

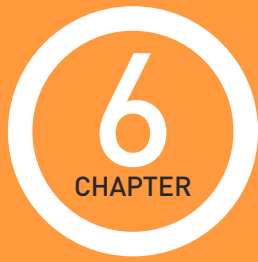


THE STORY

The humanitarian situation in South Sudan continues to deteriorate. Almost three years after its independence over 60% of the total population of 11.6 million are thought to be at risk. Reports suggest that civilians are being deliberately targeted, and women and girls are increasingly in danger of sexual and gender-based violence. Organisations like the Danish Refugee Council raise awareness of the problem through large-scale campaigns and training in displacement camps, such as this one in Maban County. Addressing sexual and gender-based violence and advancing gender equity are priorities for many humanitarian agencies and donors.

CREDIT

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WHAT IS IT SPENT ON?

Humanitarian assistance is spent on a range of activities and services, the mix of which depends on the particular needs of a particular crisis. Overall, the majority of humanitarian assistance in 2012 (the latest year for which sector data is available) was spent on activities to provide basic goods and services such as water and sanitation, health and shelter. Food aid accounted for just under one quarter.

In certain contexts, such as the Syria refugee response, providing assistance in the form of cash rather than goods has proven benefits for recipients, local economies and for cost effectiveness. But while donor interest in cash programming is on the rise, reported spending is at a five-year low.

The proportion of humanitarian assistance spent on disaster prevention and preparedness (DPP, or disaster risk reduction, DRR) by Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) donors remains low but has steadily increased in recent years. Following the aftermath of the 2010 mega-disasters, there has also been a slight shift from post-disaster reconstruction to pre-disaster programming. These figures do not, however, capture the significant investment in this area from domestic governments or from international donors' development budgets; such investments remain hard to track.

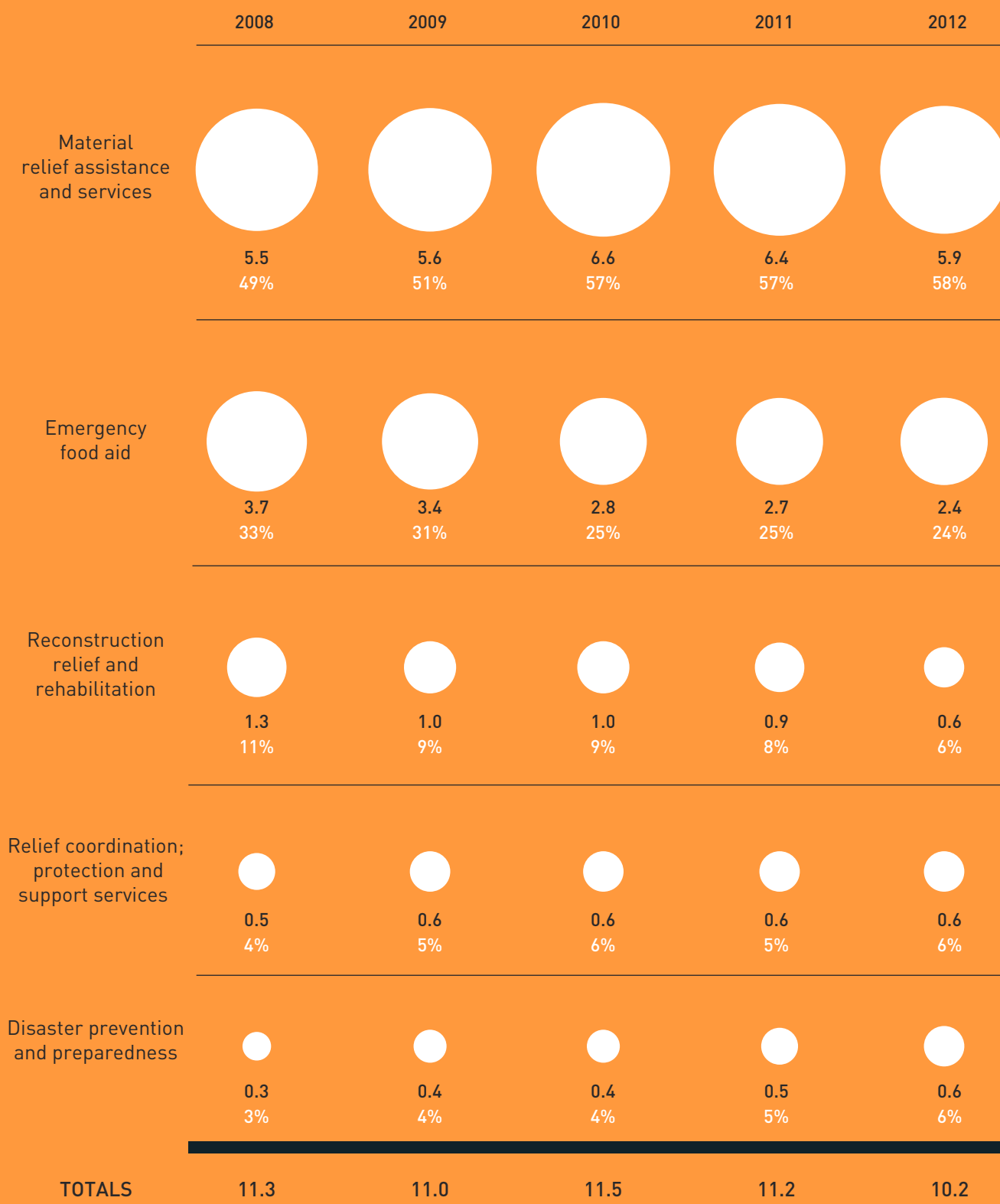
Promoting gender equality is a stated commitment of UN agencies and many donors and should be explicit in the reporting of any kind of programming that donors choose to fund. A gender marker has been created to track funding against this commitment but in the three years since it was implemented, reporting remains too poor to yield an accurate picture of how much is spent.

Types of expenditure

FIGURE 6.1

OECD DAC donors' bilateral humanitarian assistance by expenditure type, 2008–2012

US\$ billions



Source: Development Initiatives based on OECD DAC CRS data

Notes: Includes EU institutions. Percentages show the proportion of bilateral humanitarian assistance made up by each expenditure type for the given year.

Humanitarian assistance funds a wide range of programmes to respond to specific needs of crisis-affected people. These programmes are categorised in different ways by different actors for the purposes of planning, coordination and reporting. The UN Office for the Coordination of Humanitarian Affairs (OCHA)'s Financial Tracking Service (FTS) has 12 standard sector categories (see Figure 6.4). The OECD DAC currently groups humanitarian assistance into five categories for the purposes of financial reporting of bilateral expenditure, see box.¹

The distribution of spending between the OECD DAC categories has remained relatively constant over the past five years. Year on year, the largest proportion of bilateral humanitarian assistance from OECD DAC donors is spent on material relief and assistance, which includes water and sanitation, shelter and health. Food aid is consistently the second largest, notably expanding in response to the 2008 global food crisis, but not showing a similar variation in response to the 2011 and 2012 food crises in the Horn of Africa and in the Sahel. Since 2008, the proportion and volume of humanitarian assistance delivered as emergency food aid has declined.

There is, however, a perceptible shift in the balance of spending between pre-disaster preparedness and post-disaster reconstruction, although volumes spent on both remain comparatively small. The proportion of expenditure on reconstruction decreased significantly following the

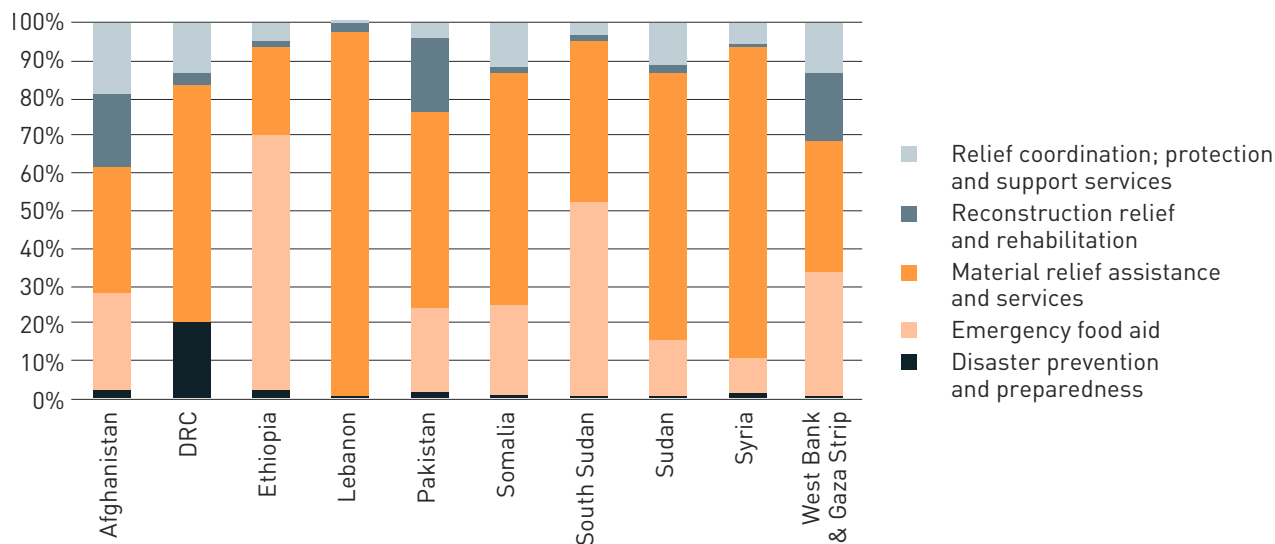
OECD DAC CATEGORIES OF HUMANITARIAN ASSISTANCE

Material relief assistance and services	Shelter, water, sanitation and health services, supply of medicines and other non-food relief items; assistance to refugees and internally displaced people in developing countries other than for food or protection
Emergency food aid	Food aid or special supplementary feeding programmes
Relief coordination; protection and support services	Coordination measures, including logistics and communications systems; measures to promote and protect the safety, well-being, dignity and integrity of civilians and those no longer taking part in hostilities
Reconstruction relief and rehabilitation	Short-term reconstruction work after an emergency or conflict limited to restoring pre-existing infrastructure; social and economic rehabilitation in the aftermath of emergencies to facilitate transition and enable populations to return to their previous livelihood or develop a new livelihood in the wake of an emergency situation
Disaster prevention and preparedness	Disaster risk reduction activities; early warning systems; emergency contingency stocks and contingency planning including preparations for forced displacement

aftermaths of the Haiti earthquake and Pakistan floods in 2010 and 2011. At the same time, the small proportion spent on DPP increased from 2.9% in 2008 to 6.2% in 2012. Increased policy attention in this area has both driven more funding to the sector and generated incentives to improve the reporting of such expenditure, and it is unclear which of these most explains overall reported increases in disaster prevention.

FIGURE 6.2

Breakdown of expenditure type for the top 10 recipients of bilateral humanitarian assistance from OECD DAC donors, 2012



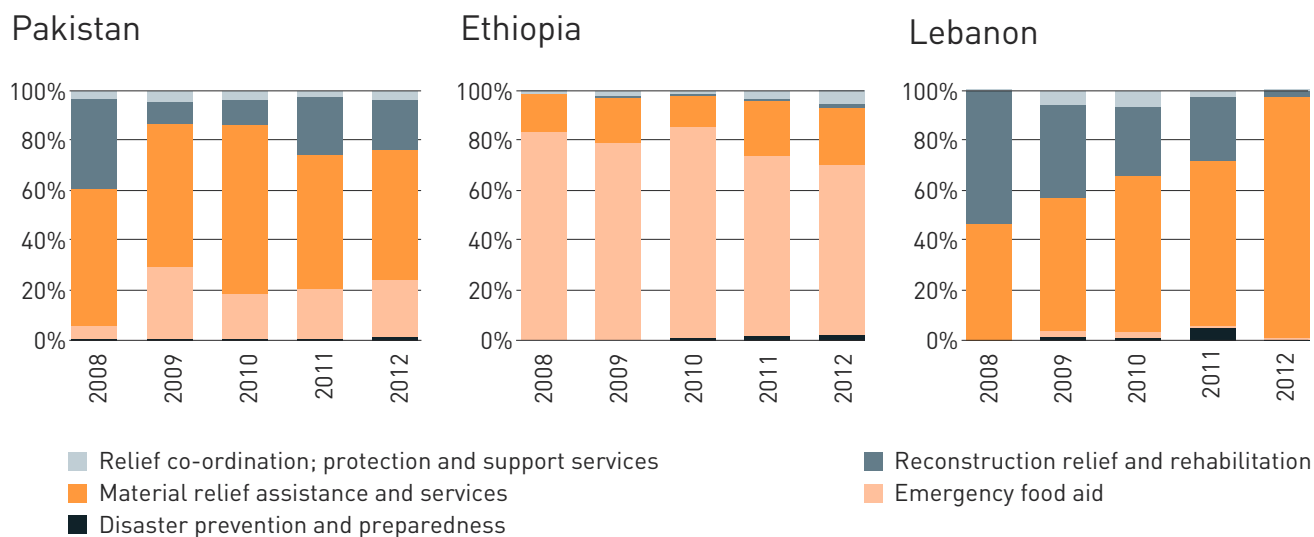
Source: Development Initiatives based on OECD DAC CRS data

Different types of crisis and country contexts require different types of assistance. In keeping with this, food aid was the dominant expenditure type for Ethiopia (68%) and South Sudan (52%) in 2012, while material relief assistance and services dominated for Syria (83%), and Lebanon (97%). The

highest proportions of reconstruction relief and rehabilitation were in Afghanistan (19%), Pakistan (20%) and the West Bank & Gaza Strip (18%). However, DPP spending was low for all 10 of the top recipients in 2012 at less than 2% in all countries except Ethiopia (2.4%).

FIGURE 6.3

OECD DAC donors bilateral expenditure type: Pakistan, Ethiopia and Lebanon, 2008–2012



Source: Development Initiatives based on OECD DAC CRS data

The types of expenditure also change with time. In Pakistan, the years following the 2010 floods saw a clear shift to reconstruction and also growth in preparedness for future disasters. Expenditure in Lebanon shows a move away from rehabilitation and reconstruction following internal violence to a funding landscape dominated by material assistance to Syrian refugees in 2012. There was a brief investment of US\$1.3 million in DPP in 2011, the year of a high-level meeting in Beirut on risk reduction in the region. Ethiopia has long received

high levels of food aid. However, there was a slight but noteworthy shift in proportions from food aid to DPP after the 2011 Horn of Africa food crisis. In terms of volume, food aid has decreased year on year since 2008, from US\$630 million to US\$246 million in 2012 – a decline that continued even through the 2011 food crisis.

Funding by sector in UN-coordinated appeals

UN-coordinated appeals categorise requirements under twelve standard sectors. Food programmes have made up the largest share of these over the last five years. At US\$17 billion, requirements were nearly one-third of the total over the 2009–13 period. Requirements for food aid have been consistently high

since 2009, averaging over US\$3 billion each year.

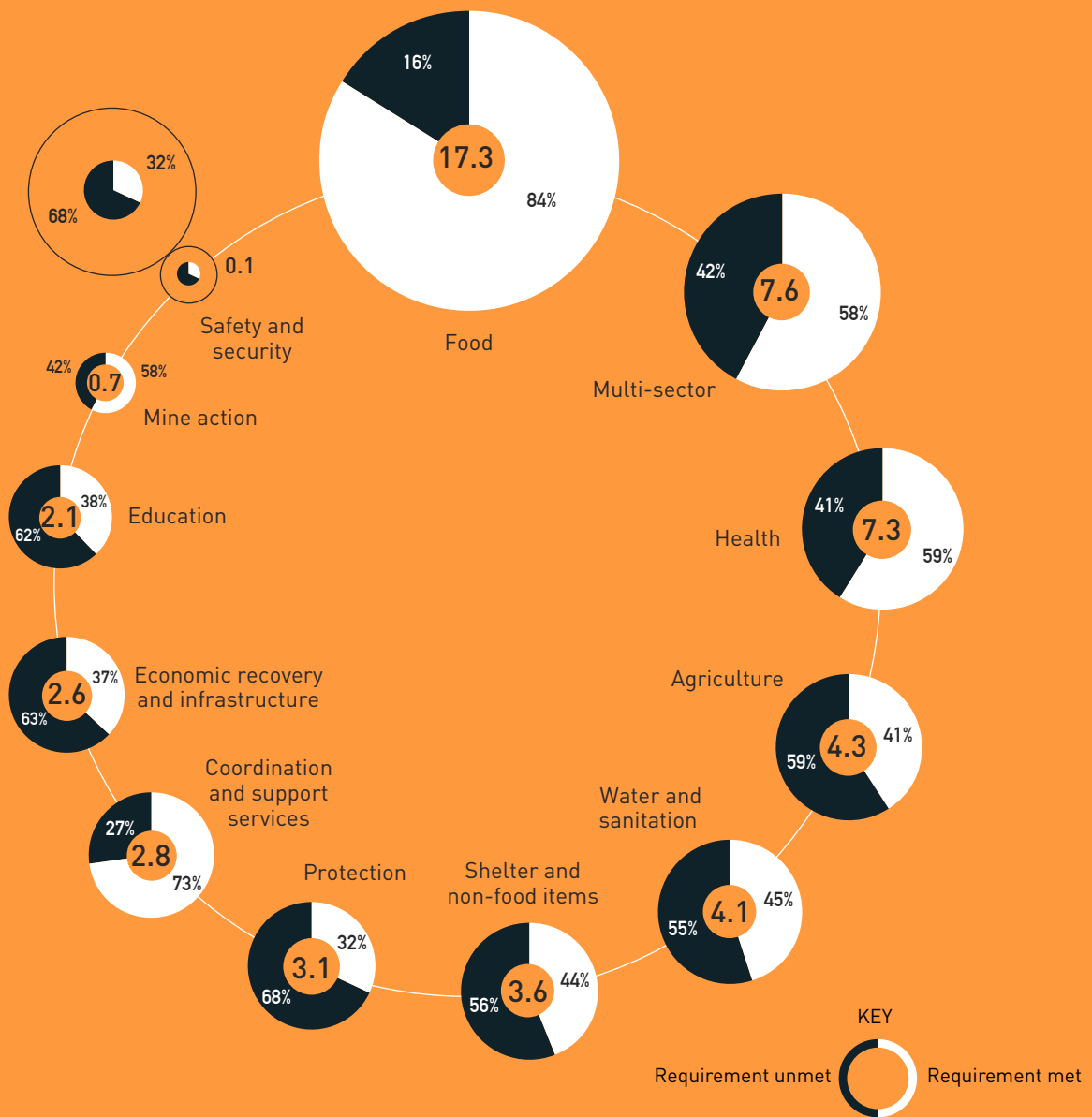
The proportion of requirements met varies considerably by sector. Food aid, the largest in terms of requirements, also has the highest proportion of those requirements met (84%). Four other sectors received over half of their requested

requirements: coordination and support services (73%); health (59%); multi-sector (58%); and mine action (58%). The remaining seven sectors were all under 50% funded. The most underfunded were protection (32%) and safety and security (32% funded).

FIGURE 6.4

Appeal requirements and proportions met by sector in UN-coordinated appeals, 2009–2013

US\$ billions



Source: Development Initiatives based on UN OCHA FTS data

Notes: 'Multi-sector' is predominantly used for multi-sector assistance to refugees. In the FTS, contributions are tagged with both 'standard sectors' and clusters. Cluster names vary across different appeals, whereas sectors are standardised into 12 categories and allow for comparative analysis across countries and appeals.

Cash transfers

Providing people with cash or vouchers, rather than commodities, can have a number of benefits, including stimulating local markets and increasing choice. It can also allow people to invest in rebuilding their livelihoods and so boost their resilience to future shocks.

There is a wide range of cash programming modalities, including transferring cash directly to individuals or households, grants schemes, providing payment for work, or vouchers for goods. For reporting purposes, programmes are defined either as 'full' or entirely composed of cash transfers, or 'partial', indicating that a programme has some element of cash transfer within it.

Approximately US\$692 million was spent on 'full' humanitarian cash transfer programmes by 53 donors between 2009 and 2013. A further US\$78 million has been reported to the FTS in the first six months of 2014. Funding peaked at US\$236 million in 2010, mainly in response to disasters in Haiti and Pakistan – with large contributions from the United States in particular.

Yet despite widespread interest in cash programming, funding for both full and partial cash-based interventions represents over 1.5% of international humanitarian assistance reported to the FTS over the last five years – and reached a five-year low in 2013.

There was also a notable shift in 2013 in the kinds of full-cash programmes – funding to voucher programmes nearly doubled. This was mainly due to the Syria crisis response, which included a US\$20 million programme for food coupons in Lebanon and a US\$7.5 million voucher programme for refugees in Turkey.

Fifteen government donors reported spending on cash programmes in 2013, compared with 13 in 2009. The US and the European Union (EU) have consistently been the largest donors to cash programmes. The US ranks as the top donor every year since 2009, providing a total of US\$266 million between 2009 and 2013 – the equivalent of 1.5% of its total humanitarian assistance reported to UN OCHA FTS during this period.

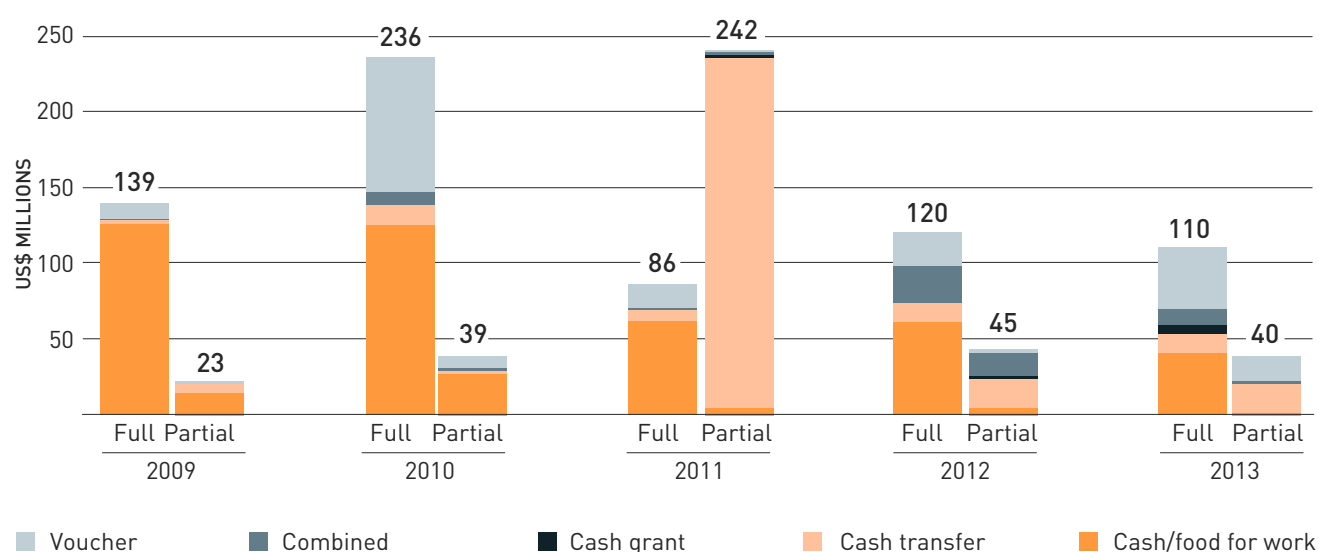
DATA POVERTY: FUNDING TO CASH TRANSFER PROGRAMMES

Tracking funding to cash transfer programmes is problematic as it is often integrated into larger contributions or programmes, so not distinctly labelled. GHA therefore undertakes its own customised analysis of the available data (see Data & guides). This can only capture donor funding that is clearly labelled as such, or that has been reported to FTS by the recipients specifically for cash programming. First-level recipients often pass on funding to implementing partners and this is not recorded in FTS.

In 2013, in response to the lack of current and comprehensive data, the Cash Learning Partnership launched the Cash Atlas, an online interactive map to track funding to cash programmes in humanitarian settings.²

FIGURE 6.5

Humanitarian assistance to cash programmes by type, 2009–2013



Source: Development Initiatives based on UN OCHA FTS data

Note: 'Full' indicates funding for programmes that are purely cash transfer.

'Partial' indicates funding for mixed cash and non-cash programmes.

FIGURE 6.6

Top 10 government donors of humanitarian cash transfer programmes, 2009–2013

RANK	2009	US\$m	2010	US\$m	2011	US\$m	2012	US\$m	2013	US\$m
1	US	41	US	116	US	33	US	52	US	25
2	EU	39	EU	24	EU	13	EU	14	UAE	20
3	Canada	6	Canada	8	Canada	11	UK	7	EU	16
4	Switzerland	5	Australia	5	Netherlands	5	Japan	6	Germany	12
5	France	4	Sweden	5	Sweden	4	Belgium	4	UK	10
6	Belgium	4	Belgium	3	Belgium	4	Canada	4	Canada	5
7	Sweden	4	Brazil	3	UK	2	Sweden	3	Sweden	4
8	Netherlands	1	UK	3	Ireland	2	Australia	2	Russia	4
9	UK	1	Norway	3	Italy	1	Germany	2	Japan	3
10	Australia	1	DRC	3	UAE	0.5	Switzerland	1	Belgium	2

Source: Development Initiatives based on UN OCHA FTS data

Note: For cash transfer methodology see Data & guides.

The largest share of US funding for cash programmes went to occupied Palestinian territory (oPt) – 46% (US\$122 million), followed by Pakistan 25% (US\$67 million) and Haiti 5% (US\$14 million). However, the amount from the US fluctuates significantly, with a peak in 2010, largely driven by the Pakistan floods response, and more than halving between 2012 and 2013, after a 2012 rise, which was partly driven by response to the food

crises in West Africa. In 2010 the Democratic Republic of Congo (DRC) reported US\$3 million to Haiti for cash-for-work for early recovery and stabilisation following the earthquake.

In 2013 the United Arab Emirates (UAE) provided the second highest amount of funding for cash-based programming, directing US\$20 million to the Syria response – US\$4 million more than the EU's total global

funding for full cash programming activities. Germany, the United Kingdom (UK) and Russia also increased their contributions for cash-based programming in 2013.

OPt remains the highest recipient of funding for cash programming. It has received US\$304 million in the past five years – more than the combined total of all the other top nine recipients over the same period.

FIGURE 6.7

Top 10 recipients of humanitarian cash transfer programmes, 2009–2013

RANK	2009	US\$m	2010	US\$m	2011	US\$m	2012	US\$m	2013	US\$m
1	oPt	109	oPt	68	oPt	56	oPt	34	oPt	37
2	Sudan	18	Pakistan	62	Somalia	14	Somalia	20	Lebanon	20
3	Somalia	4	Haiti	60	Kenya	4	Lesotho	10	Somalia	14
4	Afghanistan	2	Sudan	21	Cote d'Ivoire	3	Mali	9	Turkey	8
5	Bangladesh	2	Kyrgyzstan	5	Afghanistan	3	Niger	9	Haiti	7
6	Zimbabwe	2	Niger	4	Yemen	2	Mauritania	7	Jordan	4
7	Kenya	1	Somalia	3	Sri Lanka	2	Pakistan	5	Kyrgyzstan	4
8	Pakistan	1	Sri Lanka	3	Pakistan	1	Chad	5	Yemen	3
9	Burundi	0.4	Syria	3	DRC	1	Senegal	4	DRC	3
10	Egypt	0.3	Zimbabwe	2	Zimbabwe	0.2	Kenya	4	Mali	2

Source: Development Initiatives based on UN OCHA FTS data

Note: For cash transfer methodology see Data & guides.

Disaster prevention, preparedness and risk reduction

There is widespread consensus that a number of trends, such as climate change, resource scarcity and urbanisation, are combining to increase the risks faced by vulnerable people. There is also evidence that as well as preventing suffering and loss of life, investment in DRR, including early warning systems, is cost effective.³

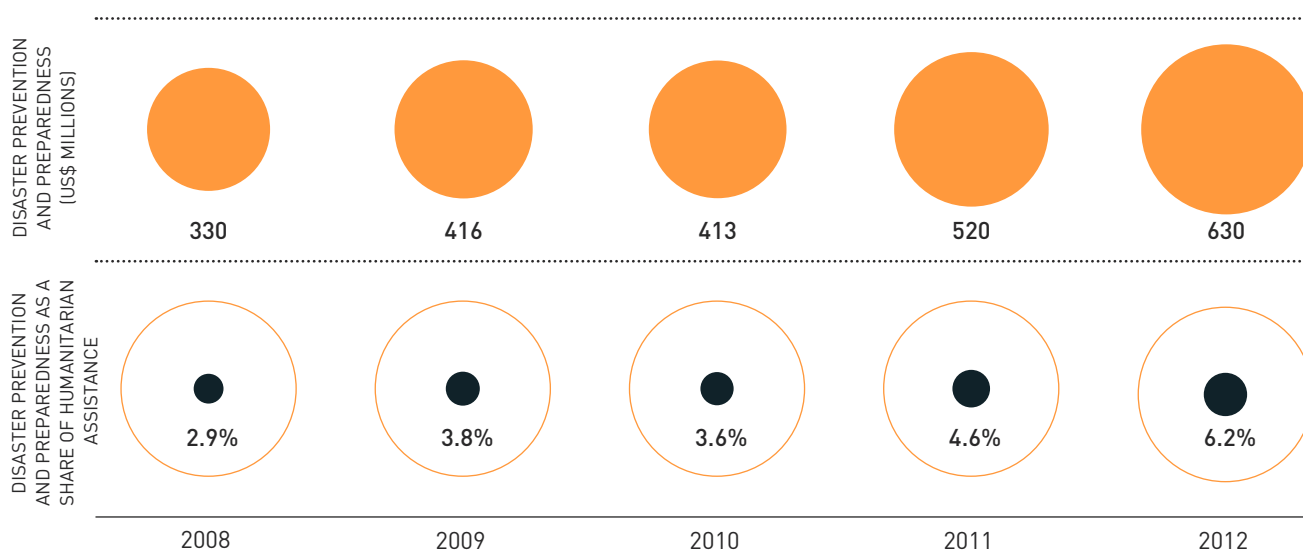
Although DRR (or DPP in OECD DAC reporting), falls within the scope of humanitarian assistance, it is clear that it cannot be exclusively addressed by humanitarian funding or approaches. Supporting disaster prevention and management systems and addressing the long-term factors that increase risk and vulnerability also demands other resources: from domestic budgets (as seen in Chapter 3); and from development assistance, climate financing and new risk financing modalities (as detailed in Chapter 8).

In March 2015, the Hyogo Framework for Action (HFA) will expire and be replaced by a new international DRR framework to be agreed in Sendai, Japan. Member states have also highlighted the need to address DRR and climate change adaptation in setting the sustainable development goals.

Against the backdrop of these inter-governmental processes, OECD DAC donors spending on DPP continues to increase – but remains a very small share of their bilateral humanitarian assistance, accounting for just US\$630 million in 2012, or 6% of the total. In comparison, the most recent estimate from 2011 suggests that DRR made up less than 0.7% of all development assistance from OECD DAC donors.⁴

FIGURE 6.8

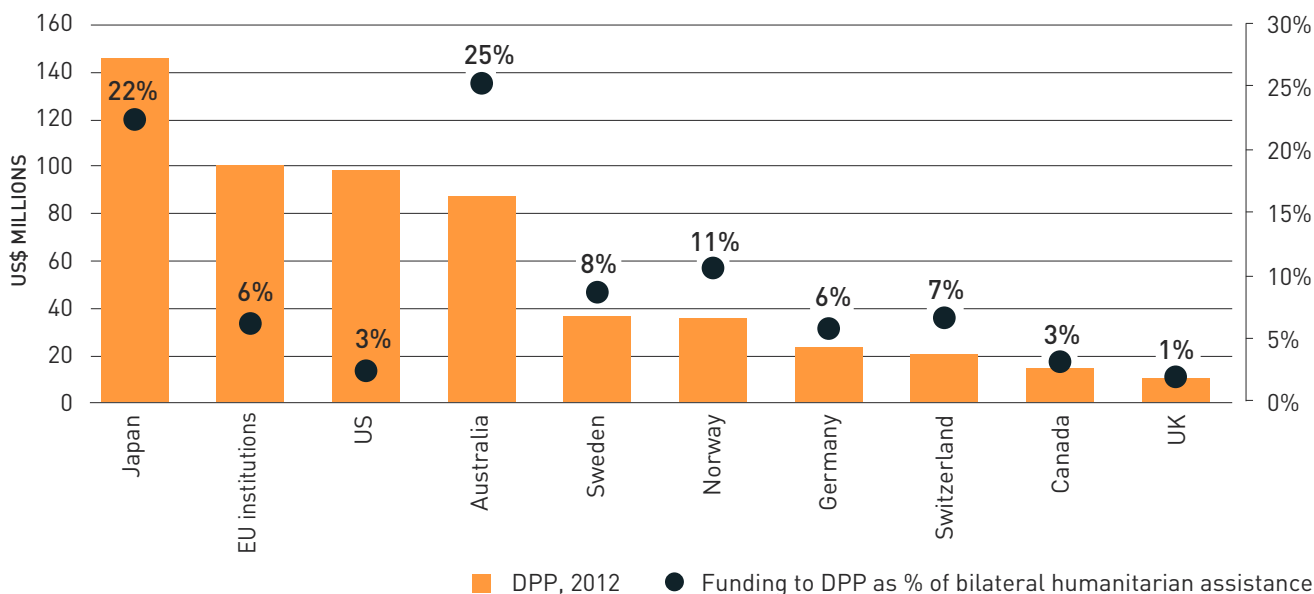
OECD DAC donor spending on DPP as a share of total bilateral humanitarian assistance, 2008–2012



Source: Development Initiatives based on OECD DAC data

FIGURE 6.9

DPP funding from top 10 OECD DAC donors as a share of their bilateral humanitarian assistance, 2012



Source: Development Initiatives based on OECD DAC data

As detailed in Chapter 3, Japan’s DPP funding has steadily increased from US\$51 million in 2008 to US\$146 million in 2012. Japan’s long history of responding to disasters domestically has placed it at the forefront of DRR policies and approaches.

Five donors contributed 74% of total DPP funding from OECD DAC donors’ humanitarian assistance in 2012: Japan (US\$146 million); EU institutions (US\$101 million); the US (US\$98 million); Australia (US\$87 million); and Sweden (US\$37 million). This does not represent all of DPP or DRR funding from these donors, or others, as it is likely that they are also funding this sector through development channels.

DATA POVERTY: DISASTER RISK REDUCTION

DRR is often delivered as a component of other programmes, making expenditure hard to track within both humanitarian assistance and overall official development assistance (ODA). Searching project descriptions for DRR-related activities within the OECD DAC Creditor Reporting System (CRS) can provide some indication of the variety of sectors into which DRR is integrated. However, this is heavily reliant on donor reporting, and lack of standardised guidelines for recording these investments means that estimates are not likely to be comprehensive.

A marker for disaster risk management (DRM) is currently under consideration by the DAC

Working Party on Development Finance Statistics at the OECD, as a way of improving visibility of spending on risk management (including DRR) within the current data. The marker will not be able to pull out the specific volumes of funding dedicated to DRM within broader programming, but will help to identify where it has been mainstreamed within development and humanitarian assistance and which sectors it crosses. It is hoped that the presence of the marker will encourage the mainstreaming of DRM into development planning, as it will require the review of every aid activity through a “DRM lens”.⁵

Gender

In 2009, UN Secretary-General Ban Ki-moon called on all UN-managed funds to implement a gender marker “to assist in tracking the proportion of funds devoted to advancing gender equality”.⁶ In 2010, he set a target that the primary purpose of 15% of all UN-managed funds in support of peace-building should “address women’s specific needs, advance gender equality or empower women”,⁷ including preventing and responding to sexual and gender-based violence (SGBV).

In 2010, the Inter-Agency Standing Committee (IASC) rolled out a gender marker for donors and agencies to use as a tool to track gender equality in humanitarian assistance. Coding is based on the extent to which: (i) a project has considered the needs of men and women equally; (ii) its activities respond equally to these needs; and (iii) the project has led to gender-related outcomes.

Most projects that are reported under the gender marker in UN OCHA’s FTS have a significant or limited gender equality element to them. The investment in such projects has increased from US\$3.2 billion in 2012 to US\$4.9 billion in 2013. However, the US\$566 million spending on projects that did not consider gender (gender marker zero) in 2013 is nearly four times more than was spent on projects whose ‘main purpose’ was to advance gender equality (US\$147 million). Expenditure under the gender marker zero category has also increased two and half times since 2012, whereas it has decreased for the main purpose projects.

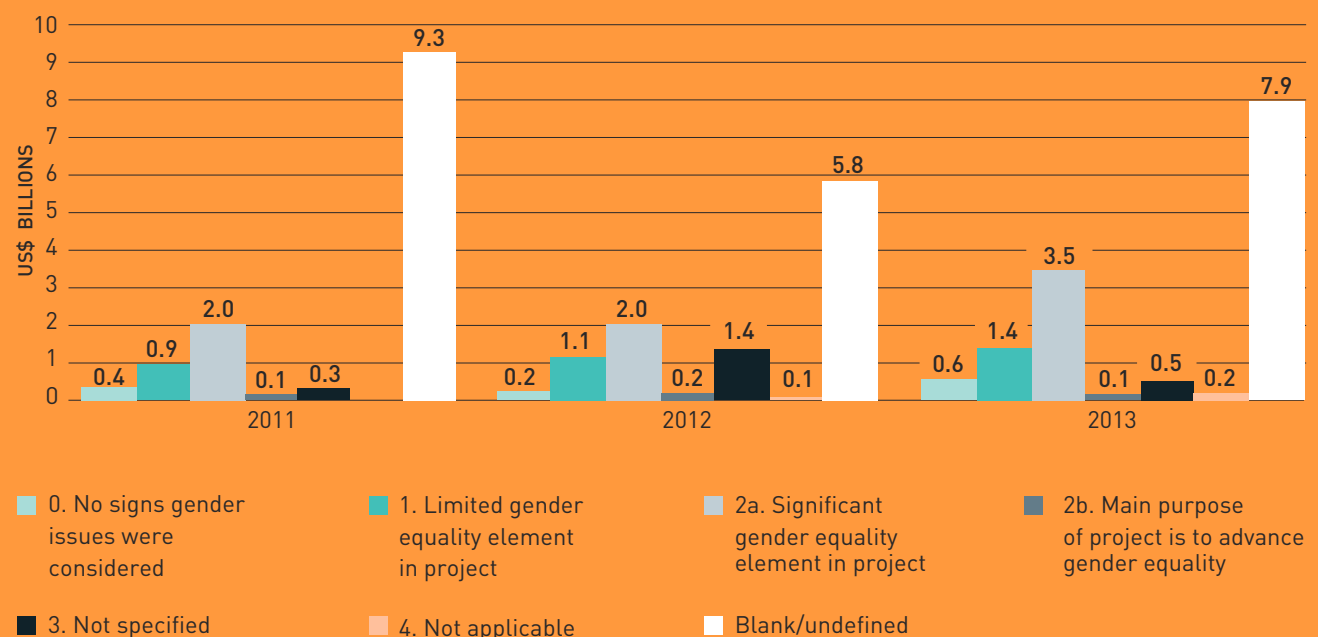
Gender reporting remains poor, resulting in an unreliable picture of whether commitments to gender equality are being met. In 2013, 56% of funding (US\$7.9 billion) recorded in the UN OCHA FTS was left blank or

‘undefined’ – meaning that the project was not coded for a gender marker.

A more standardised and systematic approach to donor reporting on gender in emergencies would help to fill this gap in information, strengthen accountability, and enable resources to be better allocated to respond to the different needs of girls, women, men and boys. The current IASC Gender Marker could be expanded for this purpose - from a proposal development tool to a programme cycle tool - drawing lessons from the application of the Gender and Age Marker⁸ developed by the European Commission’s Humanitarian Aid and Civil Protection (ECHO) department in 2013.

FIGURE 6.10

Funding to gender, as per IASC gender marker, 2011–2013

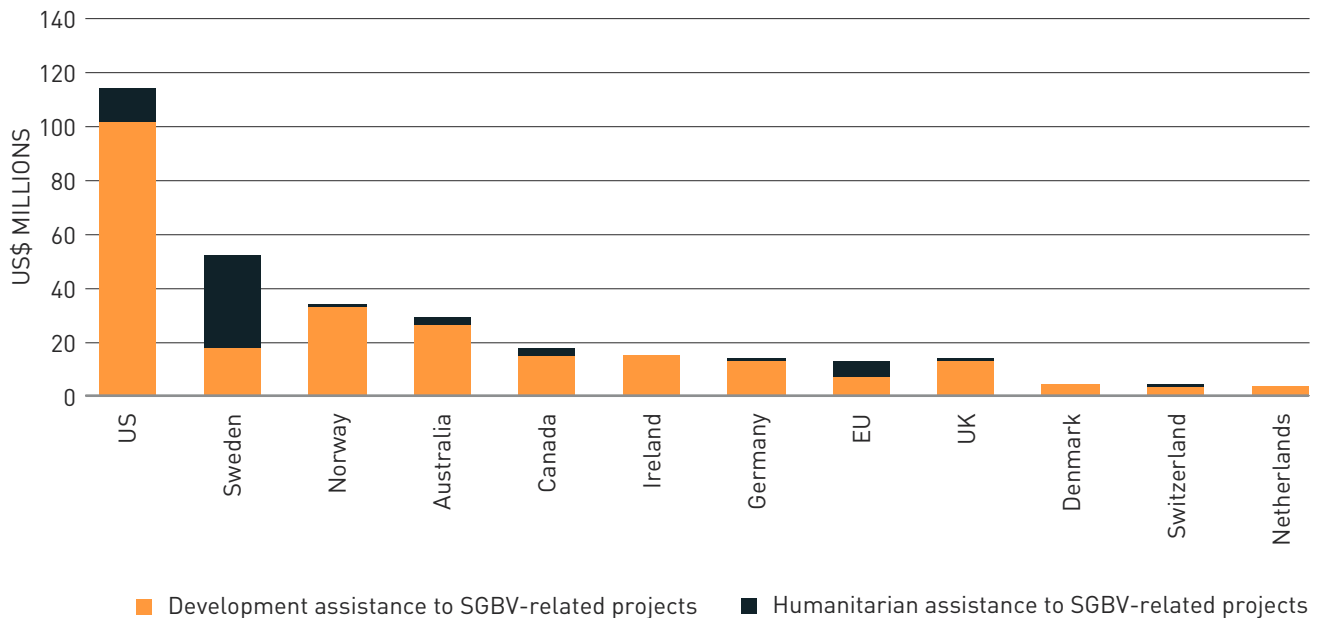


Source: Development Initiatives based on UN OCHA FTS data

Notes: 4 – not applicable: only used for very small number of projects, such as ‘support services’

FIGURE 6.11

Top 12 government donors funding SGBV-related projects in emergencies, 2012



Source: Development Initiatives based on OECD DAC CRS data ⁹
 Notes: Figures only include projects reported by donors, so relevant projects may not be included due to inaccuracies in reporting. Figures include spending on SGBV in all countries (conflict/post-conflict and non-conflict) and capture all projects using terminology related to SGBV (in various languages). Figures include projects that focus on SGBV or 'mainstream' it/focus on it as a sub-objective.

Addressing SGBV during and after humanitarian crises is a priority for many donors and agencies yet, once again, data is scarce on the financial resources directed to this. According to the OECD DAC's CRS, a total of US\$346 million in ODA was spent on programming to address SGBV in 2012, of which 19% came from humanitarian funds (US\$64 million).

According to reported data, in 2012 the US was the largest donor funding projects to address SGBV from overall ODA programmes (US\$115 million), followed by Sweden (US\$51.7 million) and Norway (US\$34 million). The three largest donors supporting projects to address SGBV through their humanitarian assistance were Sweden (US\$33.7 million), the US (US\$13 million) and the EU (US\$5.2 million).

DRC was the largest recipient of humanitarian assistance for SGBV (US\$10.1 million) in 2012, receiving

more than the next two largest recipients, Iraq and Ethiopia, combined (US\$4.8 million each).

The extent that donors channel spending to address SGBV through humanitarian assistance, rather than through development assistance, varies substantially. Almost two-thirds (65.2%) of Sweden's spending on SGBV-related projects is reported as humanitarian assistance. In contrast, the UK, which in 2012 launched a series of high profile unilateral and multilateral initiatives to address sexual violence in crises, reported just US\$5,000 of bilateral humanitarian funding for SGBV to the CRS. This was only 0.04% of the UK's spending on SGBV-related projects that year (US\$13 million of ODA).

In November 2013, a number of donor governments (including the UK, US, Australia, Sweden and Japan), six UN agencies, the

International Committee of the Red Cross (ICRC), and the International Organization for Migration endorsed a communiqué outlining future action and commitments to keep women and girls safe in emergencies. As a result, the UK committed US\$33.2 million of humanitarian assistance in November 2013 to support relevant programmes of the UN Population Fund, the International Rescue Committee (IRC) and the ICRC in emergency contexts. In addition, US\$30.4 million was also committed by Switzerland, Japan, the US and the European Commission's Department of Humanitarian Aid and Civil Protection.¹⁰ The US government has since established the Gender-Based Violence Emergency Response Initiative to provide financial support to women and girls in emergencies. These recent commitments suggest that spending on gender in humanitarian contexts might increase.