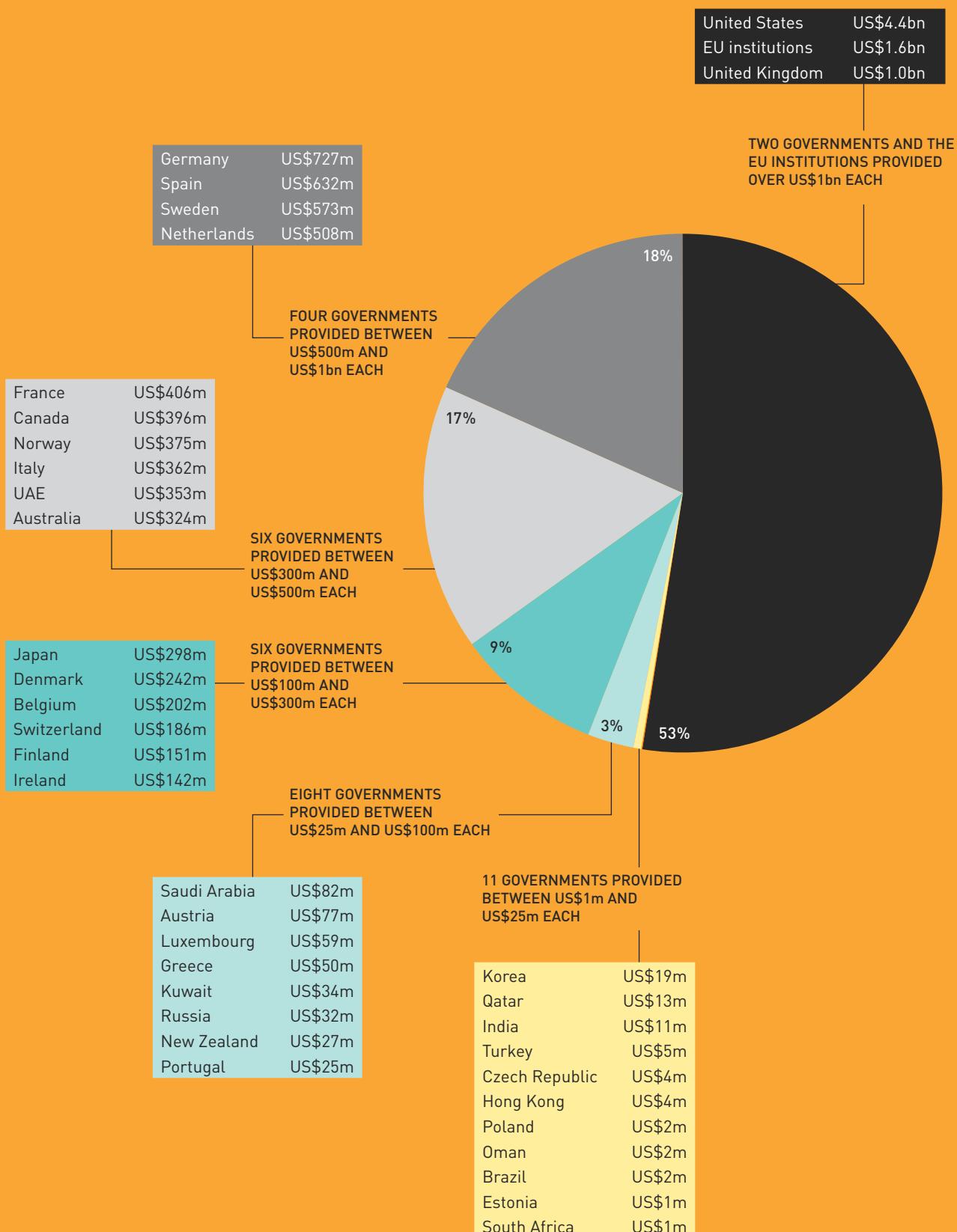
FIGURE 9: TOP 10 NON-OECD DAC GOVERNMENTS' HUMANITARIAN AID EXPENDITURE, 2008-2010

RANK	2008	2009	2010
1	Saudi Arabia US\$566m	United Arab Emirates US\$353m	Saudi Arabia US\$256m
2	United Arab Emirates US\$110m	Saudi Arabia US\$82m	Turkey US\$61m
3	Kuwait US\$96m	Kuwait US\$34m	Russian Federation US\$38m
4	Russian Federation US\$44m	Russian Federation US\$32m	United Arab Emirates US\$38m
5	Thailand US\$27m	Qatar US\$13m	China US\$38m
6	Kazakhstan US\$10m	India US\$11m	India US\$37m
7	Turkey US\$10m	Turkey US\$5m	Brazil US\$29m
8	China US\$9m	Czech Republic US\$4m	Thailand US\$12m
9	Iraq US\$8m	Hong Kong US\$4m	Mexico US\$11m
10	Singapore US\$6m	Poland US\$2m	Kuwait US\$11m

Source: Development Initiatives based on UN OCHA FTS data

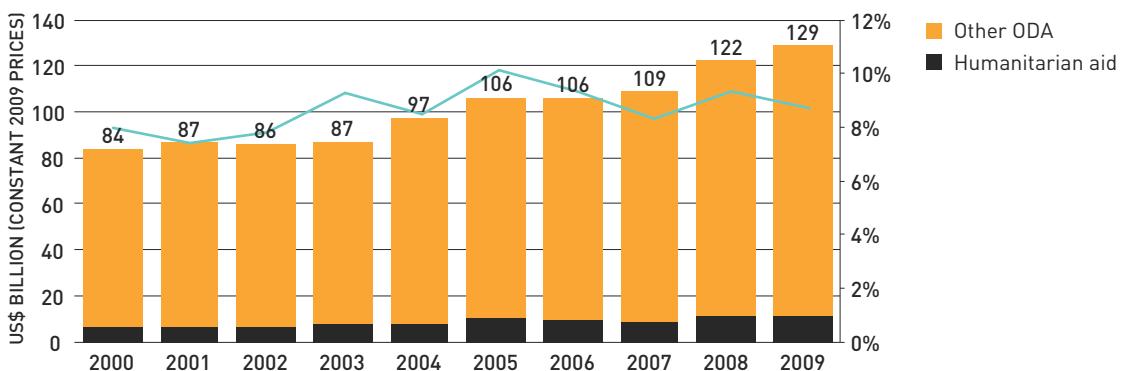
FIGURE 10: SHARES OF THE US\$11.7 BILLION IN HUMANITARIAN AID PROVIDED BY GOVERNMENTS IN 2009

Some 107 governments and EU institutions participated in the international humanitarian response to crises in 2009, raising US\$11.7 billion. Over half of the funding came from just three donors – the United States, European institutions and the United Kingdom.



A further 70 governments provided up to US\$1 million each

FIGURE 11: OECD DAC MEMBERS' HUMANITARIAN AID AS A SHARE OF THEIR TOTAL ODA, EXCLUDING DEBT RELIEF, 2000-2009



Note: The line on the graph shows clear peaks in the humanitarian share of ODA in 2003 (Afghanistan, Iraq), 2005 (Indian Ocean-earthquake/tsunami and South Asia (Kashmir) earthquake and 2008 (food insecurity, China earthquake, cyclones in Myanmar and Bangladesh). Source: Development Initiatives based on OECD DAC

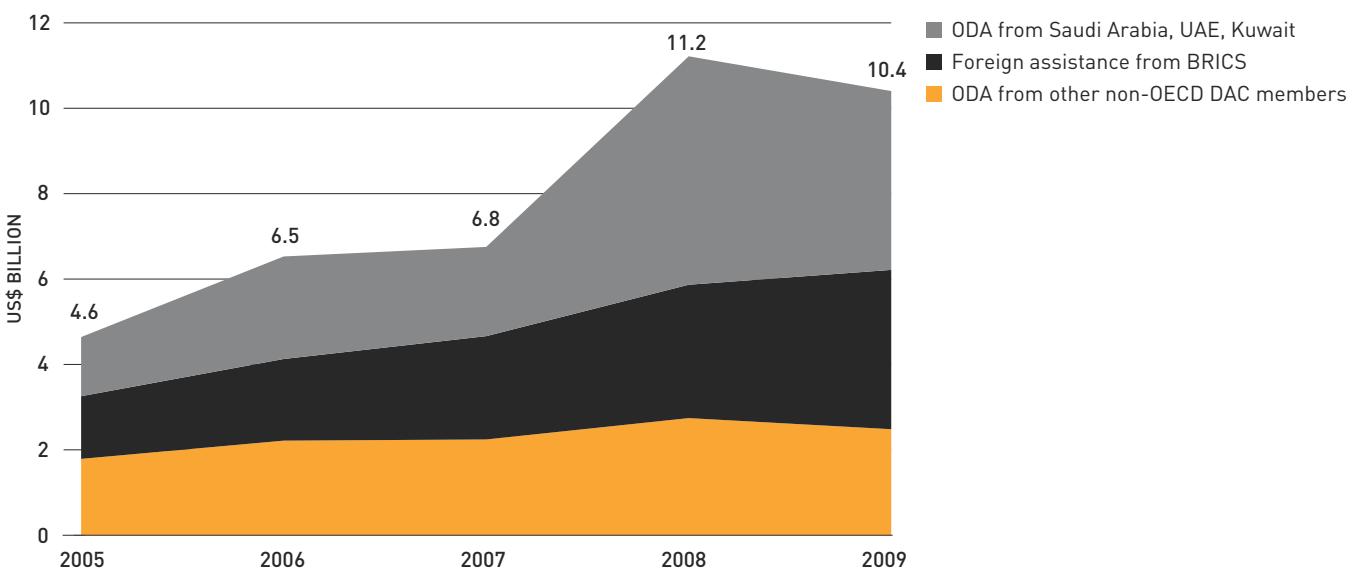
Humanitarian aid from governments is just one element of financial assistance that might flow to crisis-affected countries. For members of the OECD DAC for example, humanitarian aid represents just 8.7% of their total ODA expenditure since 2000. This 'other' ODA includes aspects of longer-term development finance, and governance and security expenditure, which are also vital flows of assistance to people living through humanitarian crises (see Chapter 3).

Saudi Arabia, Kuwait, UAE and several other donors also report ODA expenditure to the DAC. Taken together with foreign assistance reported by Brazil, Russia,

India, China and South Africa (BRICS), these other aid resources from these governments more than doubled between 2005 and 2009, from US\$4.6 billion to US\$10.4 billion.

China's foreign assistance is reported to have reached US\$2 billion in 2009 (while the reported humanitarian aid figure is well under US\$1 million in the same year). Russia's foreign assistance significantly increased between 2008 and 2009, from US\$200 million to US\$800 million but the amounts of humanitarian aid reported to UN OCHA FTS in those two years were US\$44 million and US\$32.5 million respectively.

FIGURE 12: ODA AND FOREIGN ASSISTANCE FROM NON-OECD DAC MEMBERS, 2005-2009



Note: Foreign assistance for BRICS is a conservative estimate based on various secondary sources. Source: Various. See 'Data & Guides'

NATIONAL GOVERNMENTS

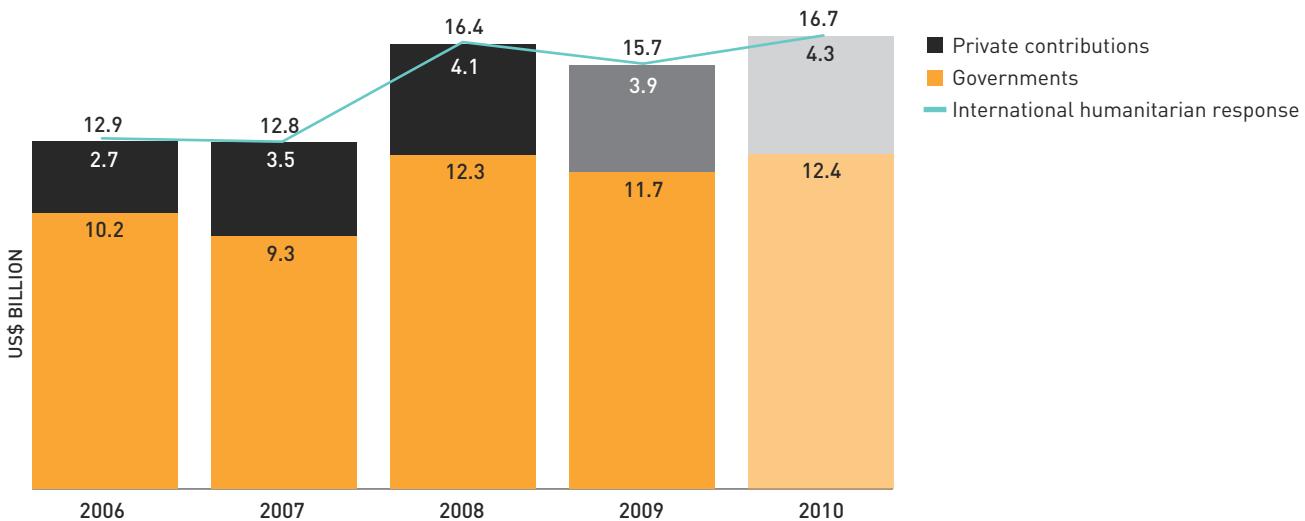
National governments are primarily responsible for taking care of their citizens in disasters and emergencies. We do not have a global figure for how much governments spend on crises in their own countries – but we know that the expenditure can be significant. For example Indonesia's government expenditure on disaster response increased from over US\$50 million in 2001 to more than US\$250 million by 2007 (GHA Report 2010, p74). A further example is India, which operates both state- and national-level disaster funds.

Between 2005 and 2010, the Indian government contributed US\$4.8 billion to its own State Disaster Response Fund (SDRF, formerly Calamity Relief Fund) and between 2005 and 2009 it contributed US\$1.4 billion to the National Disaster Response Fund (NDRF, formerly National Calamity Contingency Fund). When these sums are combined (US\$6.2 billion), they far outstrip the international humanitarian response to disasters in India (US\$315 million) and amount to two-thirds of the total ODA received by the country over the period.

As a donor of international assistance, India gave over US\$43 million between 2005 and 2009, and in 2010 it provided US\$36 million in response to the Pakistan earthquake alone. In 2011 it announced US\$5 billion of aid to Africa.

For more information on domestic response, see Chapter 3.

FIGURE 13: INTERNATIONAL HUMANITARIAN RESPONSE, 2006-2010 (US\$ BILLION)



Note: All figures for 2010 are preliminary estimates. Private contribution figures for 2006-2008 are based on our own research of a study set of NGOs and UN delivery agencies. The figure for 2009 is an estimate. The figure for 2010 is a preliminary estimate. Source: Development Initiatives based on OECD DAC and UN OCHA FTS data, annual reports and our own research (see 'Data & Guides')

PRIVATE CONTRIBUTIONS

In addition to humanitarian assistance from government donors, funding from private sources contributes to the humanitarian response – in some years, substantially so. In addition to the national assistance provided by families, neighbours, communities, diaspora and local private sector, the main private donors of humanitarian aid are individuals, private foundations, trusts, private companies and corporations. The money is typically raised by and channelled through humanitarian organisations, whether non-government organisations (NGOs), UN agencies or the International Red Cross and Red Crescent

Movement. We estimate funding from private sources to have been between US\$2.7 billion and US\$4.3 billion in each of the past five years – around a quarter of the average annual total of US\$16 billion in international response.

Our own research and estimates indicate that overall private contributions decreased in 2009 due to a decline in the number and intensity of sudden onset humanitarian crises, rising again in 2010 prompted by the disasters in Haiti and Pakistan. As an example, private funding to Médecins Sans Frontières (MSF) declined by US\$66 million

between 2008 and 2009 (from US\$864 million to US\$798 million) – but reached a record US\$1.1 billion in 2010.

Private funding for humanitarian assistance not only represents an important share of the total in any given year; it can also be particularly significant in certain contexts where it can equal or even exceed the support given by government donors – for example in Haiti in 2010 and the Indian Ocean-earthquake/tsunami in 2005 (see following section, 'Where does the funding go?').

PHILANTHROPIC GIVING

Philanthropic giving is thought to be a major source of funding – but not much is known about the extent of this, specifically in humanitarian contexts. The William and Flora Hewlett Foundation for example, which in April 2011 became the first philanthropic signatory to the International Aid Transparency Initiative (IATI) standard, disbursed US\$345 million in grants in 2009 for projects in the United States as well as for global development and international population programmes, and US\$358 million in 2010 (organisation's own estimates). Currently just over US\$472 million in commitment information since 2006 is available for analysis from open data format. As yet, most activities are only categorised by region – and the amount spent in humanitarian crises is difficult to discern.

In 2009, a further major philanthropic organisation, the Bill & Melinda Gates Foundation, reported US\$1.7 billion in health expenditure to the OECD DAC. Two of the countries in which it spent this money – Kenya and Pakistan – had humanitarian needs as indicated by a UN consolidated appeal process (CAP) appeal that year.

Meanwhile, two other institutional sources of information, The Hudson Institute's Index of Global Philanthropy and Remittances 2011 and The Foundation Centre, put philanthropic giving from the United States between US\$37 billion and US\$46 billion in 2009/2010. These figures include monetised volunteering as well as commodities and finance, so cannot

be treated as directly comparable with the humanitarian aid reported by governments. However, as an indicator of scale, philanthropic giving for one year would be on the same scale as that of the United States government's US\$30 billion over the last ten years, on the basis of these figures.

FIGURE 14: COUNTRY-ALLOCABLE HEALTH EXPENDITURE REPORTED TO THE OECD DAC BY BILL & MELINDA GATES FOUNDATION, 2009

COUNTRY	US\$m	UN CAP APPEAL IN 2009?
Bangladesh	17.0	No
Botswana	29.8	No
China	46.2	No
Ethiopia	8.2	No
Ghana	7.0	No
India	119.4	No
Indonesia	2.0	No
Kenya	24.1	Yes
Malawi	2.2	No
Mali	10.5	No
Nigeria	45.9	No
Pakistan	34.0	Yes
Senegal	10.0	No
South Africa	0.9	No
Tanzania	5.7	No
Zambia	8.4	No

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

Moreover, the assessment of all the different sources of funding for humanitarian aid has deeper implications than the mere tracking of financial flows within the system. The source of funding affects the type, duration and scope of assistance delivered, as well as the potential outcomes.

Private funding is largely regarded as being more flexible and adaptable, thus allowing humanitarian organisations to cover the types of cost and activity that may not be attractive to donor governments or to enable them to work in neglected

crises. In the same way, when donors make a choice on funding allocation (such as supporting one part of the delivery system instead of another, or earmarking funding for a specific sector, region or even time period), that has implications for the dynamics within the system as well as for the final delivery of aid. It is for that reason that counting private contributions, unravelling their role and tracing their passage to delivery on the ground are critical for assessing the volumes of global humanitarian assistance.



THE STORY

Expenditure on disaster risk reduction (DRR) is rising slowly – but it still represents only 1% of the US\$150 billion spent in the top 20 humanitarian recipient countries over the past five years. This photo from the International Federation of Red Cross and Red Crescent Societies (IFRC) shows a disaster preparedness training session in Natutu, Fiji.

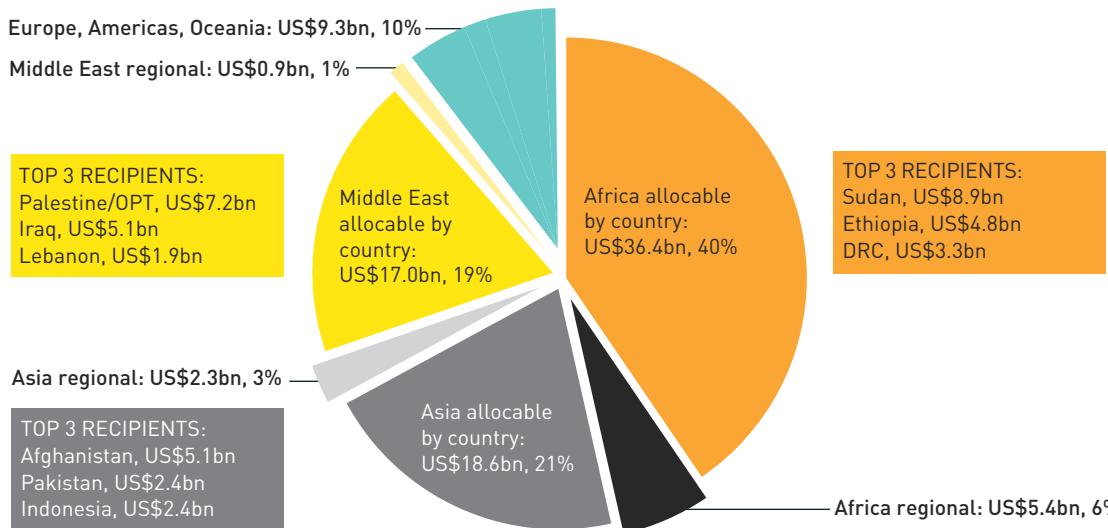
CREDIT

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1.2 WHERE DOES THE FUNDING GO?

FIGURE 15: INTERNATIONAL HUMANITARIAN AID BY REGION OVER TEN YEARS, 2000-2009



Note: The figures include contributions from governments (members of the OECD DAC and others reporting to UN OCHA FTS) and private contributions reported to UN OCHA FTS. This includes the money spent by these donors through UN agencies, NGOs and financing mechanisms such as the Central Emergency Response Fund (CERF). In addition to the amounts shown, US\$5 billion has been allocated to Europe, US\$4.2 billion to the Americas and US\$142 million to Oceania. The totals here will not tally with those expressed in the 'Where does the funding come from?' section, where data from UN OCHA FTS is supplemented by our own research on private contributions. Regional expenditure is that which has more than one destination country.
Source: Development Initiatives based on OECD DAC and UN OCHA FTS

REGIONAL PATTERNS

Since 2000, just under US\$90 billion dollars has been spent on international humanitarian response. Africa received the largest share of this (46%). Of the total, 40% has been allocated to sub-Saharan Africa, which includes Sudan, Ethiopia and Democratic Republic of Congo (DRC) – the largest, fifth largest and sixth largest country recipients over the last ten years.

Asia received the next largest share (24%). Conflict has been the main driver of the US\$5.1 billion in humanitarian expenditure to the region's largest recipient, Afghanistan. Just under half that amount (US\$2.4 billion) has been spent in each of the region's next largest recipients, Pakistan and Indonesia.

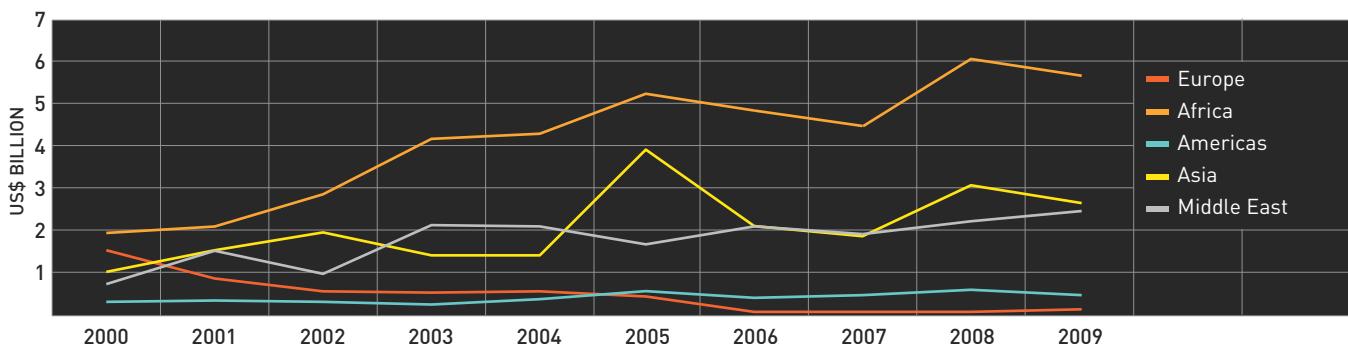
In the Middle East, expenditure is dominated by Palestine/OTP, overall the second largest recipient of humanitarian aid over the last ten years, and Iraq.

Over the past ten years, humanitarian aid to Africa has increased sharply, most particularly to sub-Saharan countries where, against a backdrop of conflicts and drought that have displaced millions of people, humanitarian needs are driven by lack of access to basic services, the threat of communicable disease and food insecurity. Funding to Asia, which in addition to the Afghanistan conflict has been hit by several large-scale natural disasters and is home to large numbers of vulnerable people, has also risen. In the

Middle East, the conflict in Iraq drove levels of humanitarian funding higher in both 2001 and 2003 before levelling off, dipping slightly and now rising again as recovery and reconstruction follow. Expenditure in Europe has declined since the end of the conflict in the Balkans, while the Americas maintain low levels of funding.

Our analysis in the remainder of this section explores these trends in further detail, focusing on the US\$80 billion that has been provided to 156 countries over the last ten years ('total allocable by country'). It does not include the additional US\$10.9 billion that has been spent on regional or cross-border programmes that have more than one destination country.

FIGURE 16: INTERNATIONAL HUMANITARIAN AID BY REGION SINCE 2000



Note: The graph shows increased levels of funding to both Asia and Africa over the last decade, with spikes in both 2005 and 2008.
Source: Development Initiatives based on OECD DAC and UN OCHA FTS

COUNTRY VARIATIONS

Just under US\$80 billion in humanitarian aid has been allocated to some 156 countries over the last ten years. Over 70% of this has been concentrated in 20 countries – all but two of which are classified as ‘conflict-affected’ (Jordan and Zimbabwe) and all but five of which (Indonesia, Pakistan, Sri Lanka, Uganda and Chad) are classified as ‘long-term’ recipients of humanitarian aid (see Chapter 3).

Sudan is the single largest recipient of international humanitarian aid. It has received just under US\$9 billion (11.2%) of the estimated total over the past decade and has been the single largest recipient in each of the last five years. Together with the next largest recipient, Palestine/OPT

(with US\$7.2 billion or 9.1% of the total), it accounts for just over one-fifth of the money spent in specific countries over the past decade.

Iraq (which has received US\$5 billion, 6.5% of the total), Afghanistan (similar volumes and share) and Ethiopia (US\$4.8 billion or 6.1% of the total) are the third, fourth and fifth largest recipients of the last decade. Though they have very different humanitarian profiles these five countries have been top 10 recipients in each of the last ten years. (See page 30, ‘Seven countries in focus’).

FIGURE 17: TOP 20 RECIPIENTS OF INTERNATIONAL HUMANITARIAN AID, 2000-2009 (US\$ BILLION)

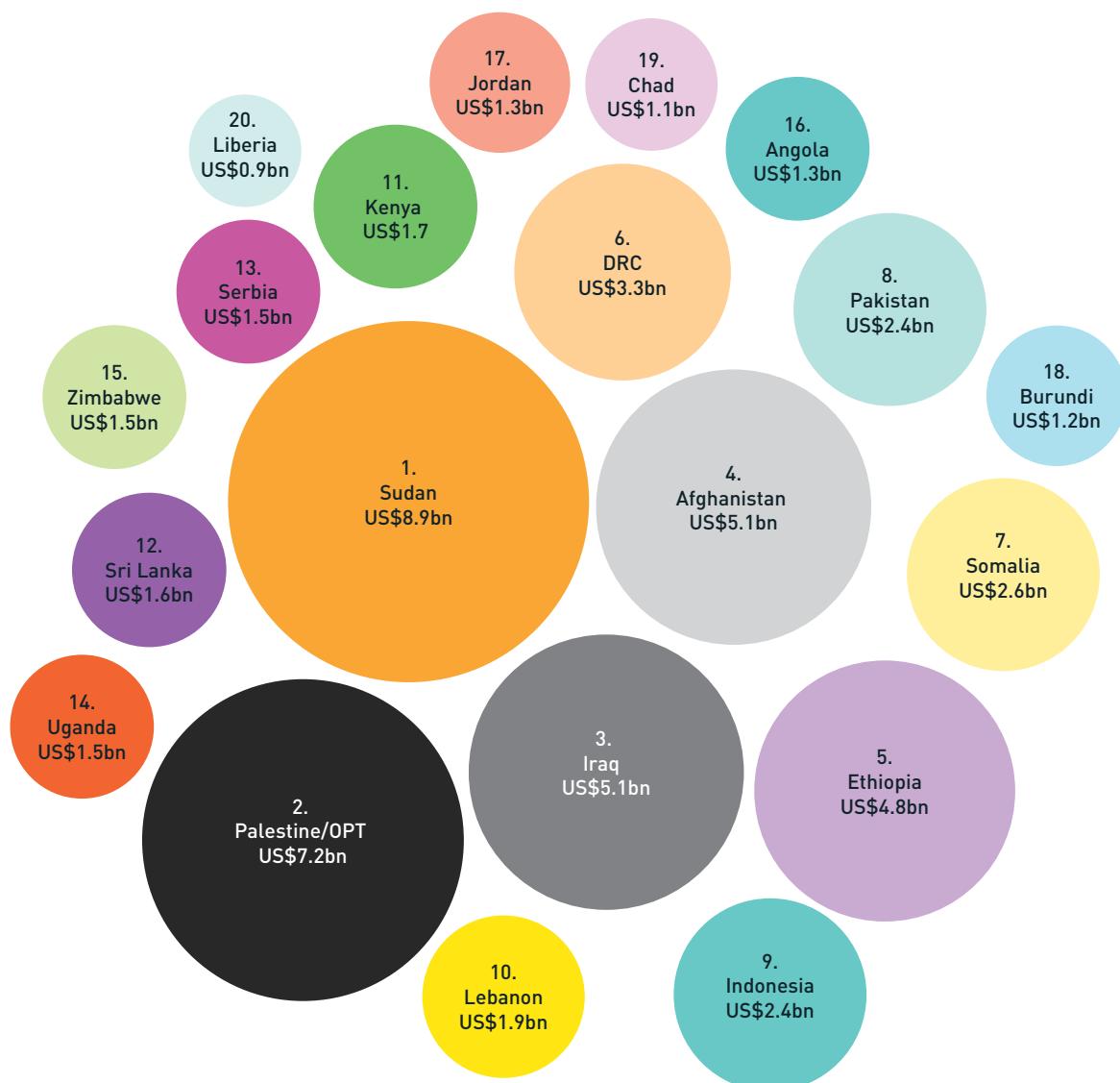


FIGURE 18: KEY DATA ON THE 20 LARGEST RECIPIENTS OF INTERNATIONAL HUMANITARIAN AID, 2000-2009

COUNTRY AND RANK	NUMBER OF YEARS IN TOP 10	INTERNATIONAL HUMANITARIAN AID (US\$bn)	SHARE OF TOTAL ALLOCABLE BY COUNTRY	HUMANITARIAN SHARE OF TOTAL ODA	CONFLICT-AFFECTED?	LONG-TERM HUMANITARIAN AID RECIPIENT?	SHARE FROM OECD DAC MEMBERS
1. Sudan	10	8.9	11.2%	60.6%	Yes	Yes	95.4%
2. Palestine/OPT	10	7.2	9.1%	37.6%	Yes	Yes	85.6%
3. Iraq	10	5.1	6.5%	14.9%	Yes	Yes	96.0%
4. Afghanistan	10	5.1	6.4%	17.1%	Yes	Yes	96.1%
5. Ethiopia	10	4.8	6.1%	21.3%	Yes	Yes	98.2%
6. DRC	9	3.3	4.2%	28.1%	Yes	Yes	99.5%
7. Somalia	4	2.6	3.2%	68.3%	Yes	Yes	95.0%
8. Pakistan	4	2.4	3.1%	12.1%	Yes	No	80.0%
9. Indonesia	2	2.4	3.0%	16.1%	Yes	No	90.4%
10. Lebanon	2	1.9	2.4%	33.2%	Yes	Yes	90.9%
11. Kenya	1	1.7	2.1%	17.2%	Yes	Yes	98.4%
12. Sri Lanka	1	1.6	2.1%	21.3%	Yes	No	87.9%
13. Serbia	2	1.5	2.0%	12.4%	Yes	Yes	99.6%
14. Uganda	2	1.5	1.9%	10.6%	Yes	No	99.0%
15. Zimbabwe	3	1.5	1.9%	39.2%	No	Yes	98.8%
16. Angola	5	1.3	1.7%	31.8%	Yes	Yes	98.6%
17. Jordan	0	1.3	1.6%	16.8%	No	Yes	99.2%
18. Burundi	2	1.2	1.5%	31.3%	Yes	Yes	99.2%
19. Chad	0	1.1	1.4%	30.1%	Yes	No	96.7%
20. Liberia	1	0.9	1.2%	31.8%	Yes	Yes	97.6%

Source: OECD DAC for DAC governments and EU institutions, 1995-2009. All other data from UN OCHA FTS and UN CERF

SHIFTING TRENDS

Of the 20 countries listed in Figure 17, only Angola and Serbia have clearly moved out of their emergency phases over the last five years. Now ranked as seventy-fifth and forty-ninth largest recipients of humanitarian aid respectively, both continue to receive other forms of official development assistance (ODA) but at much lower levels than during the first half of the decade. Their places as top 20 recipients of humanitarian aid between 2005 and 2009 were taken by two countries that were pushed into crisis by natural disasters – Myanmar (sixteenth largest recipient since 2005) and Bangladesh (nineteenth largest).

Of the other 18 countries, some accounted for large shares of humanitarian aid at the beginning of the five-year period (e.g. Indonesia), while natural disasters and conflict pushed others into crises requiring large-scale response either periodically or temporarily (e.g. Pakistan).

Within the top five recipients, while Iraq is now receiving considerably less

The OECD Development Assistance Committee (DAC) comprises the European institutions and the 23 governments of: Australia, Austria, Belgium, Canada, Denmark, Finland, France, Germany, Greece, Ireland, Italy, Japan, Korea, Luxembourg, the Netherlands, New Zealand, Norway, Portugal, Spain, Sweden, Switzerland, the United Kingdom and the United States.

Information on humanitarian and other aid expenditure is reported by OECD DAC members along consistent lines each year – which means that we have comparable data for recipient countries going back to 1995 and detailed project level data going back to 2005. Overall, this information represents 96% of our international humanitarian response figures on the totals allocable

by country over the 10-year period from 2000 to 2009. The remaining 4% of our data 2000-2009 comes from UN OCHA Financial Tracking Service (FTS). UN OCHA FTS is the custodian of data relating to the UN consolidated appeals process (CAP), which has accounted on average for 46% of the total sums captured by the FTS since 2000. The reporting of the remaining amounts represents voluntary reporting and can vary between donors and by donor by year. Hence, our reporting on the humanitarian aid expenditure of governments that are not members of the OECD DAC and on private voluntary contributions, often relates to that which has been captured through the UN appeals processes and financing mechanisms.

FIGURE 19: TOP 20 RECIPIENTS OF INTERNATIONAL HUMANITARIAN AID OVER FIVE AND TEN-YEAR PERIODS COMPARED

RANK, 10 YEARS (2000-2009)	CHANGE IN LAST FIVE YEARS	RANK, 5 YEARS (2005-2009)
1. Sudan	-	1. Sudan
2. Palestine/OPT	-	2. Palestine/OPT
3. Iraq	+2	3. Ethiopia
4. Afghanistan	-	4. Afghanistan
5. Ethiopia	-2	5. Iraq
6. DRC	-	6. DRC
7. Somalia	+1	7. Pakistan
8. Pakistan	+1	8. Indonesia
9. Indonesia	-2	9. Somalia
10. Lebanon	-	10. Lebanon
11. Kenya	+1	11. Sri Lanka
12. Sri Lanka	-1	12. Kenya
13. Serbia	+2	13. Zimbabwe
14. Uganda	-	14. Uganda
15. Zimbabwe	+4	15. Chad
16. Angola	+5	16. Myanmar (+5)
17. Jordan	-	17. Jordan
18. Burundi	-	18. Burundi
19. Chad	+4	19. Bangladesh (+4)
20. Liberia	-	20. Liberia

humanitarian aid than it was between 2003 and 2005 (just over US\$3 billion in that period), it is still receiving relatively high levels of assistance (between US\$360 million and US\$470 million in each of the last three years) as its emergency phase passes from relief to recovery. However, a spike in funding to Ethiopia in 2005, together with drought and the food price crisis in 2008, have pushed the country from fifth to third largest recipient over the past five years.

Just outside the top five but receiving between US\$300 million and US\$570 million in each of the last five years is Democratic Republic of Congo (DRC). The situation in DRC was classed as something of a 'forgotten emergency' during the early part of the decade, but a concerted campaign of advocacy from non-governmental organisations (NGOs) and the UN, combined with changes in the UN appeal process and funding architecture, has prompted a significant upturn in funding: US\$2.3 billion of the US\$3.3 billion (67%) that the country has received since 2000 has been provided in the past five years.

Other changes worthy of note include the case of Chad, which has received 87% (US\$996 million) of the US\$1.1 billion spent in the country over the last decade during the last five years. In addition to suffering political unrest within its own borders, and being subject to frequent drought, Chad continues to host to people displaced by conflicts in Darfur and Central African Republic (CAR). Humanitarian aid to the country has been rising steadily each year since 2005 to reach US\$322 million in 2009, making it the eleventh largest recipient that year.

However, perhaps one of the biggest stories to emerge from the data, and one that is not visible by looking at ranking and aggregate volumes alone, is that humanitarian aid to Palestine/OPT has more than doubled since 2005 – from just under US\$500 million to just over US\$1.3 billion in 2009.

FIGURE 20: TOP 20 RECIPIENTS OF INTERNATIONAL HUMANITARIAN AID, 2005-2009

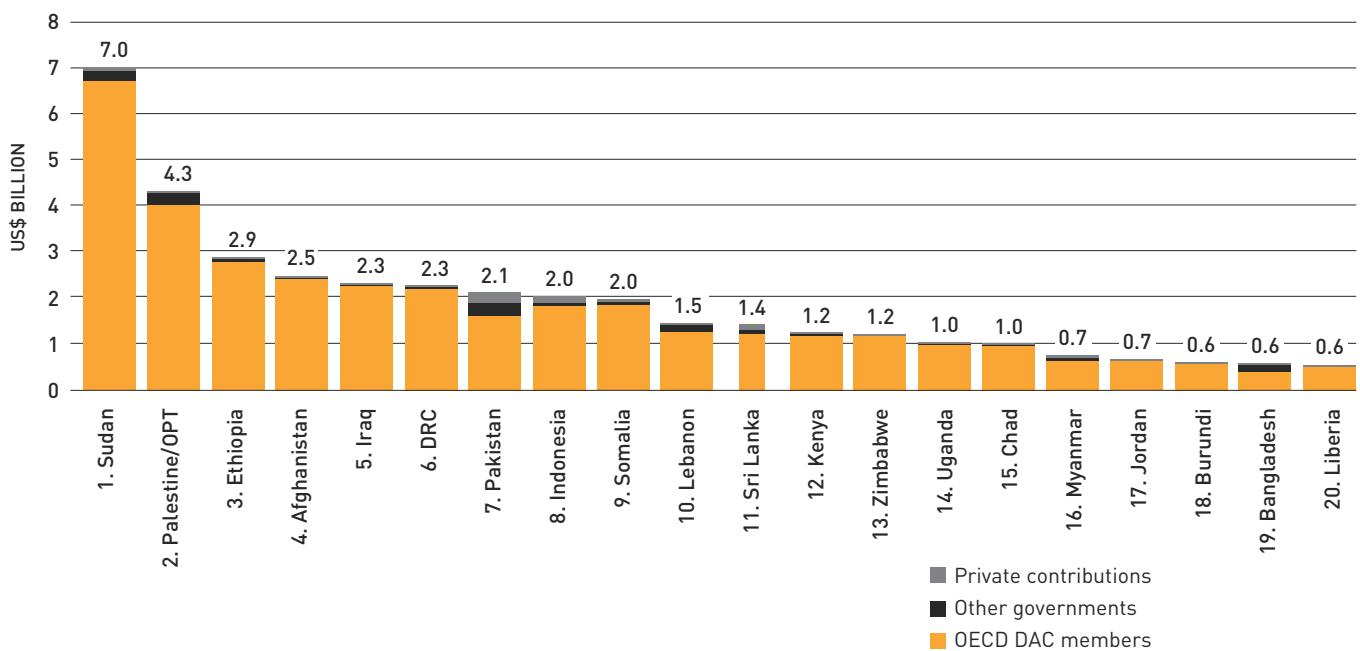
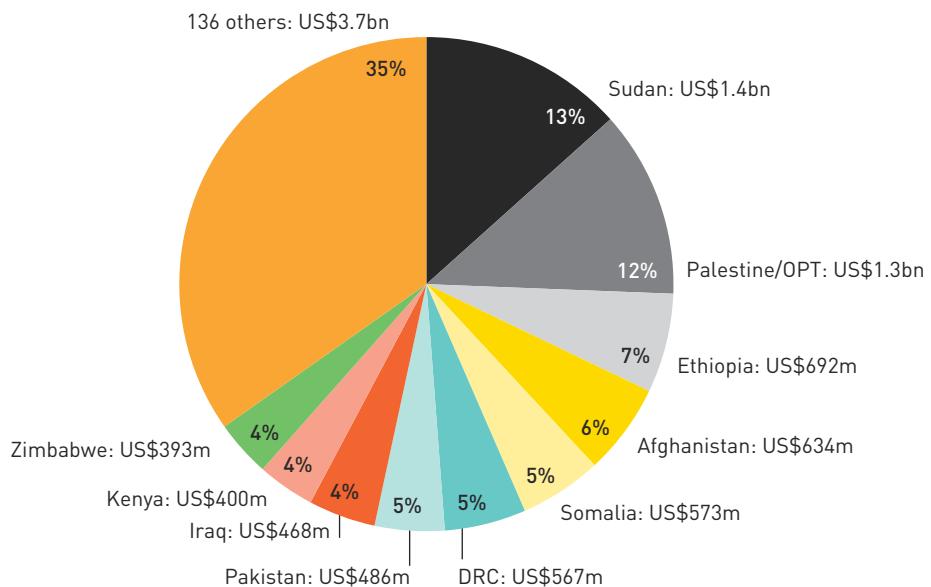


FIGURE 21: SHARES OF INTERNATIONAL HUMANITARIAN AID BY RECIPIENT, 2009



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

CURRENT DRIVERS

Sudan remained the largest recipient of humanitarian aid for the fifth consecutive year in 2009, accounting for US\$1.4 billion (or 13% of the total allocable by country). Although its share of the total went up fractionally, its volume of humanitarian aid decreased slightly (by US\$67 million). The huge rise in funding to Palestine/OPT (from US\$863 million in 2008) means that the gap between Sudan and the next largest recipient – historically around US\$300 million-US\$600 million – is now down to US\$100 million.

Many donors have increased humanitarian aid to Palestine/OPT. The United States alone increased expenditure from US\$22 million in 2008 to US\$305 million in 2009. European institutions also increased their bilateral expenditure there by some US\$35 million, with contributions to the UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) for emergency distress relief and reconstruction, and also to NGOs for food aid. The United Kingdom increased its expenditure by a similar amount and the Central Emergency Response Fund (CERF) doubled its

expenditure there too (from US\$5 million to US\$9.4 million).

Of the next largest recipients (Ethiopia, Afghanistan, Somalia and DRC), only DRC actually received higher volumes of humanitarian aid in 2009 than in the previous year. Ethiopia received increased humanitarian aid in 2008 due to drought and food insecurity, which decreased in 2009. Changes in Afghanistan and Somalia were due mainly to a shift in emphasis from humanitarian to development programming, notably by the EU institutions.

FIGURE 22: TOP 10 RECIPIENTS OF INTERNATIONAL HUMANITARIAN ASSISTANCE, 2005-2009 (US\$)

	2005	2006	2007	2008	2009
Sudan	1.4bn	Sudan	1.4bn	Sudan	1.5bn
Indonesia	870m	Palestine/OPT	796m	Palestine/OPT	886m
Pakistan	721m	Lebanon	536m	DRC	863m
Iraq	696m	Indonesia	524m	Lebanon	860m
Ethiopia	658m	Pakistan	451m	Iraq	604m
Sri Lanka	544m	DRC	435m	Afghanistan	604m
Palestine/OPT	498m	Iraq	423m	Ethiopia	529m
Afghanistan	320m	Afghanistan	349m	Bangladesh	466m
DRC	307m	Ethiopia	345m	Somalia	468m
Zimbabwe	214m	Somalia	324m	Pakistan	273m
Top 10 total	4.8bn		4.2bn		3.4bn
					5.2bn
					4.2bn

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

FIGURE 23: THE 10 LARGEST CHANGES IN INTERNATIONAL HUMANITARIAN AID FLOWS, 2008-2009

2008-2009 US\$m INCREASE	EXPLANATION	2008-2009 US\$m DECREASE	EXPLANATION
↑ Palestine/OPT 440	US, UK, EU and others increase funding following Israeli operation 'Cast Lead' at the start of the year which resulted in large-scale devastation in the Gaza Strip.	Myanmar -315	Had received US\$450m in response to Cyclone Nargis and floods in 2008. There were no UN CAP appeals in 2009. ↓
↑ Pakistan 290	Increase in the intensity of conflict in Northern territories lead to further mass forced displacement.	China -293	Had received US\$310m in response to Sichuan earthquake in 2008. ↓
↑ Indonesia 132	Large earthquake hits West Sumatra, causes widespread damage to Padang.	Afghanistan -226	There was an upsurge of funding in 2008 to US\$871m when food shortages and increased insecurity contributed to a significant increase in humanitarian needs. ↓
↑ Kenya 95	Increase in Somali refugees, food and livelihood insecurity particularly affecting the vulnerable urban poor.	Ethiopia -194	Had received increased flows due to food crisis in 2008 (which continued into 2009). ↓
↑ Iraq 92	More humanitarian aid for the recovery and reconstruction after the war, in order to rebuild infrastructure. Still many internally displaced persons in the country.	Uganda -87	Had received funding in 2008 after instability in Acholi, Lango and Teso as well as in response to drought and floods. ↓
↑ Syria 83	Syria hosts the largest Iraqi refugee population in the region. The country was hit by a severe drought.	DPRK -79	Food crisis in 2008 due to floods in 2007. Malnutrition and TB. ↓
↑ Chad 72	Humanitarian aid flows for refugees from Sudan and CAR, but also to IDPs; a consequence of insecurity in the country and the region.	Côte d'Ivoire -78	Special disbursements made in 2008 for post-crisis rehabilitation. ↓
↑ Philippines 61	Tropical Storm Ketsana and Typhoon Parma cause devastation leaving 4.2 million people in need of assistance.	Haiti -67	A UN flash appeal was launched in 2008 following four successive hurricanes and tropical storms. ↓
↑ Zimbabwe 59	Increased food insecurity and a country-wide cholera outbreak.	Liberia -62	Increased flows in 2008 for UN 'Critical Humanitarian Gaps (CHG), focusing on health, food security and water and sanitation. This year was also characterised by outbreaks of yellow fever, cholera and acute watery diarrhoea, floods, violent land disputes and mob violence. ↓
↑ DRC 38	Violence in North Kivu and causes population displacement. Assistance required for returnees in other parts of the country.	Lebanon -57	In 2008, assistance for 27,000 Palestinian refugees living in Nahr el-Bared camp displaced by fighting in May-August 2007. Assistance still required for Lebanese people displaced by the July-August 2006 conflict. ↓

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

FIGURE 24: TOP RECIPIENT BY HUMANITARIAN SECTOR, 2005-2009 (US\$ MILLION)

SECTOR	2005	2006	2007	2008	2009
Material relief assistance and services	Sudan 518	Sudan 608	Sudan 593	Sudan 529	Sudan 526
Emergency food aid	Sudan 693	Sudan 504	Sudan 576	Sudan 687	Sudan 691
Relief coordination; protection and support services	Indonesia 6	Sudan 62	Palestine 21	Afghanistan 43	Pakistan 48
Reconstruction relief and rehabilitation	Indonesia 187	Indonesia 289	Indonesia 161	Afghanistan 355	Afghanistan 253
Disaster prevention and preparedness	Iraq 47	India 3	Bangladesh 5	Bangladesh 27	Bangladesh 26

Source: Development Initiatives based on OECD DAC

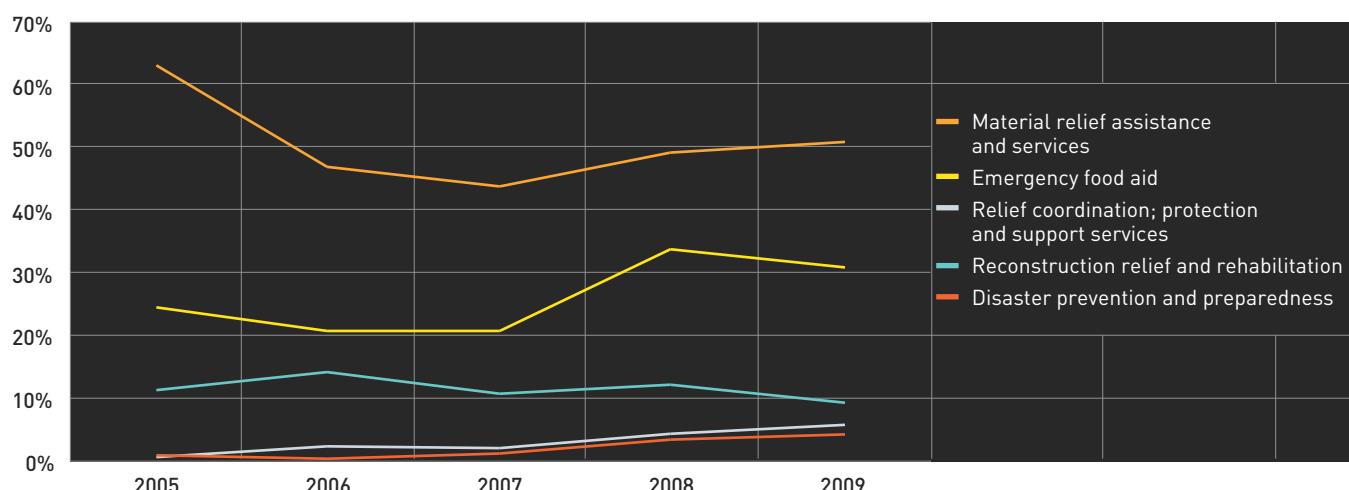
Although tracking volumes of humanitarian aid tells us where the money is spent it does not tell us what it is spent on. There are considerable differences in sector expenditures across crises, even those we might consider to be rather similar.

Unsurprisingly perhaps given the scale of the humanitarian effort in the country, Sudan has been the largest recipient of both material relief assistance and emergency food aid each year since 2005.

Pakistan became the top recipient of relief coordination, protection and support services, while Afghanistan remained the top recipient of reconstruction and relief funding for the second year running.

Overall, around half of the humanitarian aid expenditure of OECD DAC members over the last five years has been spent on material relief assistance and services (such as water and sanitation and medical assistance). In addition to aid provided to Sudan, the particularly high shares of this type of humanitarian aid in 2005 reflect expenditure following the Indian Ocean earthquake-tsunami and the South Asia (Kashmir) earthquake. Emergency food aid rises in response to crises in certain years, such as in 2008, and can represent a particularly high share of humanitarian aid for some countries. Ethiopia, for example, has received 80.5% of its humanitarian aid in this way over the last five years.

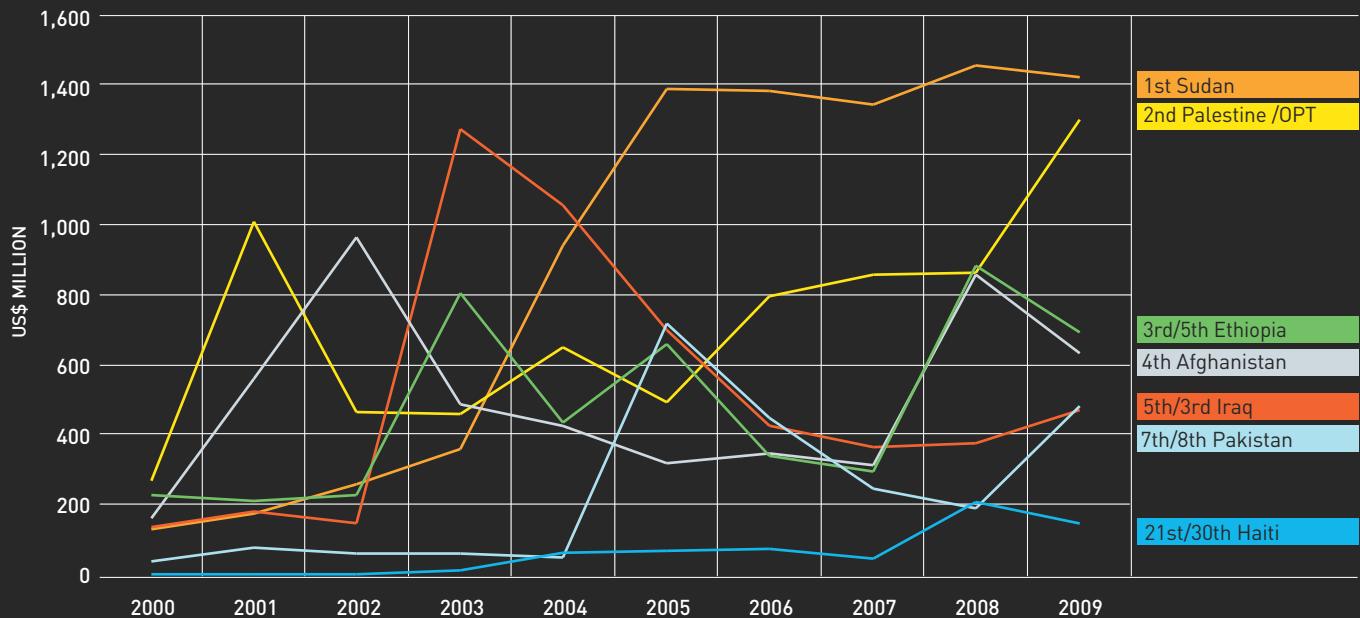
FIGURE 25: SHARES BY TYPES OF HUMANITARIAN AID, 2005-2009



Note: The trends here show that, on average, around half of the humanitarian aid expenditure of OECD DAC members over the last five years has been spent on 'material relief assistance and services', which means shelter and immediate basic needs such as water and sanitation and medical assistance.
Source: Development Initiatives based on OECD DAC

SEVEN COUNTRIES IN FOCUS

FIGURE 26: INTERNATIONAL HUMANITARIAN RESPONSE TO SEVEN COUNTRIES SINCE 2000



Source: OECD DAC and UN OCHA FTS

In countries where national governments are unable to operate, humanitarian aid is the tool used to deliver basic services – food, water, shelter and basic health care. In some countries, such as Sudan, this is the case year in year out. In others, external support to meet these basic needs comes in ‘short’ bursts – such as is the case in Afghanistan, Iraq and Palestine/OPT, for example, where governments are plunged into crisis and conflict. Other countries, such as Haiti and Pakistan, might pass in and out of crises triggered by natural disaster and/or conflict, sometimes with scarcely long enough in between for the people affected to recover.

2ND PALESTINE/OPT

Humanitarian aid to Palestine/OPT has doubled since 2005, increasing particularly sharply between 2008 and 2009. The humanitarian crisis heightened following Israel’s blockade of Gaza in 2007 and the military offensive in December 2008. The population has limited access to basic provisions and services and is highly aid dependent. Since 2000 just under 37% of total ODA has been in the form of humanitarian aid.

4TH AFGHANISTAN

Humanitarian aid to Afghanistan peaked in 2002 following the invasion in 2001, levelled off between 2003 and 2007 and rose steeply again in 2008 following drought and a sharp rise in food prices. Afghanistan has experienced three decades of war. Despite the insecurity, five million refugees have returned to the country since 2002, increasing its population by over 20% (UNHCR). The UN reports continued insecurity, forced displacement and violence against civilians. The country is also periodically subject to natural disasters including flooding, earthquakes and drought. It is the second largest recipient of ODA since 2000, receiving US\$28.8 billion over the period. Of this, 17.1% has been in the form of humanitarian aid.

1ST SUDAN

The largest recipient of international humanitarian aid over ten years (US\$8.9 billion in total), Sudan faces a mixture of complex security, humanitarian, recovery and development challenges. Five years on from the signing of the comprehensive peace agreement (CPA), thousands of people remain displaced, and in Darfur the crisis continues. More than 268,000 people were newly displaced in 2010 alone and access to much of the region remains limited. More than 3.5 million people are still receiving food aid. Since 2000, just over 60% of its total ODA has been in the form of humanitarian aid.

3RD/5TH ETHIOPIA

Ethiopia is the third largest recipient of humanitarian aid of the past five years (US\$2.9 billion) and the fifth largest (US\$4.8 billion) over the past ten. The graph shows clear peaks following severe droughts in 2003 and 2008. Despite the importance of agriculture to its economy, the country suffers from food insecurity, which is attributed to a mixture of natural disasters such as drought and floods, a growing population and damaging land policies. Internal and external conflicts have exacerbated the problems. Over 21% of Ethiopia’s total ODA has been in the form of humanitarian aid over the past ten years.

FIGURE 27: WHAT HAS THE MONEY BEEN SPENT ON? HUMANITARIAN AID FROM OECD DAC MEMBERS, 2005-2009

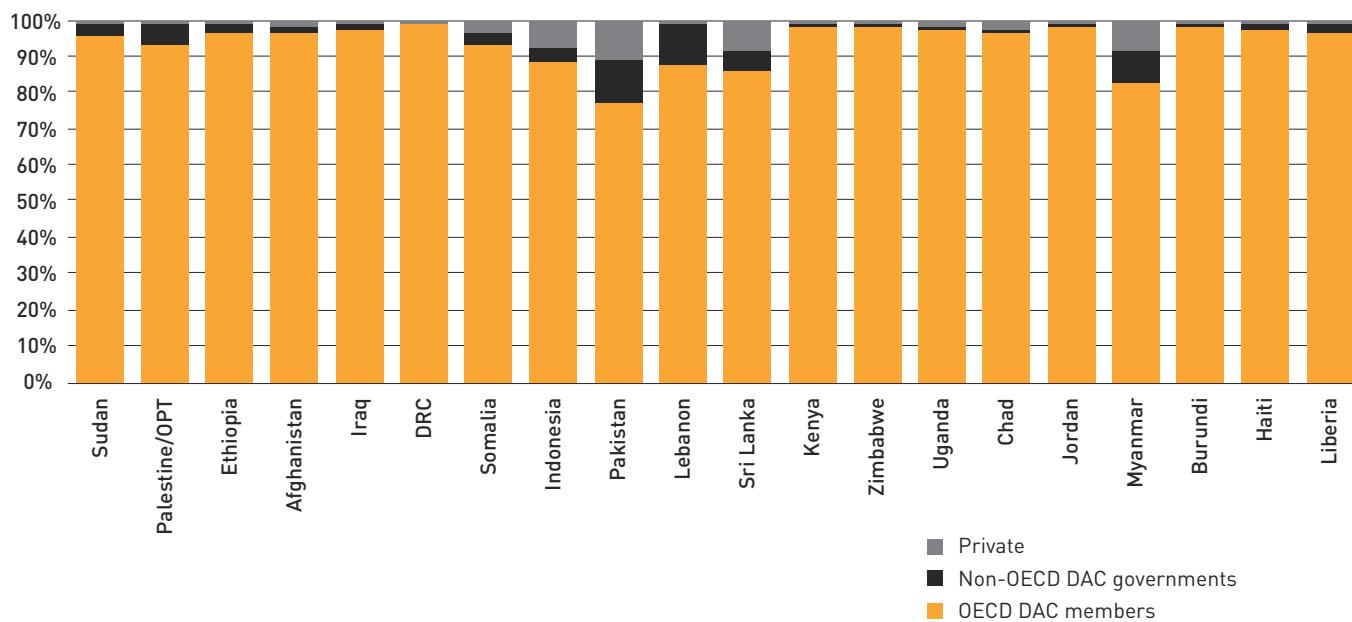
	MATERIAL RELIEF ASSISTANCE AND SERVICES	EMERGENCY FOOD AID	RELIEF COORDINATION; PROTECTION AND SUPPORT SERVICES	RECONSTRUCTION RELIEF AND REHABILITATION	DISASTER PREVENTION AND PREPAREDNESS
Afghanistan	29.7%	24.9%	4.1%	40.8%	0.5%
Ethiopia	17.5%	80.5%	1.2%	0.2%	0.6%
Haiti	39.4%	24.3%	3.2%	28.2%	5.0%
Iraq	68.8%	2.8%	2.1%	24.1%	2.2%
Pakistan	66.3%	11.5%	3.0%	18.3%	0.9%
Palestine/OPT	69.8%	17.3%	5.1%	7.6%	0.1%
Sudan	43.4%	49.2%	2.4%	4.9%	0.1%

Source: OECD DAC Creditor Reporting System (CRS)

5TH/3RD IRAQ	21ST/30TH HAITI	7TH/8TH PAKISTAN
<p>Iraq is the fifth largest recipient of humanitarian aid over the past five years (US\$2.3 billion) and the third largest over the past ten (US\$5.1 billion). Its humanitarian aid peaked at US\$1.3 billion in 2003. Between 2003 and 2007 needs became more sporadic and levels of humanitarian aid declined. In 2007 sectarian violence led to further population displacement and increased the need for assistance in 2008. Conflict and sanctions have been the primary reasons for the country's humanitarian crises over the last 30 years – war with Iran in the 1980s, the first Gulf War following the invasion of Kuwait and the latest conflict, which began in March 2003. While the latter did not result in a country-wide humanitarian crisis, many Iraqis and refugees from neighbouring countries suffered. Minorities and people caught up in the insurgency that started several months after the war were particularly affected. It is the largest recipient of ODA since 2000, 14.9% of which has been in the form of humanitarian aid. At present the country is in a transition between crisis and recovery. The majority of ODA is contributing towards: reconstruction; governance and security; and social infrastructure and services projects.</p>	<p>Haiti is the twenty-first largest recipient of humanitarian aid since 2005 (US\$549 million) and the thirtieth largest since 2000 (US\$652 million). Political instability, weak economic infrastructure, poverty and lack of preparedness have amplified the impact of natural disasters on the population of Haiti and their economic assets over the past decade. The country is highly aid dependent. Although the graph since 2000 shows only a few surges in humanitarian aid (in 2004, 2005 and 2006 following hurricanes in 2004) and a spike following the devastating hurricane season in 2008, there have been major fluctuations in the volume of humanitarian funding. Around 12.5% of its total ODA has been in the form of humanitarian aid over the past ten years.</p>	<p>Pakistan is the seventh largest recipient of humanitarian aid since 2005 (US\$2.1 billion) and the eighth largest since 2000 (US\$2.4 billion). It has a complex humanitarian profile. It is classified as a middle income country but has the seventh highest concentration of poor people globally – more than 60% of its 173 million people live on less than US\$2 a day. 37.6% of its total ODA over the past ten years has been in the form of humanitarian aid. It suffers from repeated natural disasters including frequent flooding, storms, earthquakes and droughts. The South Asia (Kashmir) earthquake of 2005 killed more than 70,000 people and followed severe flooding that affected more than seven million. The 2010 flooding has been even more overwhelming, affecting the lives of an estimated 20 million people. The significant political and military events in the country and the region have compounded the effects of natural disasters, as they have often been played out in exactly the same geographic areas. The number of refugees in the country, though down from the peak of 2.2 million in 2001, remains at 700,000, the third largest refugee population in the world.</p>

More detailed profiles, and humanitarian profiles of other countries, are available at:
www.globalhumanitarianassistance.org

FIGURE 28: DONOR SHARES OF INTERNATIONAL HUMANITARIAN RESPONSE TO THE 20 LARGEST RECIPIENTS, 2005-2009



Source: OECD DAC and UN OCHA FTS

SAME RECIPIENTS, SAME DONORS?

Our overall analysis of international humanitarian aid to specific countries is dominated by the large contributions made by the OECD DAC members – particularly when viewing the trends over five and ten years (see Figure 6).

But in recent years, engagement in funding mechanisms and UN processes (see Section 1.3: ‘How does the funding get there?’) has made the contributions from other governments and private donors more visible.

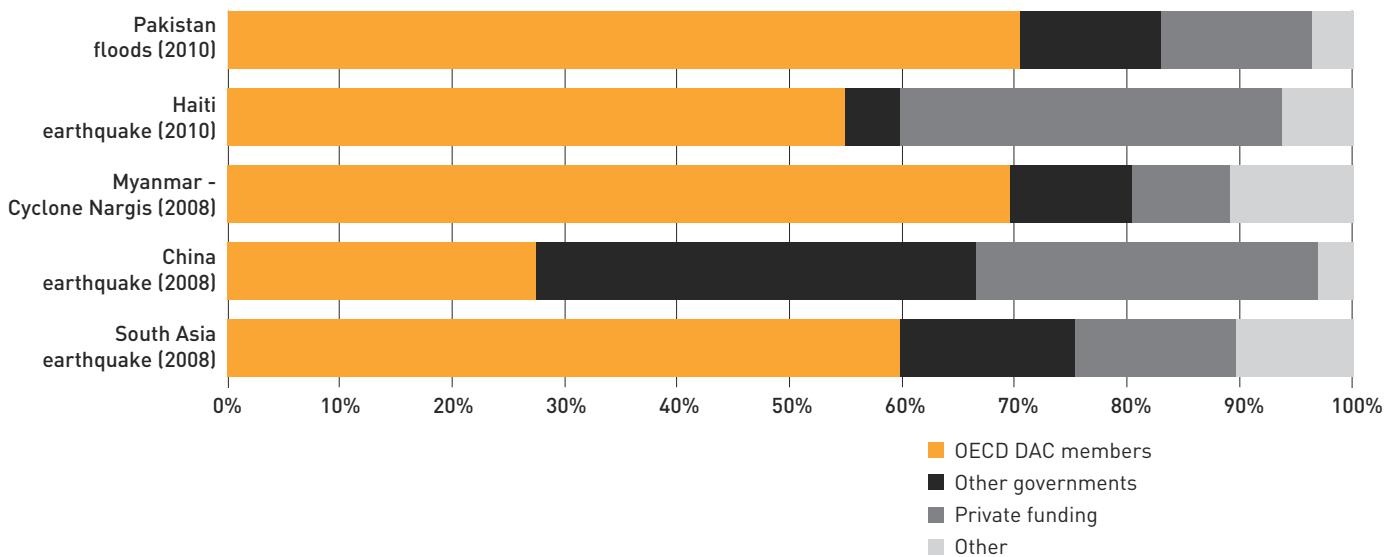
Different types of donor have different priorities. Countries which have seen increased flows from both private contributions and other governments include Indonesia and Sri Lanka (in response to the Indian Ocean-earthquake/tsunami), Pakistan (South Asia earthquake), Myanmar (Cyclone Nargis), Somalia, Palestine/OPT and Lebanon.

Each of these has been the subject of a UN appeal and/or has received funding through either the UN CERF or other financing mechanisms.

The 2010 data reveals that three recipient countries that are not priorities for OECD DAC members appear as the top ten priorities for non-OECD DAC members and private contributors: Kyrgyzstan (subject of a UN consolidated appeal process (CAP) appeal following civil unrest), Guatemala (subject of a CAP appeal following food insecurity) and Chile (which received just over US\$10 million in CERF funding following an earthquake).

Outside the large-scale emergencies, which attract public attention, other governmental contributions can also be significant for some recipients that do not receive large volumes of funds from OECD DAC members.

FIGURE 29: FUNDING REPORTED TO UN OCHA FTS FOR SELECTED LARGE-SCALE EMERGENCIES



Note: While OECD DAC members have provided the larger share of contributions to some of the larger emergencies of the last two years, their contributions following the China earthquake in 2008 were outstripped by other government and private contributions. This made China the top recipient of humanitarian funding from the two latter donor groups in 2008 and also made it the 10th largest recipient in terms of international humanitarian response that year.

Source: UN OCHA FTS

FIGURE 30: TOP 10 RECIPIENTS OF HUMANITARIAN AID FROM MEMBERS OF THE OECD DAC, OTHER GOVERNMENT DONORS AND PRIVATE CONTRIBUTIONS AS REPORTED TO UN OCHA FTS, 2010

	OECD DAC MEMBERS	US\$m	OTHER GOVERNMENTS	US\$m	PRIVATE CONTRIBUTIONS	US\$m	ESTIMATED INTERNATIONAL HUMANITARIAN RESPONSE	US\$m
1	Pakistan	2,180	1	Pakistan	356	1	Haiti	1,233
2	Haiti	1,981	2	Haiti	170	2	Pakistan	338
3	Sudan	1,154	3	Yemen	14	3	Chile	17
4	Ethiopia	583	4	Afghanistan	11	4	Kyrgyzstan	6
5	Afghanistan	563	5	Kyrgyzstan	9	5	Chad	4
6	DRC	494	6	Niger	5	6	Kenya	3
7	Palestine/OPT	319	7	Chile	5	7	Sri Lanka	3
8	Niger	297	8	Sudan	5	8	Niger	2
9	Somalia	276	9	Chad	4	9	Guatemala	2
10	Zimbabwe	248	10	DRC	4	10	Palestine/OPT	2
								10 Zimbabwe

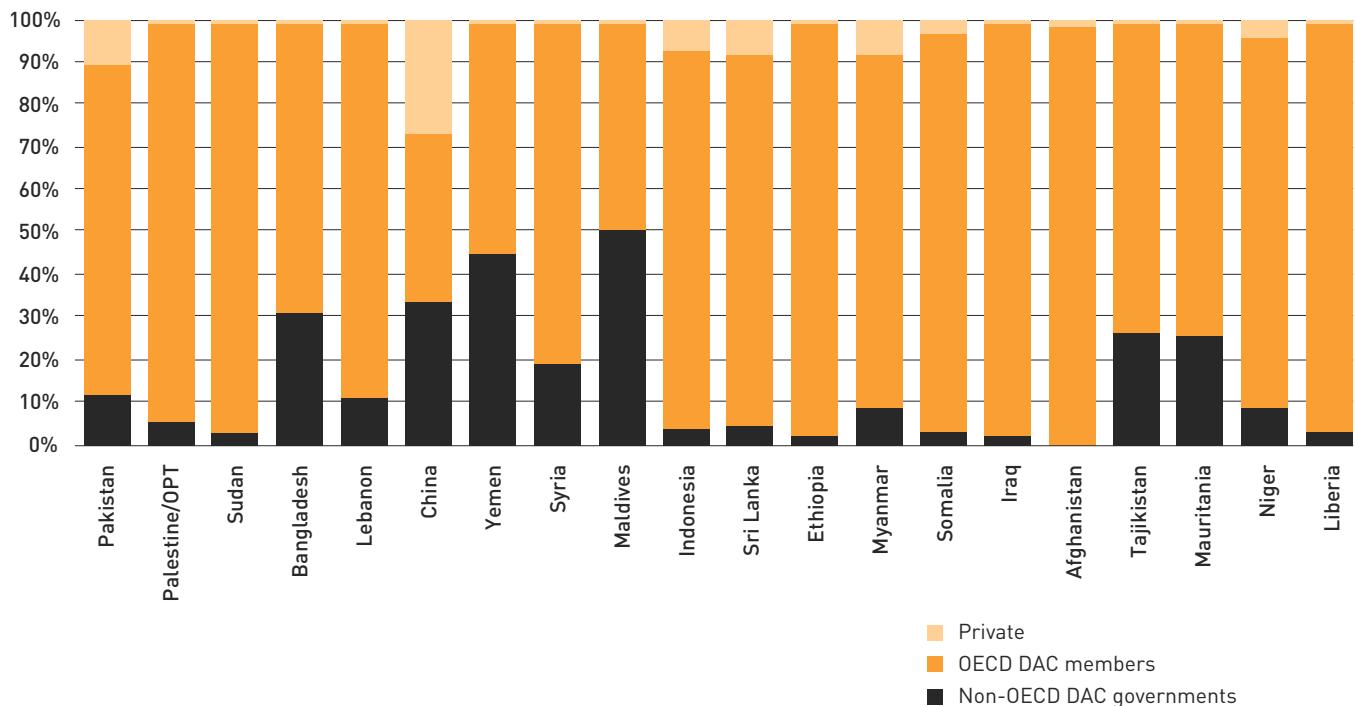
Note: While OECD DAC members have provided the larger share of contributions to some of the larger emergencies of the last two years, their contributions following the China earthquake in 2008 were outstripped by other government and private contributions. This made China the top recipient of humanitarian funding from the two latter donor groups in 2008 and also made it the tenth largest recipient in terms of international humanitarian response that year.

Source: UN OCHA FTS

Figure 31, which ranks the largest recipients of contributions from non-OECD DAC governments over the last five years from left to right, shows the contribution of other donors to these same crises. It clearly shows the importance of their contributions to Bangladesh, China, Yemen, Syria, Maldives (Indian Ocean-earthquake/tsunami), Tajikistan and Mauritania relative to OECD DAC members and private contributions. It also shows engagement (increasingly through UN mechanisms) in Pakistan, Palestine/OPT, Sudan, Ethiopia, Somalia and Niger.

This engagement can give additional perspective to the overall numbers. Although global volumes from other governments are relatively small, within individual countries they are significant. In addition to providing a more inclusive and comprehensive view of volumes of humanitarian assistance, the increased visibility of flows from all contributors helps to provide new perspectives on the assistance provided to people living in crises – its coordination, the structures used to channel it and the effectiveness of its delivery.

FIGURE 31: TOP 20 RECIPIENTS OF HUMANITARIAN AID FROM GOVERNMENTS THAT ARE NOT MEMBERS OF THE OECD DAC, 2005-2009, AND SHARES OF OTHER DONOR RESPONSE TO THE SAME COUNTRIES



Note: Some of these recipients are also donors, providing humanitarian assistance to the other countries, sometimes in the same year. In 2008 for example, China provided US\$9 million in humanitarian aid, US\$5.7 million of this to Myanmar.
Source: OECD DAC and UN OCHA FTS



THE STORY

Just over 50% of the humanitarian aid expenditure of OECD DAC members over the past five years has been spent on material relief assistance and services such as water and sanitation and medical assistance. In this photo, taken just outside Muyenga, Burundi, children fetch water from the local well in small jerrycans. In 2010 nearly 820 million people around the world still had no access to decent water supplies.

CREDIT
© Ton Koene



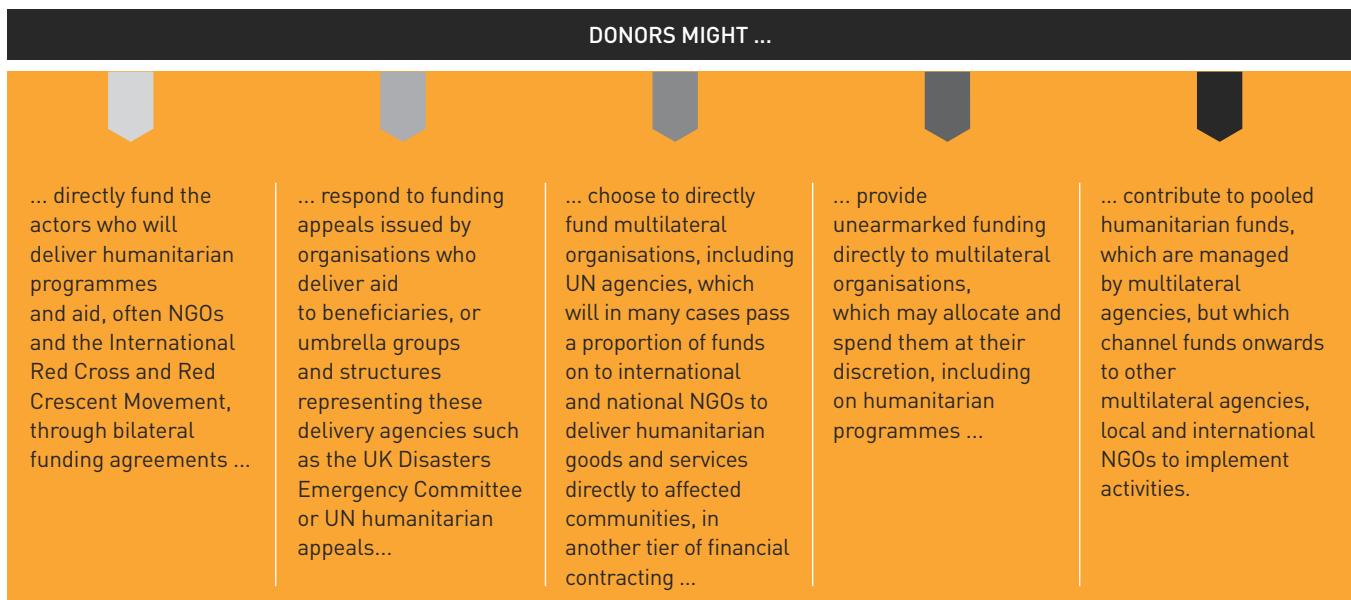
HUMANITARIAN AID NETWORK

This map is illustrative and intends to show the main groups of people involved in humanitarian crises.
It is not comprehensive, nor does it intend to suggest linear connections or funding relationships.



1.3 HOW DOES THE FUNDING GET THERE?

FIGURE 32: HOW MIGHT DONORS CHANNEL FUNDING TO CRISES?



Source: Development Initiatives

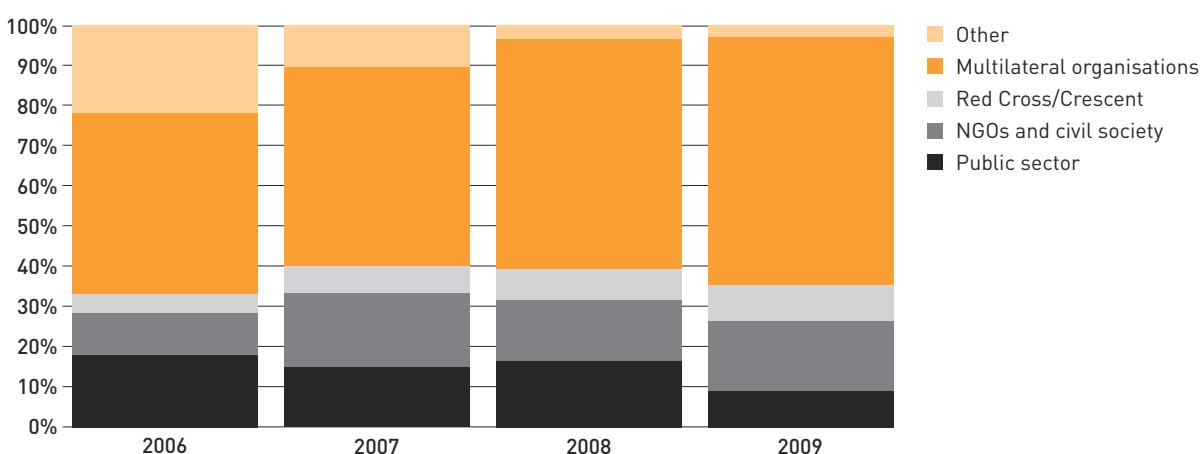
ROUTE AND RATIONALE

In 2009, US\$12.1 billion of the international humanitarian financing response could be traced through the humanitarian aid system to first-level recipient delivery agencies. OECD DAC member governments provided 93.4% of the total, other governments 4.6% and private donors 1.6%.

Humanitarian aid donors face a range of possible options in considering how to

channel their funds to crises, including: multilateral agencies (e.g. UN agencies/programmes/funds, the World Bank), non-governmental organisations (NGOs) and civil society groups, the International Red Cross and Red Crescent Movement, the public sector (which includes the government agencies of both recipient and private sector organisations).

FIGURE 33: FIRST-LEVEL RECIPIENTS OF INTERNATIONAL HUMANITARIAN RESPONSE, 2006–2009



Note: 'Other' includes private sector organisations and data that has not been attributed to any category. Source: Development Initiatives based on OECD DAC Creditor Reporting System (CRS) for governments that report to the OECD DAC and UN OCHA Financial Tracking Service (FTS) data for all other governments and private funding sources

The choices that donors make about how to channel their funds reflect not only policy and administrative considerations at the global level; they are also a product of relationships between donors and different delivery channels in each particular crisis. Channelling funds through multilateral agencies and NGOs rather than through the public sector, for example, may indicate that donors have greater confidence in the capacity and/or neutrality of these actors to deliver humanitarian assistance.

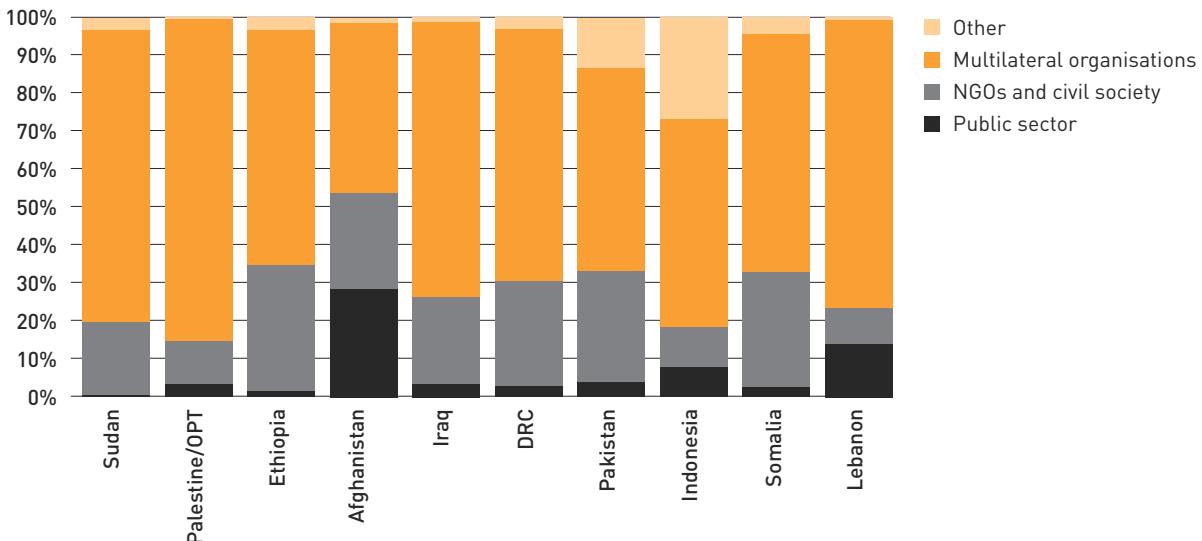
Sudan, Palestine/OPT, Iraq, Democratic Republic of Congo (DRC), Somalia and Lebanon all received more than 60% of their total official humanitarian aid through multilateral organisations in 2009. In Palestine/OPT, 84.6% of total official humanitarian aid in that year was channelled through multilateral agencies, reflecting the dominant role of the UN Relief and Works Agency for Palestinian refugees (UNRWA) in delivering humanitarian aid in that crisis. In several other crises, the high proportion of funds channelled through multilateral agencies was in part a product of donors channelling

funds through humanitarian pooled funds managed by multilateral agencies. Sudan and DRC, for example, have large common humanitarian funds (CHFs), which in 2009 received US\$133 million and US\$99 million respectively.

Ethiopia and Somalia in particular each received a relatively high proportion of total official humanitarian aid – over 30% – via NGOs and civil society.

In contrast with the other top ten recipients, which received less than 14% of their humanitarian aid via the public sector, 28.5% of total official humanitarian aid to Afghanistan was channelled through the public sector in 2009. This category, however, includes the public sectors of both the donor and the recipient country and therefore includes humanitarian aid delivered directly by donor governments. In 2009, 20.8% of the humanitarian aid attributed to public sector delivery in Afghanistan was delivered by the United States Department of Defense (DOD) and the Spanish government's civil-military Provincial Reconstruction Team (PRT).

FIGURE 34: CHANNELS OF DELIVERY FOR THE TOP 10 RECIPIENTS OF TOTAL OFFICIAL HUMANITARIAN AID, 2009



MULTILATERAL ORGANISATIONS

Multilateral organisations regularly receive the largest share of the international humanitarian response funding. Between 2008 and 2009, their share increased from 57.1% to 61.7%. (Interpreting trends for earlier years is problematic as significant volumes of funds were not accurately attributed but were reported as 'other').

The World Food Programme (WFP), the Office of the UN High Commissioner for Refugees (UNHCR) and UNRWA are frequently the leading multilateral recipients, receiving multilateral (totally unearmarked) official development assistance (ODA) for humanitarian activities as well as humanitarian aid through bilateral agreements with donors.

The volumes of government humanitarian aid channelled through WFP increased dramatically between 2007 and 2008 (from US\$1.6 billion to US\$3.3 billion) in response to widespread food insecurity and the global food price crisis. Significant amounts of emergency food aid were received in Sudan, Ethiopia, Somalia and Afghanistan that year.

A proportion of the funds channelled through several multilateral agencies, however, are donor contributions to humanitarian and, in some instances, reconstruction pooled funds. Donor contributions to pooled humanitarian funds were equivalent to 9.6% of the total international humanitarian response funds channelled via multilateral agencies in 2009.

The prominence of a number of multilateral agencies as leading channels of delivery of humanitarian aid can be explained in part by the volumes of humanitarian funds that are donor contributions to pooled funds routed via these agencies. The United Nations Development Programme (UNDP) administers CHFs, the UN Office for the Coordination of Humanitarian Affairs (OCHA) manages emergency response funds (ERFs) and the Central Emergency Response Fund (CERF), and the World Bank manages a number of reconstruction-focused multi-donor trust funds (MDTFs).

In 2006, for example, of the US\$198 million of humanitarian funds channelled through the World Bank, US\$84 million was routed via the Indonesia MDTF and US\$21 million through the South Sudan MDTF for reconstruction relief projects.

A proportion of donor contributions channelled via pooled funds is allocated to multilateral agencies, but some of it is not. UN agencies receive all funds channelled through the UN CERF (though they may sub-contract a proportion of this on again to NGOs), but they receive only a proportion – 54.8% (US\$141 million) in 2009 and 54.1% (US\$188 million) in 2010 – of the funds channelled through the CHFs and ERFs. The balance of humanitarian funds channelled through humanitarian pooled funds is received by local and international NGOs.

FIGURE 35: TOP FIVE MULTILATERAL ORGANISATION RECIPIENTS OF HUMANITARIAN AID FROM GOVERNMENTS, 2006–2009 (US\$ BILLION)

	2006		2007		2008		2009
WFP	1.5	WFP	1.7	WFP	3.3	WFP	3.1
UNHCR	0.9	UNHCR	1.0	UNHCR	1.3	UNHCR	1.5
UNDP	0.5	UNRWA	0.4	UNRWA	0.5	UNRWA	0.7
UNRWA	0.3	UNDP	0.3	UNDP	0.4	UNDP	0.4
World Bank group	0.2	UN OCHA	0.3	UNICEF	0.3	UN OCHA	0.4

NON-GOVERNMENTAL ORGANISATIONS

NGOs were the second largest first-level recipient grouping and received 17.3% (US\$2.1 billion) of the international humanitarian response in 2009, an increase from their 2008 share of 15.2% (US\$1.9 billion). Humanitarian funding provided by governments to NGOs demonstrates a strong preference for funding international NGO (INGOs). In 2009, INGOS received 67.5% of first-level recipient funding channelled via NGOs compared with just 1.9% received by local NGOs (the balance was not attributed to any category).

In addition to funds received directly from donors, the second-level funds that NGOs receive through UN agencies and pooled humanitarian funds also need to be taken into consideration. While we have little information on the funds contracted to NGOs from UN agencies, we do have data on the funds that NGOs receive via pooled humanitarian funds.

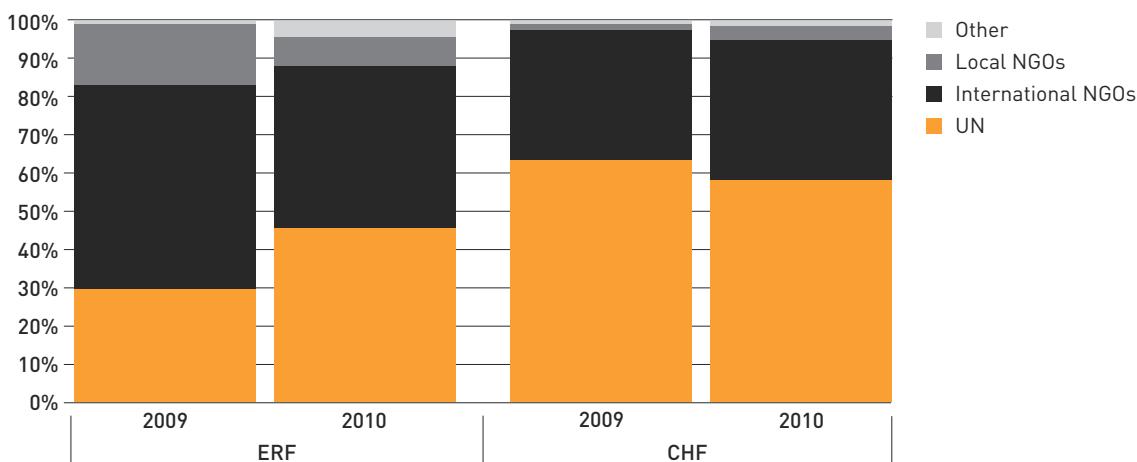
International NGOs received US\$134 million in funding via CHFs and ERFs in 2010, an increase from US\$101 million in 2009. The share of the total received by INGOS fell slightly, however, from 39% of the total in 2009 to 38.7% in 2010.

The share received by local NGOs remained static at around 5% of the total volume channelled through country-level humanitarian pooled funds in 2009 and 2010, though the volume they received increased from US\$14 million in 2009 to US\$18 million in 2010.

NGOs cannot receive funds directly from the CERF, and less than half of the funding channelled through CHFs and ERFs is received by NGOs. International NGOs received US\$65 million through CHFs in 2009 and US\$85 million in 2010, a 3% increase in their share of the total. International NGOs received US\$36 million through ERFs in 2009 and US\$49 million in 2010; however, this represented a 10.7% decrease in their share of the total.

Local NGOs received US\$9 million via CHFs in 2010 compared with US\$4 million in 2009, which represented a doubling of their share of the total, from 1.8% to 3.8%. The type of funding mechanism that channelled the most directly through local NGOs was the ERF. However, volumes declined from US\$11 million in 2009 to US\$9 million in 2010, an 8.4% reduction in local NGOs' share of total ERF funds.

FIGURE 36: COMPARISON OF CHF AND ERF FUNDING CHANNELLED TO UN AGENCIES, LOCAL AND INTERNATIONAL NGOS, 2009 AND 2010



INTERNATIONAL RED CROSS AND RED CRESCENT MOVEMENT

The third largest first-level recipient of international humanitarian financing response in 2009 was the Red Cross and Red Crescent Movement, which received US\$1.1 billion, 8.7% of the total. This represented an increase in both its volume and share of the total, up from US\$1 billion (7.8%) in 2008.

While the International Red Cross and Red Crescent Movement receives funds

directly from governments and private sources, it does not typically receive funds channelled via multilateral agencies or pooled humanitarian funds. Some Red Cross and Red Crescent societies have developed distinct mechanisms for income generation independent of the international humanitarian system.

THE INTERNATIONAL RED CROSS AND RED CRESCENT MOVEMENT

The International Red Cross and Red Crescent Movement, which is made up of the International Federation of the Red Cross and Red Crescent Societies (IFRC), the International Committee of the Red Cross (ICRC) and 186 national societies, is the world's largest emergency response network.

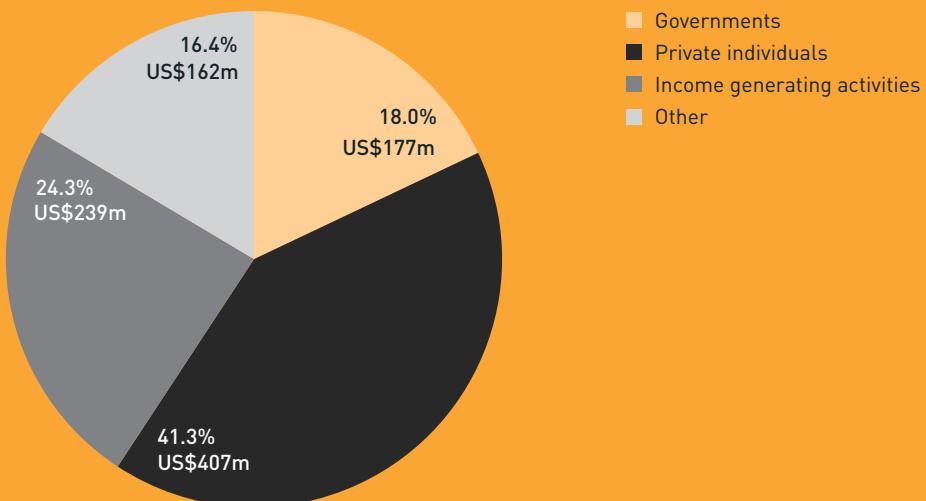
The ICRC alone raises over US\$1 billion every year from a variety of funding sources, including government donors, private funding and national societies. However, while the humanitarian activities and financing of the ICRC and IFRC have been widely studied, the

186 national societies remain a largely unknown humanitarian player. The immense variety of their mandates, activities and structures, together with the large number of existing national societies, poses a considerable challenge to any comprehensive and comparable analysis of their humanitarian financing.

Between April and May 2011, the Global Humanitarian Assistance (GHA) programme conducted an exercise to collect data on the income and expenditure of 12 national societies and received information from six – the Belgian, British, Canadian, Danish, French and Swedish.

Private contributions account for the largest share of the study-set societies' income, providing at least 41.3% of the total in 2009 and 2010. But what is particularly striking is that income generation activities provide almost a quarter of their income, and exceed contributions from government donor sources. The contrast with ICRC funding, 90.7% (average 2006–9) of which comes from governments, illustrates the very diverse nature of the Red Cross and Red Crescent Movement.

FIGURE 37: SOURCES OF HUMANITARIAN FINANCING INCOME FOR SIX RED CROSS NATIONAL SOCIETIES, 2009–2010



Source: Development Initiatives based on data provided by the Belgian, British, Canadian, Danish, French and Swedish Red Cross Societies

DONOR FUNDING CHOICES BEYOND THE OECD DAC

The funding choices made by OECD DAC members, which provide the majority of international humanitarian aid financing, dominate overall trends. But the practices and preferences of government donors outside of the OECD DAC group ('other government donors' or non-OECD DAC governments) and private donors diverge from the DAC member governments and are worth considering separately. Moreover, non-OECD DAC governments and private donors have a growing stake in humanitarian aid financing as the volumes they collectively contribute continue to grow.

Non-OECD DAC governments are more likely to channel their funds through the public sector (which includes both the government of the recipient country and the donor government). In 2009 non-OECD DAC government donors channelled 21.6% of their funds through the public sector, in contrast to only 8.6% of OECD DAC government funds.

They also channel a higher proportion of their funding via the International Red Cross and Red Crescent Movement – 24% compared with 8.1% for OECD

DAC governments – and a relatively low proportion via NGOs: just 1.5% in 2009.

While they have traditionally favoured bilateral channels of delivery, their contributions to multilateral institutions and funds have also been growing. Contributions to humanitarian pooled funds – which are useful mechanisms where donors might not have experience or in-country capacity themselves to direct funds bilaterally – have increased. Indeed, in 2010, their contributions to humanitarian pooled funds grew from 0.5% in 2009 to 11.4% of total donor contributions in 2010. They reported contributions of US\$91 million to ERFs in 2010 to the FTS, in sharp contrast with the only other contributions reported by other governments of less than US\$0.5 million in 2007 and 2008. Their contributions to the CERF, meanwhile, increased from US\$3.7 million in 2009 to US\$7.3 million in 2010, including contributions from ten new government donors: Russia, Ukraine, Central African Republic [CAR], Singapore, Madagascar, Costa Rica, Panama, Georgia, Tajikistan and St Lucia.

FIGURE 38: PROPORTION OF HUMANITARIAN FUNDING FROM NON-OECD DAC DONOR GOVERNMENTS CHANNELLED TO FIRST-LEVEL RECIPIENTS, 2006–2009

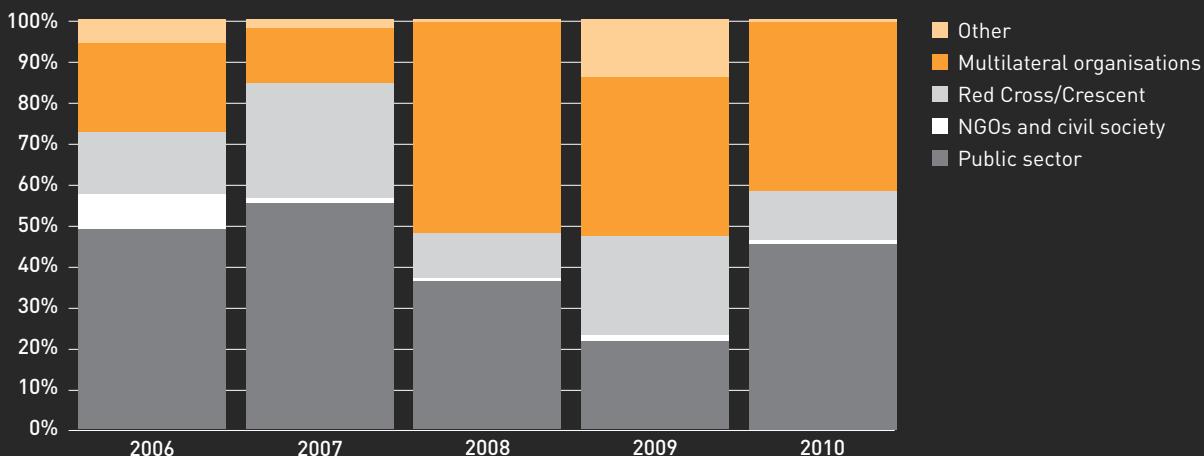
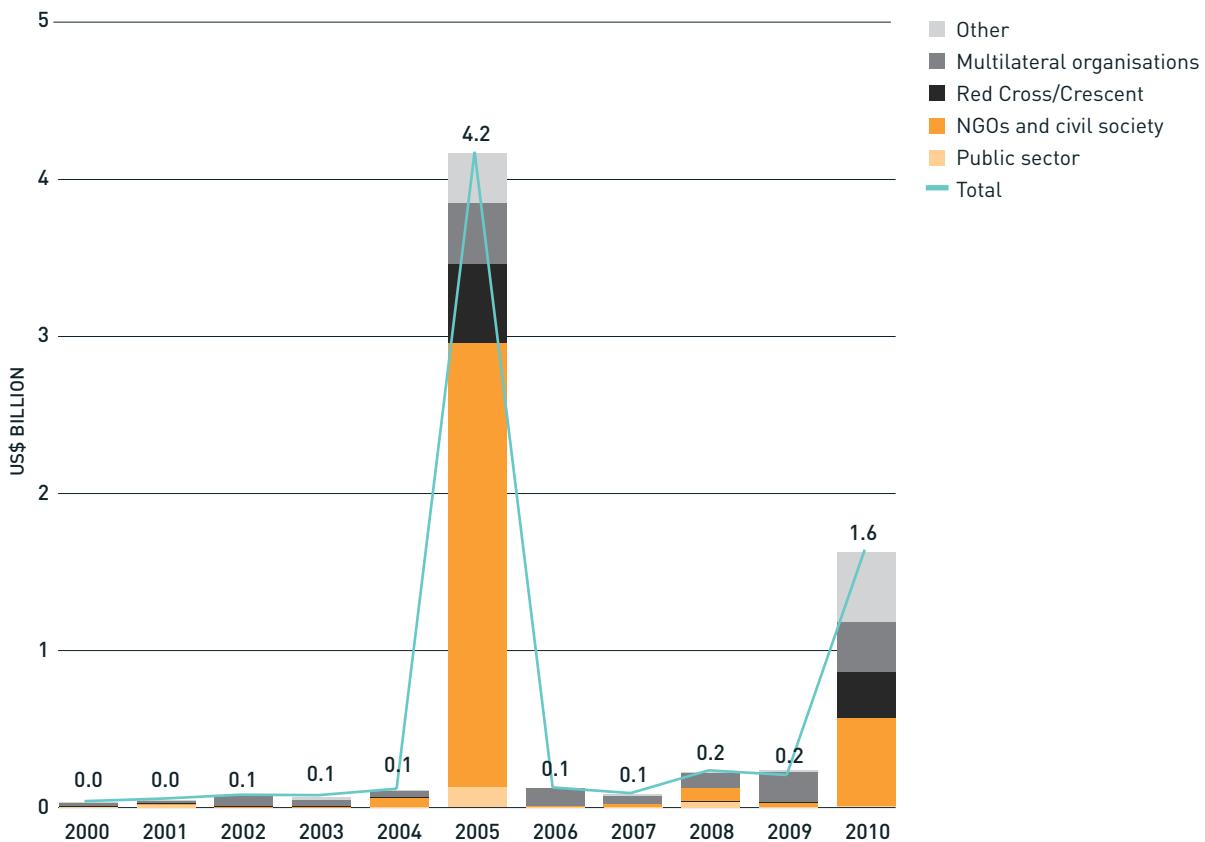


FIGURE 39: HUMANITARIAN FINANCING FROM PRIVATE SOURCES, 2000–2010



Source: Development Initiatives based on UN OCHA FTS

In most of the years when there was no large-scale natural disaster, private donors appear to have favoured multilateral agencies as first-level recipients of funding. With the exception of three years (2004, 2005 and 2010), multilateral agencies have received between 40% and 95% of private funds. In 2004, an emergency funding appeal issued for Darfur and Chad by the UK-based Disasters Emergency Committee (DEC) raised US\$58 million in contributions, 98.6% of the total private funds channelled through NGOs in that year. In 2005 and 2010, when major natural disasters occurred, NGOs were the preferred channel of delivery, receiving 68% (US\$2.8 billion) of private funds in 2005 and 34.3% (US\$558 million) in 2010.

Private donors are also increasingly channelling funding through pooled humanitarian funds, and the CERF in

particular is proving increasingly popular as a recipient of financing from private sources. The number of private donors to the CERF increased from just two in 2006 to 20 in 2010, not including private donors via the UN Foundation, while the volume of private contributions increased from less than US\$1 million each year between 2006 and 2009 to US\$4.4 million in 2010. The number of private donors contributing to the CERF increased from just nine in 2009 to 20 in 2010, with average contributions increasing from around US\$50,000 in 2009 to US\$200,000 in 2010.

Private contributions of US\$0.5 million to ERFs were reported in 2006 and 2008 and of US\$0.4 million in 2010. However, private donors remain an unpredictable source of funding: not one private contributor has given money to the CERF consistently between 2006 and 2010.

FINANCING MECHANISMS

- The UN's Central Emergency Response Fund (CERF) allows donor governments and the private sector to pool their financing on a global level to enable more timely and reliable humanitarian assistance to people affected by natural disasters and armed conflicts.
- Common humanitarian funds (CHFs) are in-country pooled mechanisms. Funding received is totally unearmarked. This allows money to be allocated on the basis of needs (as defined in the emergency's humanitarian action plan).
- Emergency response funds (ERFs) are also country-level mechanisms. They differ from CHFs in that they have the facility to provide finance to small-scale projects, allowing more national NGOs to access resources directly rather than via UN agencies.

The total volume of funds channelled through pooled humanitarian funds, including country-level CHFs and ERFs and the global CERF, grew from US\$583 million in 2006 to US\$853 million in 2010, which represented 8.4% of total international humanitarian aid to recipient countries that year. The share of total humanitarian aid to recipient countries channelled through pooled humanitarian funds has not altered significantly, however, since the inception of the first funds in 2006, remaining within a range between 7.1% and 9.3% of the total funds channelled to recipient countries across the five-year period.

The sharp increase in funding to ERFs in 2010 reflects the dramatic growth in contributions to the Haiti and Pakistan ERFs, which together received the equivalent of 71.7% of the total funds contributed to ERFs in that year. The growth in funds to CHFs is attributable to the creation of a new country-level fund for Somalia in March 2010.

Contributions to the UN CERF fund rose by 9.4% in 2010, after a substantial reduction in contributions in 2009. Contributions to the CERF were received from a record 103 donors in 2010.

DONORS

OECD DAC member governments provide the majority of funding to pooled humanitarian funds and the volumes they provide have remained relatively stable – between US\$708 million and US\$747 million each year since 2007. Their share of the total funding decreased, however, from 99.4% in 2009 to 87.4% in 2010, as an increasing number and range of other government and private donors contributed to ERFs and the CERF.

The share of contributions from other government donors grew from 0.5% (US\$4 million) in 2009 to 11.4% (US\$98 million) in 2010, largely in contributions to the Haiti and Pakistan ERFs. The share of private donors to humanitarian pooled

FIGURE 40: TOTAL FUNDING TO POOLED FUNDS, 2006–2010

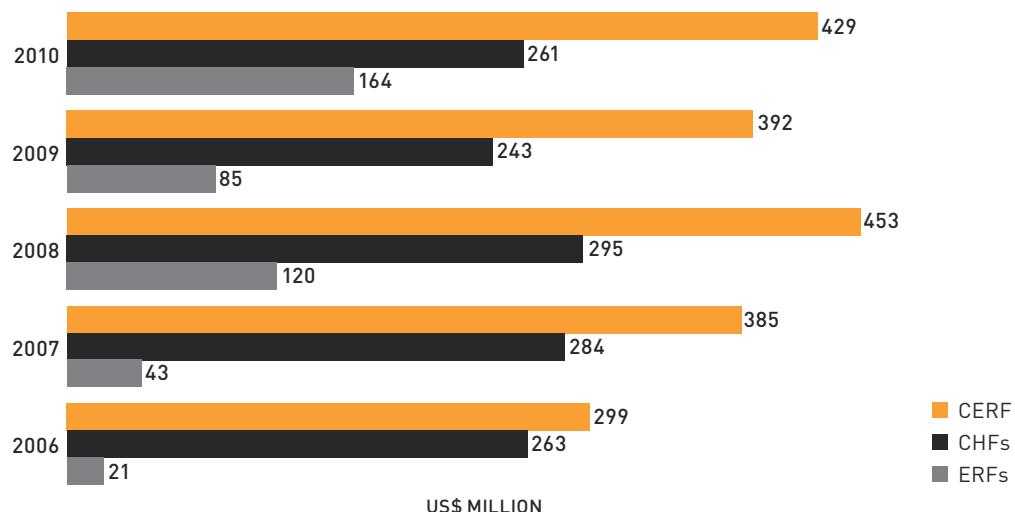
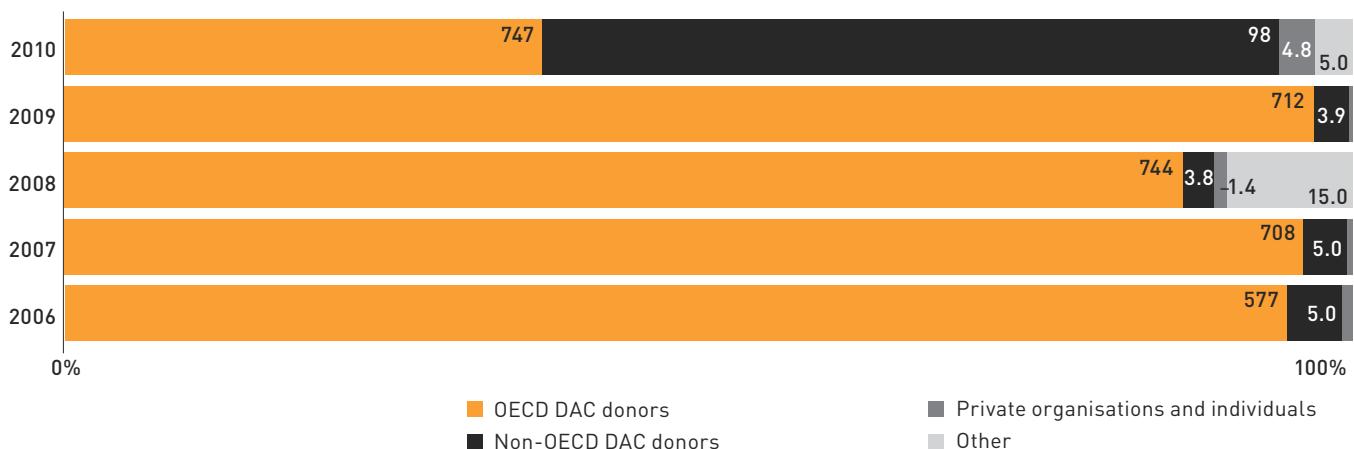


FIGURE 41: CONTRIBUTIONS TO POOLED HUMANITARIAN FUNDS BY DONOR TYPE, 2006–2010 (US\$ MILLION)



Source: Development Initiatives based on UN OCHA FTS and UN CERF

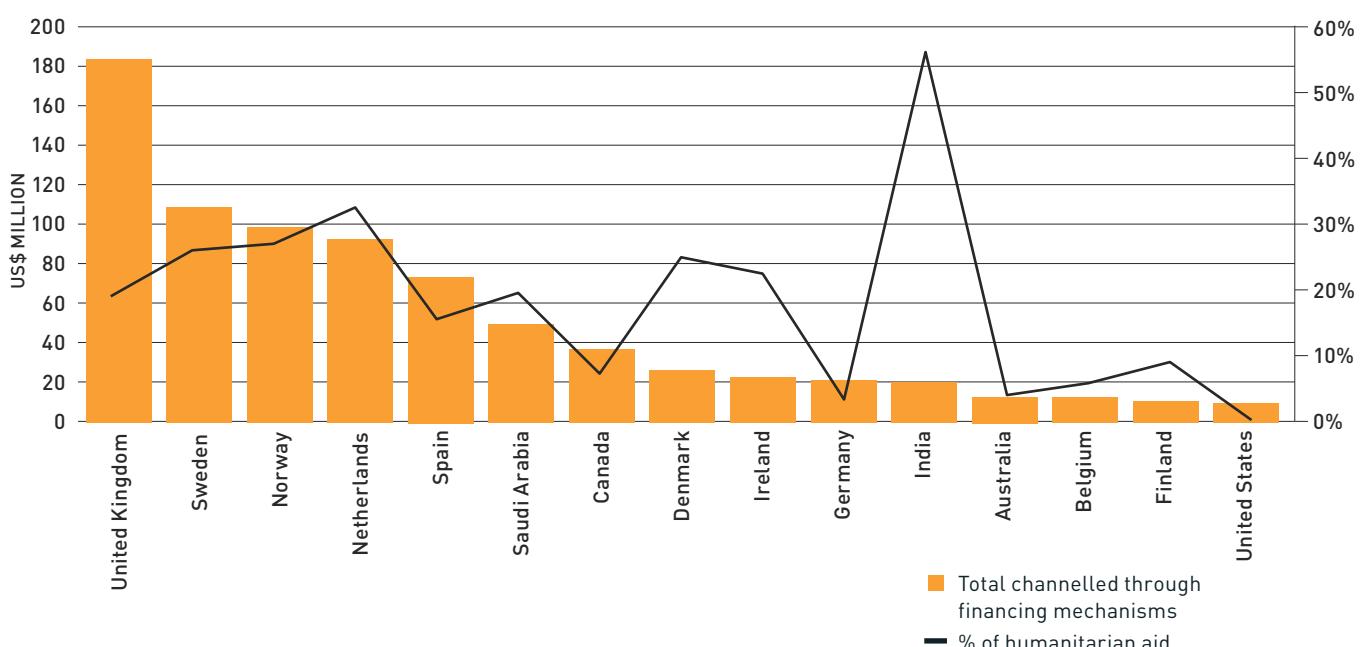
funds, while overall relatively small, also experienced an increase, from 0.1% (US\$0.5 million) in 2009 to 0.6% (US\$5 million) in 2010, principally in contributions to the CERF.

Among the individual donors contributing to pooled humanitarian funds, the United Kingdom remained the leading donor in both 2009 and 2010. Three of the leading donors reduced their contributions to humanitarian pooled funds in 2010: the Netherlands by US\$29 million, Ireland by US\$20 million and Sweden by US\$1 million. Two of the donors that were top ten contributors in both 2009 and 2010

increased their contributions by more than US\$10 million: Norway provided an additional US\$29 million and Spain an additional US\$13 million to humanitarian pooled funds in 2010. The United States is an irregular contributor to humanitarian pooled funds. It made no contributions in 2009 but gave US\$10 million in 2010.

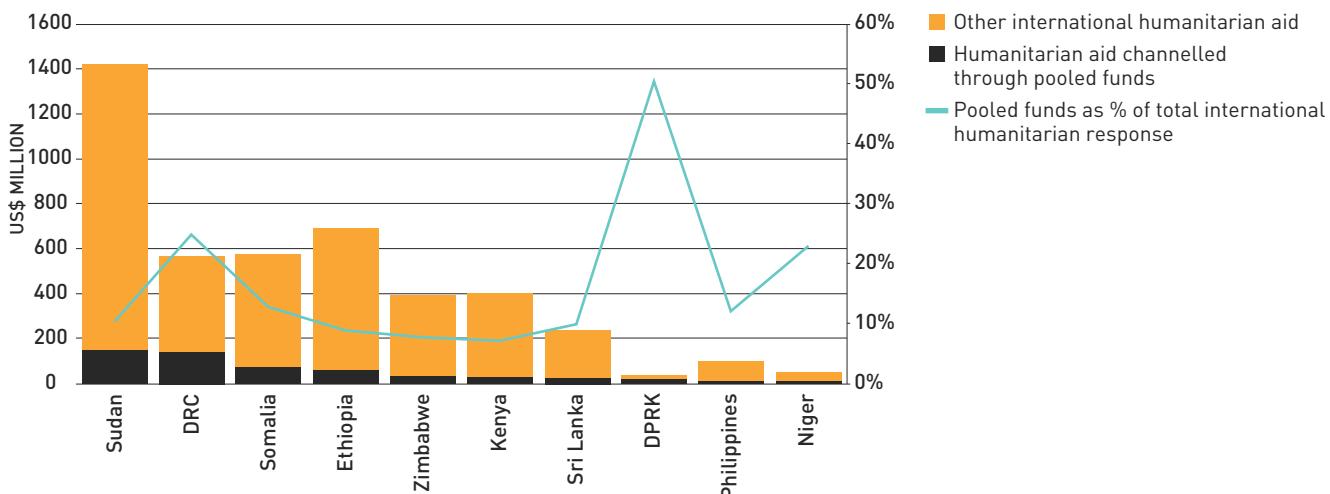
Two other government donors made significant contributions to humanitarian pooled funds in 2010, and entered the ranks of the top 15 donors. Saudi Arabia gave US\$50 million to the Haiti ERF and India gave US\$20 million to the Pakistan ERF and US\$0.5 million to the CERF.

FIGURE 42: SHARES OF HUMANITARIAN AID SPENT THROUGH POOLED HUMANITARIAN FUNDS BY THE LEADING DONORS IN 2010



Source: Development Initiatives based on UN OCHA FTS, UN CERF and preliminary and partial OECD DAC data

FIGURE 43: POOLED FUNDS AS A SHARE OF THE TOTAL INTERNATIONAL HUMANITARIAN RESPONSE TO THE TOP 10 RECIPIENT COUNTRIES



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

RECIPIENTS

The largest volumes of funding disbursed via pooled humanitarian funds were concentrated in several of the world's worst protracted humanitarian crises, which have country-level pooled funds as well as being recipients of CERF funding – Sudan, DRC and Somalia.

However, the CERF also has the flexibility to quickly channel funds to rapid-onset acute

emergencies, meaning that the profile of funding recipients shifts year by year to include new or rapidly deteriorating crises.

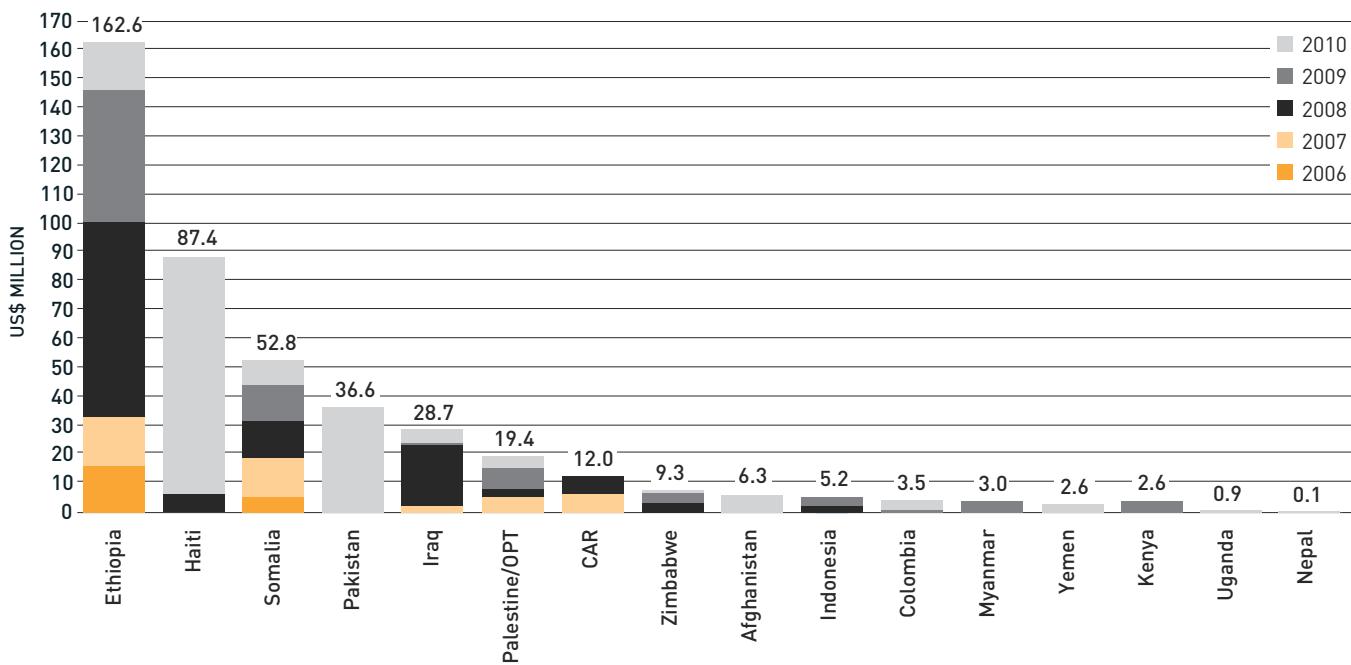
Finally, the CERF policy of targeting part of its funds to 'under-funded emergencies' means that some recipients that do not feature prominently among the leading recipients of bilateral donor funding may appear as significant pooled funding recipients. The Democratic People's Republic of Korea (DPRK), for example,

FIGURE 44: TOP 10 RECIPIENTS OF CERF FUNDING, 2006–2010 (US\$ MILLION)

	2006	2007	2008	2009	2010
DRC	38.0	DRC	52.5	DRC	41.1
Afghanistan	32.3	Bangladesh	26.7	Ethiopia	31.5
Kenya	27.2	Sudan	25.5	Myanmar	28.4
Sudan	25.5	Somalia	15.7	Kenya	26.0
Somalia	16.6	Uganda	13.0	Pakistan	18.7
Sri Lanka	10.0	Ethiopia	12.4	Afghanistan	18.2
Ethiopia	10.0	Mozambique	12.2	Haiti	16.0
Chad	9.4	Zimbabwe	12.0	Sudan	16.0
Eritrea	5.9	DPRK	11.1	Ethiopia	15.6
Côte d'Ivoire	5.8	Sri Lanka	10.9	Philippines	11.9
% of total	70%		55%	Sri Lanka	23.5
Total top 10	180.6		192.0	Chad	21.6
Total recipients	259.3		350.9	DPRK	19.0
				Kenya	20.0
				Ethiopia	16.7
				Sri Lanka	15.7
				Yemen	14.5
					61%
					251.7
					251.3
					397.4
					415.2

Source: Development Initiatives based on UN CERF

FIGURE 45: RECIPIENTS OF FUNDING THROUGH ERFs, 2006–2010



Source: Development Initiatives based on UN OCHA FTS

received US\$19 million through the CERF under-funded emergencies funding window in 2009, which represented a 34% share of the country's total humanitarian aid that year and made it the eighth largest recipient of pooled humanitarian funding.

In 2009 Sudan and DRC, which hosted the largest country-level funds, were the leading overall recipient countries of pooled funding. Somalia and Ethiopia, both of which had country-level ERFs (which typically channel smaller volumes of funds and issue smaller-value grants to partners), were the third and fourth largest recipients. However, each of these four countries, in addition to having large country-level pooled funds, was also a top ten recipient of CERF funding.

The CERF remains a significant source of humanitarian financing for protracted crises. DRC, Sudan, Sri Lanka and Ethiopia appeared in the top ten recipients of CERF funding each year between 2006 and 2010 and together received 25.1% of total CERF funding over the five-year period. DRC was the top recipient in 2006, 2007 and 2008. In 2009 the top recipient was Somalia, which received US\$60.5 million, the largest amount ever disbursed to a single country.

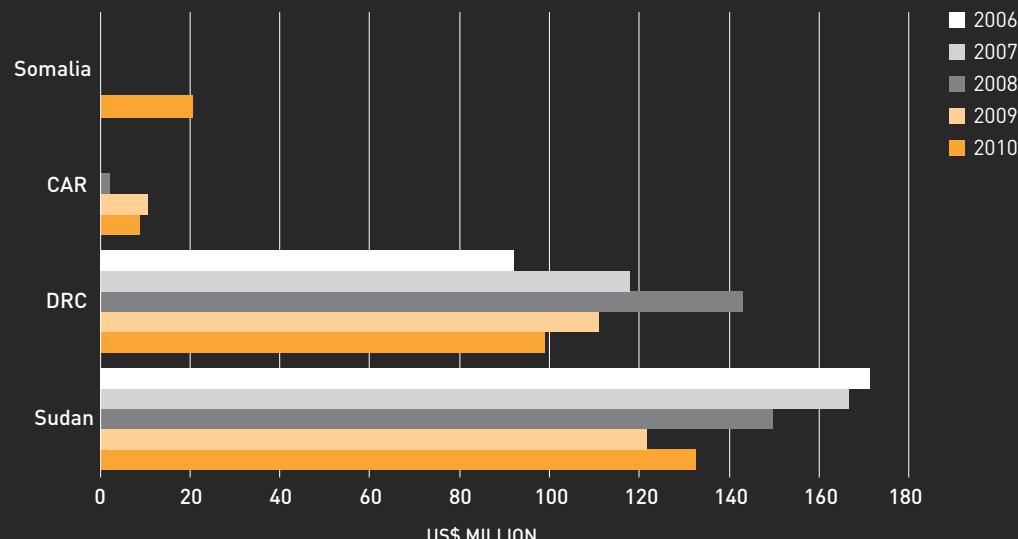
In 2010, the leading recipients of CERF funds corresponded with natural disasters in Pakistan and Haiti and the severe food crisis in Niger.

There were 16 ERFs in 2010, including two new funds in Pakistan and Yemen. Contributions to the ERF in Pakistan were the largest ever received by an emergency fund in its inception year and were given in response to the needs arising from the devastating floods of July/August 2010.

The ERF in Haiti received the most money overall in 2010 – US\$82 million, in response to the earthquake in January. This accounted for 7.3% of total appeal funding.

The distinctions between ERFs and CHFs are not always clear-cut. ERFs more typically receive relatively small volumes of funds and award small grants to meet unforeseen emergency needs and funding gaps. CHFs are mechanisms to allow humanitarian coordinators to fund strategically within country-level humanitarian workplans, and handle overall larger volumes of funds and award larger grants than ERFs. The largest recipient of ERF funding between 2006 and 2010 was Ethiopia, by a wide margin. Ethiopia, however, has not participated in the UN consolidated appeals process (CAP), has not therefore regularly generated a multi-sector humanitarian workplan (although in 2010 a joint government and partners' humanitarian requirements plan was produced) and does not have a related CHF. The Ethiopia ERF has some, but not all, of the characteristics of a CHF. The ERF in Somalia, meanwhile, graduated to a full CHF in 2010.

FIGURE 46: RECIPIENTS OF FUNDING THROUGH CHFS, 2006–2010



Source: Development Initiatives based on UN OCHA FTS

Funding channelled to recipient countries via CHFs increased overall in 2010, but this was due to the conversion of the Somalia ERF to a CHF in mid-2010. Overall, funding for the remaining CHFs showed a downward trend in 2010.

The Sudan CHF is the largest such fund, receiving a total of US\$742 million in donor contributions between 2006 and 2010. Funding to the Sudan CHF increased in 2010 by 8.9% to US\$133 million, but this followed a four-year downward trend and funding levels in 2010 were US\$39 million lower than in the peak year of 2006.

Funding for the DRC CHF declined by 10.8% between 2009 and 2010. At US\$99 million, funding was US\$44 million lower than in the peak year of 2008. The smallest fund, in CAR, received US\$11 million in 2009 but experienced a US\$2 million fall in contributions in 2010, to just US\$9 million.

The Somalia CHF was introduced in June 2010. The influence of the creation of a CHF on overall humanitarian funding levels

to the country cannot yet be determined but contributions to the CHF, of US\$21 million in 2010, were greater than the contributions channelled via the earlier ERF, which recorded peak contributions of US\$13.4 million in 2009.

There are, moreover, some indications that the creation of the Somalia CHF has significantly influenced the funding choices of some donors. Ireland, Italy and Finland contributed to pooled funds in Somalia for the first time in 2010 (they did not contribute to the earlier ERF), and in fact this represented the first time that each of these donors had contributed to any CHF. Finland reported US\$2 million contributed to UN agencies in 2009 to the FTS, but in 2010 it did not report any funding to UN agencies, instead contributing US\$3 million to the CHF. The Netherlands channelled money only to the CHF in 2010, whereas in 2009 it supported the ERF, Oxfam Novib and four UN agencies.

MILITARY

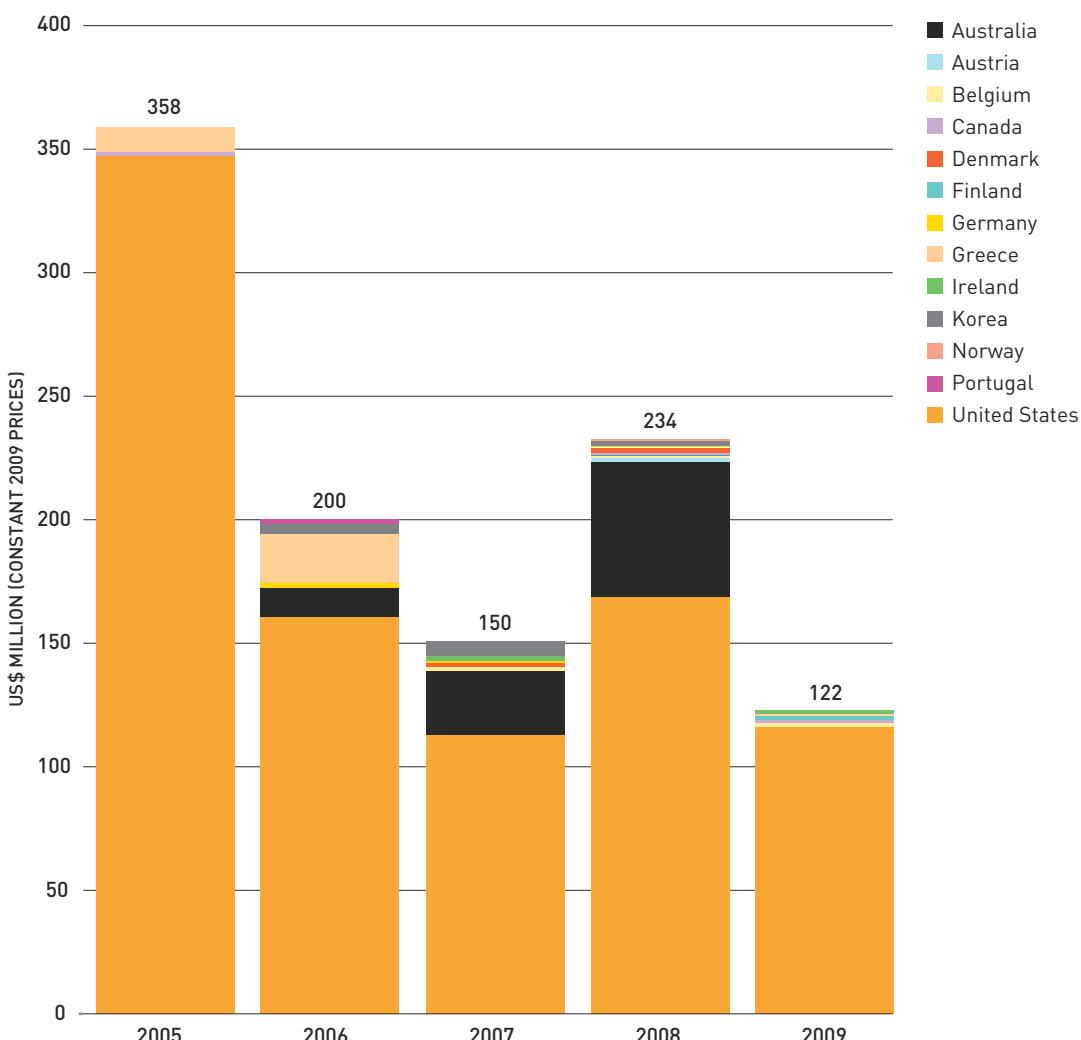
Governments have a long tradition of using their own militaries as a 'channel of delivery' for their humanitarian aid, particularly in response to major natural disasters. In response to the earthquake in Haiti in January 2010, 42 governments deployed military assets or troops to support the relief effort. The relative importance of military actors as agents for delivering humanitarian aid, however, is not always revealed in existing humanitarian aid data, while other parts of the contributions channelled via military actors are delivered outside of the financial tracking mechanisms of the international humanitarian aid system.

Charging military involvement in humanitarian aid to aid budgets is somewhat controversial. The UN's 'Oslo Guidelines' on the use of military and civil defence assets (MCDA) in disaster relief state, for example, that, 'In principle, the costs involved in using MCDA on disaster relief missions abroad should be covered by funds other than those available for

international development activities'. Only some of the costs of deploying military resources for humanitarian activities are considered allowable as ODA under the OECD DAC criteria: these are, broadly, the additional costs incurred in excess of the costs of keeping personnel on base. Some governments choose not to report any of the costs of their military humanitarian activities as ODA at all. Moreover, even when this spending is reported, it is often extremely difficult to detect within the data, as its military character may not be explicitly referred to in descriptions of the activity reported to the OECD DAC.

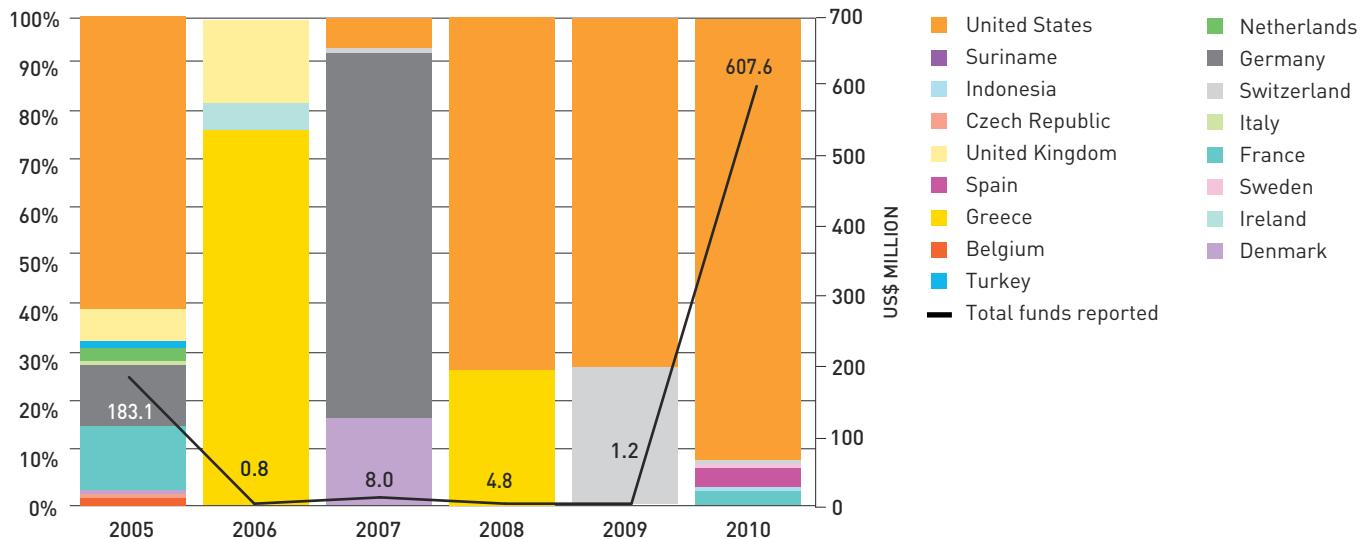
By far the largest provider of military humanitarian aid reported as ODA to the OECD DAC is the United States. However, humanitarian aid channelled through the US Department of Defense (DOD) includes not only assistance directly implemented by the US military; the US DOD is also a donor in its own right, sub-contracting large volumes of funds to third party implementing partners.

FIGURE 47: HUMANITARIAN AID CHANNELLED VIA DONOR DEFENCE AGENCIES REPORTED TO THE OECD DAC, 2005–2009



Source: Development Initiatives based on OECD DAC CRS data

FIGURE 48: HUMANITARIAN CONTRIBUTIONS FROM MILITARY ACTORS REPORTED TO UN OCHA FTS, 2005–2010



Source: Development Initiatives based on UN OCHA FTS

Some of the additional financial contributions made via military actors are captured within the UN OCHA FTS, though the overwhelming majority are reported as descriptions of in-kind goods and services.

Humanitarian aid channelled via military actors that is reported as ODA to the OECD DAC appears to be spent in different situations from aid that is reported to the FTS. The humanitarian aid delivered by military actors that is reported as

ODA corresponds closely with security crises where major donors have military personnel deployed – notably in Afghanistan and Iraq.

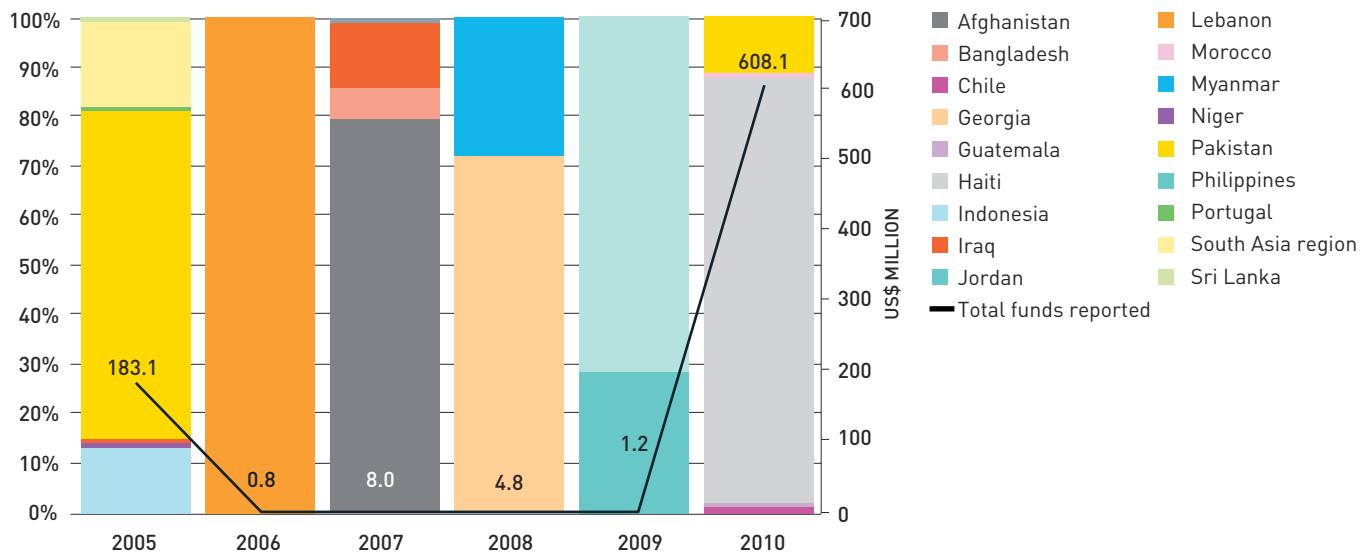
Military humanitarian responses to natural disasters are reflected to a more limited extent in the ODA data. The responses to the Pakistan earthquake in 2005 and to Cyclone Nargis in Myanmar in 2008 received significantly less humanitarian aid via military actors than Afghanistan and Iraq.

FIGURE 49: RECIPIENTS OF HUMANITARIAN AID CHANNELLED VIA MILITARY ACTORS (US\$MILLION)

	2005	2006	2007	2008	2009				
Iraq	73.9	Pakistan	84.6	Afghanistan	48.1	Afghanistan	96.1	Afghanistan	29.3
Afghanistan	15.1	Afghanistan	24.8	Iraq	42.1	Iraq	40.3	Iraq	10.9
Pakistan	9.3	Lebanon	13.3	Lebanon	1.8	Myanmar	12.7	Georgia	9.0
Guatemala	4.0	Iraq	6.9	Serbia	1.6	China	2.1	Kosovo	2.6
Serbia	1.6	Indonesia	6.5	Pakistan	0.5	Georgia	1.6	Myanmar	2.3

Source: Development Initiatives based on OECD DAC CRS

FIGURE 50: REPORTED RECIPIENTS OF HUMANITARIAN AID CHANNELLED VIA MILITARY ACTORS



Source: Development Initiatives based on UN OCHA FTS

Humanitarian aid provided via military actors that is reported to the UN OCHA FTS corresponds more clearly with major natural disaster events. In 2005, military-channelled humanitarian assistance amounting to US\$57 million was reported in response to the Indian Ocean-earthquake/tsunami and US\$124 million in response to the South Asia (Kashmir) earthquake. In 2010 donors reported US\$526 million in military-supplied humanitarian aid to Haiti,

US\$70 million in response to flooding in Pakistan and US\$11 million in response to the Chile earthquake.

For those costs that are not reported as ODA or included in the FTS, little information indeed is available and the relative importance of military actors as a channel of delivery for humanitarian aid remains largely unknown.

MEETING THE CHALLENGE

Trends in humanitarian funding underscore some very basic messages about the ability of people and their governments to absorb shocks. They clearly show that humanitarian aid is becoming increasingly stretched to meet a wide range of demands – where millions in sub-Saharan Africa are still dealing with the legacy of conflict and large IDP populations (Chad, DRC, Somalia, Sudan); where natural disasters have the potential to devastate or paralyse entire

economic infrastructures (Haiti, Pakistan); where recovery and reconstruction are required following large-scale conflicts (Afghanistan and Iraq); and at a time of growing civil unrest in the Middle East (Syria, Yemen, Libya). The question is how the aid budgets of donors and announced policies to focus on certain countries and certain types of crisis will play out against a backdrop of humanitarian crises that have no clear end.



THE STORY

This photo shows a child collecting water from a UNICEF water point in Agok – home to over 50,000 internally displaced people (IDPs) for almost a year, following fighting between the Sudan Armed Forces and the Sudanese People's Liberation Army in Abyei, Sudan in May 2008. Globally, the number of IDPs rose by 400,000 to 27.5 million in 2010.

CREDIT
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FORCES SHAPING HUMANITARIAN ASSISTANCE

International humanitarian assistance has grown significantly, from US\$6.7 billion in 2000 to US\$12.4 billion (partial and preliminary figure) in 2010. The burden of humanitarian need has also shifted across the decade as causes and patterns of vulnerability change, new disaster hazards emerge and old ones wane.

Two 'mega-disasters' in Haiti and Pakistan cast a long shadow over 2010, rapidly pushing huge numbers of people into crisis. The latter part of the last decade has also been underscored by deepening vulnerability in many developing countries associated with the global financial and food crises. Meanwhile, conflict and climate change-related hazards have remained a major threat to the lives and livelihoods of many.

However, determining whether increased humanitarian aid financing is meeting these shifting humanitarian needs is still no simple matter, owing to the prevailing ad hoc system of measuring, which does not allow comparison of the scale and severity of needs across crises or for an assessment of the extent to which they have been met.

This chapter considers some of the recent observable trends, drivers and features of the global demand for humanitarian aid financing, and reflects on the international response to meeting those financing needs.

NATURAL DISASTERS, CONFLICT AND ECONOMIC CHALLENGES

The human impact of natural disasters was a major driver of demand for humanitarian financing in 2010. After a relative lull in 2009, in 2010 natural disasters affected 215.1 million people in developing countries. In the year's most prominent humanitarian crises resulting from natural disasters, 3.7 million people were affected by the earthquake in Haiti in January, 2.7 million by the earthquake in Chile in February and 20.4 million by flooding in Pakistan starting in July (CRED EM-DAT¹).

The incidence of natural disasters does not necessarily correlate with the need for international humanitarian aid financing, however. A large proportion of the world's disaster-affected populations each year live in countries that use predominantly domestic resources to respond to humanitarian needs. India and China have been among the three countries with the largest number of disaster-affected people each year between 2000 and 2010. In 2010, two-thirds of disaster-affected people in developing countries lived in China alone.

Conflict is the other major driver of humanitarian need, though the relationships between the incidence of

conflict and volumes of humanitarian financing are not always straightforward. The number of conflicts in which at least one actor is a state increased after 2003, including notably conflicts between Israel and Hezbollah in Southern Lebanon in 2006, between Russia and Georgia in the breakaway South Ossetia region of Georgia in 2008 and the border dispute between Djibouti and Eritrea, also in 2008. In addition, there were many new or renewed domestic challenges to states. Conflicts involving non-state actors increased markedly in 2008, following a period of decline after 2003. Notable new or renewed instances of violence occurred in 2008 between non-state actors in Democratic Republic of Congo (DRC), Ethiopia, Kenya, Nigeria, Pakistan and Sudan, as well as in Mexico, where drug cartels were involved. Since 2004, instances of one-sided violence (where states or organised armed groups carry out intentional attacks on civilians) have declined overall, but there have been notable new or renewed instances of attacks against civilians in Afghanistan, Pakistan, Iraq, Kenya, Somalia and Thailand.

OECD CLASSIFICATION OF OFFICIAL DEVELOPMENT ASSISTANCE (ODA) RECIPIENT COUNTRIES BY INCOME GROUP, 2009–2010

Least developed countries (LDCs) are as defined by the United Nations based on an assessment of economic vulnerability, human resource weakness (including assessments of nutrition, health, education and adult literacy) and where GNI per capita, based on a three year average, is under \$750.

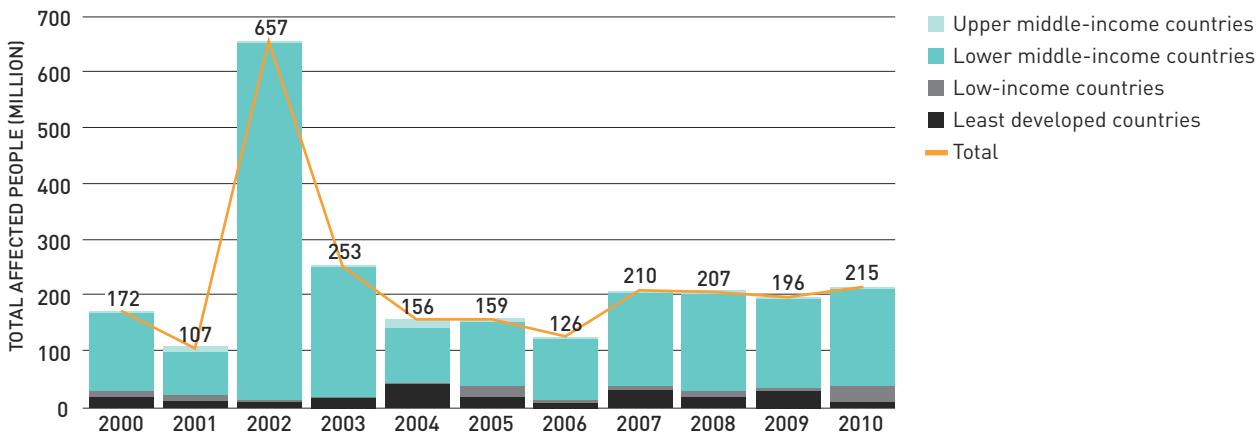
Low-income countries (LICs) are those with a per capita gross national income (GNI) of less than US\$935 in 2007.

Lower middle-income countries (LMICs) are those with a per capita GNI of between US\$936 and US\$3,705 in 2007.

Upper middle-income countries (UMICs) are those with a per capita GNI of between US\$3,706 and US\$11,455 in 2007.

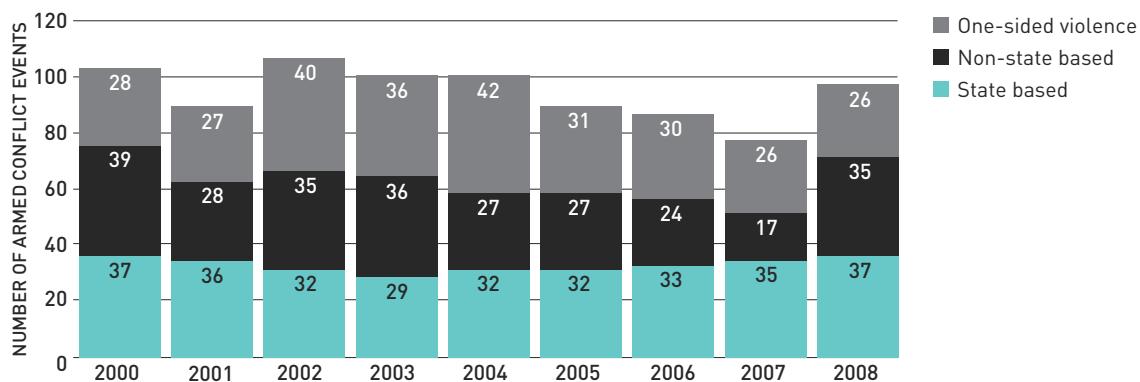
¹ Data downloaded from the Centre for Research on the Epidemiology of Disasters (CRED) International Disaster Database 'EM-DAT' on 3rd May 2011

FIGURE 1: POPULATIONS IN DEVELOPING COUNTRIES AFFECTED BY NATURAL DISASTERS, 2000–2010



Note: Income groups are those determined by the Organisation for Economic Cooperation and Development (OECD) for 2009 and 2010. Natural disasters include those classified by the Centre for Epidemiology of Disasters (CRED) as geophysical, hydrological, meteorological and climatological. In the peak year, 2002, 97.9% of the total number of people affected were affected by severe drought, storms and floods in China (285 million) and in India (342 million). Source: Development Initiatives based on CRED EM-DAT data, downloaded 3 May 2011

FIGURE 2: TRENDS IN THE INCIDENCE OF CONFLICT, 2000–2008

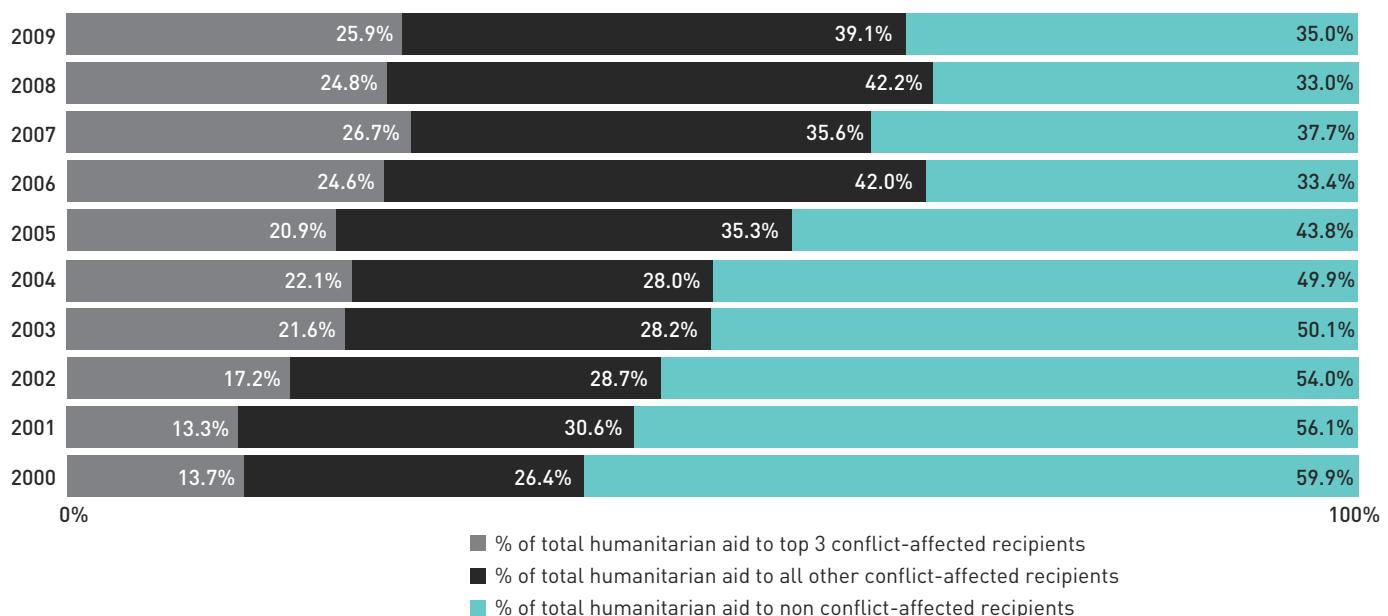


Sources: Uppsala Conflict Data Program datasets (UCDP/PRIO Armed Conflict Dataset v.4-2010, 1946–2009; UCDP Non-State Conflict Dataset v. 2.3-2010, 1989–2008; One-Sided Violence Dataset v 1.3-2010b, 1989–2008)

Whether the incidence of conflict described here results directly in humanitarian needs cannot be clearly determined. It is clear, however, that humanitarian financing has become increasingly concentrated in conflict-affected states, whose share of the total increased from less than 40% in 2000 to 65% in 2009.

Many donors have placed an increased emphasis in their aid policies on fragile states (many of which are affected by conflict), which may have influenced humanitarian funding allocations. However, there are also other considerations in explaining this concentration of humanitarian aid in conflict-affected states.

FIGURE 3: PROPORTION OF TOTAL OFFICIAL HUMANITARIAN AID RECEIVED BY CONFLICT-AFFECTED STATES, 2000–2009



Note: See Data & Guides section for Development Initiatives' definition of conflict-affected states.
 Source: Development Initiatives based on OECD DAC data

FRAGILE STATES

Fragile states are characterised by widespread extreme poverty, are the most off-track in relation to the Millennium Development Goals (MDGs), and are commonly caught in or are emerging from, violence or conflict.

Exact definitions of fragile states vary by donor and institution but often reference a lack of government capacity to provide basic public goods (including security and basic services) and in some cases a lack of willingness to provide them:

"Those failing to provide basic services to poor people because they are unwilling or unable to do so." OECD, 2006

Other institutions classify degrees of fragility according to assessments of aspects of institutional performance:

"The World Bank's definition of fragile states covers low-income countries scoring 3.2 and below on the Country Policy and Institutional Assessment

(CPIA), which is used to assess the quality of country policies. The World Bank defines a country as a Fragile State if it is a low-income country or territory, IDA eligible (including those countries which may currently be in arrears), with a CPIA score of 3.2 or below." World Bank, 2011

"The Brookings Index of State Weakness in the Developing World... ranks and assesses 141 developing nations according to their relative performance in four critical spheres: economic, political, security and social welfare." Brookings Institution, 2010

Debates on fragility increasingly recognise the heterogeneity of fragile states and degrees of fragility, including the recognition that conditions of fragility do not necessarily map neatly onto nation states and may be confined to sub-national pockets or may cross national borders.

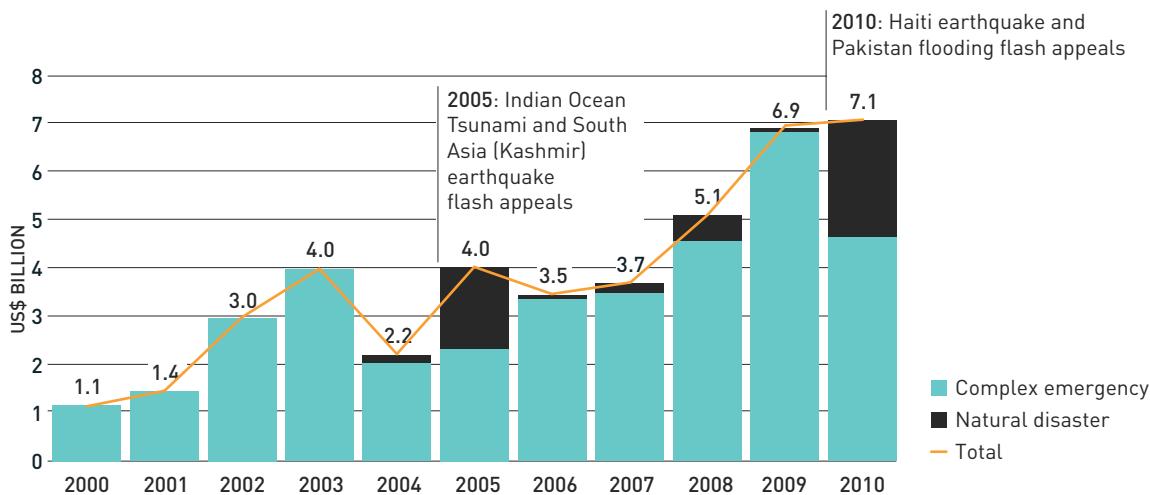
Our set of 'conflict-affected' countries also includes those that are 'post-conflict' i.e. they have reached a negotiated settlement and are hosting multilateral peacekeeping operations. Humanitarian spending often increases in countries where multilateral peacekeeping operations are present, and so this increase in funding to conflict-affected states may also reflect increased post-conflict opportunities for humanitarian programming afforded by improved security and political stability.

Increasing incidence of attacks on humanitarian aid workers in a number of highly insecure operating environments (notably Afghanistan, Somalia, Darfur, Pakistan and Chad) and associated adaptations – including remote management, sub-contracting and the

trends towards investing in heavily fortified operating bases and in some cases hiring private security protection – are also likely to have driven up the cost of providing aid in such environments. While we know little about the actual financial cost of these adaptations to increased risk (which are often hidden within programme budgets), they certainly contribute in part to the growth in volumes of humanitarian aid in conflict-affected states.

Full data on the incidence of conflict in 2009 and 2010 is not yet available, but indications from funding data captured within the UN consolidated appeals suggest a slowing in 2010 of the trend towards the concentration of humanitarian funding in 'complex emergencies'.

FIGURE 4: FUNDING TO COMPLEX EMERGENCIES AND NATURAL DISASTERS REPORTED WITHIN UN CONSOLIDATED APPEALS, 2000–2010



Source: Development Initiatives based on UN OCHA Financial Tracking Service (FTS) data

The global demand for humanitarian financing is driven not only by disaster events, of course: global and local economic factors profoundly influence both people's vulnerability to crisis and the financial cost of meeting humanitarian needs. Fluctuations in food and energy prices in particular have had far-reaching effects on levels of humanitarian need and the ability of the system to respond.

Food price inflation has been driven by changing dietary habits, growing populations, export restrictions and natural disasters in major grain-producing countries, including for example drought in Russia and flooding in Canada in 2010. In addition to traditional supply and demand factors, however, fluctuations in food prices have been heavily influenced by speculation in financial markets. Speculative trading in commodities – involving increasingly large financial players such as hedge funds, pension funds and investment banks speculating in food markets following market deregulations from 2000 onwards – drove the spike in food prices in 2008 and is contributing to the current peak in 2011.

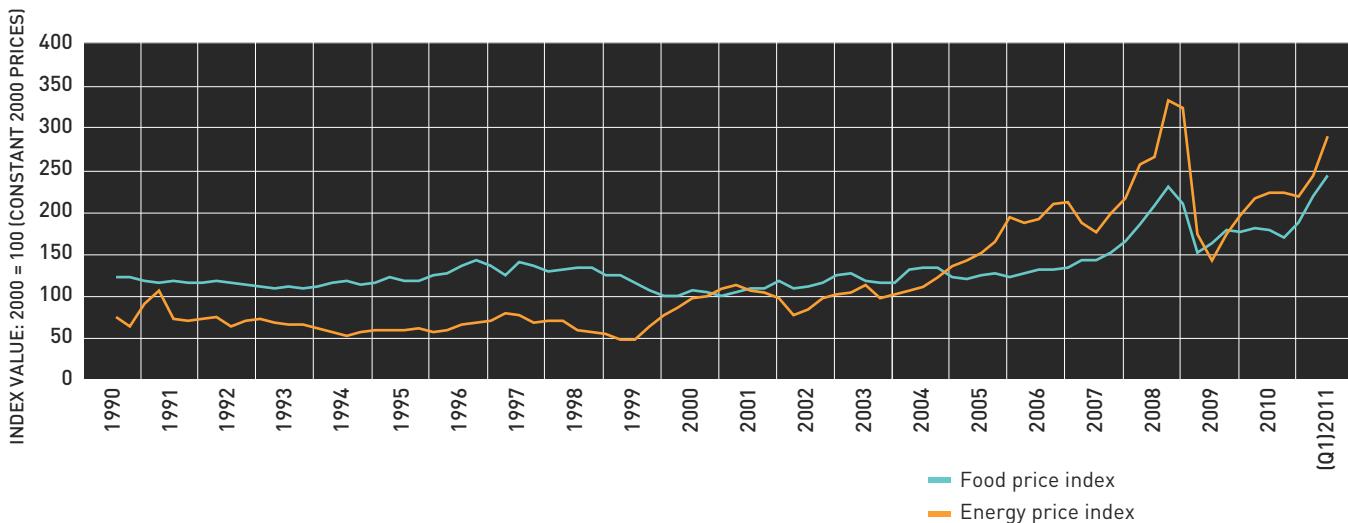
The number of undernourished people increased from 2006 to a peak of just over one billion in 2009; this was connected to rising food prices and the global economic crisis. The numbers of undernourished people are thought to have declined to around 925 million in 2010, as food prices remained below their 2008 peak and many developing countries experienced resumed economic growth (FAO 2010²).

Energy prices, which also rose to a peak in 2008, have been driven up sharply again in 2011 as a result of the political crises in the Middle East. Rises in the price of oil are likely to drive demand for biofuels, with knock-on effects on the costs of food production.

The costs of key relief commodities – including fats and cereals, key components of humanitarian food aid, which more than doubled in price between 2007 and 2008 (FAO annual food price indices) – and the cost of delivering them to affected populations continued to rise in 2010 and the first quarter of 2011, to near or above their 2008 peaks.

² Food and Agriculture Organization of the United Nations, 2010, *The State of Food Insecurity in the World: Addressing food insecurity in protracted crises*, Rome, 2010

FIGURE 5: CHANGES IN COMMODITY PRICES, 1990–2011 (FIRST QUARTER)



Note: Food and energy prices indices here show variation from the year 2000 when the index value is set at 100 (constant 2000 prices).

Source: Development Initiatives based on World Bank Global Economic Monitor (GEM)

Food and energy prices fell sharply from their peak in the third and fourth quarters of 2008, in response to the global financial crisis. Since the 2008/9 nadir, however, food and energy prices have resumed growth.

The effects of the global economic crisis have also placed pressure on the ability of donors to provide aid. OECD Development Assistance Committee (DAC) member governments, which provide the majority of development and humanitarian aid, experienced continued economic growth up to 2009 when gross national incomes (GNI) fell, adjusting to the effects of the financial crisis. However, the growth rate of official development assistance (ODA), expressed as a percentage of GNI, has continued to increase from 2007, despite the drop in GNI in 2009.

While overall aid levels have continued to grow despite the financial crisis, some government donors have nevertheless reduced their overall aid budgets, and many face increased domestic pressures to justify the value and effectiveness of their aid spending. The outlook for humanitarian aid is still unclear, but a mixed picture is emerging from recent data.

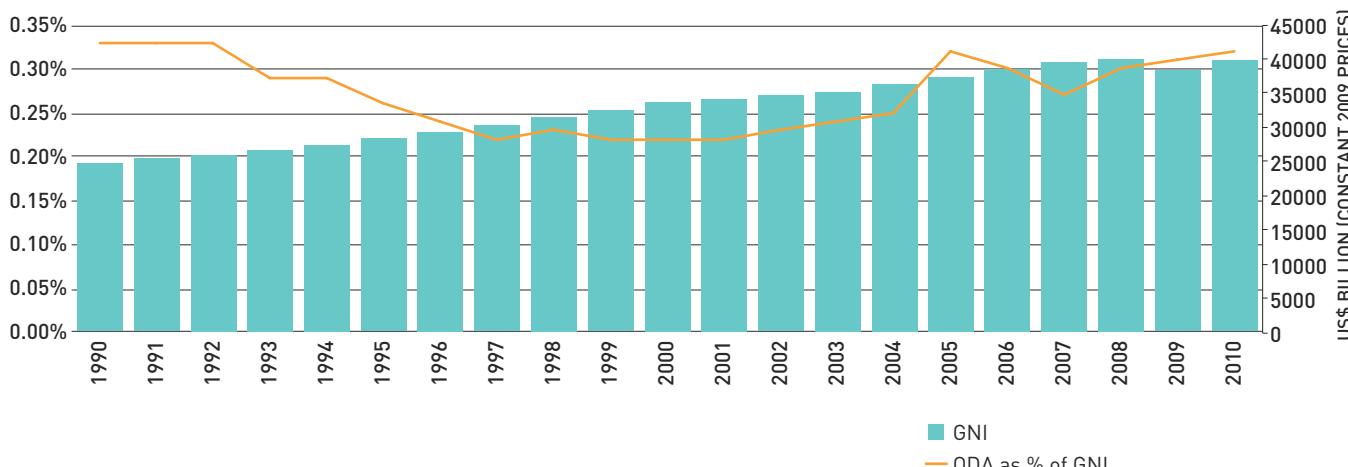
Official humanitarian aid levels rose sharply, by US\$2.4 billion, in 2008, defying the financial crisis, before falling slightly, by US\$191.1 million, in 2009. Preliminary data from the OECD DAC on bilateral humanitarian aid for 2010 suggests that humanitarian aid spending by governments rose again in 2010.

However, despite this overall growth, a number of donors – Austria, Denmark,

Greece, Ireland, Italy, Norway, Korea, the Netherlands and Portugal – experienced reductions in their bilateral humanitarian aid in both 2009 and 2010. The most significant two-year bilateral humanitarian aid reductions by volume were seen in the Netherlands, whose aid dropped by US\$156.5 million from 2008 levels; Denmark, down US\$84.3 million; Ireland, down US\$72.1 million; and Italy, down US\$71.2 million.

A combination of forces are gathering around humanitarian aid financing – donor budgetary constraints, domestic pressures to demonstrate aid results, rising demand for humanitarian funds and the linked rising costs of meeting those needs – providing an ever more compelling justification for effective coordination and targeting of international humanitarian funds.

FIGURE 6: GNI OF OECD DAC GOVERNMENTS AND GROWTH IN ODA LEVELS EXPRESSED AS A PERCENTAGE OF GNI, 1990–2010



Source: Development Initiatives based on OECD DAC data

HUMANITARIAN NEEDS: FUNDING APPEALS

The core humanitarian principles which underpin the work of most of the international humanitarian community provide unequivocal guidance on the basis for allocating humanitarian funding: humanitarian aid should be provided in accordance with assessed needs and capacities and it should be allocated on a proportionate basis.

In the absence of a comparable evidence base of humanitarian needs, major appeals for international humanitarian financing are useful barometers to illustrate the extent to which donors have collectively met the humanitarian needs expressed as humanitarian financing requirements.

The UN's consolidated appeal, the largest annual appeal for humanitarian financing, provides a consensus-based costing and prioritisation of humanitarian financing requirements across a range of humanitarian crises, from a broad base of participating organisations, including UN agencies and non-governmental organisations (NGOs). While the UN consolidated appeal is by no means an objective or comprehensive expression of global humanitarian needs, it does provide a measure of humanitarian funding needs against which the collective donor response can be compared.

Humanitarian needs expressed in the UN consolidated appeals more than doubled between 2007 and 2010, reaching a historic high of US\$11.3 billion. This growth was driven by an increase of US\$2.9 billion for consolidated appeals over the period and the addition of the largest ever flash appeal requirements, which totalled US\$3.6 billion in 2010.

In 2010 consolidated appeals, which represent the predictable needs arising from complex emergencies, saw a reduction in volume and in their share of the total appeal requirements. This followed two years of rapid growth in requirements driven by rising levels of need in a number of protracted crises, a deepening global food crisis and increases in the cost of meeting humanitarian food needs. The Sudan appeal, for example, saw a 58.3% increase in requirements between 2007 and 2009; Palestine/OPT experienced an 88.7% increase, owing to the response to the Gaza crisis in 2009; and Somalia experienced a 121.9% increase following drought, flooding and increasing insecurity in 2008.

THE UN HUMANITARIAN APPEAL AND THE CONSOLIDATED APPEALS PROCESS (CAP)

Coordinated by the United Nations, the consolidated appeals process is undertaken in a country or region to raise funds for humanitarian action as well as to plan, implement and monitor activities. Two different kinds of appeal are generated by the CAP: consolidated appeals and flash appeals.

Consolidated appeals include projected activities for the following year, and often pertain to conflict or post-conflict scenarios where the needs of that year are relatively predictable. These country and regional consolidated appeals are then amalgamated by the UN, with the launch of the humanitarian appeal each November for the following year.

Flash appeals are a rapid strategic and fundraising tool based on immediately identified needs, and may be issued following sudden-onset disasters such as earthquakes or cyclones. It is not unusual for there to be both a consolidated appeal and flash appeal in the same country in the same year.

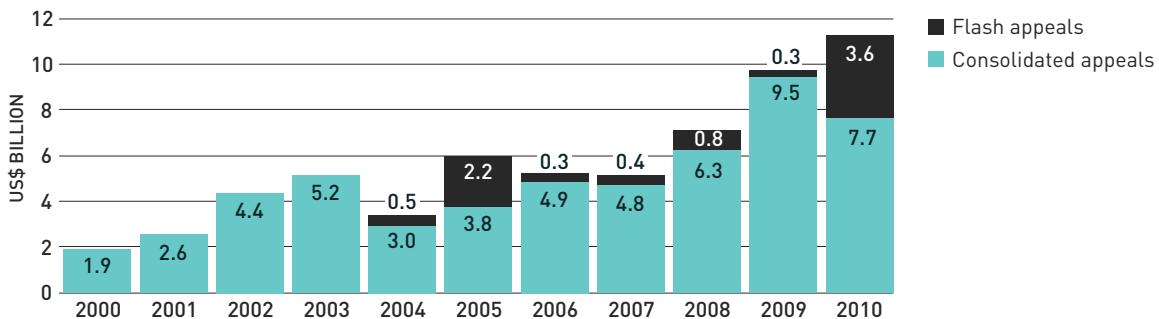
GOOD HUMANITARIAN DONORSHIP

The Good Humanitarian Donorship (GHD) initiative is an informal donor forum that aims to promote a set of agreed principles and good practices, including:

- **Principle 6:** Allocate humanitarian funding in proportion to needs and on the basis of needs assessments.
- **Principle 14:** Contribute responsibly, and on the basis of burden-sharing, to United Nations Consolidated Inter-Agency Appeals and to International Red Cross and Red Crescent Movement appeals, and actively support the formulation of Common Humanitarian Action Plans (CHAPs) as the primary instrument for strategic planning, prioritisation and coordination in complex emergencies.

GHD members in 2011 include (OECD DAC members in bold): **Australia, Austria, Belgium, Bulgaria, Brazil, Canada, Cyprus, Czech Republic, Denmark, Estonia, European Commission, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Japan, Latvia, Luxembourg, Lithuania, Malta, the Netherlands, New Zealand, Norway, Poland, Portugal, Republic of Korea, Romania, Slovak Republic, Slovenia, Spain, Sweden, Switzerland, the United Kingdom, the United States of America.**

FIGURE 7: FUNDING REQUIREMENTS BY TYPE OF APPEAL IN THE UN CONSOLIDATED APPEALS PROCESS, 2000–2010



Source: UN OCHA FTS

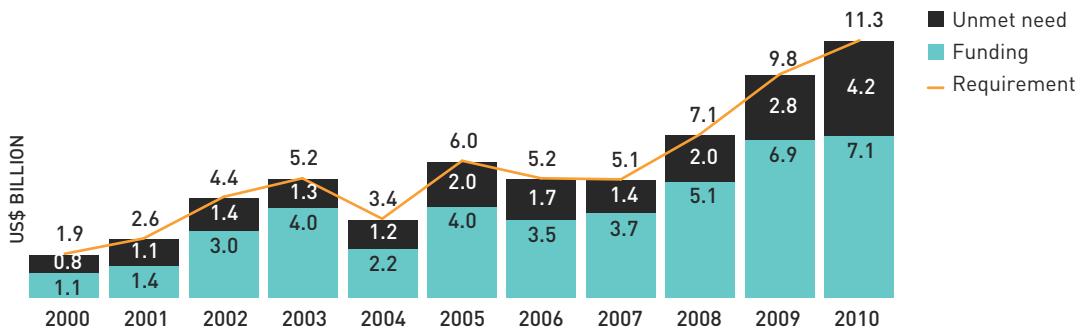
Flash appeals saw their share grow from just 2.9% of the total in 2009 to 31.8% of the total appeal requirements in 2010, despite a 50% reduction in the number of flash appeals. The Haiti flash appeal (with requirements of US\$1.5 billion) and the Pakistan flash appeal (with requirements of US\$1.9 billion) dominated requirements, with the remaining two flash appeals – for Guatemala and Kyrgyzstan – making up just 1% of the total appeal requirements in 2010.

While total donor contributions have increased in volume each year since 2006, the growth in donor contributions slowed considerably in 2010 to just 2.2%, compared with growth rates of over 35% in both 2008 and 2009. This reflects a

slowing in the growth of contributions from OECD DAC donors to just 4.1% in 2010 and negative growth in other government donor contributions and in the category of 'other' donors (which includes pooled humanitarian funds, contributions from NGOs and the International Red Cross and Red Crescent Movement).

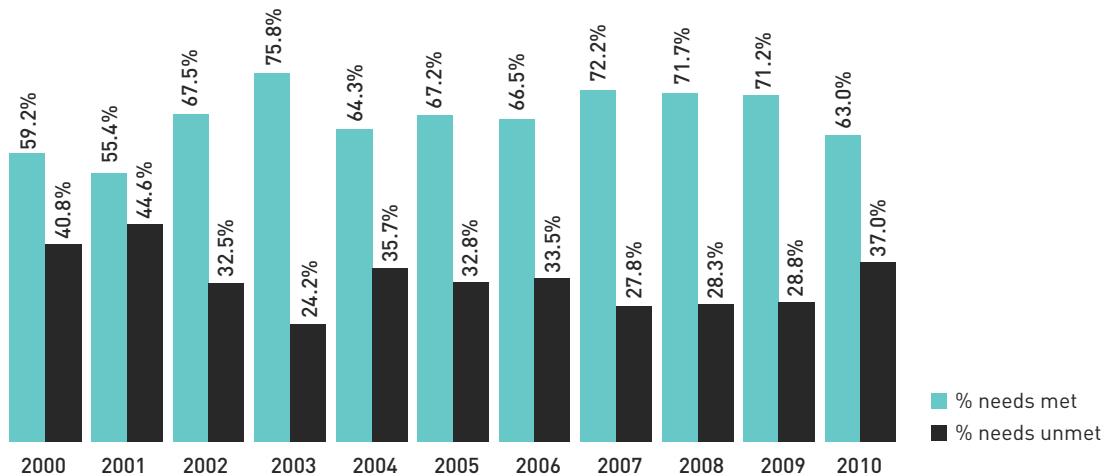
The growth in donor contributions therefore did not match the 15.4% growth in requirements in 2010, resulting in a substantial increase in the proportion of unmet needs to 37% of the total, compared with an average of 30.2% for the five preceding years.

FIGURE 8: UN CAP REQUIREMENTS, FUNDING AND UNMET NEEDS, 2000–2010



Source: UN OCHA FTS

FIGURE 9: UN APPEAL NEEDS MET AND UNMET AS A PERCENTAGE OF REVISED REQUIREMENTS, 2000–2010



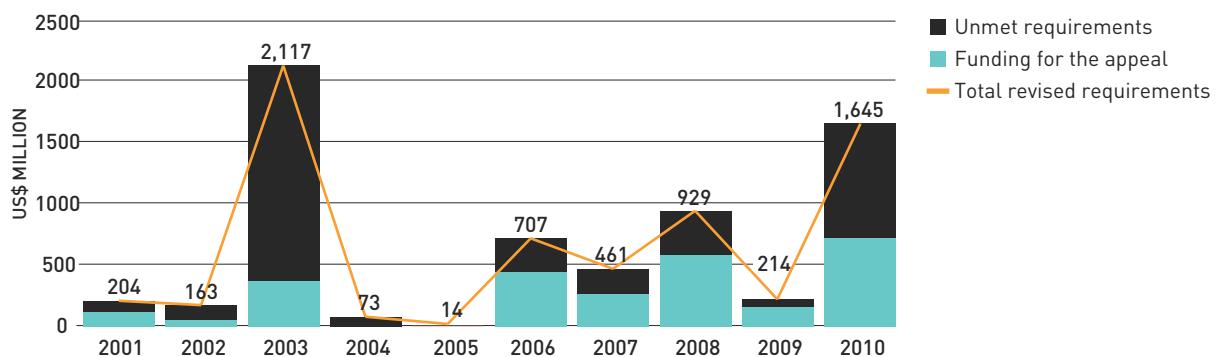
Source: UN OCHA FTS

Moreover, the different types of appeal showed markedly divergent patterns in donor response to the funding requirements issued. Flash appeals saw a substantial increase in requirements, from US\$280 million in 2009 to US\$3.6 billion in 2010, driven by the large Haiti and Pakistan flash appeals. Overall, 70% of funding needs expressed in flash appeals were met in 2010.

Consolidated appeals, on the other hand, saw an 18.9% reduction in requirements outstripped by a 32.5% reduction in funding levels from the preceding year, resulting in a widening gap in unmet needs. In 2010, just 59.8% of consolidated appeal funding needs were met, a significant drop from the three preceding years, in which more than 70% of funding needs were met.

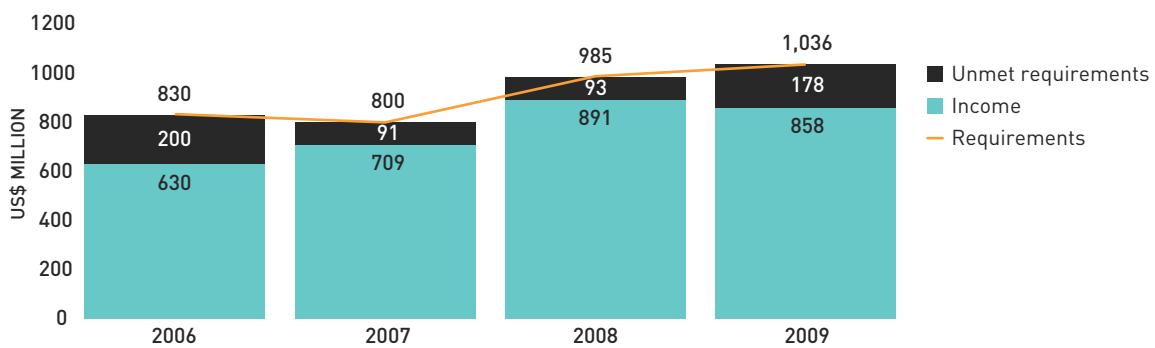
Donors also fund appeals issued outside of the UN's consolidated appeals process, and their responses to these other appeals are worth considering. The UN typically issues a handful of humanitarian funding appeals outside of the CAP each year. The volumes requested in these 'non-CAP' appeals are highly variable. The amount requested in 2010 was, however, relatively high at US\$1.6 billion, with appeals for Burkina Faso, Iraq, Nepal, Pakistan (not related to the flood response) and Sri Lanka and the regional response plan for Iraqi refugees. Only 43.7% of the funding needs expressed in non-CAP appeals were met in 2010, the lowest level since 2005.

FIGURE 10: NON-CAP APPEAL REQUIREMENTS, FUNDING AND UNMET NEEDS, 2001–2010



Source: UN OCHA FTS

FIGURE 11: FUNDING TO ICRC EMERGENCY APPEALS AGAINST REQUIREMENTS, 2006–2009



Source: International Committee of the Red Cross annual financial reports

Following a period of growth in funding volumes to its emergency appeals, the International Committee of the Red Cross

(ICRC) experienced an increase in unmet needs in 2009 and a reduction in overall funding income.

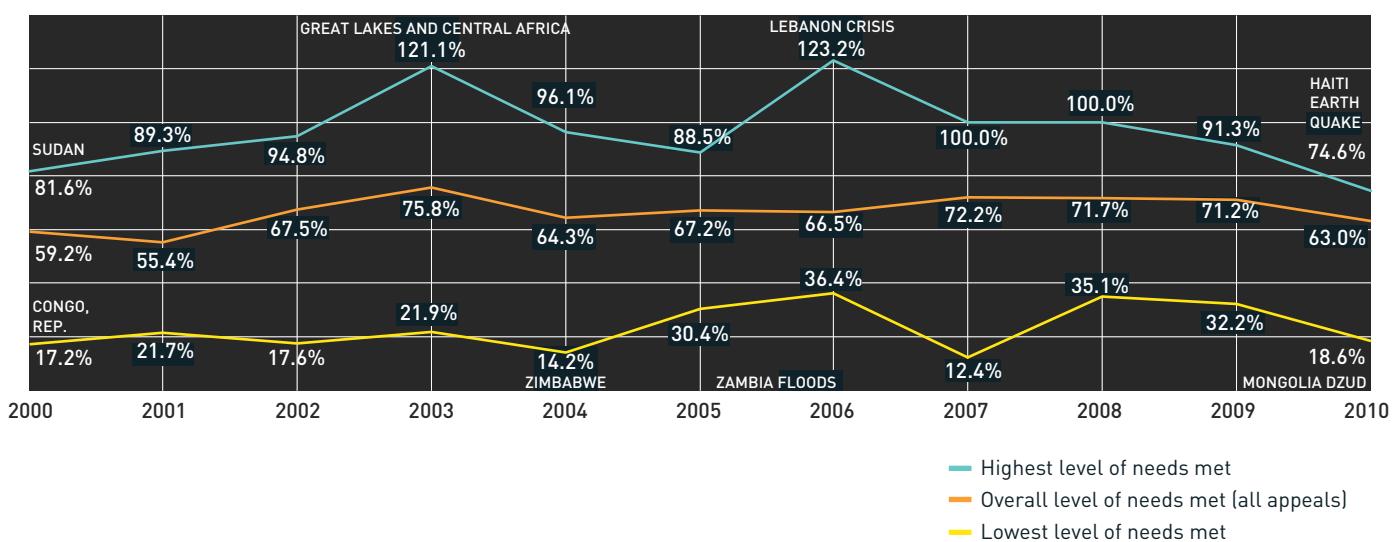
PROPORTIONALITY IN DONOR RESPONSES TO CRISES

The collective donor response to meeting needs expressed in the funding appeals indicates that, overall, a lower proportion of needs was met in 2010; that within the UN consolidated appeals process, flash appeals fared rather better than consolidated appeals; and that UN appeals outside of the consolidated appeals process on the whole fared rather worse than those within it (although appeals outside of the CAP are by definition considered a lower priority and therefore often have a lower proportion of their funding needs met). Across particular crises, however, there are further discernible variations in

the collective response to meeting needs where funding on a proportionate basis appears questionable.

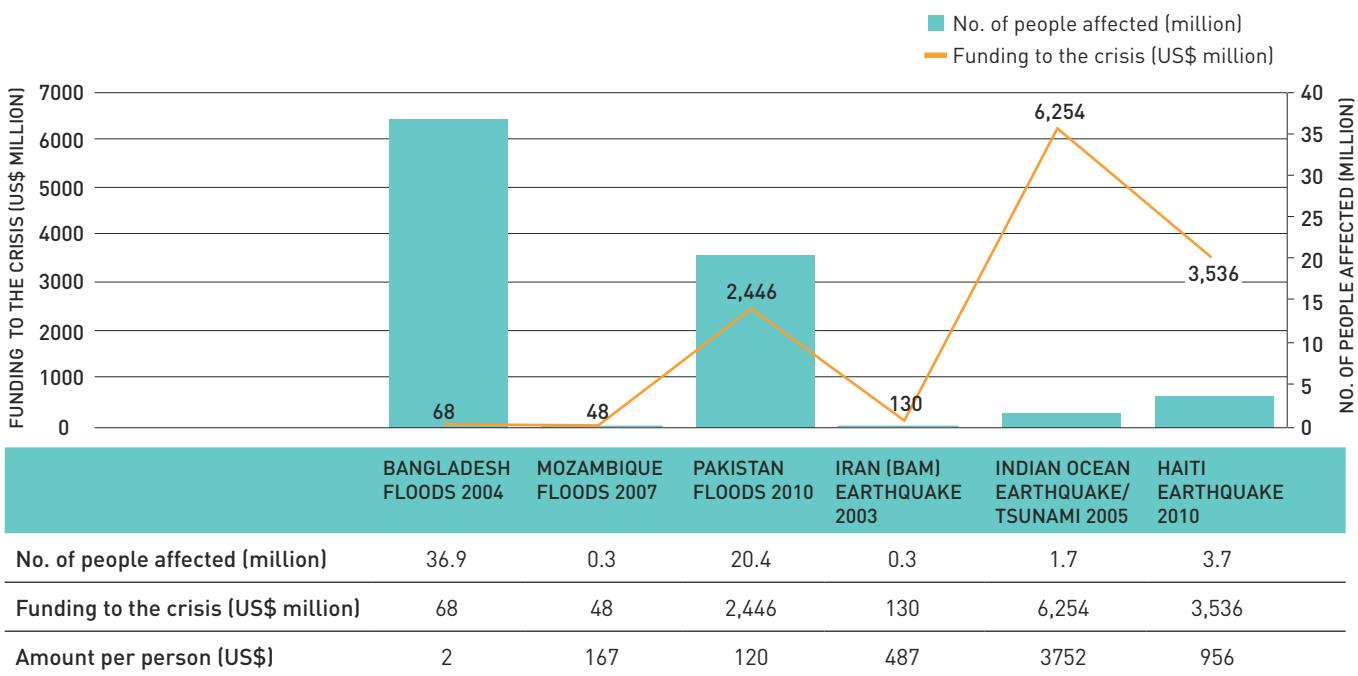
2010 saw not only a reduction in the average proportion of financing needs met, but a reduction in the proportion of funding received by both the best and worst funded crises. The overall increased demand for humanitarian financing in 2010 seems to have meant that funds were spread more thinly across crises overall, with some – particularly protracted crises – faring worse than others.

FIGURE 12: SHARE OF NEEDS MET IN THE BEST AND WORST FUNDED UN CAP APPEALS, 2000–2010



Source: UN OCHA FTS data

FIGURE 13: NUMBER OF DISASTER-AFFECTED PEOPLE AND TOTAL FUNDING TO THE CRISIS FOR SELECTED NATURAL DISASTERS



Source: UN OCHA FTS and CRED

The Haiti earthquake crisis in 2010 received large volumes of funds outside of the UN appeal. When these funds are taken into account, in common with other very high-profile natural disasters, the Haiti crisis received a relatively high volume of humanitarian funds per affected person, with US\$956 per person recorded through the UN OCHA Financial Tracking Service (FTS), compared with just US\$120 per person affected by the flooding in Pakistan the same year.

Meanwhile, many long-running crises experienced an increase in unmet

funding needs, with a number of the major consolidated appeals noticeably more underfunded in 2010 than in the preceding year. The consolidated appeals for Chad, Central African Republic (CAR), Palestine/OPT and Uganda all experienced a widening in their funding gap of around 30% in 2010.

The effects of the 2010 'mega-disasters' on overall funding levels in the years to come remain to be seen, but for ongoing crises in 2010 humanitarian funding certainly appeared to have become considerably harder to secure.

FIGURE 14: PROPORTION OF FUNDING NEEDS MET IN UN CONSOLIDATED APPEALS IN 2009 AND 2010

	2009	2010	REDUCTION IN NEEDS MET IN 2010
Afghanistan	76.4%	65.0%	-11.4%
Chad	91.3%	60.0%	-31.3%
CAR	73.0%	44.6%	-28.4%
DRC	63.8%	64.1%	0.3%
Kenya	84.4%	65.9%	-18.5%
Palestine/OPT	79.1%	52.0%	-27.1%
Somalia	65.6%	67.7%	2.1%
Sudan	70.3%	64.4%	-5.9%
Uganda	76.3%	48.2%	-28.1%
West Africa	64.3%	49.8%	-14.5%
Zimbabwe	63.2%	46.9%	-16.3%

Source: Development Initiatives based on UN OCHA FTS

FUNDING IN ACCORDANCE WITH ASSESSED NEEDS

In order for donors to make informed funding decisions to meet their commitments to fund in accordance with assessed needs, they need objective and comparable evidence that demonstrates the scale, severity and nature of humanitarian needs, and they also need to know what decisions others are making to ensure that resources are distributed equitably across and within different crises. Yet serious deficiencies remain in both areas.

While some progress has been achieved in improving the technical basis and capacity for common assessments in the early stages of rapid-onset emergencies, this has

yet to be effectively linked up with donor decision-making processes. No equivalent initiatives to improve the evidence base for humanitarian needs in protracted crises, which receive the majority of humanitarian funds, have yet been attempted.

In practice, the evidence base remains largely ad hoc, not comparable and not widely shared, making donor commitments to fund according to needs untestable. Moreover, the bases on which donors make their decisions are rarely made public. This lack of transparency as to who is funding what, and with what justification, creates a situation where a rational and proportional

IMPROVEMENTS IN THE EVIDENCE BASE FOR HUMANITARIAN FINANCING DECISIONS

Improvements in establishing an objective evidence base and prioritisation within UN consolidated appeals have not yet been applied consistently across all appeals.

The UN's Inter-Agency Standing Committee Needs Assessment Taskforce (IASC NATF) has agreed a common Multi-Cluster Initial Rapid Assessment (MIRA) tool, including common indicators agreed with the UN global clusters, for the early stages of rapid-onset emergencies. The MIRA is designed to feed improved information on the scale and severity of humanitarian needs to flash and revised flash appeals.

The IASC NATF has also published 'operational guidance' spelling out roles and responsibilities and recommended principles, procedures and common indicators for coordinated assessments in rapid-onset emergencies.

UN OCHA has recently employed the 'Humanitarian Dashboard' in the Pakistan flooding crisis in 2010 and in the Libya crisis in 2011. The dashboard is a tool to build a common understanding of the humanitarian situation and aid decision making and crisis monitoring by consolidating a summary of essential humanitarian information (including humanitarian needs, coverage, planning scenarios) and monitoring key humanitarian indicators against benchmarks.

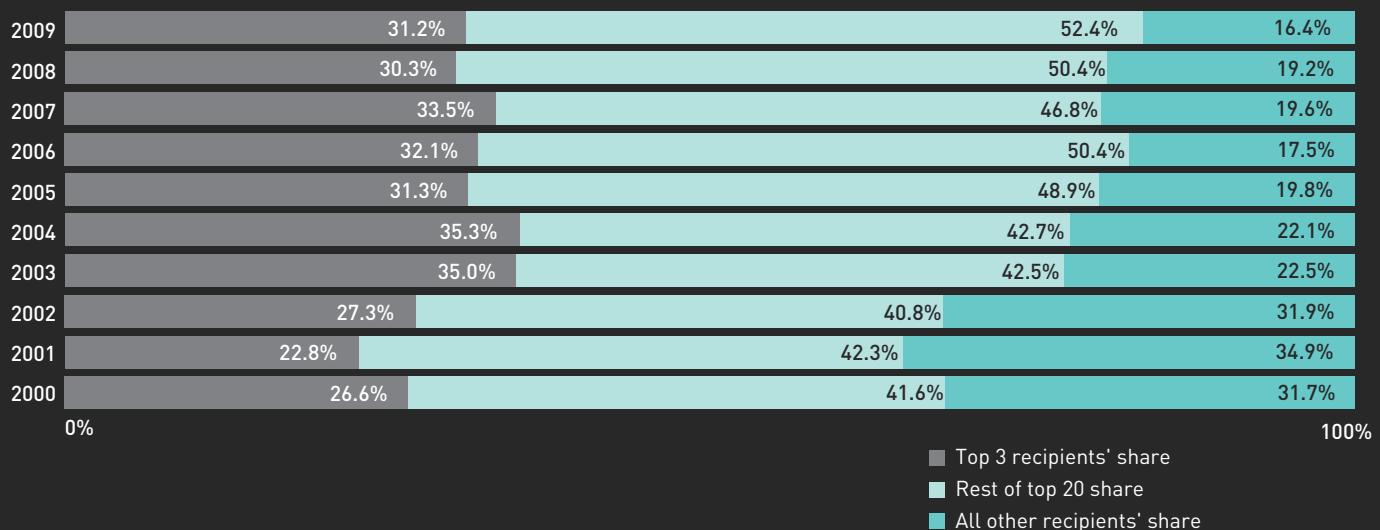
Within the UN consolidated appeals process, the DRC and West Africa appeals are compiled with reference to emergency thresholds that are used to prioritise areas of greatest humanitarian need. The DRC appeal in 2011 also includes geographical rankings against four humanitarian risk factors, allowing

a richer evidence base for prioritising preventive and mitigating action.

Humanitarian coordinators who expected to submit humanitarian appeals to the UN consolidated appeals process in 2011 were required to anticipate and plan for the needs assessments that would underpin appeals from mid-2010.

The European Commission (EC) continues to test its funding decisions against its Global Needs Assessment (GNA) crisis severity index and forgotten crises index. The EC Directorate General for Humanitarian Aid and Civil Protection (DG ECHO) also publishes the rationale for and volume of funding decisions for protracted crises to a predictable timetable. Some European donors are now using ECHO's GNA tool as a basis to determine crisis level funding envelopes.

FIGURE 15: OFFICIAL HUMANITARIAN AID CONCENTRATION AMONG THE TOP 20 RECIPIENTS AND THE REST, 2000–2009



Source: Development Initiatives based on OECD DAC

coverage of needs can only be achieved by chance rather than by the sum of informed individual donor choices.

In the past decade, humanitarian funding has become increasingly concentrated among the top 20 recipient countries. Pressure for donors to deliver 'value for money' and 'effectiveness' in their aid spending, at a time when some donor agencies are also experiencing cuts to their staff budgets and a reduction in their ability to manage large numbers of grants, may further drive this trend towards concentration of resources in a smaller number of recipient countries.

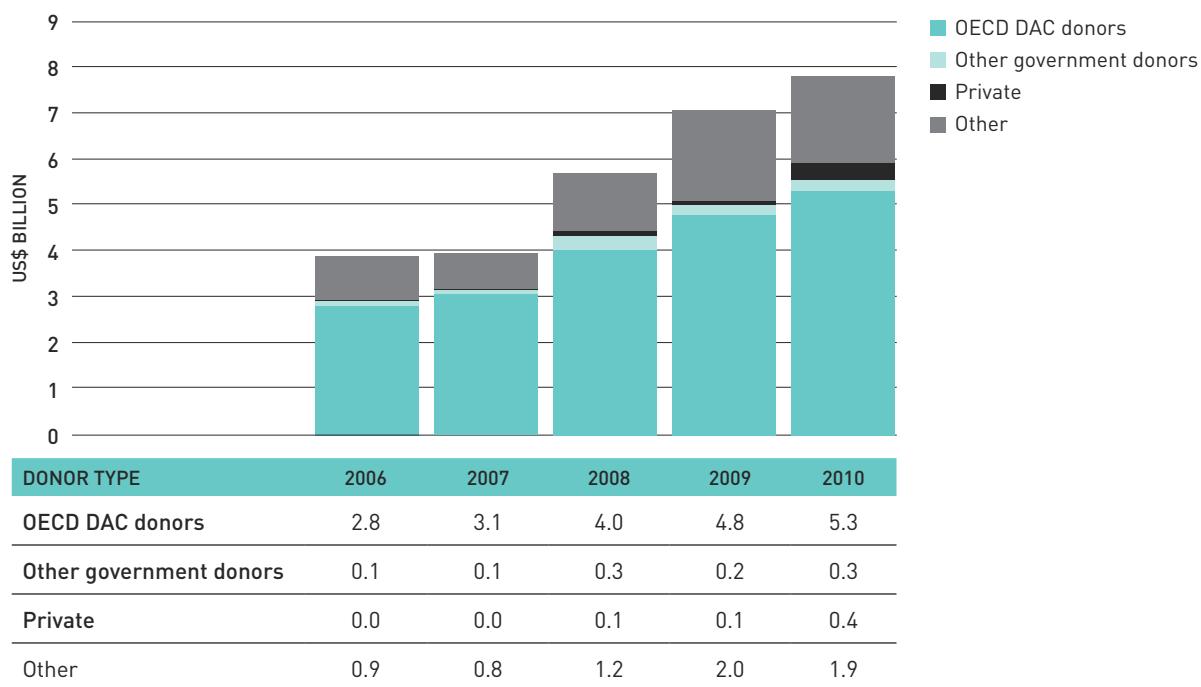
In order to guard against disproportionate concentration and a corresponding increase in the number of neglected crises, donors must take measures to ensure that their decisions are made on objective and transparently declared bases and that they work together to achieve a rational division of labour.

The Good Humanitarian Donorship group is the logical forum through which donors could work towards a rational, coordinated division of labour in meeting humanitarian needs, but a growing number, and a wider type, of donors also need to be included in this conversation if all humanitarian financing resources are to be effectively targeted.

The volumes and proportions of humanitarian aid provided by donors outside of the OECD DAC group appear to have grown in recent years, including notably from private sources, as well as the growing volumes that are channelled via pooled humanitarian funds.

In order to achieve a rational collective response to humanitarian needs, it is clear that all funding actors, including pooled humanitarian funding mechanisms, need to have access to information and evidence regarding the scale and severity of needs and what other actors intend to fund.

FIGURE 16: SHARE OF FUNDING TO ALL UN APPEALS (BOTH CAP AND NON-CAP) FROM OECD DAC, NON-OECD DAC, PRIVATE AND OTHER DONOR SOURCES



Note: 'Private' contributions include those from private sector corporations and foundations; private individuals/organisations; the Disasters Emergency Committee (DEC); UNICEF national committees; Friends of UNWRA; and UNHCR UK. 'Other' includes contributions from Emergency Response Funds (ERF), the Central Emergency Response Fund (CERF), Common Humanitarian Funds (CHF) and other pooled funds; NGOs; UN multilateral and other multilateral funds; other combined and undefined funds; and International Red Cross and Red Crescent Movement. Source: Development Initiatives based on OCHA FTS



THE STORY

Recent years have seen a deepening of vulnerability in many developing countries due to the increasing incidence of climate change-related disasters, the growth of food insecurity and the financial crisis. In February 2011, the World Food Programme (WFP) launched a voucher programme in Jalalabad, Afghanistan to help 1,500 families to buy food. This picture shows a recently widowed woman using the vouchers in a local store.

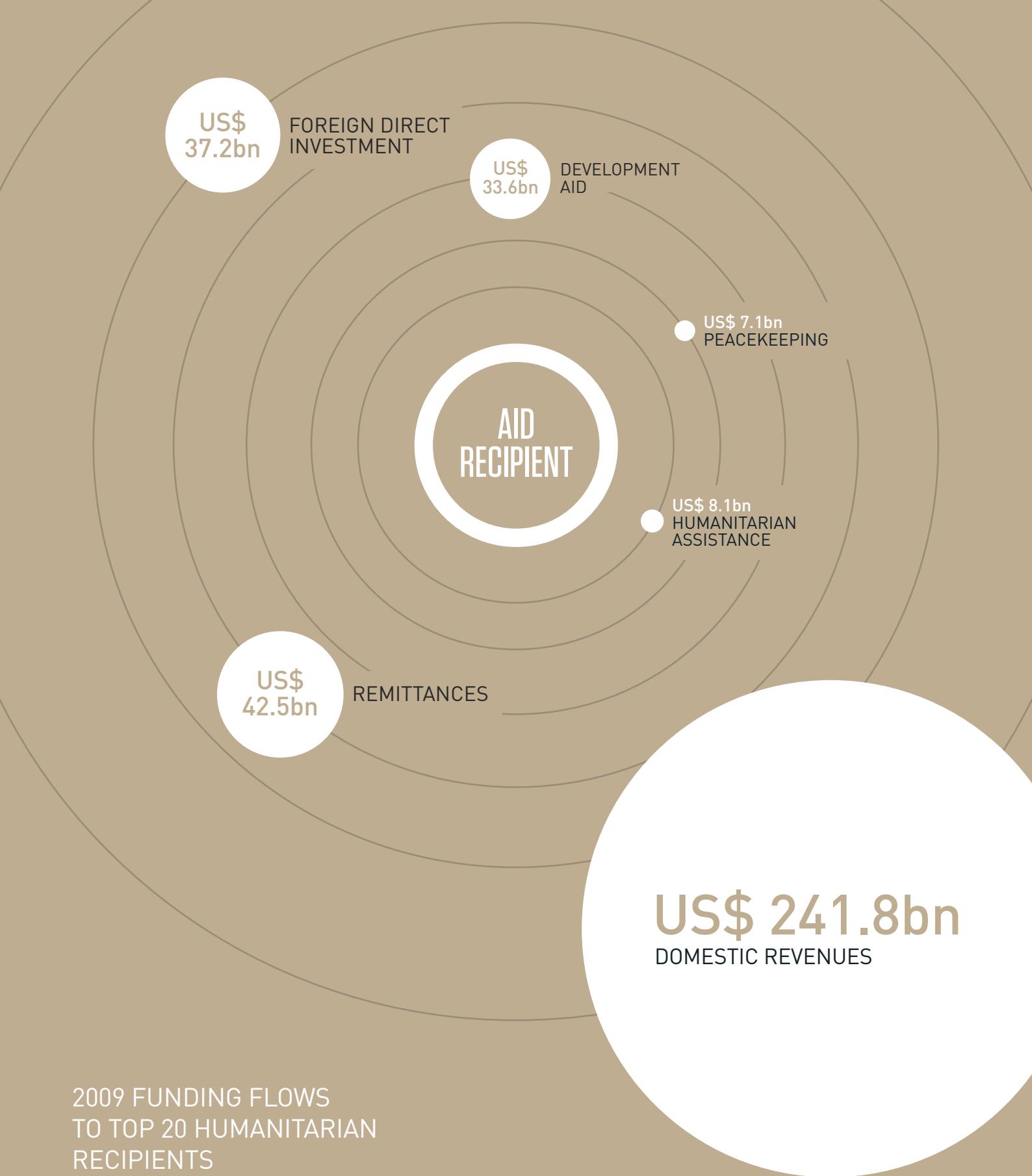
CREDIT
© WFP / Challiss McDonough

BEYOND THE DIVIDE

HUMANITARIAN ASSISTANCE IN CONTEXT

The context of humanitarian assistance is complex and diverse; it is international and national, global and local, involving both dedicated crisis response financing and ad hoc responses from whomever and wherever funds are available, including the massive and coordinated movements of supplies as well as the often hidden response from individual families within their own communities.

This section examines some of the financial complexity within which this humanitarian assistance operates. We look at the flows of overall development and the relationship of development to humanitarian financing, especially post-crisis. We examine specific donor responses in peace and security as well as disaster risk reduction (DRR) i.e. investments to tackle underlying vulnerabilities that drive so much need for humanitarian response. Finally we place this in the context of a much wider understanding of domestic national financing. Humanitarian assistance, for all of its importance in many contexts, is dwarfed in terms of volume by the flows of resources that arrive from various sources in even the most crisis-ridden development, development-disrupted and conflict-affected countries in the world.

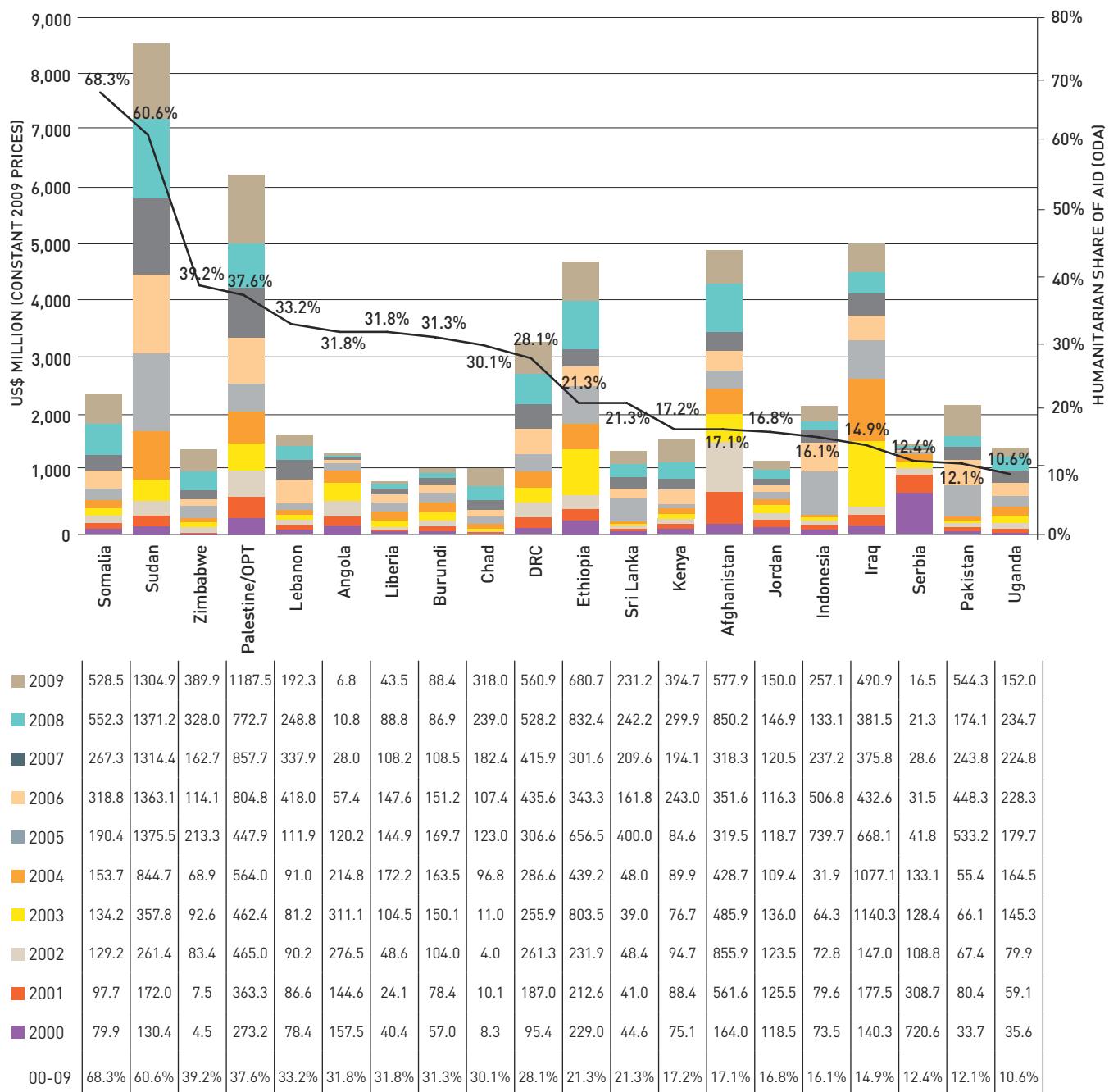


2009 FUNDING FLOWS TO TOP 20 HUMANITARIAN RECIPIENTS

The context of humanitarian assistance is complex and diverse; it is international and national, global and local, involving both dedicated crisis response financing and ad hoc responses from whomever and wherever funds are available.

Humanitarian financing does not exist in a vacuum. It is just one element of support to a country in crisis. This image demonstrates how the flow of humanitarian financing can be dwarfed by others in volume and significance.

FIGURE 1: TOP 20 RECIPIENTS OF TOTAL OFFICIAL HUMANITARIAN ASSISTANCE, 2000–2009



Note: Recipient countries are ranked by the percentage of ODA that is classified as humanitarian assistance. Source: OECD DAC, all donors

THE HUMANITARIAN STORY

In 2009 total official humanitarian assistance from governments was more than US\$11.2 billion.

The countries in this graph are the top 20 recipients by volume over the decade 2000–9 and represent the majority of that humanitarian spending.

THE DATA STORY

In this chapter we use the top 20 humanitarian recipients over the decade 2000–9 as a set to compare and contrast with other flows of money.

All figures relating solely to humanitarian or wider official development assistance (ODA) are expressed in constant 2009 prices, exclude debt relief, and relate to all donors reporting to the OECD DAC. Where aid expenditures are combined with this other data, all figures are converted to current prices.

DEVELOPMENT AID IN HUMANITARIAN CRISES

THE RELATIONSHIP BETWEEN HUMANITARIAN AND DEVELOPMENT AID

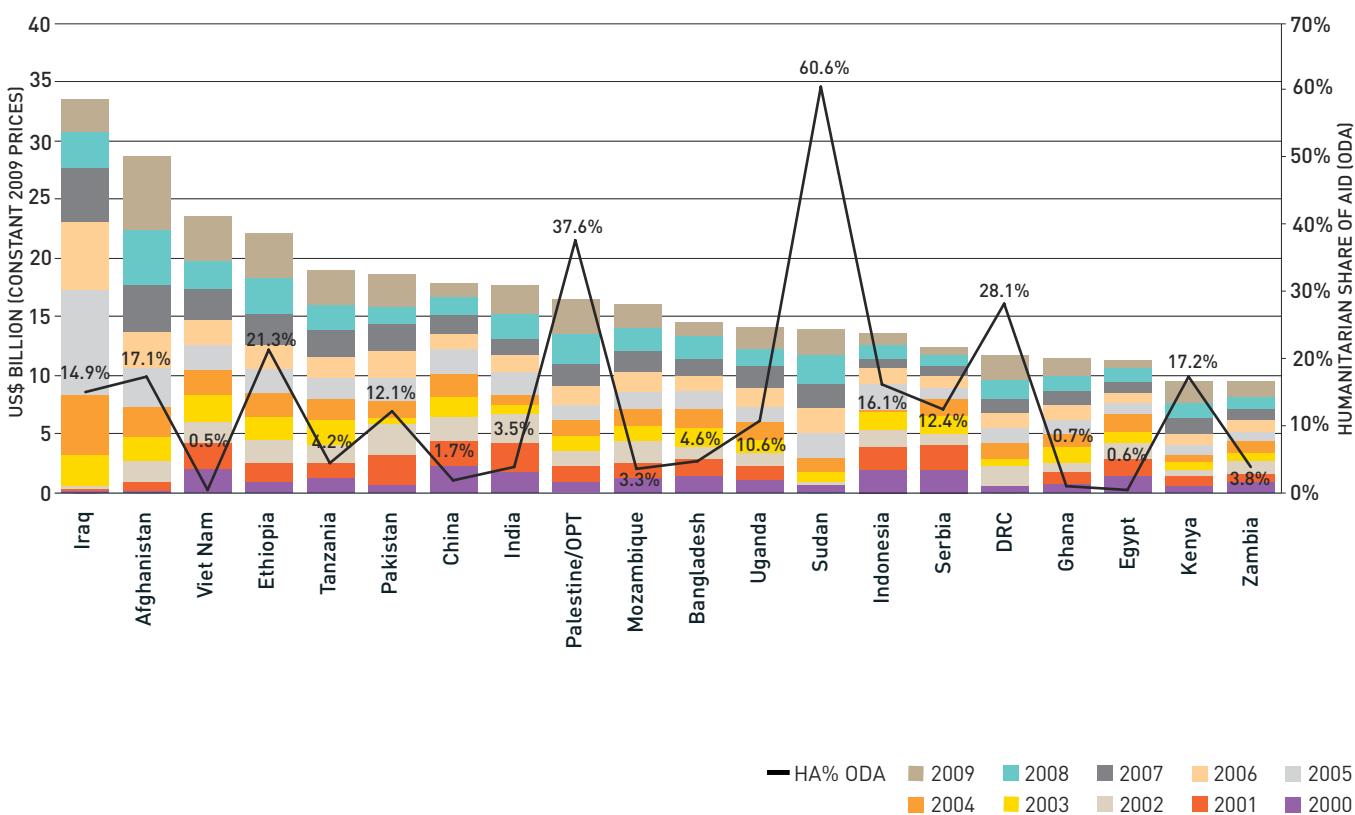
When crisis occurs, it is unsurprisingly humanitarian assistance – the immediate response to urgent need – that receives the attention and the focus of politicians, the media and the general public. Yet in all but a few cases humanitarian aid is a junior partner to general development aid, at least in terms of overall volume, even in countries in grave and continual crisis. Equally, even donors that give the largest priority of their aid to humanitarian financing (such as Ireland, Sweden and the United States) have never spent more than 20% of their total aid on humanitarian assistance in a single year. This is especially important if we are focusing our attention on the US\$11.2 billion of official government humanitarian aid reported to the DAC in 2009, and not the remaining US\$124.4 billion accounted for by the rest of official development assistance (ODA).

While there is evidence that both humanitarian and general development aid in crisis contexts are in some cases being used to do very similar things, and are often ultimately aimed at the

same beneficiaries, there are significant differences in the ways in which they are planned and implemented.

General development aid is a long-term investment, is more likely to be tied into recipient government structures and planning, with ministries taking the lead in implementation, and focused on supporting government structures, sustainable development and poverty reduction. Humanitarian aid is more likely to be short-term, dealing more with symptoms than with causes, with saving lives and protecting people rather than with sustained intervention, and focusing on rapid response to urgent need rather than on long-term development. In many cases it also brings international actors to the fore, such as when government capacity has been severely damaged by a sudden natural disaster or when a government itself is a party to conflict. Furthermore, despite being spent by the same donor government from the same overall aid budget, funds for humanitarian and general development aid are usually administered by distinctly separate departments or divisions.

FIGURE 2: TOP 20 RECIPIENTS OF TOTAL ODA, 2000-2009



Note: ODA recipients are ranked left to right by total volume (excluding debt relief). Source: OECD DAC

THE DIFFERING PRIORITIES OF AID EXPENDITURE

The spending of and priorities given to ODA have clearly differed from those of humanitarian assistance. Only 11 of the top 20 official humanitarian aid recipients are also in the top 20 by total ODA over the past ten years, and only two of those have been propelled there by significant proportions of spending on official humanitarian assistance (60.6% for Sudan and 37.6% for Palestine/OPT).

For some of the top recipients of ODA over the decade 2000–9, expenditure on humanitarian assistance is negligible. Vietnam has received close to US\$25 billion in ODA, but only US\$108.2 million of this was official humanitarian assistance (less than 0.5%). Of Ghana's US\$11.5 billion, only US\$77.1 million was official humanitarian assistance. Even Bangladesh, a country prone to severe annual flooding and mudslides and regular disastrous cyclones, with millions of people receiving food assistance every day, has received only 4.6% of ODA for official humanitarian interventions over this ten-year period.

The major ODA recipients have changed significantly over the past ten years. Only four countries (Vietnam, India, Tanzania and Ethiopia) in the top ten in 2009 were also there in 2000. Some changes have been remarkable. In the early part of the decade, neither Afghanistan nor Iraq were close to being among the top ten recipients of ODA. The year prior to their invasions (2001 and 2003 respectively) Afghanistan received only US\$220.1 million (placing it 81st in volume) and Iraq US\$168.6 million (placing it 94th). Yet by the end of the decade they were placed first and second by volume of ODA for the period, and have accounted for US\$62.4 billion, or 9.3%, of the entire ten years' development funding allocable by country.

However, over the past five years there has been a consistency, and one that is, perhaps surprisingly, shared by humanitarian assistance. The top 20 ODA recipients over the decade have also been top for each of the past five years in all but 12 instances, when other countries break into the group. For official humanitarian aid the pattern is similar: over the past five years the same countries have been the top 20 recipients each year in all but 13 instances. This suggests that humanitarian assistance is a regular, continual flow to crisis-affected countries, much more so than aid driven by response to sudden natural disasters.

LONG-TERM HUMANITARIAN SPENDING IN CRISES CONTINUES

HUMANITARIAN AID IS SPENT IN THE SAME CONFLICT-AFFECTED PLACES

Although the purpose of development assistance is to tackle the underlying causes that lead to humanitarian crises, significant amounts of humanitarian aid are being spent on the same crises year on year, which suggests that donors are not getting to grips with the causes but rather only dealing repeatedly with the same symptoms.

Humanitarian aid is concentrated in a relatively small number of countries. Over the past decade, 136 countries have been recipients of official humanitarian assistance and yet the top 20 account for a massive US\$54.7 billion (72.7%) of the total US\$75.2 billion spent. The 20 next largest recipients account for a further US\$12 billion of the remaining US\$20.5 billion. Therefore, 88.7% of the decade's official humanitarian financing has been spent in only 40 countries.

Countries in conflict or post-conflict contexts account for much of this aid. Of the top humanitarian recipients by volume over the decade, all but two have been conflict-affected and 14 out of 20 have been affected for more than eight of the past ten years, eight of these in Africa. (For the definition and methodology of conflict affected see the Data and Guides chapter).

The evidence of the impact of conflict on flows of long-term official humanitarian assistance to individual countries is plain. For example, more than US\$1.3 billion has been spent in Sudan in each of the past five years. In the same period more than US\$450 million a year has been spent in Palestine/OPT and more than US\$250 million a year in Democratic Republic of Congo (DRC) since 2002. Humanitarian aid to Angola, Liberia and Burundi has been steady but gradually falling over the decade, while to Somalia and Chad it has risen.

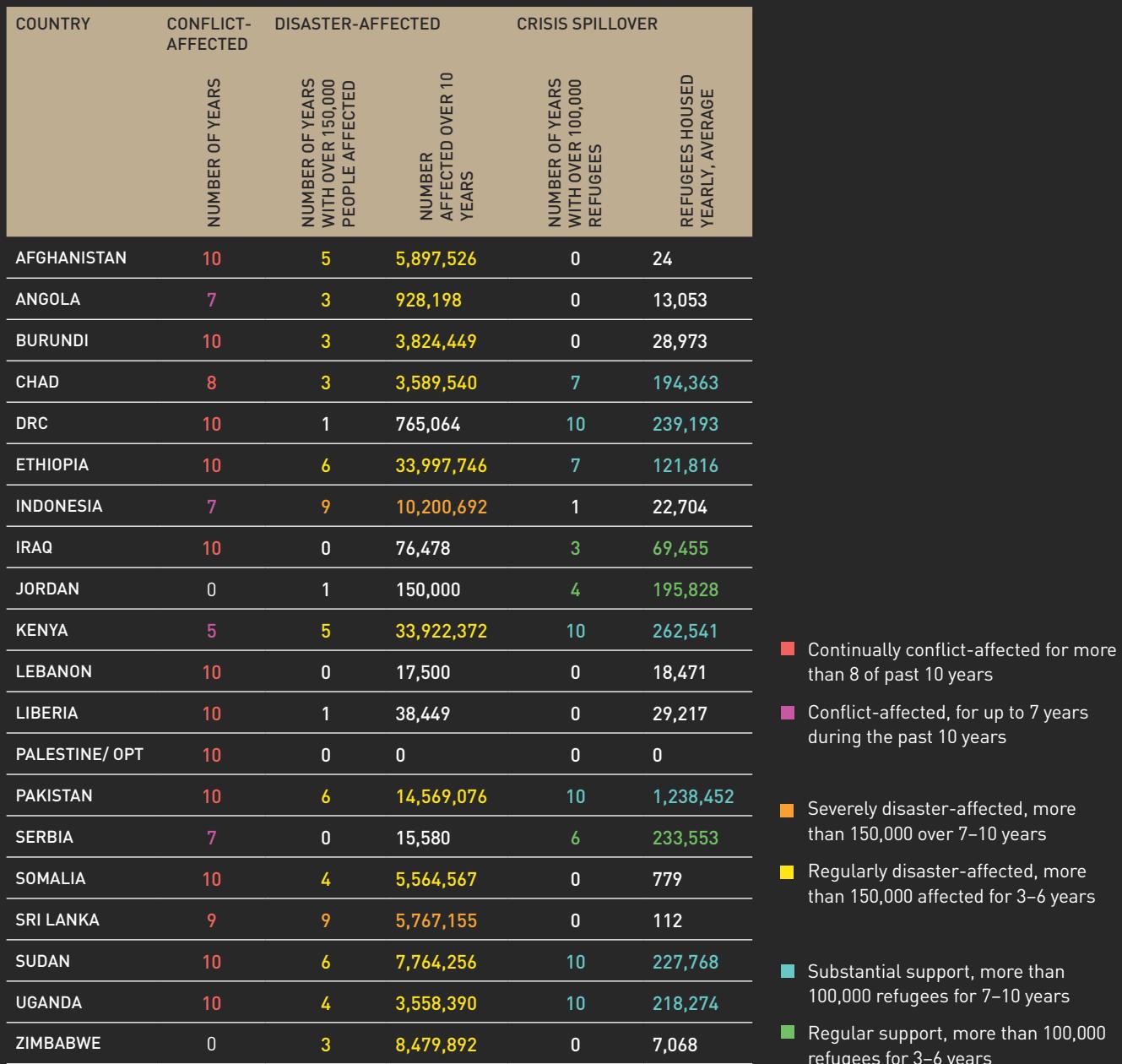
Compared with conflict, the effects of natural disaster on humanitarian assistance are mixed. Those disasters that receive most attention in the media – the large-scale, sudden-onset earthquakes, floods and cyclones – are less significant in terms of volumes of funds received. Only three of the top recipients over the past ten years (Pakistan, Indonesia and Sri Lanka) have been propelled into that position due to significant funding in response to natural disasters, with far more variable funding year-on-year than most of the rest. Other countries that have suffered similar major natural disasters in the past ten years, such as India, Iran, Bangladesh, Myanmar and Haiti, do not appear in this list.

FIGURE 3: TOP RECIPIENTS OF ODA, 2000 AND 2009

	2000		2009
China	2.3	Afghanistan	6.2
Vietnam	2.1	Ethiopia	3.8
Indonesia	2.0	Vietnam	3.7
Serbia	1.9	Palestine/OPT	3.0
India	1.8	Tanzania	2.9
Bangladesh	1.5	Iraq	2.8
Egypt	1.5	Pakistan	2.8
Mozambique	1.4	India	2.5
Tanzania	1.3	Sudan	2.3
Uganda	1.1	DRC	2.2
Ethiopia	1.0	Mozambique	2.0

Figures in US\$ billion, constant 2009 prices.
Source: OECD DAC

FIGURE 4: WHAT DRIVES HUMANITARIAN ASSISTANCE?



Source: Conflict-affected Development Initiatives own methodology, disaster-affected based on CRED data, crisis spillover based on UNHCR data

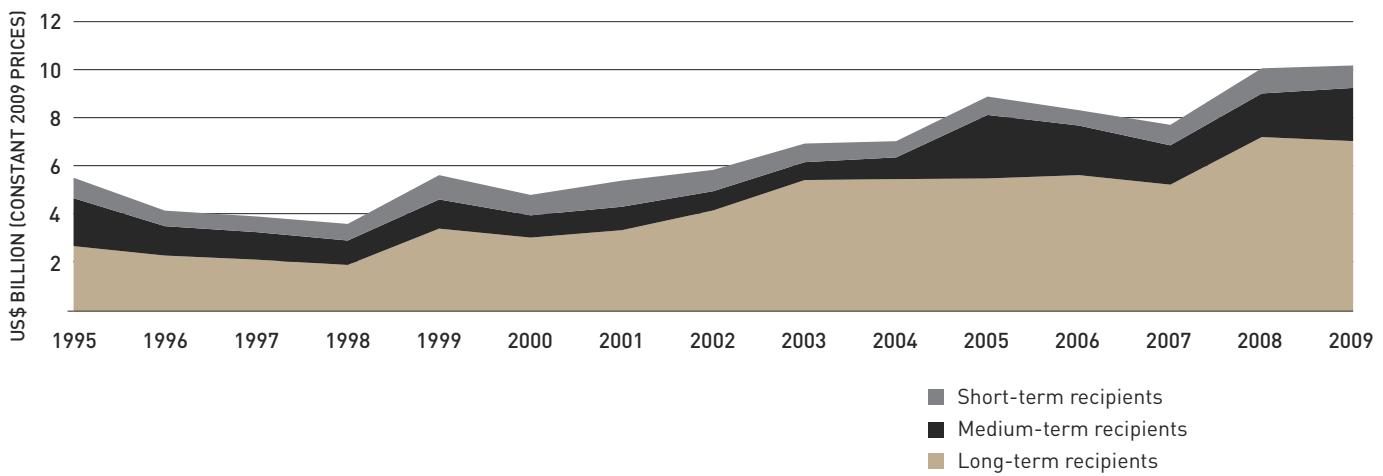
Drought however does feature in the humanitarian profile of many recipient countries. Drought affects millions of people each year and yet in most cases is not covered by the media and does not reach public attention. It affects many of the African countries that feature among the top 20 recipients of official humanitarian assistance, accounting for 92% of people (93.7 million of 102 million) affected by natural disaster. Again, almost all those countries were or are also affected by conflict.

HUMANITARIAN AID IS LONG-TERM

Examining the relationship of humanitarian aid to ODA allows us to further distinguish countries receiving occasional assistance from those where humanitarian aid is spent continually.

The evidence shows that spending is indeed concentrated year on year in the same places and that this expenditure accounts for the bulk of all humanitarian financing. In 2009, US\$7 billion of a total of US\$10.1 billion of official humanitarian

FIGURE 5: LONG-, MEDIUM- AND SHORT-TERM RECIPIENTS OF TOTAL OFFICIAL HUMANITARIAN ASSISTANCE, 2000–2009



Note: This is based on countries that received greater than average humanitarian assistance as a share of ODA between 1995 and 2009, in this case more than 10.4%. Long-term assistance countries are those that have received more than 10.4% for more than eight years in this period and medium-term assistance countries are those that have received more than 10.4% for between four and eight years. The humanitarian aid values expressed in this graph relate to expenditure on individual countries – the figures do not tally with overall expenditure totals, which include cross-border and regional expenditure.

Source: Development Initiatives based on OECD DAC

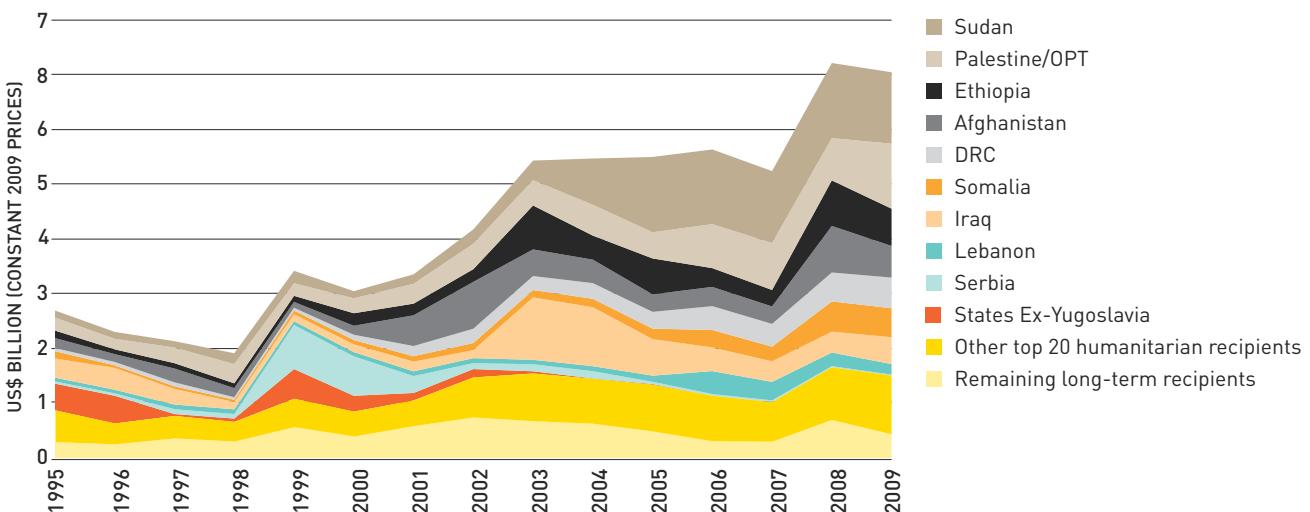
assistance – just under 70% – was given to long-term humanitarian assistance countries, and these have accounted for over 60% spent since 1999.

Again the presence of conflict is significant. Of the 26 countries we classify as long-term recipients, 18 are conflict-affected or are in post-conflict transition. Large-scale natural disasters appear to have a substantial impact on the need for assistance in only a very few instances. Humanitarian aid is not driven so much by sudden response as by long-term engagement in affected countries, some of which are in seemingly intractable crisis

(Somalia, Palestine/OPT and, to an extent, Sudan) while others are taking many years to transition out of humanitarian need, such as DRC, Burundi and Uganda.

The top 20 recipients of humanitarian aid dominate. Of the 26 countries receiving long-term official humanitarian assistance, 15 are also in the top 20 in terms of volume over the decade. By 2009 these 15 account for 93.8% [US\$6.6 billion] of the US\$7 billion spent long-term. Essentially, not only are large amounts of money spent in relatively few countries, those large amounts are spent in the same countries, each and every year.

FIGURE 6: LONG-TERM HUMANITARIAN RECIPIENT COUNTRIES, 1995–2009



THE BALANCE BETWEEN HUMANITARIAN AND DEVELOPMENT ASSISTANCE IN CRISIS-AFFECTED COUNTRIES

Though humanitarian assistance plays an important role in many countries, all but a few of the major recipients receive far more money by way of development aid, even during the years when they are most in crisis. Only two countries have received more than 50% of their total aid as humanitarian aid over the past decade – Somalia (with 65.5% of ODA in the form of official humanitarian assistance) and Sudan (58.7%) – and only five other countries have received more than 50% of their ODA as humanitarian aid in at least one year during the decade: Liberia, Chad, Afghanistan, Iraq and Zimbabwe.

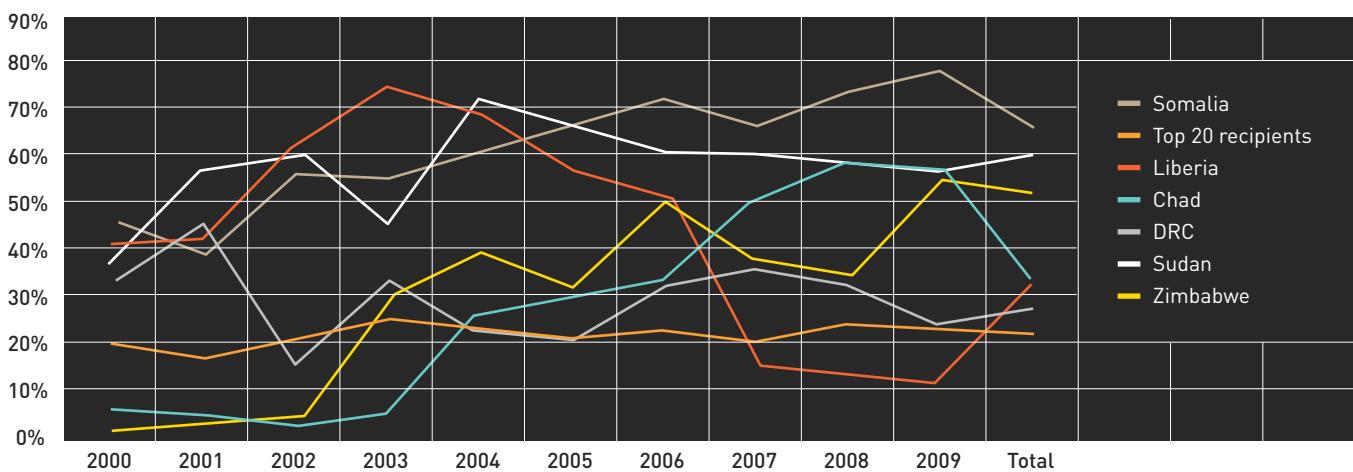
Over the period 2000–9 the average contribution of humanitarian aid to overall ODA seen in the leading recipient countries of official humanitarian aid was 22.6%, but this masks considerable variation amongst recipients and over time.

Both Somalia and Sudan's trends over ten years reflect the conditions for aid in those countries. For the former,

continued conflict and lack of governance drove an increase in the share of official humanitarian aid from 38.1% in 2001 to a peak of 77.4% in 2008.

In Sudan persistent humanitarian needs remain, mostly in Darfur and the South. At the same time donor governments have been reluctant to grant ODA funds, in part due to alleged government involvement in human rights abuses in Darfur, but also due to specific policies which mean they cannot fund development activities. For example, in the case of the United States this refers to sanctions on Sudan and for the EC, to Sudan's failure to ratify the Cotonou agreement. These two elements have kept the proportion of Sudan's humanitarian aid well above the 50% mark ever since 2001, and this despite the signing of the Comprehensive Peace Agreement in 2005 and Sudan's achievement of middle-income country status. (According to the UN workplan, more than US\$424.6 million was spent on programmes for South Sudan alone in 2008, which would have made it the seventh largest recipient of bilateral humanitarian aid that year).

FIGURE 7: TOTAL OFFICIAL HUMANITARIAN ASSISTANCE AS A PROPORTION OF ODA, KEY AFRICAN COUNTRIES, 2000–2009



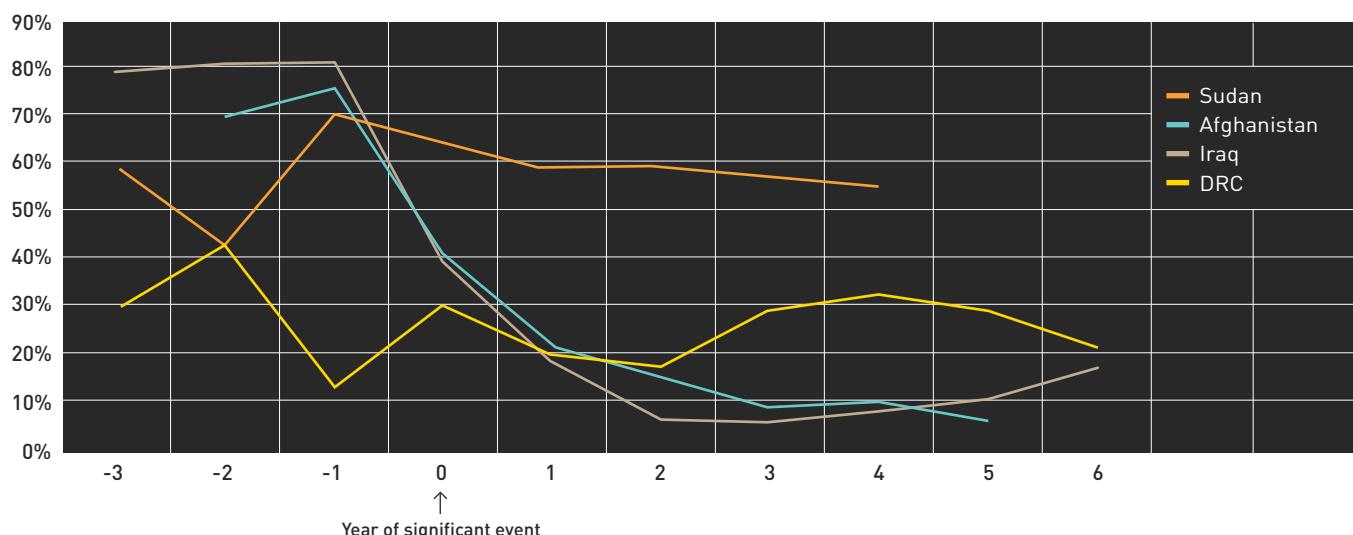
If by making progress through aid we mean achieving diminishing proportions of humanitarian assistance in post-crisis countries, then perhaps Liberia is a clear example of success. Though it is one of the most aid-dependent countries in the world and is still receiving substantial peacekeeping funding, its aid profile has changed significantly since the 2005 elections, with official humanitarian assistance dropping sharply in 2006 and in the following three years (2007–9) averaging only 13% of ODA.

Aid trends for Afghanistan and Iraq, countries that have seen recent international interventions, have changed much more markedly and quickly than any other post-conflict context. In both countries prior to intervention humanitarian assistance dominated, largely due to their negative aid environments, with Iraq under the oil-for-food regime and Afghanistan controlled by the Taliban. Before intervention, official humanitarian assistance made up 76.3% of aid to Afghanistan and 81.8% to Iraq, but despite increasing greatly over the

remainder of the decade (for Afghanistan on average four-fold yearly and for Iraq five-fold) humanitarian aid as a percentage of ODA has fallen remarkably low and has stayed low due to the continual and significantly larger development investments.

There are some concerns that the future of aid to persistent and protracted crises is undermined by an increasing focus by donors on fewer countries. Despite hardly featuring as ODA recipients at the start of the decade, by 2009 Afghanistan had accounted for US\$38.9 billion and Iraq for US\$33.8 billion of the total ODA sum of US\$310.5 billion going to the top 20 humanitarian recipients. Therefore, 20% of all development aid to the top 20 crisis-affected countries has been spent in Afghanistan and Iraq alone, whose combined populations account for only 7% of the group as a whole.

FIGURE 8: SHARE OF TOTAL ODA RECEIVED IN THE FORM OF TOTAL OFFICIAL HUMANITARIAN ASSISTANCE AFTER SIGNIFICANT EVENT



Note: Significant events are as follows: Afghanistan 2001 (invasion) Iraq 2003 (invasion) DRC 2003 (withdrawal of all foreign armies and set up of transitional government) Sudan 2005 (signing of the Comprehensive Peace Agreement)

TACKLING VULNERABILITY

Beyond simply providing more volumes of aid, donors can address the specific underlying vulnerabilities that lead to high levels of humanitarian need by using a variety of resources and approaches. This section looks at funding for peace and security (unsurprisingly, areas that conflict-affected populations put at the top of their lists of needs), which crosses not only from humanitarian to development financing but involves both ODA and non-ODA flows and both budgetary allocations assessed through membership of the United Nations and specific intervention tools designed by donors. We also examine funding for disaster risk reduction (DRR), an area complicated by the lack of data, inconsistent reporting and the difficulty of tracking interventions that are largely mainstreamed through other activities.

PEACE AND SECURITY

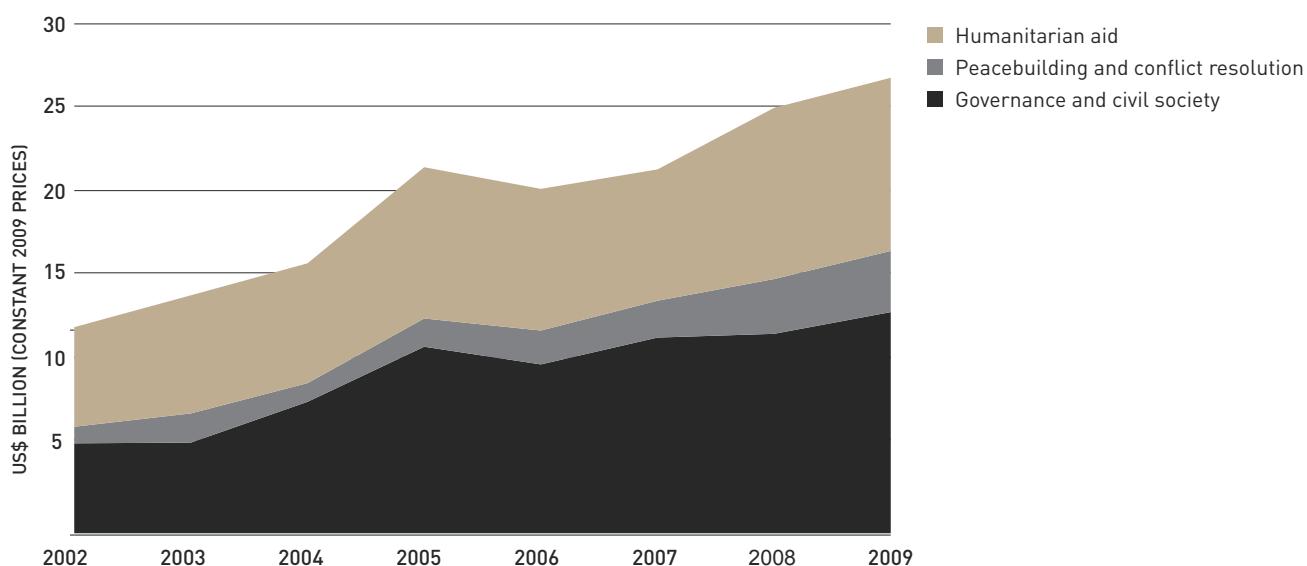
PRIORITISING STATEBUILDING AND SECURITY

Throughout the past decade, donor governments have made considerable and increasing investments in security in recipient countries, driven largely by a

heightened focus on conflict-affected and fragile states, and donor countries' own involvement in conflict and subsequent reconstruction. This has come through contributions not only to direct peace and security activities such as peacebuilding, reintegration of combatants and landmine clearance, but also to the building of the necessary systems and infrastructure of governance that are essential to deliver adequate basic services and to ensure the security of populations.

The growth in these investments has outpaced ODA as a whole: spending on activities targeted towards building government capacity and security combined (based on gross disbursements) grew by 165% between 2002 and 2009, compared with growth rates of 68.1% for total humanitarian aid and 50.3% for ODA as a whole (excluding debt relief and based on net disbursements). ODA spending related to governance, civil society, peace and security therefore accounts for a growing share of total ODA, almost doubling from 6.9% of all spending in 2002 to 12.2% in 2009.

FIGURE 9: GROWTH IN AID SPENDING ON GOVERNMENT AND CIVIL SOCIETY, PEACEBUILDING AND CONFLICT RESOLUTION



Sources: OECD DAC CRS and Development Initiatives analysis

KEEPING THE PEACE

The almost continuous rise in the financing of governance and security expenditures over the decade has complemented considerable increases in donor funding of international peacekeeping missions, which range from the monitoring and recording of abuses of peace agreements to military policing of peace, right through to supporting state-building through work in rule-of-law and justice systems, demobilisation and reintegration of combatants or helping to manage free and fair elections.

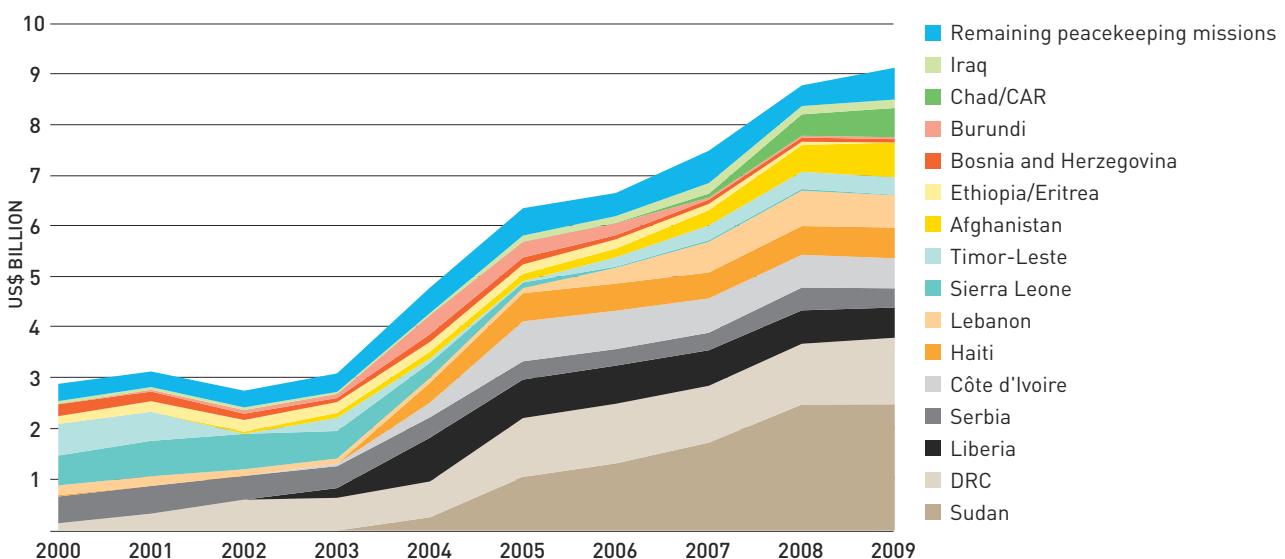
Only five of the largest 15 recipients of peacekeeping funds over the decade from 2000 to 2009 are countries that have received relatively small amounts of humanitarian assistance – Haiti, Côte d'Ivoire, Timor-Leste, Bosnia and Herzegovina, and Sierra Leone. The remaining ten, all major recipients of humanitarian assistance, account for a huge proportion of this additional donor investment in insecure environments – more than US\$35 billion (63.6%) of the US\$55.1 billion spent.

By 2009 more than US\$7.1 billion of peacekeeping funding (77.8%) was going to just the top 20 recipient countries of humanitarian assistance, with these countries accounting for 165,070 (85%) of the total number of 193,634 peacekeeping troops deployed.

Some individual country expenditures have been substantial. Since 2004 more than US\$9.3 billion has been spent on peace-keeping in Sudan and more than US\$6.7 billion in DRC, which together account for 32.3% of all peacekeeping funding.

Some of these peacekeeping missions have been long-term. There is not a great deal of evidence to show that international donors and the countries hosting these missions have managed to move the agenda from peacekeeping to actual peace and then to reconstruction. If we use reductions in volumes of peacekeeping flows to individual countries as an indicator of achievement (though admittedly a rather crude one), then only three countries where large missions have taken place – Sierra Leone, Burundi and Bosnia and Herzegovina – would appear to have had success so far.

FIGURE 10: PEACEKEEPING FUNDS CHANNELLED THROUGH THE TOP 20 RECIPIENTS OF TOTAL OFFICIAL HUMANITARIAN ASSISTANCE



Note: For the sake of accurate trends, figures for Serbia include those for Kosovo after the 2008 declaration of independence, as the same UN peacekeeping mission in the latter accounts for the bulk of peacekeeping financing. Source: Development Initiatives based on Stockholm International Peace Research Institute (SIPRI)

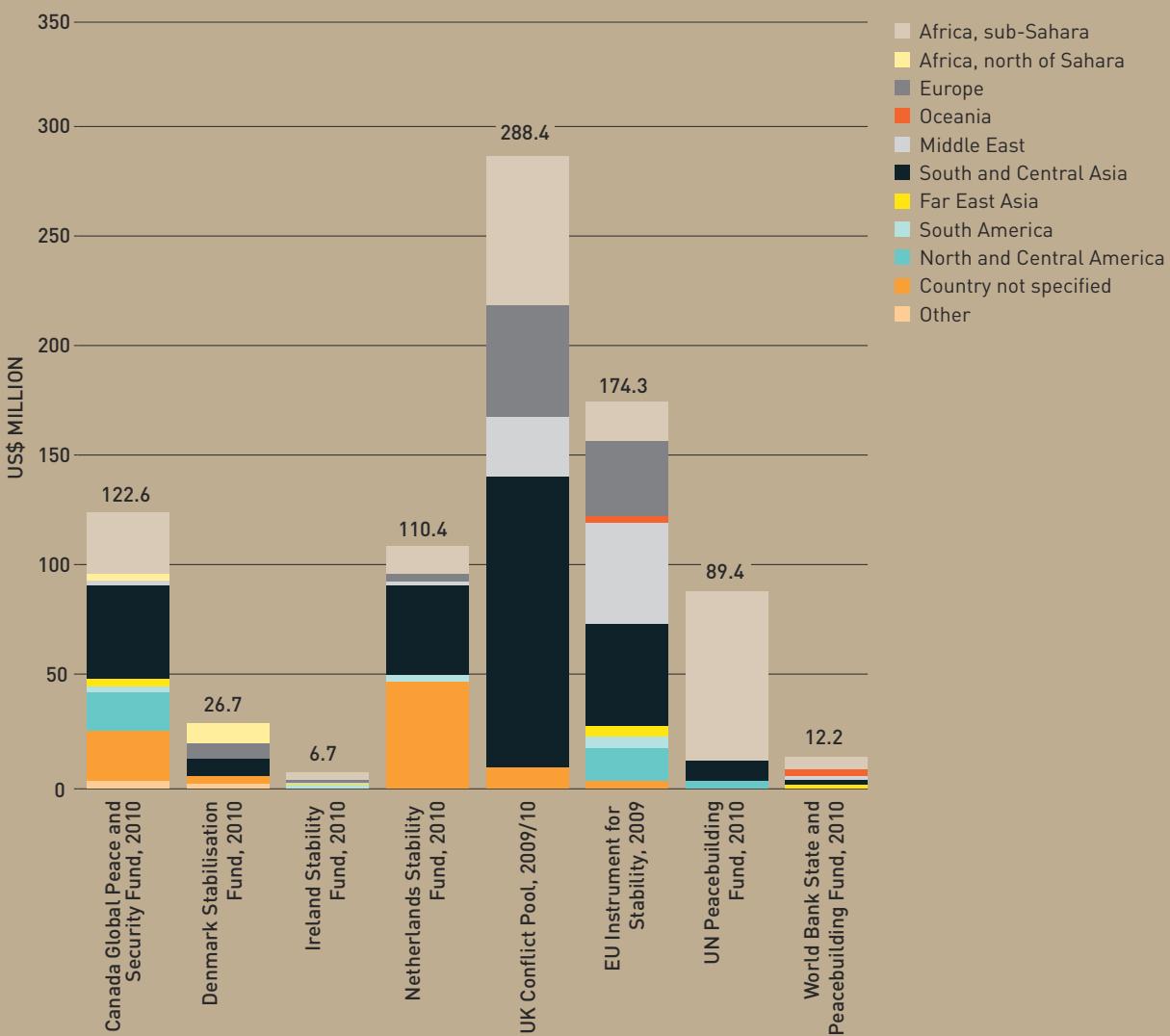
DONOR TOOLS I: STABILISATION FUNDS

Donors continue to use specific funds to supplement state-building and stabilisation efforts, mechanisms that fund both ODA-eligible and non-eligible interventions, including discretionary peacekeeping activities and contributions to non-UN-led peacekeeping missions. Denmark's stabilisation fund, set up in 2010 as part of its 'whole of government' strategy, has become the latest.

Unsurprisingly, large proportions of stabilisation financing go to both South and Central Asia (which contains Afghanistan and Pakistan, amongst others) and sub-Saharan Africa; these two regions account for 34% and 35.2% respectively of the eight funds combined. South and Central Asia receives financing from all of the stabilising funds, and sub-Saharan Africa from all

but one. The former receives 46.9% of stabilisation funding from the UK alone but also receives sizeable contributions from the Netherlands (US\$41.2 million), Canada (US\$42.8 million) and the EU (US\$46.5 million). Stabilisation funding for sub-Saharan Africa comes largely from two donors, the UK again (US\$68 million) and the UN Peacebuilding Fund (US\$77.1 million). However, some donor government funds, including those of the UK, the Netherlands and the EU, have reduced funding volumes from their peaks in 2008.

FIGURE 11: FUNDING CHANNELLED THROUGH POOLED DONOR FUNDS FOR PEACEBUILDING AND STABILISATION



Note: The EU Instrument for Stability (IfS) includes only the 'Crisis response preparedness and conflict prevention' window. Note also that bilateral donor funds may also contribute to multilateral funds listed here, notably the UN Peacebuilding Fund. Sources: Development Initiatives based on information provided by the governments of Canada, Denmark, Ireland, Netherlands, United Kingdom; the European Union; UN Peacebuilding Fund; and World Bank

DISASTER RISK REDUCTION (DRR)

Natural events affect developing countries substantially more than their developed counterparts, due to their relatively poor infrastructure, weaker government capacity for planning and response and their often large populations living on the fringes of habitable space, such as flood plains or on steep gradients. These populations, many of whom live on the edges of urban areas, often lack the basic facilities that many others take for granted, such as adequate housing, clean water and sanitation, roads and electricity. This, combined with their relatively limited means of coping with sudden crises, and compounded by weak infrastructure and government capacity, can easily turn a natural event into a natural disaster.

Both donor and recipient nations are paying increasing attention to the need to reduce the risk of disaster, not only to limit the loss of life and the loss to economies in

both the short and long terms, but also to protect other investments and development gains, whether in health care, education or poverty reduction.

THE LOW PRIORITY OF DISASTER PREVENTION AND PREPAREDNESS

Despite problems of adequate data, there are indications that increased rhetoric about the importance of reducing risk from disasters by taking action before they occur has led to increased expenditures. Since 2005 flows to disaster prevention and preparedness have increased from US\$70 million to US\$455 million.

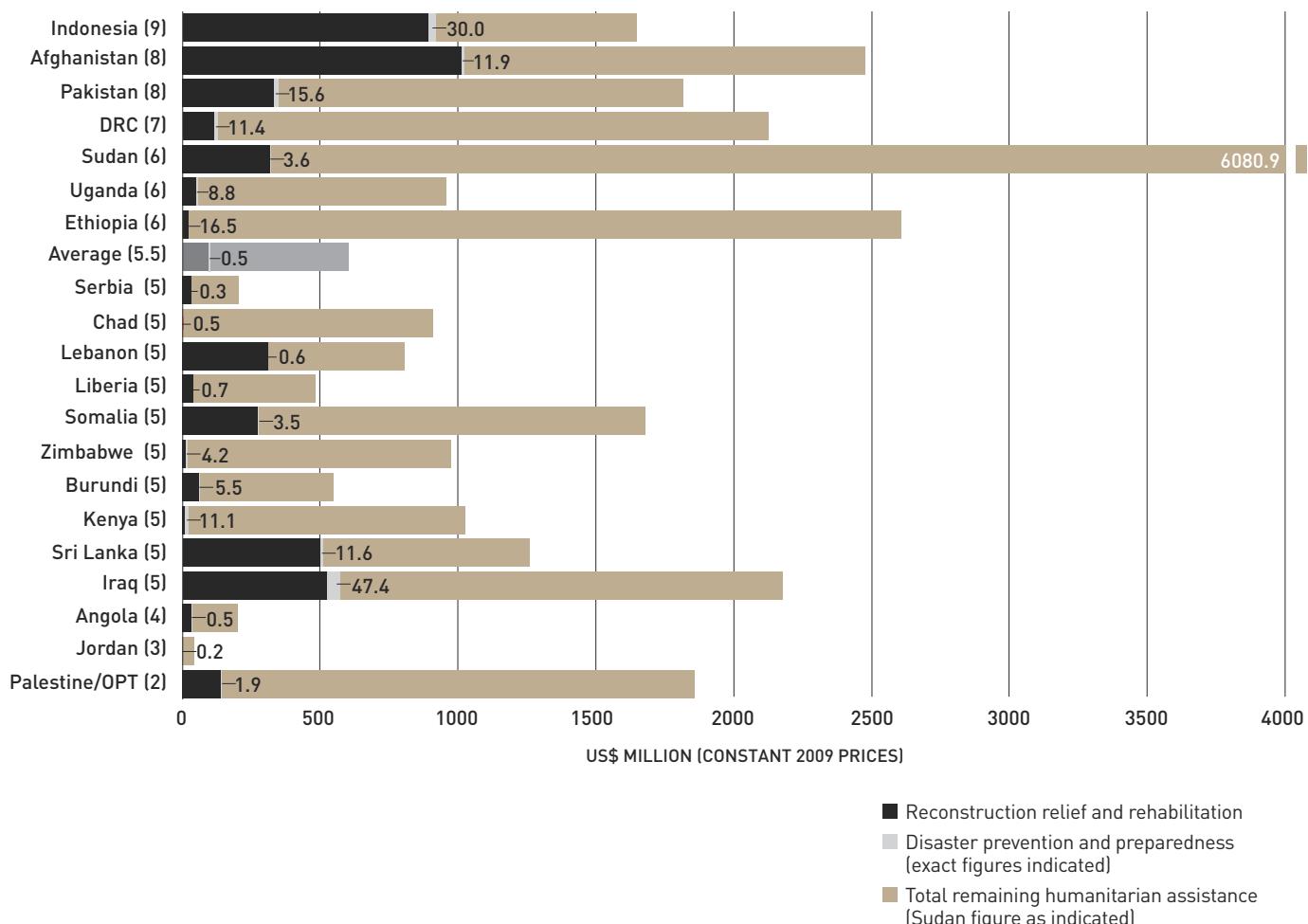
On average, for every US\$100 spent on official humanitarian assistance in the top 20 recipients, only 75 cents – or 0.75% – goes on disaster preparedness and prevention. Even in the country with the largest volume of funds going to this area (Iraq, with US\$47.4 million over the past five years), it accounts for only 2.2% of total humanitarian spend.

FIGURE 12: PREVENTION AND PREPAREDNESS 2005 TO 2009

	VOLUME US\$m	% OF HA
2009	455	4.2%
2008	333	3.1%
2007	99	1.2%
2006	41	0.5%
2005	70	0.7%

Source: OECD DAC

FIGURE 13: OFFICIAL BILATERAL HUMANITARIAN ASSISTANCE 2005 -2009 TO TOP RECIPIENTS OF TOTAL OFFICIAL HUMANITARIAN ASSISTANCE OVER THE LAST 10 YEARS, RANKED BY MORTALITY RISK



Note: Mortality risk is taken from the UN Global Assessment report on DRR produced by the United Nations International Strategy for Disaster Reduction (UNISDR), with 10 being the most at risk countries and 1 being the least at risk. Source: Development Initiatives based on OECD DAC

For key countries in Africa it is much worse. In the past five years only US\$33.3 million has been spent in total in seven conflict-affected countries combined – Burundi, Chad, DRC, Sudan, Somalia, Uganda and Angola – while in those same years more than 17.5 million people have been affected by natural disaster, especially drought. Of the US\$6.4 billion spent in Sudan in the past five years, only US\$3.5 million has been spent on preparedness and prevention, while over the same period nearly 5.5 million people have been affected.

Expenditure on preparedness and prevention has not been a significant priority for any of the top humanitarian recipients in the past five years. Up to this point, however, we have been comparing the rather narrow areas of preparedness and prevention within humanitarian aid and, while such an analysis shows very clearly that governments do not prioritise these activities, it does not show full investments in DRR, as investments are often hidden by poor data (see box on the challenge of counting). However, even taking a second look at overall ODA flows and pulling in the additional funding believed to be going to the wider area of DRR, the funding levels left remain pitifully low.

Detailed investigations into codes beyond preparedness and prevention reveal significant other expenditures on DRR. For example, Pakistan has received nearly US\$800 million over five years for DRR and Indonesia close to US\$200 million, perhaps unsurprising given the devastating natural disasters that regularly affect these countries. Ethiopia's more than US\$100 million is connected to investments in reducing the risk of drought. However, these figures, which bring in investments found within total ODA, also reveal how low a priority DRR remains.

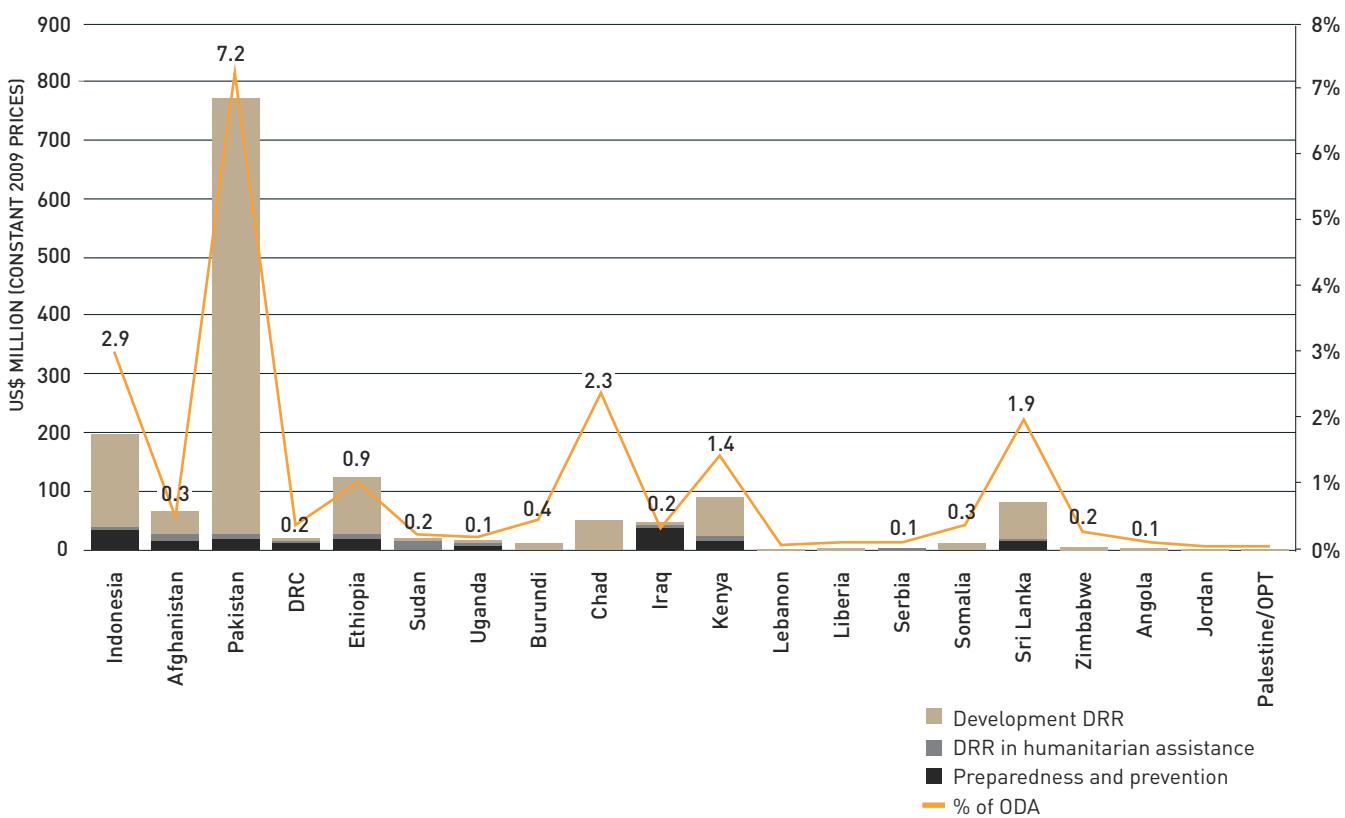
There is minimal investment in many countries, including those whose populations are significantly at risk of mortality due to natural disaster. Only the three countries mentioned above have received more than US\$100 million in total for DRR over the five years. Only five countries have received more than 1% of ODA over five years as DRR funding. Of the US\$150 billion spent on ODA for all 20 countries over the past five years, only US\$1.5 billion, or 1%, has been spent on DRR. Investment in disaster risk reduction has been disastrously low.

THE CHALLENGE OF COUNTING FUNDING FOR DISASTER RISK REDUCTION

Note that tracking the full range of DRR interventions, rather than a more narrow definition of disaster prevention and preparedness spending marked as humanitarian aid, is complicated. There are issues of semantics and differing donor administrative systems, reporting and implementation. There is also the wide range of activities involved and the fact that interventions are often mainstreamed within other major flows of funds without being marked as also being investments in DRR (see Data & Guides section for full details).

In 2009 alone we have tracked an additional US\$380 million of DRR captured in other official humanitarian or overall ODA codes. Total DRR for the year would therefore have been US\$835 million in 2009, a mere 0.5% of total ODA for year.

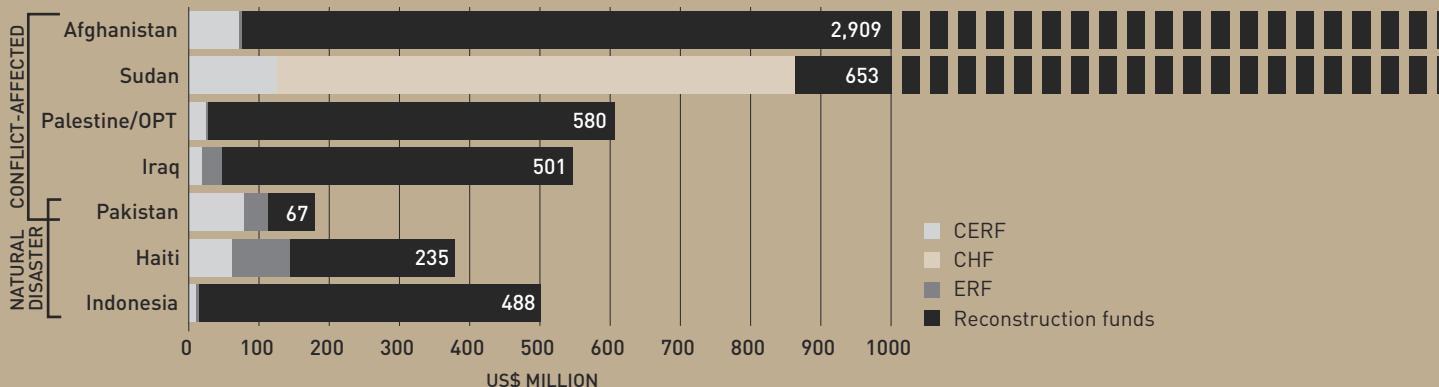
FIGURE 14: DRR EXPENDITURE FOR 2005-2009 IN TOP 20 HUMANITARIAN RECIPIENT COUNTRIES, RANKED BY MORTALITY RISK



Source: Development Initiatives based on OECD DAC

DONOR TOOLS II: RECONSTRUCTION FUNDS

FIGURE 15: RECONSTRUCTION FUNDS FOR NATURAL DISASTERS AND CONFLICT



Source: Development Initiatives based on UNDP Multi-Donor Trust Fund Office Gateway and World Bank. Partial 2010 for Sudan MDTF

Pooled reconstruction funds are tools designed to assist donors after large-scale crises. They are intended to help them by transferring responsibility for decision making to key stakeholders at country level, to ensure coordination of aid priorities, avoid duplication and share risk. They are also more likely to be tied to government plans and capacity and to have line ministries as key implementing actors than is the case for humanitarian pooled funding.

Seven large reconstruction funds have been set up to date, four to support post-conflict recovery (Afghanistan, Sudan, Palestine/OPT and Iraq) and two after natural disasters (Haiti and Indonesia). Pakistan's fund was originally mandated to rehabilitate areas affected by clashes between government and Taliban forces in the Swat valley, but after massive floods in 2010, which occurred in many of the areas also previously affected by conflict, it now takes funds for flood reconstruction.

Afghanistan's fund is the largest of this kind and has received the highest amount for each of the past five years, with a total of more than US\$3 billion between 2006 and 2010. In 2010 alone it received US\$622.2 million from 18 donors, of which the US was the largest, contributing US\$264.3 million, a substantial 42.5% of the total.

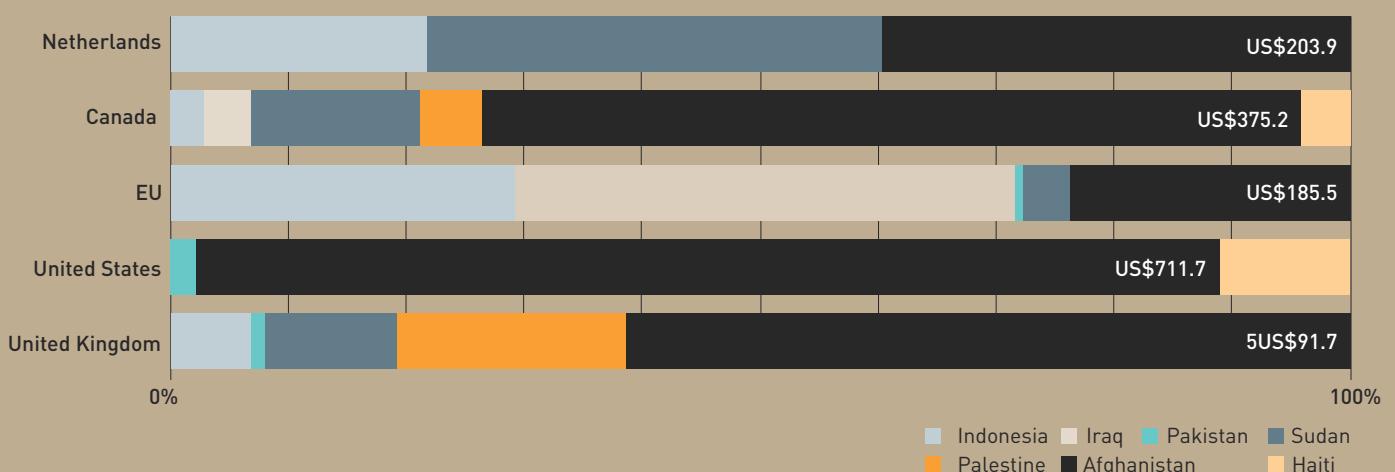
Most recipients of reconstruction funds receive far more pooled financing through these funds than through their humanitarian counterparts. Only Sudan and Pakistan have received significant proportions of pooled humanitarian finances, largely due to the fact that they are two of the few countries with large common humanitarian funds. Sudan has received more than US\$741 million in this way and US\$653 million for its reconstruction fund, with more than US\$424 million of the latter allocated to South Sudan.

The percentage of total development aid in these contexts can be significant. Afghanistan and Sudan have received 13.1% and 15.3% respectively of all their ODA funding through pooled mechanisms of one sort of another over the years 2006–9 (2006 being the peak year for both).

Contributions to reconstruction funds are concentrated from just a handful of donors. The top five account for 66.7% of all funding, ranging from 86.3% of Indonesia's reconstruction fund to only 37.2% of Palestine's. The latter has received major contributions from Norway (US\$202.4 million), Kuwait (US\$186.9 million) and Australia (US\$62.5 million).

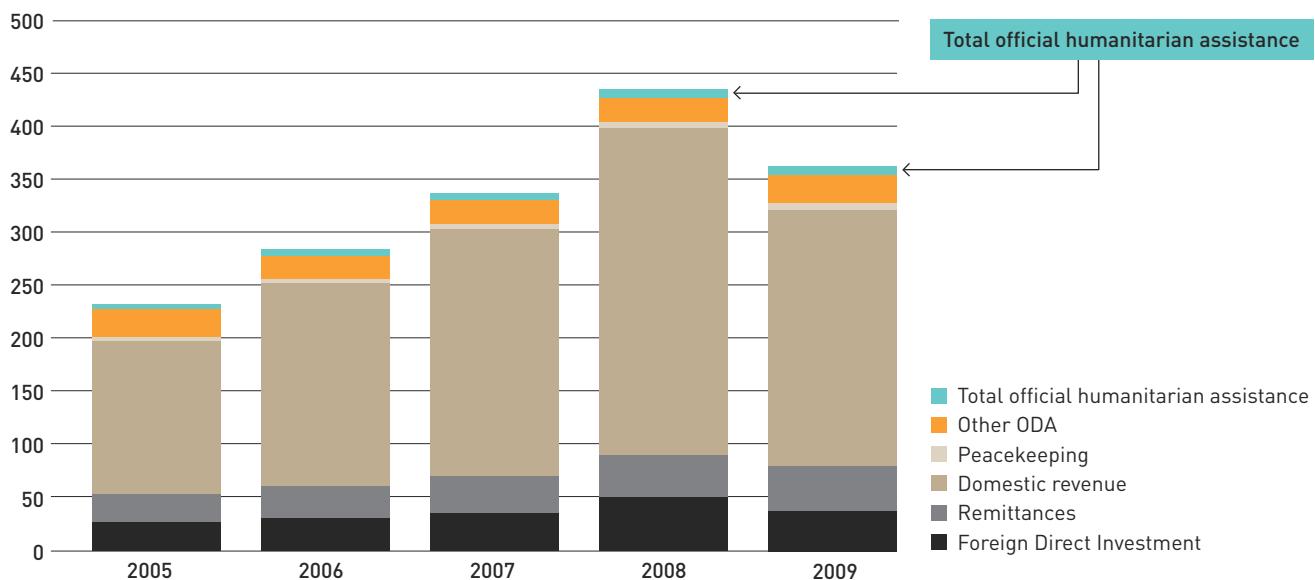
Afghanistan's reconstruction fund is characterised by considerable donor concentration. Of the top five reconstruction fund donors, only the EU spends less than 25% of its total in Afghanistan; the US spends a substantial 86.7% in that country.

FIGURE 16: TOP FIVE DONORS TO THE MAJOR RECONSTRUCTION FUNDS, 2006–2010



Note: Figures on graph are for funding to Afghanistan's reconstruction fund. Source: Development Initiatives based on UNDP Multi-Donor Trust Fund Office Gateway, Haiti Reconstruction Fund website and World Bank. Partial 2010 for Sudan MDTF

FIGURE 17: KEY FLOWS TO TOP 20 RECIPIENTS OF TOTAL OFFICIAL HUMANITARIAN ASSISTANCE, 2005-2009



Source: Development Initiatives based on World Bank, IMF, OECD DAC and SIPRI

DOMESTIC RESOURCES

Though the flows of aid and the various tools available to donors are important, financing from foreign governments is often less significant than might be expected, even in the most crisis-affected contexts. Governments, communities and individuals often have considerable resources available (including but not limited to finance) that can be used to address both humanitarian need and underlying vulnerability.

DOMESTIC REVENUES

Of the major humanitarian recipients, the domestic revenues of some stand out. Indonesia's large population in part accounts for its large revenue of nearly

US\$90 billion in 2009. Yet in per capita terms it raises significantly less than do five other countries: Lebanon, Iraq, Jordan, Angola and Serbia. For Iraq and Angola revenues are driven by oil production, while Lebanon, Jordan and Serbia are countries with relatively sophisticated and well-developed economies, whose need for humanitarian assistance is driven largely by issues peripheral to the economy. Over the decade Serbian assistance was spent largely in the UN-administered Kosovo province, while most of that going to Jordan and Lebanon, even taking into account the occasional conflict in the latter, is largely accounted for by support to housing refugees.

FIGURE 18: GOVERNMENT REVENUE VOLUMES FOR MAJOR RECIPIENTS OF TOTAL OFFICIAL HUMANITARIAN ASSISTANCE

	2005	2006	2007	2008	2009	PER CAPITA 2009
Afghanistan	0.4	0.6	0.7	0.8	1.3	46
Angola	12.4	21.0	27.7	42.8	23.3	1,256
Burundi	0.2	0.2	0.2	0.2	0.2	30
Chad	0.4	0.9	1.6	2.2	1.1	102
DRC	0.8	1.1	1.5	2.1	1.9	28
Ethiopia	1.8	2.2	2.5	3.2	3.9	47
Indonesia	53.4	72.9	82.5	107.6	87.8	382
Iraq	24.9	33.6	45.0	66.4	44.8	1,453
Jordan	3.6	4.4	5.0	5.6	5.9	930
Kenya	4.0	4.7	6.0	6.6	6.7	168
Lebanon	4.9	5.0	5.7	6.9	8.4	1,986
Liberia	0.1	0.1	0.2	0.2	0.2	59
Pakistan	15.1	18.0	21.5	23.9	23.5	130
Serbia	10.0	12.1	16.3	19.5	16.4	1,650
Sri Lanka	3.0	4.2	4.8	5.4	5.4	267
Sudan	6.3	7.5	9.3	12.4	8.3	195
Uganda	1.1	1.2	1.5	1.8	2.0	60
Zimbabwe	0.9	0.5	0.2	0.1	0.9	74

 Increase above 20%
 Increase
 Decrease in domestic revenue

Note: The countries are ranked top to bottom by volume of humanitarian assistance over the past ten years.

Source: Development Initiatives based on IMF (Regional Economic Outlooks) and UN DESA

Perhaps unsurprisingly, in all but two of the countries receiving less government revenue than Indonesia in 2009, conflict has inhibited and often continues to significantly inhibit national development. Even Sudan's oil industry can raise its domestic revenues only to US\$195 per capita.

Over the past five years the trend has been relatively uniform, with government revenues in most countries increasing steadily from 2004 to 2008 (with only Zimbabwe standing out as a consistently poor performer). Some countries saw remarkable increases in revenues during this period, with Angola and Chad averaging growth of 51.7% and 63.6% respectively from 2006 to 2008, and Liberia growth of 40%.

This came to an end for the most part in 2009, when nine out of 18 countries for which we have data suffered a fall in government revenue. The decline in revenues was massive for some, with oil producers suffering in particular, due not only to the falling demand for oil but also to the crash in price: oil prices fell from a ten-year high of US\$106.30 a barrel in July 2008 (the monthly average) to US\$33.10 in December 2008. Government revenues in Angola fell by nearly US\$20 billion from 2008 to 2009 (a 45.7% drop) and other countries were similarly affected (Chad with a 40.3% fall, Iraq with 31.9% and Sudan with 32%).

FOREIGN DIRECT INVESTMENT (FDI)

The flow of foreign investment to major humanitarian recipients has risen significantly over the decade, with values increasing more than ten-fold from 2000 to 2008, including a significant rise in 2008 itself. Although the economic downturn has affected global FDI levels considerably, trends for major humanitarian recipients have been surprisingly robust; despite a decrease in global FDI from 2007 to 2008, FDI for the major humanitarian recipients has continued to rise. Furthermore, the fall between 2008 and 2009 for this group was less dramatic than the global picture would indicate, with the top humanitarian recipients experiencing a fall of 26.1% compared with a 36% decrease in overall global levels.

Individual countries performed quite differently within the overall trend. Angola, which received a massive US\$72.8 billion in inward investment over the decade, accounted for US\$13.1 billion or 35.2%

of all FDI to the 20 major humanitarian recipients in 2009, but saw a drop of 21% from its 2008 level of US\$16.5 billion. Indonesia and Pakistan saw huge declines of 47.7% and 56.1% respectively, with volumes of US\$4.4 billion and US\$3.1 billion. Meanwhile, other countries saw an increase, such as 97.5% for Chad and 89% for Liberia (admittedly rising from low overall volumes).

REMITTANCES

The picture for remittances to major humanitarian recipients for 2000–9 was dominated by four countries, in each case with volumes that far exceeded their levels of international humanitarian assistance and even total ODA over that period: Serbia (US\$37 billion), Pakistan (US\$45 billion), Indonesia (US\$37 billion) and Lebanon (US\$47 billion).

In Lebanon, remittances are a major contributor to the economy, accounting for a 22% share of GDP over the decade, which puts the country in the top ten worldwide

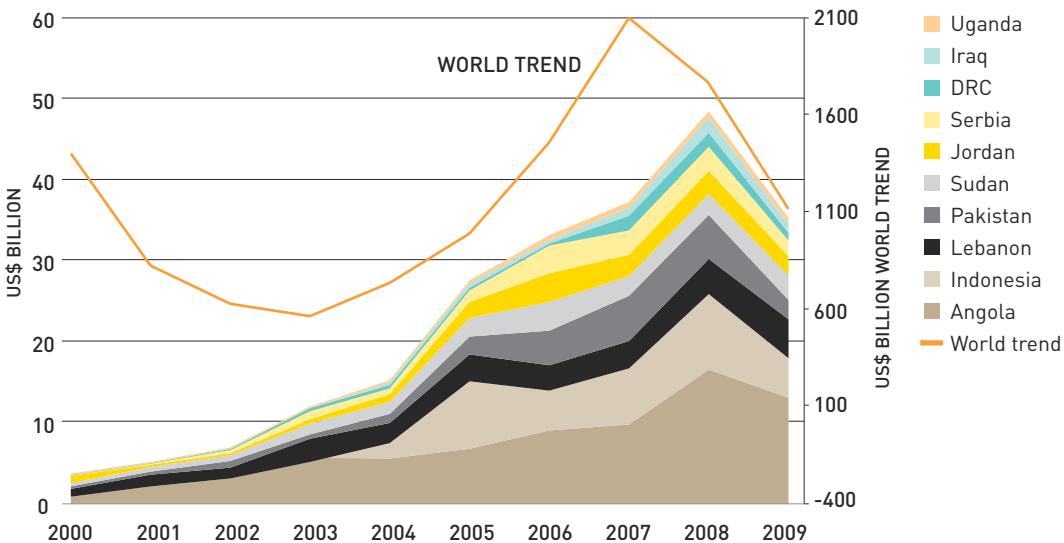
THE IMPORTANCE OF DOMESTIC REVENUE

Domestic revenue, the money raised by nation states, includes direct taxation and trade tariffs, and is essential to the effective running of the state. It provides the necessary funds for the delivery of basic services, the improvement of infrastructure and the development of adequate response systems when crisis does occur.

The OECD suggests that the minimum percentage of domestic revenue required for effective state operating is 15% of GDP, while the UN calculates that in order to achieve the Millennium Development Goals (MDGs) low-income countries may be required to raise their revenues as a percentage of GDP by four points.

The core group of major humanitarian recipients have performed relatively well, according to the OECD benchmark. Of the countries considered, only six have seen revenues lower than 15%: Pakistan, Uganda, Sri Lanka, Ethiopia, Zimbabwe and Afghanistan. Of these, the latter two have had domestic revenues lower than 10% of GDP in at least three of the past five years.

FIGURE 19: FDI TRENDS IN THE TOP HUMANITARIAN ASSISTANCE RECIPIENT COUNTRIES



Note: Data for Indonesia available from 2003. Source: Development Initiatives based on UNCTAD

on this measure. In 2009 the remittance inflow of US\$7.5 billion was equivalent to nearly US\$1,800 per person and only just below the combined totals of the 12 other countries for which we have data. However, for countries such as Burundi, Uganda, Ethiopia and Liberia, remittances are not a major inward flow, representing less than 5% of GDP and in each of these cases less than US\$21 per person per year.

Nevertheless, remittance trends for 2009 were more positive than those of both domestic revenue and inward investment, with overall flows increasing (if only slightly, by 4.7%). This compares favorably with a decrease in overall global figures, which saw a 6% fall from 2008 to 2009.

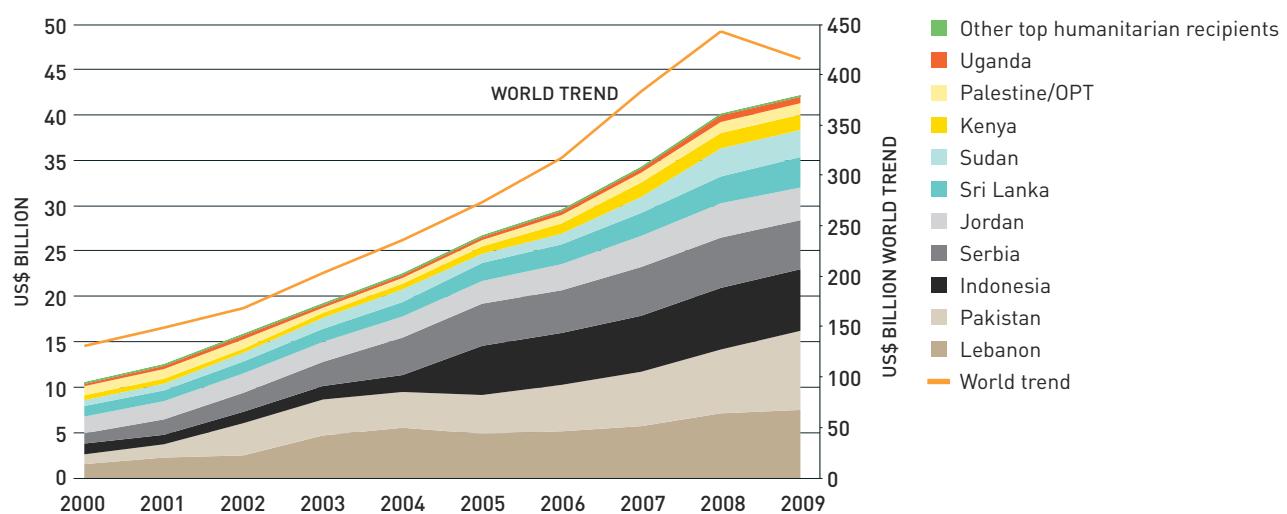
SOCIAL PROTECTION

Governments take various measures to prevent or respond to crises, and although it is not always easy to understand the provenance of resources, they represent significant investments in people. These are examples of some of the measures governments have taken:

- After the Indian Ocean tsunami, some national governments implemented cash transfer programmes. The Sri Lankan government provided US\$1,515 in compensation for deaths, US\$25 for household items, US\$50 in emergency resettlement allowances, US\$8.50 a month for approximately 12 months and four unconditional transfers of US\$198 per household. The government also provided cash grants for people with damaged and destroyed houses. Similarly, after the earthquake in West Sumatra 2009, the Indonesian government provided compensation for people with destroyed houses.
- The Dominican Republic is setting up a Natural Disaster Insurance Facility with support from the Inter-American Development Bank (IDB) to help reduce the country's fiscal vulnerability related to natural disasters. The policy will provide coverage of the extraordinary public expenditures for up to US\$50 million that could be incurred during emergencies due to seismic activity.

Ref: Harvey, P., 2007. Cash-based responses in emergencies. Humanitarian Policy Group.

FIGURE 20: REMITTANCES: TRENDS IN THE TOP RECIPIENT COUNTRIES OF TOTAL OFFICIAL HUMANITARIAN ASSISTANCE



HUMANITARIAN AID REMAINS IMPORTANT, IN CONTEXT

The existence of significant volumes of domestic resources should not detract from the importance of humanitarian assistance. There remain specific reasons why humanitarian assistance is an absolutely appropriate tool for intervening in crisis situations, especially in cases where responsible nation-states are either a party to conflict or their ability to govern is severely affected by a sudden and damaging natural disaster. There are also enduring questions about how developing nations (especially those which are commodity-rich) translate their domestic revenues into dealing with crises when they occur and, equally importantly, tackling the underlying risks.

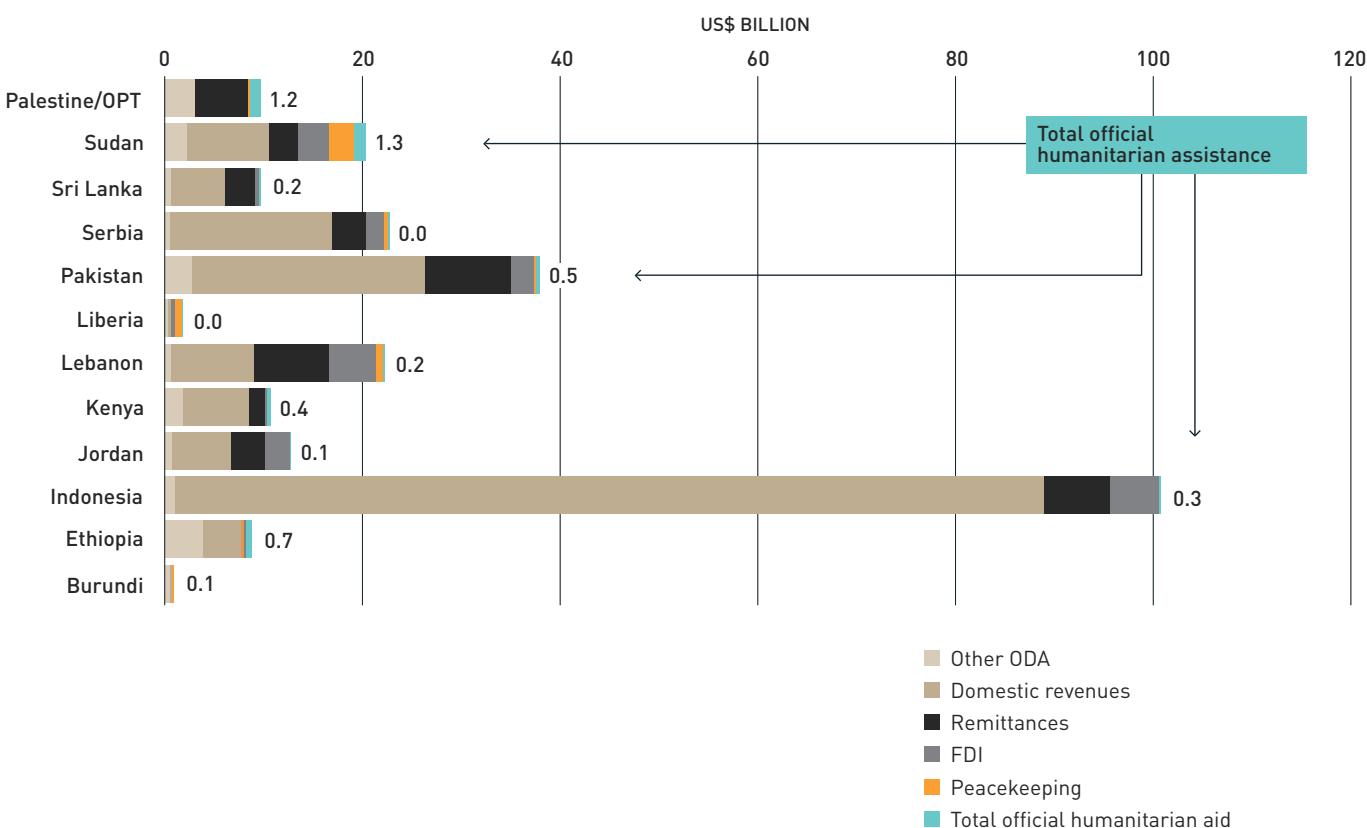
Donor funding in crisis-affected countries has remained robust, despite the economic downturn, and investments in development aid, as well as in peacekeeping, have increased throughout the period when

national resources of affected countries came under pressure. However, the balance of resources in crisis-affected states is mixed.

Throughout all these major crises in which these various methods and tools are used, humanitarian assistance remains the 'junior partner' to development assistance in terms of volume, but there is equal consistency in where it is spent. The bulk of humanitarian assistance is spent year after year in the same set of conflict and post-conflict countries.

There has been an increasing focus on tackling insecurity through investments in governance, security and peacekeeping (including the development of many new financing tools) and funding levels continue to rise annually. However, there is little evidence to date to show that many countries have graduated to peace and reconstruction.

FIGURE 21: MAJOR FLOWS OF FUNDS TO LARGEST HUMANITARIAN RECIPIENTS OVER TEN YEARS, 2009 (US\$ BILLION)

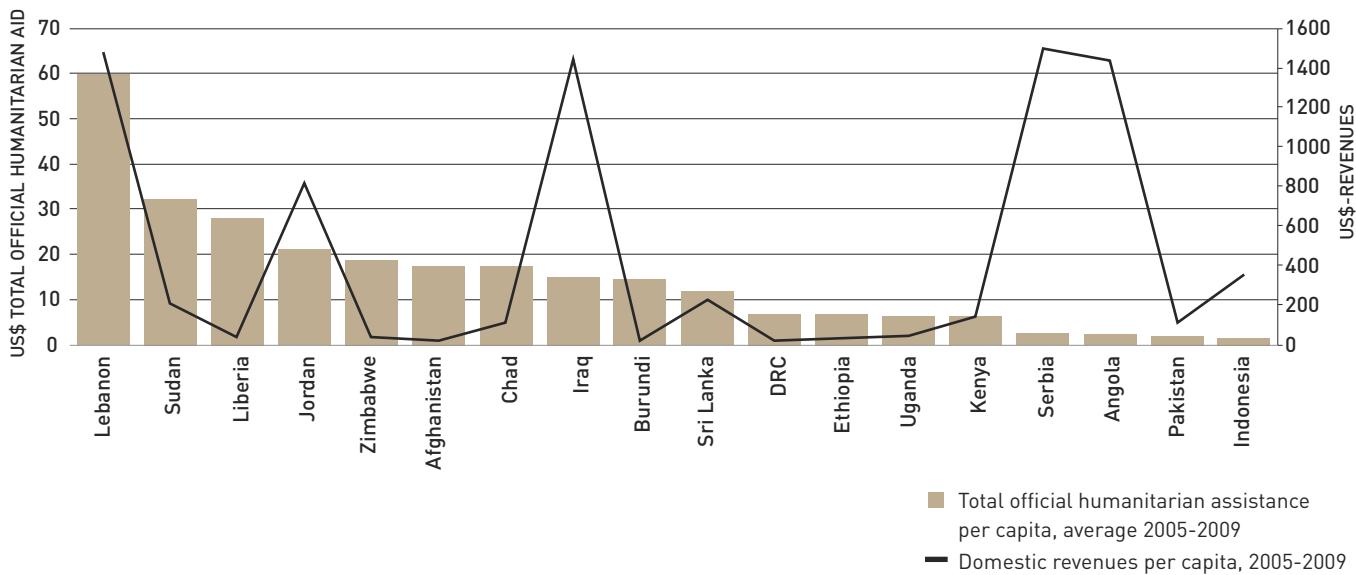


Spending on DRR has been negligible in the countries where the bulk of humanitarian assistance is spent, despite the fact that those countries are in particular need of additional external response and investments in systems and infrastructure. Yet many of the same conflict-affected countries that receive huge and continuing volumes of humanitarian assistance are prone to substantial natural disasters, especially drought. Humanitarian assistance represents a vital flow of funds for people trapped in unstable, conflict-affected environments where vulnerability to climate-related crises is high and where poverty underpins vulnerability. The need for humanitarian aid to remain independent, neutral and based on need alone is paramount.

There is an important and difficult challenge here, for in a sense these comparisons miss the point. From the perspective of people whose lives are

characterised by insecurity and continual vulnerability, it makes no sense to treat these funding flows separately. For the affected individuals, the particular provenance of resources, whether national or international, carries no importance in itself. Those individuals need change. In order to target resources efficiently to address vulnerability, and in order to make the changes required by beneficiaries, decision makers need to have clear visibility of all funding flows, with all the right tools and mechanisms at their disposal and a transparent view of all resources allocated. Are the right choices being made?

FIGURE 22: COMPARISON OF AVERAGE TOTAL OFFICIAL HUMANITARIAN ASSISTANCE ALONGSIDE GOVERNMENT REVENUES, 2005–2009





THE STORY

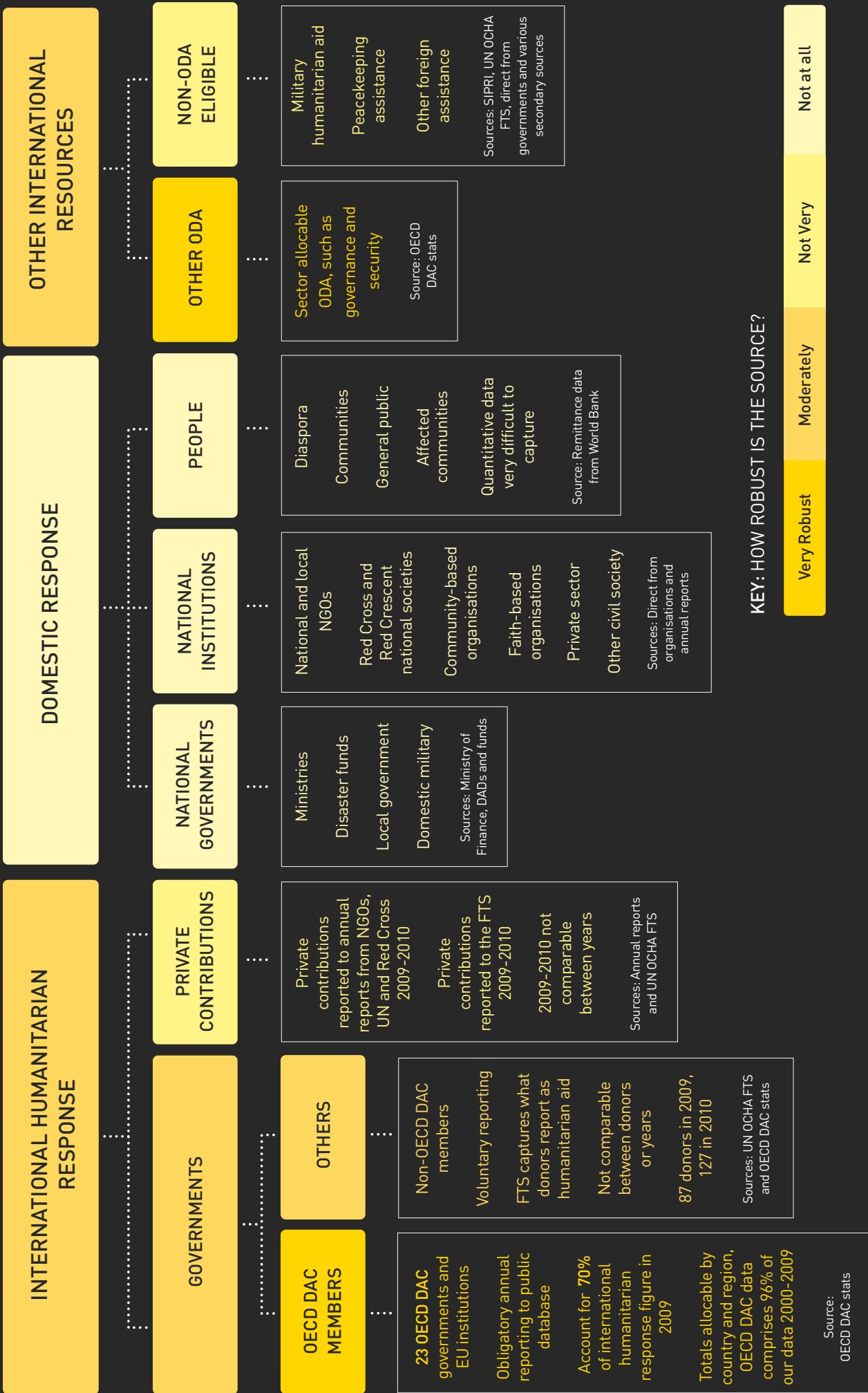
Humanitarian aid has represented over 60% of the official development assistance (ODA) flows to Sudan since 2000, but it remains just one element of financing that could assist people living in situations of insecurity and vulnerability. This photo shows a woman irrigating her crops at the Women for Women International Pacong Community Farm, Lakes State, South Sudan. The farm supports vegetable farming, an aviary honey project, livestock and poultry.

CREDIT

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DATA & GUIDES

GLOBAL HUMANITARIAN ASSISTANCE



KEY DEFINITIONS, CONCEPTS AND METHODOLOGY

HUMANITARIAN AID

'Humanitarian aid' is aid and action designed to save lives, alleviate suffering and maintain and protect human dignity during and in the aftermath of emergencies. The characteristics that mark it out from other forms of foreign assistance and development aid are that:

- it is intended to be governed by the principles of humanity, neutrality, impartiality and independence
- it is intended to be short-term in nature and provide for activities in the immediate aftermath of a disaster. In practice it is often difficult to say where 'during and in the immediate aftermath of emergencies' ends and other types of assistance begin, especially in situations of prolonged vulnerability.

Traditional responses to humanitarian crises, and the easiest to categorise as such, are those that fall under the aegis of 'emergency response':

- material relief assistance and services (shelter, water, medicines etc.)
- emergency food aid (short-term distribution and supplementary feeding programmes)
- relief coordination, protection and support services (coordination, logistics and communications).

Humanitarian aid can also include reconstruction and rehabilitation (repairing pre-existing infrastructure as opposed to longer-term activities designed to improve the level of infrastructure) and disaster prevention and preparedness (disaster risk reduction (DRR), early warning systems, contingency stocks and planning). Under the Organisation for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) reporting criteria, humanitarian aid has very clear cut-off points – for example, 'disaster preparedness' excludes longer-term work such as prevention of floods or conflicts. 'Reconstruction relief and rehabilitation' includes repairing pre-existing infrastructure but excludes longer-term activities designed to improve the level of infrastructure.

Humanitarian aid is given by governments, individuals, NGOs, multilateral organisations, domestic organisations and private companies. Some differentiate their humanitarian assistance from development or other foreign assistance, but they draw the line in different places and according to different criteria. We report what others themselves report as 'humanitarian' assistance but try to consistently label and source this.

GLOBAL HUMANITARIAN ASSISTANCE

The term 'global humanitarian assistance' is used within the context of the Global Humanitarian Assistance (GHA) programme to mean:

- international humanitarian response (i.e. humanitarian aid from governments and private contributions)
- domestic response (provided by governments in response to crises inside their own countries)
- other types of assistance that go to people in humanitarian crises which fall outside that captured in the data on 'international' or 'domestic' humanitarian response (e.g. peacekeeping and other official development assistance (ODA) activities such as governance and security).

INTERNATIONAL HUMANITARIAN AID

International humanitarian aid (sometimes referred to in this report as 'international humanitarian response') is used to describe the contributions of:

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

HUMANITARIAN AID FROM GOVERNMENTS

Our definition of government funding for humanitarian crises comprises:

- the humanitarian aid expenditure of the 24 OECD DAC members – Australia, Austria, Belgium, Canada, Denmark, Finland, France, Germany, Greece, Ireland, Italy, Japan, Korea, Luxembourg, the Netherlands, New Zealand, Norway, Portugal, Spain, Sweden, Switzerland, the United Kingdom, the United States and the European institutions – as reported to the OECD DAC as part of an annual obligation to report on ODA flows
- expenditure by 'other governments' as captured by the United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA) Financial Tracking Service (FTS).

Our labelling of 'governments' is driven by the way in which they report their expenditure (see 'Data Sources' section). 'Other governments' are sometimes referred to as 'non-OECD DAC members', 'non-DAC donors', 'non-traditional donors', 'emerging donors' or 'south-south development partners'. (See Note)

Note: For OECD DAC donors, we make an adjustment to the DAC-reported humanitarian aid figure so that it takes account of each donor's multilateral (core and totally unearmarked) ODA contributions to the United Nations High Commissioner for Refugees (UNHCR), the UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) and the World Food Programme (WFP) – see 'total official humanitarian aid' below. In this report, figures are in constant 2009 prices, unless otherwise stated.

PRIVATE CONTRIBUTIONS

Private contributions are those from individuals, private foundations, trusts, private companies and corporations.

In our 'Where does the funding come from?' section (Chapter 1), private contributions are those raised by humanitarian organisations, including NGOs, the UN and the International Red Cross and Red Crescent Movement. Data for the period 2006–2008 was collated directly from the sample of organisations and complemented by figures from annual reports. The study-set for this period included five UN agencies [UNHCR, UNRWA, WFP, the Food and Agriculture Organization (FAO) and the United Nations Children's Fund (UNICEF)], 48 non-governmental organisations (NGOs), the International Committee of the Red Cross (ICRC) and the International Federation of Red Cross and Red Crescent Societies (IFRC). Data for 2009 and 2010 was extrapolated from the 2008 figure, using a coefficient of increase/decrease based on the analysis of annual reports, as well as private contributions reported to the FTS.

In the 'Where does the funding go?' and 'How does the funding get there?' sections (Chapter 1), the data is taken from UN OCHA's FTS (a disaggregation of NGO, Foundations and Red Cross/Crescent reporting in the FTS plus private contributions from individuals and the private sector).

TOTAL OFFICIAL HUMANITARIAN ASSISTANCE

Total official humanitarian assistance is a sub-set of ODA. In this report, we use it when making comparisons with other development assistance. It takes account of humanitarian expenditure through NGOs, multilateral UN agencies and funds, public-private partnerships and public sector agencies – and, in order to take account of multilateral ODA contributions to UN agencies with almost uniquely humanitarian mandates, we make the following calculations:

- humanitarian aid as reported in DAC1 Official and Private Flows,
Memo: Humanitarian Aid
- total ODA disbursements to UNHCR, UNRWA and WFP,
as recipients, reported in DAC2a ODA disbursements:
 - we do not include all ODA to WFP but apply a percentage in order to take into account the fact that WFP also has a 'developmental' mandate
 - humanitarian aid reported to UNICEF, the United Nations Population Fund (UNFPA), the United Nations Development Programme (UNDP) and 'Other UN' in DAC2a tables is also included in our calculation (see Notes).

DISASTER RISK REDUCTION (DRR)

Investments in DRR can be tracked using the OECD DAC's Creditor Reporting System (CRS) by extracting data from the humanitarian purpose code 'disaster prevention and preparedness' (74010). However, accounting for DRR measures that are sub-components of projects and do not fall within the allocated codes is challenging. We used short and long project descriptions to search for DRR activities within development and humanitarian programmes (not coded 74010).

The search terms were selected from recent literature on DRR and the websites of key DRR-focused organisations (e.g. United Nations International Strategy for Disaster Reduction (UNISDR)). After each term search, the project descriptions were scanned and those not related to DRR were removed, e.g. results for 'prevention' brought up projects with a DRR focus such as flood prevention, but also included HIV/AIDS prevention.

OTHER INTERNATIONAL RESOURCES

OFFICIAL DEVELOPMENT ASSISTANCE (ODA)

ODA is a grant or loan from an 'official' source to a developing country (defined by the OECD) or multilateral agency (defined by the OECD) for the promotion of economic development and welfare. It is reported by members of the DAC, along with several other government donors and institutions, according to strict criteria each year. It includes sustainable and poverty-reducing development assistance (for sectors such as governance and security, growth, social services, education, health and water and sanitation).

In this report we express our total ODA figures net of debt relief unless expressly stated otherwise.

Notes: (1) All of our humanitarian aid categories include money spent through humanitarian financing mechanisms such as the Central Emergency Response Fund (CERF) and country-level pooled funds. Where necessary, we impute amounts spent through the CERF in specific countries back to the donor (for example, if Norway contributed 10% of CERF funding in 2009 and the CERF allocated US\$10 million to Afghanistan, US\$1 million would be added on to Norway's other humanitarian expenditure on projects in Afghanistan).

(2) The European institutions function both as a donor agency and as a multilateral recipient of EU member state funds. They provide direct donor support to developing countries as well as playing a federating role with EU member states. We treat the EU institutions as a single donor within our DAC donor analyses. However, totally unearmarked ('multilateral') ODA to the EU institutions is a core component of some donors' overall ODA/humanitarian aid contributions – so we calculate the EC's humanitarian aid (including its own unearmarked multilateral ODA to UNHCR, UNRWA and WFP as a donor) and apportion a share of this to each DAC EU member state – Austria, Belgium, Denmark, Finland, France, Germany, Greece, Ireland, Italy, Luxembourg, the Netherlands, Portugal, Spain, Sweden and the United Kingdom.

GOVERNANCE AND SECURITY ODA

Within the OECD DAC CRS, 'Government and Civil Society' includes two groupings of activities. This is sub-divided into two further discrete groups of activities.

- The first grouping, the government and civil society set of activities, is primarily concerned with building the capacity of recipient country governments – in areas including public sector policy, finance management, legislatures and judiciaries – as well as a range of thematic activities including support to elections, democratic participation, media and free flow of information, human rights and women's equality. In 2010 anti-corruption and support to legislatures and political parties were added to the list of activities in this grouping.
- The second grouping is concerned with conflict prevention and resolution, peace and security and includes activities supporting security system management and reform, removal of landmines and other explosive remnants of war, demobilisation of child soldiers, reintegration of demobilised military personnel, small arms and light weapons (SALW) control, civilian peacebuilding and some elements of bilateral support for multilateral peacekeeping operations (excluding direct contributions to the UN Department of Peacekeeping Operations (DPKO) budget).

FOREIGN ASSISTANCE

Our figures for the foreign assistance of China, India, Brazil, Russia and South Africa (BRICS) are a conservative estimate based on secondary sources, which include those in the following list.

- **China:** Deborah Brautigam's *The Dragon's Gift: The Real Story of China in Africa*, which references data from the **China Statistical Yearbook** (National Bureau of Statistics of China) and China Eximbank. These aid figures are the sum of official external assistance and Eximbank concessional loans. All figures are exclusive of debt relief.
- **India:** Figures are taken from the Indian Ministry of Economic Affairs' (MEA) annual reports and converted from financial years into calendar years. Foreign assistance disbursed by other ministries has not been captured.
- **Brazil:** Figures are taken from the report 'Brazilian International Development Cooperation 2005–2009' published in 2010 by the Institute of Applied Economic Research (IPEA) and the Brazilian Cooperation Agency (ABC).
- **Russia:** Time-series data for aid that Russia disburses is not publicly available. In 2007 the Russian government, in its preparatory concept note on Russian participation in international development assistance, estimated that total development assistance was US\$212 million. A Russian Federation statement at the DAC senior-level meeting in April 2010 reported 2008 development assistance as totalling US\$200 million. Sources include OECD DAC and the Ministry of Finance in Russia.
- **South Africa:** Figures are taken from the Ministry of Foreign Affairs' (MFA) budget report and converted from financial years into calendar years. Figures are not inclusive of development assistance disbursed by other ministries, which are reported to be between six and seven times the volumes reported by the MFA.

OTHER DEFINITIONS AND CLASSIFICATIONS

DOMESTIC RESPONSE

This includes the actions taken in response to humanitarian crises, to transfer resources to those most affected within an affected country, by domestic institutions (both informal and formal) and individuals either living there or temporarily resident elsewhere.

CONFLICT-AFFECTED COUNTRIES

A set of conflict-affected states was identified for each of the years between 1999 and 2009 using the Uppsala Conflict Data Program (UCDP)'s database to determine the incidence of active conflict in a given year. This incorporated cases where state actors were involved as well as those where no state actor was involved, but where more than 25 battle deaths resulted. Where a multilateral peacekeeping mission has been present (excluding purely civilian missions), with no recurrence of violence for up to seven consecutive years, a country is deemed to be 'post-conflict'.

LONG-TERM HUMANITARIAN ASSISTANCE COUNTRIES (LTHACS)

Long-term humanitarian assistance countries are defined as those receiving a greater than average (10.4%) proportion of ODA, excluding debt relief, in the form of humanitarian assistance for more than eight years between 1995 and 2009. Twenty-six countries are classified as receiving long-term humanitarian assistance; in 2009 they received US\$7 billion of the US\$10.1 billion from all donors reporting to the DAC.

DATA SOURCES

OECD DAC

- OECD DAC data allows us to say how much humanitarian aid donors reporting to the OECD Development Co-operation Directorate (DCD) give, where they spend it, who they spend it through and how it relates to their other ODA.
- Aggregate information is published in OECD DAC Statistical Tables.
- Detailed, project-level reporting is published in the Creditor Reporting System (CRS).
- The data in this report was downloaded on 6 April 2011. Data for 2010 is preliminary and partial – full final data for the year (which will provide us with data on recipient countries and a breakdown of activities in 2010, as well as enabling us to publish a non-estimated humanitarian aid figure for DAC donors) will not be published until December 2011.
- Some additional governments and donors voluntarily report to the OECD DAC. Together with OECD DAC members, the contributions that they report are used within our ‘all donors reporting to the OECD DAC’ figures in Chapter 3, ‘Beyond the divide: Humanitarian assistance in context’.

UN OCHA FTS

- We use UN OCHA FTS data to report on humanitarian expenditure of governments that do not report to the OECD DAC and to analyse expenditure relating to the UN consolidated appeals process (CAP). We have also used it in the ‘Where does it go?’ and ‘How does it get there?’ sections of the report (Chapter 1) to analyse private contributions and money spent through NGOs, the Red Cross and Red Crescent Movement or a UN agency.
- As well as being the custodian of data relating to UN CAP appeals, UN OCHA FTS receives data from donor governments and recipient agencies and also gathers information on specific pledges carried in the media or on donor websites, or quoted in pledging conferences.
- Data for 2000–2010 was downloaded on 5 April 2011.

Note: UN OCHA FTS and OECD DAC data are not comparable.

UN CERF WEBSITE

Our data on the CERF is taken from the UN CERF website. Data up to the end of 2010 was downloaded on 1 February 2011.

CRED EM-DAT DISASTER DATABASE

The Centre for Research on the Epidemiology of Disasters (CRED) is a leading repository of information on the impact of disasters. One of CRED’s core data projects is the EM-DAT disaster database, which contains data on the impact of 16,000 mass disaster events dating back to 1900. Data is sourced from UN agencies, NGOs, insurance companies, research institutes and press agencies. We use this data to generate analysis of the incidence and impact of natural disasters in developing countries.

STOCKHOLM INTERNATIONAL PEACE RESEARCH INSTITUTE (SIPRI)

SIPRI is an independent international institute dedicated to research into conflict, armaments, arms control and disarmament. SIPRI manages publicly accessible databases on:

- multilateral peace operations – UN and non-UN peace operations since 2000, including location, dates of deployment and operation, mandates, participating countries, number of personnel, costs and fatalities.
- military expenditure of 172 countries since 1988, allowing comparison of countries’ military spending: in local currency, at current prices; in US dollars, at constant prices and exchange rates; and as a share of GDP.
- transfers of major conventional arms since 1950.
- arms embargoes implemented by international organisations or groups of nations since 1998.

We use this data to track international expenditure on multilateral peacekeeping operations.

UPPSALA CONFLICT DATA PROGRAM (UCDP)

UCDP has been recording data on ongoing violent conflicts since the 1970s. Its definition of armed conflict – ‘a contested incompatibility that concerns government and/or territory where the use of armed force between two parties, of which at least one is the government of a state, results in at least 25 battle-related deaths in one calendar year’ – is becoming a standard in how conflicts are systematically defined and studied. It has been operating an online database on armed conflicts and organised violence since 2004.

INTERNATIONAL MONETARY FUND (IMF)

We downloaded data from the International Monetary Fund’s (IMF) World Economic Outlook (WEO) database in April 2011 and used its gross domestic product (GDP) for DAC donors and

gross national income (GNI) for non-DAC donors to measure economic performance. We also used IMF Regional Economic Outlook (REO) survey data, which shows additional information on specific countries and indicators, such as dependence on commodities and oil exports. We use this data mainly to analyse government revenues (excluding grants); when this information was missing, calculations have been made (subtracting ODA flows from general government revenues data downloaded from the IMF WEO, to avoid double-counting grants).

WORLD BANK

The World Bank data catalogue includes different datasets such as remittance inflows and outflows. The Global Economic Monitor (GEM) provides prices and indices relating to food, energy and other commodities, which are fundamental in understanding fluctuations and trends.

Data from the World Bank's online reports is also used for the multi-donor trust funds (MDTFs) that it manages. These include the Afghanistan Reconstruction Trust Fund (ARTF), Iraq's MDTF, the Palestinian Recovery and Development Plan MDTF, Pakistan's MDTF, South Sudan's MDTF and the Sudan National MDTF, as well as the State and Peacebuilding Fund (SPF).

UN DEPARTMENT OF ECONOMIC AND SOCIAL AFFAIRS (UN DESA)

Our per citizen/per capita/per person analyses use UN DESA's population data. The data was downloaded in November 2010.

UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP) MULTI-DONOR TRUST FUND (MDTF) OFFICE GATEWAY

The UNDP's MDTF office database holds information on UN-managed pooled funds. We use this to collate data on the UN Peacekeeping Fund and the UN-managed Iraq MDTF.

UNITED NATIONS CONFERENCE ON TRADE AND DEVELOPMENT (UNCTAD)

UNCTAD is the United Nations body focusing on trade. Its online database provides statistics on trade flows and foreign direct investments (FDI).

OUR OWN RESEARCH

Our analysis on the sources of income for Red Cross and Red Crescent National Societies (see box in Section 1.3), was derived from data obtained directly from six national societies in response to a request from us. The societies were Denmark, the United Kingdom, Belgium, Canada, Sweden and France.

Data on private contributions in Section 1.1 for the period 2006–2008 was collated directly from the sample of organisations and complemented by figures from annual reports. The study-set for this period included five UN agencies (UNHCR, UNRWA, WFP, FAO and UNICEF), 48 NGOs, ICRC and IFRC. Data for 2009 and 2010 was extrapolated from the 2008 figure, using a coefficient of increase/decrease based on the analysis of annual reports, as well as private contributions reported to the FTS.

Further details and guides to our methodology and classifications can be found in the Data & Guides section of our website:

<http://www.globalhumanitarianassistance.org>

DATA AND THE INTERNATIONAL AID TRANSPARENCY INITIATIVE (IATI)

At every stage in humanitarian response, decisions are made about where, how and when to spend money. These decisions determine the type of organisations that are supported, the type of assistance that is delivered, the type of needs that are prioritised and, consequently, whether peoples' needs are met. Good information can help people to make informed choices. It can tell us how money is channelled through the system. And it can help gauge the efficiency and effectiveness of the response. Tracking the humanitarian dollar through the system is currently hindered by the lack of a central repository of information and the absence of a feedback loop that enables the people affected by crises to say what they have received and when. Without this feedback or aggregated data on what commodities and services have been delivered, the effectiveness and efficiency of the humanitarian response is hard to measure.

In February 2011, a multi-stakeholder group of donors, aid recipient country governments and civil society organisations (CSOs) agreed on a final International Aid Transparency Initiative (IATI) standard for the publication of information about aid. While initial publishers are mainly focused on development aid, IATI is

intended to encompass all resource flows and the IATI standard was agreed in a way that ensures it can be used by a variety of donors and aid organisations, including those working in humanitarian contexts.

With an agreement on what data items to publish, and a common format for the data, IATI is now working with participating donors, philanthropic foundations and CSOs to start publishing data that is compliant with the agreed standard. Three organisations (the United Kingdom's Department for International Development (DFID), the Hewlett Foundation and the World Bank) have started publishing their aid data in a more comparable, timely and accessible format. A further six organisations have committed to do so before the Fourth High Level Forum on Aid Effectiveness in November 2011. The first NGOs are expected to publish their data between June and August 2011. It is hoped that this coverage will provide a more comprehensive picture of aid and other resource flows to recipient countries. IATI has also held initial conversations with humanitarian organisations to understand how the standard could best be utilised in the humanitarian sector.

ACRONYMS AND ABBREVIATIONS

ABC	Agência Brasileira de Cooperação (Brazilian Cooperation Agency)
ARTF	Afghanistan Reconstruction Trust Fund
BRICS	Brazil, Russia, India, China and South Africa
CAP	Consolidated appeals process (UN)
CAR	Central African Republic
CERF	Central Emergency Response Fund
CHAP	Common Humanitarian Action Plan
CHF	Common humanitarian fund – a country-level pooled fund mechanism
CPA	Comprehensive Peace Agreement (Sudan)
CRED	Centre for Epidemiology of Disasters
CRS	Creditor Reporting System (DAC)
CSO	Civil society organisation
DAC	Development Assistance Committee
DCD	Development Co-operation Directorate (OECD)
DEC	Disasters Emergency Committee
DFID	Department for International Development (UK)
DoD	Department of Defense (US)
DPKO	UN Department of Peacekeeping Operations
DPRK	Democratic People's Republic of Korea
DRC	Democratic Republic of Congo
DRR	Disaster risk reduction
EC	European Commission
ECHO	EC Directorate General for Humanitarian Aid and Civil Protection
EM-DAT	Emergency Events Database
ERF	Emergency response fund – a country-level pooled funding mechanism
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FDI	Foreign direct investment
FTS	Financial Tracking Service (UN OCHA)
GDP	Gross domestic product
GEM	Global Economic Monitor (World Bank)
GHA	Global Humanitarian Assistance (the programme)
GHD	Good Humanitarian Donorship
GNA	Global Needs Assessment (EC tool)
GNI	Gross national income
IASC NATF	Inter-Agency Standing Committee Needs Assessment Taskforce
IATI	International Aid Transparency Initiative
ICRC	International Committee of the Red Cross
IDP	Internally displaced person
IFRC	International Federation of Red Cross and Red Crescent Societies
IfS	Instrument for Stability (EC)
IMF	International Monetary Fund
INGO	International non-governmental organisation
IPEA	Institute of Applied Economic Research

LDC	Least developed country
LIC	Low-income country
LMIC	Lower middle-income country
LNGO	Local non-governmental organisation
LTHAC	Long-term humanitarian assistance country
MCDA	Military and civil defence assets
MDG	Millennium Development Goal
MDTF	Multi-donor trust fund
MIRA	Multi-Cluster Initial Rapid Assessment
NGO	Non-governmental organisation
NRDF	National Disaster Response Fund (India)
ODA	Official development assistance
OECD	Organisation for Economic Cooperation and Development
OPT	Occupied Palestinian Territories
PRT	Provincial Reconstruction Team (Spain)
REO	Regional Economic Outlook (IMF)
SALW	Small arms and light weapons
SDRF	State Disaster Response Fund (India)
SIPRI	Stockholm International Peace Research Institute
SPF	State and Peacebuilding Fund (World Bank)
UAE	United Arab Emirates
UCDP	Uppsala Conflict Data Program
UMIC	Upper middle-income country
UN	United Nations
UNCTAD	United Nations Conference on Trade and Development
UN DESA	United Nations Department of Economic and Social Affairs
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNISDR	United Nations International Strategy for Disaster Reduction
UN OCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNRWA	UN Relief and Works Agency for Palestine Refugees in the Near East
WB	World Bank
WEO	World Economic Outlook (IMF)
WFP	World Food Programme

REFERENCE TABLES

FIGURE 1: UN CONSOLIDATED APPEALS PROCESS (CAP) APPEALS, 2000-2010

FTS APPEAL SUMMARY, 2000-2010 US\$ BILLION		2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Revised requirement		1.9	2.6	4.4	5.2	3.4	6.0	5.2	5.1	7.1	9.8	11.3
Funding		1.1	1.4	3.0	4.0	2.2	4.0	3.5	3.7	5.1	6.9	7.1
Unmet need		0.8	1.1	1.4	1.3	1.2	2.0	1.7	1.4	2.0	2.8	4.2
% needs met		59.2%	55.4%	67.5%	75.8%	64.3%	67.2%	66.5%	72.2%	71.7%	71.2%	63.0%
Number of appeals in year		14	18	24	27	31	25	24	30	23	23	19
 CONSOLIDATED APPEALS												
US\$ BILLION		2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Revised requirement		1.9	2.6	4.4	5.2	3.0	3.8	4.9	4.8	6.3	9.5	7.7
Funding		1.1	1.4	3.0	3.9	2.0	2.3	3.2	3.5	4.5	6.8	4.6
Unmet need		0.8	1.1	1.4	1.2	0.9	1.5	1.7	1.3	1.8	2.7	3.1
% needs met		59.2%	55.4%	67.5%	76.0%	68.0%	59.3%	65.3%	73.3%	71.9%	71.8%	59.8%
Number of consolidated appeals in year		14	18	24	25	22	15	17	15	13	15	15
 FLASH APPEALS												
US\$ BILLION		2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Revised requirement		0	0	0	0.03	0.5	2.2	0.3	0.4	0.8	0.3	3.6
Funding		0	0	0	0.02	0.2	1.8	0.3	0.2	0.6	0.1	2.5
Unmet need		0	0	0	0.02	0.3	0.4	0.0	0.2	0.2	0.1	1.1
% needs met		50.7%	39.8%	81.0%	85.3%	57.2%	70.8%	51.6%	70.0%			
Number of flash appeals in year		0	0	0	2	9	10	7	15	10	8	4

Source: OECD DAC, UN OCHA FTS and UN CERF

FIGURE 2: TOP 20 RECIPIENTS OF INTERNATIONAL HUMANITARIAN AID 2000–2009 (US\$ MILLION)

Year	5 YEARS						10 YEARS	
	01-05	02-06	03-07	04-08	05-09	00-09	05-'09	00-'09
2000	2001	2002	2003	2004	2005	2006	2007	2008
Serbia	Palestine/OPT 1,009	Afghanistan 967	Iraq 1,276	Iraq 1,056	Sudan 1,391	Sudan 1,345	Sudan 1,458	Sudan 1,422
States Ex-Yugoslavia 290	Afghanistan 561	Palestine/OPT 467	Ethiopia 804	Sudan 941	Indonesia 870	Palestine/OPT 796	Ethiopia 886	Palestine/OPT 1,303
Palestine/OPT 273	Serbia 309	Angola 279	Afghanistan 488	Palestine/OPT 654	Pakistan 721	Lebanon 536	DRC 414	Palestine/OPT 863
Ethiopia	Ethiopia 215	Sudan 262	Palestine/OPT 464	Ethiopia 439	Iraq 696	Indonesia 524	Ethiopia 886	Ethiopia 1,416
Mozambique	DRC 169	Sudan 262	Afghanistan 431	Ethiopia 658	Ethiopia 451	Lebanon 363	Afghanistan 634	Ethiopia 692
Afghanistan	Iraq 178	Ethiopia 232	Angola 317	DRC 287	Sri Lanka 544	Iraq 363	Afghanistan 634	Ethiopia 692
Angola	Sudan 175	Sierra Leone 178	DRC 257	Angola 218	Palestine/OPT 498	Iraq 423	Afghanistan 634	Ethiopia 692
Timor-Leste	India 158	States Ex-Yugoslavia 153	Eritrea 177	Liberia 175	Egypt 320	Egypt 349	Bangladesh 285	Egypt 376
Iraq	Bosnia-Herzegovina 154	DPRK 149	Burundi 151	Uganda 165	Egypt 307	Egypt 345	Iraq 376	Egypt 376
Sudan	Angola 148	Iraq 146	Uganda 146	Burundi 164	Zimbabwe 214	Zimbabwe 324	Somalia 252	Zimbabwe 324
Bosnia-Herzegovina 120	Sierra Leone 143	Somalia 130	Jordan 136	Somalia 156	Somalia 195	Kenya 248	Kenya 238	Somalia 238
Jordan	States Ex-Yugoslavia 137	Jordan 123	Somalia 135	Serbia 137	Eritrea 188	Uganda 228	Uganda 225	Uganda 228
DRC	Jordan 125	Tanzania 110	Sierra Leone 129	Iran 137	Uganda 181	Sri Lanka 161	Sri Lanka 211	Sri Lanka 249
Tanzania	Mozambique 125	Serbia 108	Serbia 128	DPRK 133	Burundi 171	Burundi 151	Kenya 193	Kenya 246
India	Tanzania 116	Burundi 104	Tanzania 124	Eritrea 122	Liberia 146	Liberia 148	Uganda 186	Uganda 238
Somalia	DPRK 100	Kenya 95	DPRK 120	Jordan 109	India 130	Jordan 116	Zimbabwe 163	Zimbabwe 163
Lebanon	Somalia 99	Lebanon 90	Liberia 106	Chad 105	Chad 128	Zimbabwe 115	Jordan 120	Jordan 120
Kenya	Eritrea 86	Zimbabwe 93	Bangladesh 94	Angola 120	Chad 109	Colombia 110	Jordan 154	Chad 150
Indonesia	Lebanon 87	Zimbabwe 85	Lebanon 81	Lebanon 91	Jordan 119	Colombia 102	Yemen 138	Myanmar 740
Eritrea	El Salvador 86	Uganda 80	Kenya 77	Kenya 90	Lebanon 112	Niger 76	Indonesia 108	Angola 1,343
								Angola 1,343
								Jordan 1,272
								Burundi 1,157
								Zimbabwe 1,478
								Haiti 1,135
								Bangladesh 576
								Liberia 143
								Liberia 136
								Indonesia 136
								Indonesia 136

FIGURE 3: TOP 30 DONORS OF INTERNATIONAL HUMANITARIAN AID, 2000-2009 (US\$ MILLION)

	2000	2001		2002		2003		2004		2005		2006		2007		2008		2009		PRELIMINARY*		5 YEARS		10 YEARS			
		United States	United States	United States	United States	United States	United States	United States																			
United States	1,996	United States	2,030	United States	3,448	United States	2,812	United States	3,718	United States	3,208	United States	3,087	United States	4,421	United States	4,376	United States	4,806	United States	18,810	United States	18,810	United States	30,971	United States	
EU institutions	1,149	EU institutions	1,183	EU institutions	1,067	EU institutions	1,109	EU institutions	1,427	EU institutions	1,850	EU institutions	1,848	EU institutions	1,660	EU institutions	1,959	EU institutions	1,613	EU institutions	1,604	EU institutions*	8,930	EU institutions	14,864	EU institutions	
United Kingdom	688	Saudi Arabia	657	United Kingdom	719	United Kingdom	850	Japan	914	Japan	885	United Kingdom	753	United Kingdom	1,054	United Kingdom	895	United Kingdom	1,024	United Kingdom	951	United Kingdom	4,583	United Kingdom	8,183	United Kingdom	
Netherlands	566	Germany	579	Germany	582	Germany	506	United Kingdom	772	United Kingdom	858	Germany	832	Germany	659	Germany	743	Germany	727	Germany*	685	Germany	3,783	Germany	6,527	Germany	
Germany	517	United Kingdom	570	Netherlands	390	Norway	559	Germany	822	Germany	649	Netherlands	545	Netherlands	649	Netherlands	545	Netherlands	614	Spain	632	Spain	537	Japan*	2,963	Netherlands	5,094
Sweden	403	Netherlands	421	Italy	362	Sweden	364	Netherlands	436	Netherlands	550	Sweden	502	Sweden	479	Netherlands	573	Netherlands	612	Spain	501	Spain*	2,559	Sweden	4,385	Sweden	
Japan	387	Sweden	419	Japan	355	Netherlands	318	France	360	Norway	497	France	464	Norway	425	Saudi Arabia	566	Netherlands	508	Spain	452	Spain*	2,332	Spain	4,026	Japan	
Italy	358	Norway	319	Sweden	335	Italy	280	Italy	333	Sweden	466	Norway	387	Spain	394	Sweden	539	France	406	Sweden*	393	France	2,123	Sweden	3,681	Norway	
Norway	302	Italy	311	Norway	332	France	280	Sweden	307	France	424	Spain	372	France	391	France	439	Canada	396	France*	374	Norway	2,077	France	3,597	Norway	
Switzerland	242	France	303	France	294	Japan	276	Norway	286	Italy	387	Italy	371	Italy	372	Italy	416	Norway	375	Norway*	339	Italy	1,908	Italy	3,552	Italy	
France	237	Switzerland	224	Switzerland	227	Canada	220	Spain	219	Spain	320	Canada	327	Canada	317	Canada	393	Norway	362	Italy	297	Netherlands*	1,869	Japan	1,869	Spain	
Denmark	199	Japan	224	Australia	225	Switzerland	210	Switzerland	215	Denmark	307	Denmark	297	Denmark	266	Denmark	266	Canada	380	UAE	353	Australia*	266	Canada	1,666	Canada	
Canada	176	Canada	192	Spain	207	Canada	198	Canada	260	Switzerland	240	Japan	227	Ireland	302	Japan	324	Australia	256	Saudi Arabia	298	Australia	1,400	Denmark	1,400	Denmark	
Australia	168	Denmark	191	Denmark	153	Australia	181	Denmark	254	Australia	254	Denmark	240	Switzerland	223	Australia	291	Japan	298	Belgium*	235	Australia	1,258	Australia	1,224	Australia	
Spain	162	Spain	167	Spain	136	Denmark	175	Australia	247	Canada	247	Australia	227	Saudi Arabia	212	Denmark	242	Denmark	288	Italy*	232	Switzerland	1,105	Switzerland	2,224	Australia	

FIGURE 3: TOP 30 DONORS OF INTERNATIONAL HUMANITARIAN AID 2000-2009 (US\$ MILLION) - CONTINUED

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	PRELIMINARY*	5 YEARS	10 YEARS
											2010	05-'09	00-'09
Belgium	Australia	Belgium	Belgium	Belgium	Belgium	Belgium	Belgium	Belgium	Belgium	Belgium	Switzerland*	Saudi Arabia	Saudi Arabia
101	146	95	95	131	158	180	167	167	171	202	161	1,103	1,894
Finland	Belgium	Finland	Finland	UAE	Finland	Finland	Australia	Belgium	Switzerland	Finland*	Finland*	Belgium	Belgium
79	100	88	87	101	140	147	162	218	186	123	924	924	1,446
Ireland	Finland	Ireland	Saudi Arabia	Finland	Saudi Arabia	Ireland	Finland	Finland	Finland	Denmark*	Ireland	Finland	Finland
61	84	51	58	81	112	131	150	195	151	110	830	830	1,148
Greece	Ireland	Greece	Ireland	Ireland	Ireland	Saudi Arabia	Japan	Finland	Ireland	Ireland*	Finland	Finland	Ireland
38	59	35	57	68	109	131	144	141	142	109	729	729	1,127
Austria	Greece	Luxembourg	Austria	Austria	Austria	Austria	Austria	Austria	Saudi Arabia	Austria*	UAE	UAE	UAE
38	34	30	34	43	100	68	57	110	82	62	651	651	755
Luxembourg	Luxembourg	Saudi Arabia	Greece	Portugal	Turkey	Greece	Luxembourg	Kuwait	Austria	Turkey	Austria	Austria	Austria
25	33	29	33	41	79	57	49	96	77	61	374	374	548
Portugal	Austria	Austria	Luxembourg	Greece	Austria	Luxembourg	Greece	Austria	Luxembourg	Luxembourg*	Greece	Greece	Greece
22	33	26	30	40	78	53	48	94	59	52	265	265	445
Saudi Arabia	Portugal	South Africa	Kuwait	Luxembourg	China	UAE	UAE	Greece	Greece	Russia	Luxembourg	Luxembourg	Luxembourg
12	23	20	28	38	66	44	45	54	50	38	250	250	405
New Zealand	Korea	Portugal	Russia	Saudi Arabia	Greece	Portugal	New Zealand	Luxembourg	Kuwait	Greece*	Kuwait	Kuwait	Portugal
7	15	19	17	35	57	33	36	52	34	38	178	178	272
China	New Zealand	Russia	Portugal	New Zealand	New Zealand	New Zealand	Portugal	Russia	Russia	UAE	New Zealand	New Zealand	New Zealand
6	7	18	17	20	55	27	23	44	32	38	174	174	234
Turkey	Taiwan (Province of China)	New Zealand	Qatar	Russia	Qatar	Kuwait	Korea, Rep	New Zealand	New Zealand	China	Portugal	Portugal	Kuwait
3	1	11	15	17	46	24	15	29	27	38	150	150	221
Korea, Rep	Qatar	India	New Zealand	Korea, Rep	Portugal	Korea, Rep	Turkey	Thailand	Portugal	India	Russia	Russia	Russian Federation
2	1	7	15	14	42	21	11	27	25	37	120	120	175
Romania	China	Korea, Rep	India	Kuwait	Luxembourg	Russia	Kuwait	Portugal	Korea, Rep	Brazil	Turkey	Turkey	Korea, Rep
2	1	5	13	11	37	20	11	27	19	29	116	116	146
Russia	Russia	Algeria	South Africa	Turkey	Kyrgyzstan	South Africa	China	Korea, Rep	Qatar	Portugal*	Korea, Rep	Korea, Rep	Turkey
2	1	5	9	10	27	16	7	24	13	22	104	104	134
South Africa	South Africa	Turkey	Korea, Rep	South Africa	India	Turkey	Czech Republic	Kazakhstan	India	New Zealand*	China	China	China
2	0	6	5	5	25	11	10	11	11	19	11	11	94

Note: Data for members of the OECD DAC, 2000-2009, includes their core ODA to UNHCR, UNRWA and WFP (as well as core ODA to EU institutions for EU15 members). It is expressed in constant 2009 prices. *Data for 2010 is partial and preliminary. It does not include the core ODA elements. Data for other donors is taken from UN OCHA FTS and is in current prices. All figures include contributions through the UN's Central Emergency Response Fund (CERF) and pooled funding mechanisms. Source: Development Initiatives based on OECD DAC and UN OCHA FTS.

FIGURE 4: TOP 20 RECIPIENTS OF TOTAL OFFICIAL HUMANITARIAN ASSISTANCE (US\$ MILLION, CONSTANT 2009 PRICES)

		2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	5 YEARS 05-'09	10 YEARS 00-'09
Serbia 721	Afghanistan 562	Afghanistan 856	Afghanistan 1,140	Iraq 1,077	Iraq 1,376	Sudan 1,363	Sudan 1,314	Sudan 1,371	Sudan 1,305	Sudan 6,729	Sudan 6,729	Sudan 8,495	Sudan 8,495
States Ex-Yugoslavia 290	Palestine/OPT 363	Palestine/OPT 465	Ethiopia 804	Sudan 845	Indonesia 740	Palestine/OPT 805	Palestine/OPT 858	Afghanistan 850	Palestine/OPT 1,188	Palestine/OPT 4,101	Palestine/OPT 4,101	Palestine/OPT 6,229	Palestine/OPT 6,229
Palestine/OPT 273	Serbia 309	Angola 486	Afghanistan 564	Palestine/OPT 564	Iraq 668	Indonesia 507	DRC 416	Ethiopia 832	Ethiopia 681	Ethiopia 2,814	Ethiopia 2,814	Ethiopia 5,031	Ethiopia 5,031
Ethiopia 229	Ethiopia 213	Sudan 462	Palestine/OPT 439	Ethiopia 656	Pakistan 448	Iraq 376	Palestine/OPT 578	Afghanistan 773	Afghanistan 578	Afghanistan 2,418	Afghanistan 2,418	Afghanistan 4,914	Afghanistan 4,914
Afghanistan 164	DRC 187	DRC 261	Sudan 358	Afghanistan 429	Pakistan 533	DRC 436	Palestine/OPT 338	Iraq 318	Lebanon 338	DRC 561	DRC 561	Iraq 2,349	Iraq 2,349
Mozambique 160	Iraq 178	Ethiopia 232	Angola 311	DRC 287	Palestine/OPT 478	Iraq 433	Afghanistan 333	DRC 528	Pakistan 528	DRC 544	DRC 544	DRC 2,247	DRC 3,333
Angola 158	Sudan 172	Sierra Leone 177	DRC 256	Angola 215	Sri Lanka 400	Lebanon 418	Ethiopia 302	Iraq 382	Somalia 552	Somalia 528	Somalia 528	Pakistan 1,944	Pakistan 1,944
Timor-Leste 142	India 154	States Ex-Yugoslavia 154	Eritrea 175	Liberia 172	Afghanistan 320	Somalia 352	Algeria 267	Myanmar 350	Iraq 491	Indonesia 1,874	Indonesia 1,874	Pakistan 2,471	Pakistan 2,471
Iraq 140	Bosnia-Herzegovina 154	DPRK 148	Burundi 150	Uganda 165	DRC 307	Ethiopia 343	Pakistan 244	Zimbabwe 328	Kenya 395	Somalia 1,857	Somalia 1,857	Somalia 2,452	Somalia 2,452
Sudan 130	Angola 145	Iraq 147	Uganda 145	Burundi 163	Zimbabwe 213	Somalia 319	Indonesia 237	Kenya 300	Zimbabwe 390	Kenya 390	Kenya 390	Kenya 1,736	Kenya 1,736
Bosnia-Herzegovina 120	Sierra Leone 141	Somalia 129	Jordan 136	Somalia 154	Somalia 190	Eritrea 243	Uganda 225	Uganda 249	Lebanon 318	Lebanon 318	Lebanon 318	Sri Lanka 1,245	Sri Lanka 1,245
Jordan 119	States Ex-Yugoslavia 137	Jordan 123	Somalia 134	Somalia 134	Somalia 188	Uganda 228	Uganda 210	Sri Lanka 242	Indonesia 257	Kenya 257	Kenya 257	Kenya 1,539	Kenya 1,539
DRC 95	Jordan 126	Tanzania 110	Serbia 128	DPRK 124	DPRK 180	Sri Lanka 162	Kenya 194	Kenya 239	Chad 231	Sri Lanka 231	Sri Lanka 231	Zimbabwe 1,208	Zimbabwe 1,208
Tanzania 89	Mozambique 125	Serbia 109	Sierra Leone 128	Iran 124	Burundi 170	Burundi 151	Chad 182	Uganda 235	Uganda 192	Uganda 192	Uganda 192	Uganda 1,019	Uganda 1,019
India 80	Tanzania 115	Burundi 104	Tanzania 124	Eritrea 121	Liberia 145	Liberia 148	Zimbabwe 163	Haiti 201	Uganda 152	Chad 970	Chad 970	Chad 1,465	Chad 1,465
Somalia 80	Somalia 98	Kenya 95	Liberia 104	Jordan 109	Chad 123	Jordan 116	Jordan 121	Jordan 174	Pakistan 150	Jordan 652	Jordan 652	Angola 1,328	Angola 1,328
Lebanon 78	Kenya 88	Lebanon 90	Zimbabwe 93	Chad 97	Angola 120	Zimbabwe 114	Bangladesh 115	Jordan 147	Haiti 147	Myanmar 620	Myanmar 620	Zimbabwe 1,465	Zimbabwe 1,465
Kenya 75	Lebanon 87	Eritrea 86	DPRK 90	Bangladesh 94	Jordan 119	Chad 107	Colombia 110	Colombia 138	Bangladesh 146	Burundi 605	Burundi 605	Burundi 1,158	Burundi 1,158
Indonesia 74	El Salvador 85	Zimbabwe 83	Lebanon 81	Lebanon 91	Lebanon 112	Lebanon 102	Burundi 108	Indonesia 133	Haiti 143	Georgia 538	Georgia 538	Chad 1,100	Chad 1,100
Eritrea 73	Guinea 83	Uganda 80	Kenya 77	Kenya 90	Colombia 95	India 75	Liberia 108	Syria 105	Syria 111	Liberia 533	Liberia 533	Liberia 923	Liberia 923

Source: Development Initiatives based on OECD DAC

FIGURE 5: TOP 20 RECIPIENTS OF TOTAL ODA, EXCLUDING DEBT RELIEF (US\$ MILLION, CONSTANT 2009 PRICES)

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	5 YEARS 05-'09	10 YEARS 00-'09
China	India 2,493	Pakistan 2,661	Iraq 2,730	Iraq 5,141	Iraq 8,892	Iraq 5,872	Iraq 4,469	Iraq 4,753	Afghanistan 6,234	Iraq 25,272	Iraq 33,681	
Vietnam	Pakistan 2,481	India 2,388	Vietnam 2,243	Afghanistan 2,647	Afghanistan 3,149	Afghanistan 3,199	Afghanistan 3,960	Iraq 3,247	Ethiopia 3,814	Afghanistan 21,295	Afghanistan 28,736	
Indonesia	Serbia 2,215	China 2,055	Tanzania 2,097	Vietnam 2,125	Indonesia 2,309	Pakistan 2,337	Vietnam 2,681	Ethiopia 3,216	Vietnam 3,737	Ethiopia 13,737	Vietnam 23,641	
Serbia	China 2,199	Afghanistan 1,864	Egypt 2,011	Egypt 1,951	Vietnam 2,181	Sudan 2,222	Ethiopia 2,572	Vietnam 2,528	Palestine /OPT 3,026	Vietnam 13,220	Ethiopia 22,209	
India	Vietnam 2,101	Vietnam 1,844	Ethiopia 1,989	China 1,951	Ethiopia 2,119	Ethiopia 2,093	Pakistan 2,259	Palestine /OPT 2,485	Tanzania 2,920	Sudan 11,010	Tanzania 19,046	
Bangladesh	Indonesia 1,909	Ethiopia 1,833	China 1,672	Tanzania 1,906	China 2,078	Ethiopia 2,017	Tanzania 2,190	Sudan 2,320	Iraq 2,791	Tanzania 10,952	Pakistan 18,609	
Egypt	Ethiopia 1,662	Mozambique 1,765	Bangladesh 1,632	Pakistan 1,591	Sudan 2,047	Tanzania 1,934	Sudan 2,134	Tanzania 2,231	Pakistan 2,774	Pakistan 10,667	China 17,793	
Mozambique	Egypt 1,417	Indonesia 1,581	Jordan 1,464	Bangladesh 1,578	India 2,032	Uganda 1,627	Palestine/OPT 1,933	India 2,069	India 2,502	Palestine/OPT 10,358	India 17,752	
Tanzania	Bangladesh 1,392	DRC 1,546	Serbia 1,461	Egypt 1,521	Pakistan 1,825	Mozambique 1,626	Mozambique 1,800	Bangladesh 1,972	Sudan 2,287	India 9,422	Palestine /OPT 16,558	
Uganda	Palestine/OPT 1,117	Tanzania 1,458	Indonesia 1,410	Mozambique 1,460	Tanzania 1,677	Palestine /OPT 1,625	Uganda 1,745	Mozambique 1,907	DRC 2,207	Mozambique 8,829	Mozambique 16,083	
Ethiopia	Tanzania 1,347	Egypt 1,387	Uganda 1,261	Mozambique 1,406	Uganda 1,482	Mozambique 1,479	Uganda 1,585	Uganda 1,591	Uganda 2,013	Uganda 8,097	Bangladesh 14,624	
Bosnia-Herzegovina	Mozambique 1,311	Palestine/OPT 1,301	Serbia 1,363	Uganda 1,460	Bangladesh 1,454	Bangladesh 1,483	DRC 1,578	DRC 1,785	DRC 2,013	DRC 8,097	Mozambique 16,083	
Palestine/OPT	Uganda 1,255	States Ex-Yugoslavia 1,165	Palestine 1,024	Palestine 1,108	DRC 1,221	Uganda 1,349	Indonesia 1,299	Kenya 1,314	Pakistan 1,473	Uganda 7,681	Uganda 14,154	
Zambia	Bosnia -Herzegovina 1,024	Zambia 1,108	Bolivia 1,160	Bolivia 1,221	Bolivia 1,221	Indonesia 1,299	Kenya 1,314	Kenya 1,396	Kenya 1,776	Nigeria 7,645	Bangladesh 13,624	
Ghana	Ghana 979	Bangladesh 1,091	Ghana 1,157	Ghana 1,217	Sri Lanka 1,305	Bangladesh 1,299	Nigeria 1,170	Nigeria 1,322	Kenya 1,573	Indonesia 6,598	Sudan 14,015	
Nicaragua	Bolivia 971	Uganda 1,018	Egypt 992	Sudan 1,143	Palestine /OPT 1,289	Ghana 1,238	Ghana 1,165	Ghana 1,251	Turkey 1,362	Ghana 6,436	Uganda 14,154	
Thailand	Honduras 961	Serbia 959	Colombia 914	Ghana 1,209	Morocco 1,215	DRC 1,131	Egypt 1,186	Egypt 1,226	Zambia 1,258	Zambia 6,436	Kenya 11,864	
South Africa	Nicaragua 837	Bolivia 890	Philippines 883	Philippines 914	Serbia 1,011	Colombia 1,092	Morocco 1,130	Morocco 1,151	Nigeria 1,226	Nigeria 5,424	Kenya 11,864	
Philippines	Zambia 797	Ghana 882	Sri Lanka 844	Zambia 904	Zambia 938	Serbia 1,004	Burkina Faso 986	Indonesia 1,133	China 1,132	Morocco 5,134	Kenya 9,515	
Jordan	Philippines 783	Bosnia -Herzegovina 847	South Africa 833	Madagascar 882	Egypt 923	Kenya 965	Lebanon 971	Turkey 1,119	Haiti 1,098	Zambia 5,098	Zambia 9,470	

Source: Development Initiatives based on OECD DAC

FIGURE 6: TOP 20 DONORS OF TOTAL OFFICIAL DEVELOPMENT ASSISTANCE (ODA), EXCLUDING DEBT RELIEF (US\$ MILLION, CONSTANT 2009 PRICES)

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	5 YEARS 05-09	10 YEARS 00-09	PRELIMINARY 2010
Japan	13,662	13,700	15,224	17,298	22,124	26,127	23,191	22,360	26,459	28,654	126,792	207,294	United States
United States	12,154	11,192	10,948	9,867	10,688	11,308	11,985	12,191	EU institutions	EU institutions	EU institutions	EU institutions	United States
EU institutions	8,897	10,842	9,180	9,438	Japan	Japan	Japan	Japan	Germany	Germany	Germany	Germany	EU institutions
Germany	8,046	8,222	7,345	7,234	Germany	Germany	France	France	Germany	France	United Kingdom	Japan	France
France	6,510	6,800	6,975	6,880	United Kingdom	Germany	Germany	United Kingdom	United Kingdom	United Kingdom	United Kingdom	United Kingdom	United States
United Kingdom	5,695	5,628	5,380	5,996	France	United Kingdom	United Kingdom	United Kingdom	France	Japan	Japan	Japan	United Kingdom
Netherlands	5,587	United Kingdom	5,616	5,022	Netherlands	Netherlands	Netherlands	Netherlands	Netherlands	Netherlands	Netherlands	Netherlands	Netherlands
Denmark	3,049	3,066	3,633	3,218	Arab Countries	Canada	Italy	Spain	Spain	Spain	Spain	Spain	Spain
Canada	2,751	2,980	2,980	3,092	Norway	Norway	4,190	3,896	5,132	6,382	25,001	38,900	6,197
Sweden	2,548	2,7373	2,962	2,791	Spain	Spain	3,783	3,006	Sweden	Arab Countries	Sweden	Sweden	Canada
Norway	2,443	2,615	2,940	2,731	Canada	Canada	2,978	3,562	Canada	Canada	5,118	4,528	20,115
Spain	2,430	2,604	2,912	2,646	Norway	Norway	2,940	3,231	Norway	Norway	4,291	4,070	19,500
Italy	2,206	2,479	2,844	2,597	Sweden	Spain	3,227	3,631	Italy	Sweden	4,219	3,952	17,732
Australia	1,839	1,757	2,726	2,448	Denmark	Denmark	2,731	2,879	Denmark	Norway	Norway	Norway	Norway
Switzerland	1,535	1,551	1,842	1,856	Australia	Arab Countries	2,518	2,526	Italy	Denmark	3,617	3,916	Arab Countries
Belgium	1,427	1,493	1,545	1,705	Switzerland	Australia	2,205	1,991	Arab Countries	Arab Countries	3,458	3,123	Arab Countries
Austria	670	685	1,474	1,532	Belgium	Belgium	1,897	1,912	Australia	Australia	2,628	2,806	Arab Countries
Arab Countries	636	654	1,551	1,842	Switzerland	Switzerland	1,879	1,804	Belgium	Belgium	2,565	2,759	Arab Countries
Finland	627	496	1,474	1,532	Belgium	Belgium	1,557	1,411	Arab Countries	Arab Countries	2,231	2,505	Arab Countries
Portugal	477	469	583	634	Finland	Finland	788	900	Belgium	Belgium	1,699	1,967	Belgium
Ireland					Finland	Finland	742	713	Arab Countries	Arab Countries	1,848	2,147	Arab Countries
					Austria	Austria	644	802	Belgium	Belgium	1,886	2,127	Belgium
					Ireland	Ireland	692	799	Switzerland	Switzerland	1,844	1,844	Switzerland
					Austria	Austria	634	861	Austria	Austria	922	956	Austria
					Austria	Austria	583	692	Ireland	Ireland	799	1,006	Ireland
					Austria	Austria	53	62	Austria	Austria	922	4,624	Austria
												7,910	Ireland
												957	957

Source: Development Initiatives based on OECD DAC

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For further details on the content of this report including communication with its authors, or to ask questions or provide comments, please contact us by email (gha@devinit.org) or visit our website at www.globalhumanitarianassistance.org

GHA Report 2011 presents the very latest data on financial flows to humanitarian crises. Chapters on the provenance, destination and journey of humanitarian funding, the forces which shape humanitarian assistance, and looking beyond humanitarian assistance to put it in the context of other resource flows, reveal the complexity of humanitarian response. In a world where humanitarian aid is being called upon to respond to multiple coexisting challenges, it is essential that decision makers have a transparent view of all funding flows and resources allocated. It is only in this way that we can determine whether the right choices are being made.



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