



# Syria: Overview of the Humanitarian Response

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## Summary

The use of chemical weapons in Syria on August 21, 2013, triggered an intense debate over possible U.S. military intervention. Chemical weapons use and limited military strikes in response have the potential to impact an already dire humanitarian situation. The ongoing conflict in Syria that began in March 2011 has created one of the most pressing humanitarian crises in the world. An estimated 6.8 million people in Syria, almost one-third of the population, have been affected by the conflict, including estimates of between 4.2 million and 5 million displaced inside Syria. On September 3, the U.N. High Commissioner for Refugees (UNHCR) announced that the number of Syrians displaced as refugees exceeded 2 million, with 97% fleeing to countries in the immediate surrounding region, including Turkey, Lebanon, Jordan, Iraq, Egypt, and other parts of North Africa. The situation is fluid and continues to worsen, while humanitarian needs are immense and increase daily.

### U.S. Assistance and Priorities

The United States is the largest donor of humanitarian assistance and is part of the massive, international humanitarian operation in parts of Syria and in neighboring countries. In FY2012 and as of mid-September 2013, the United States has allocated more than \$1 billion to meet humanitarian needs using existing funding from global humanitarian accounts and some reprogrammed funding. U.S. humanitarian policy is guided by concerns about humanitarian access and protection within Syria; the large refugee flows out of the country that strain the resources of neighboring countries (and could negatively impact the overall stability of the region); and an already escalating and protracted humanitarian emergency. The Obama Administration's FY2014 budget request proposes an increase in FY2014 Emergency Refugees and Migration Assistance (ERMA) funds with an allocation of \$200 million for the humanitarian response to Syria.

### International Response

The international humanitarian response is massive and complex and struggles to keep pace with urgent developments that have escalated well beyond anticipated needs. Access within Syria is severely constrained by violence and restrictions imposed by the Syrian government on the operations of humanitarian organizations. Two U.N. emergency appeals, which identify a total of \$4.4 billion in humanitarian needs for calendar year 2013, are less than 47% funded as of mid-September 2013.

### Ongoing Humanitarian Challenges of the Syria Crisis and U.S. Policy

As U.S. policy makers and the international community deliberate over what, if any, actions they can or should take on the Syria crisis, possible humanitarian policy considerations for Congress include

- issues related to U.S. assistance and priorities, such as funding an ongoing humanitarian response;
- labeling or “branding” of humanitarian aid delivered to Syria so that recipients are aware of its American origins and the United States receives adequate political benefit; and

- balancing the Syria response with domestic priorities and other humanitarian concerns worldwide.

The United States has a critical voice regarding humanitarian access in Syria, the pace of humanitarian developments and contingency planning, support to neighboring countries that are hosting refugees, and burdensharing among donors.

This report examines the ongoing humanitarian crisis in Syria and the U.S. and international response and will be updated as events warrant. For background and information on Syria, see CRS Report RL33487, *Armed Conflict in Syria: Background and U.S. Response*, by Jeremy M. Sharp and Christopher M. Blanchard, and CRS Report R43201, *Possible U.S. Intervention in Syria: Issues for Congress*, coordinated by Christopher M. Blanchard and Jeremy M. Sharp. See also CRS Report R42848, *Syria's Chemical Weapons: Issues for Congress*, coordinated by Mary Beth D. Nikitin.

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## Background and Context<sup>1</sup>

Congress has demonstrated an ongoing interest in many different aspects of the more than two-year civil war in Syria. The humanitarian situation, for one, has garnered significant bipartisan attention. Members have proposed and enacted legislation addressing the issue and have held hearings on the U.S. and international humanitarian response to the conflict. Although not discussed in this report, the use of chemical weapons in Syria on August 21, 2013, triggered an intense debate over possible U.S. military intervention.<sup>2</sup> Chemical weapons use and limited military strikes in response have the potential to impact an already dire humanitarian situation.

Humanitarian assistance has traditionally been one of the least controversial types of foreign aid, and in the Syria context, it has so far been one avenue in which the United States has provided support to Syrian civilians absent a political solution. The United States remains the largest humanitarian donor, currently providing roughly 27% of the funding for the humanitarian response in calendar year (CY) 2012 and to date in 2013. U.S. humanitarian policy is guided by concerns about access and protection within Syria; the large refugee flows out of the country that strain the resources of neighboring countries (and could negatively impact the overall stability of the region); and an already escalating and protracted humanitarian emergency.

Along with the international community, the United States provides humanitarian assistance to civilians affected by the conflict both inside and outside Syria. Such assistance includes medical care and medical supplies (including immunization programs), food, water, shelter, and other non-food items such as blankets and clothing. It also supports programs focused on psycho-social rehabilitation of refugees and the prevention of gender-based violence.<sup>3</sup>

Since the conflict in Syria began in March 2011, it has reportedly wounded an unknown number of civilians and

### Estimated Numbers at a Glance (As of September 16, 2013)

Syria's total population:

**21.4 million**

Number in need of humanitarian assistance:

**6.8 million**

Number of children in need:

**3.1 million**

Number of Internally Displaced Persons (IDPs) within Syria:

**4.25 million to 5 million**

Number of refugees fleeing Syria and seeking protection in neighboring countries and North Africa:

**2 million**

**Source:** Inter-Agency Regional Response for Syrian Refugees, September 2013  
United Nations Office for the Coordination of Humanitarian Affairs; "Number of Syrian Refugees Tops 2 Million Mark with More on the Way," 3 September 2013, U.N. High Commissioner for Refugees.

<sup>1</sup> For background on the Syria situation, see CRS Report RL33487, *Armed Conflict in Syria: Background and U.S. Response*, by Jeremy M. Sharp and Christopher M. Blanchard.

<sup>2</sup> CRS Report R43201, *Possible U.S. Intervention in Syria: Issues for Congress*, coordinated by Christopher M. Blanchard and Jeremy M. Sharp. See also CRS Report R42848, *Syria's Chemical Weapons: Issues for Congress*, coordinated by Mary Beth D. Nikitin.

<sup>3</sup> The very nature of humanitarian emergencies—the need to respond quickly in order to save lives and provide relief—has resulted in a broad definition of humanitarian assistance, on both a policy and operational level. While humanitarian assistance is assumed to address urgent food, shelter, and medical needs, the agencies within the U.S. government providing this support expand or contract the definition in response to circumstances.

claimed tens of thousands of lives. Some estimate the death toll to be as many as 100,000 and others say it is likely much higher.<sup>4</sup> It has also displaced millions inside Syria and across borders into neighboring countries.

In addition, allegations by human rights groups of serious human rights violations have emerged over the past two years and increased in recent months. Observers claim that hundreds of detainees and political prisoners have died under torture. The U.N. Independent International Commission of Inquiry on the Syrian Arab Republic pointed to the “reckless manner in which parties to the conflict conduct hostilities” as a main cause of the civilian casualties and displacement.<sup>5</sup> The International Committee of the Red Cross (ICRC) has repeatedly urged all sides to fully comply with international humanitarian law. On August 2, 2013, Valerie Amos, U.N. Under Secretary General for Humanitarian Affairs and Emergency Relief Coordinator, U.N. Office for the Coordination of Humanitarian Assistance (UNOCHA), publicly called for all parties to end the violence, allow access for aid organizations, and “respect their obligations under international human rights and humanitarian law.”<sup>6</sup> The United States and many other countries have increasingly recognized the human rights crisis, which not only exacerbates the humanitarian situation, but raises the prospect that atrocities reaching the level of crimes against humanity and war crimes by armed groups may have been committed, including the use of chemical weapons that killed (by some reports) as many as 1,400 civilians on August 21. Outside Syria, humanitarian workers have observed a sharp rise in gender-based crimes, including rape and sexual violence, as well as exploitation and discrimination in refugee camps and informal settlements.

The short-to-medium-term outlook for the resolution of the conflict in Syria and impact on its neighbors is not positive. The United States and other third parties face a number of difficult policy choices with limited potential to decisively shape the overall outcome. These issues are addressed in other CRS reports. As the international community deliberates over what action it can or should take on the crisis, a massive humanitarian operation is under way in parts of Syria and in neighboring countries.

## Evolving Humanitarian Situation

The humanitarian situation in Syria and in neighboring countries is dire. As conditions inside Syria continue to deteriorate, UNOCHA estimates that, as of September 2013, of an overall

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<sup>4</sup> On January 2, 2013, the U.N. Human Rights Office reported individuals killed in Syria between March 15, 2011, and November 30, 2012, numbered 60,000. The figure did not distinguish between combatants and non-combatants. Navi Pillay, the U.N. Human Rights Commissioner, stressed the analysis was a work in progress. See <http://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=12912&LangID=E>. Seven independent groups reportedly contributed to the data analysis, which caused some to question the integrity of the results. The United Nations and others have since cited the 60,000 number as a base figure and added to it over time; for example, subsequent figures cited are 80,000 and then in July 2013, 100,000. An updated study conducted by data specialists on behalf of the Office of the U.N. High Commissioner for Human Rights reported 92,901 documented cases of individuals killed in Syria between March 2011 and the end of April 2013. It remains unclear how many of these casualties are civilian. See “Updated Statistical Analysis of Documentation of Killings in the Syrian Arab Republic,” Commissioned by the Office of the U.N. High Commissioner for Human Rights, Human Rights Data Analysis Group, June 13, 2013.

<sup>5</sup> Report of Commission of Inquiry on Syria A/HRC/22/59, February 5, 2013.

<sup>6</sup> U.N. Office for the Coordination of Humanitarian Affairs, “Humanitarian Bulletin: Syria,” Issue 31, 30 July – 12 August, 2013.

population of just fewer than 21.4 million, at least one-third (6.8 million people) are in need of humanitarian assistance, including between 4.2 million and 5 million displaced inside Syria.<sup>7</sup> On September 3, UNHCR announced that the number of Syrians that have been displaced as refugees, primarily to countries in the immediate surrounding region, exceeded 2 million.

## **Situation in Syria**

Fighting and violence, population displacement, lack of basic public services, and economic collapse drive the humanitarian crisis. The conflict has brought out social, political, and sectarian tensions among Syrians in general amid concerns for minority groups in particular. The destruction of housing and infrastructure (hospitals, schools) combined with economic collapse has affected most Syrians. Food, water, sanitation, medical assistance, shelter, and essential non-food items are critically needed, particularly in areas that have seen intense fighting.

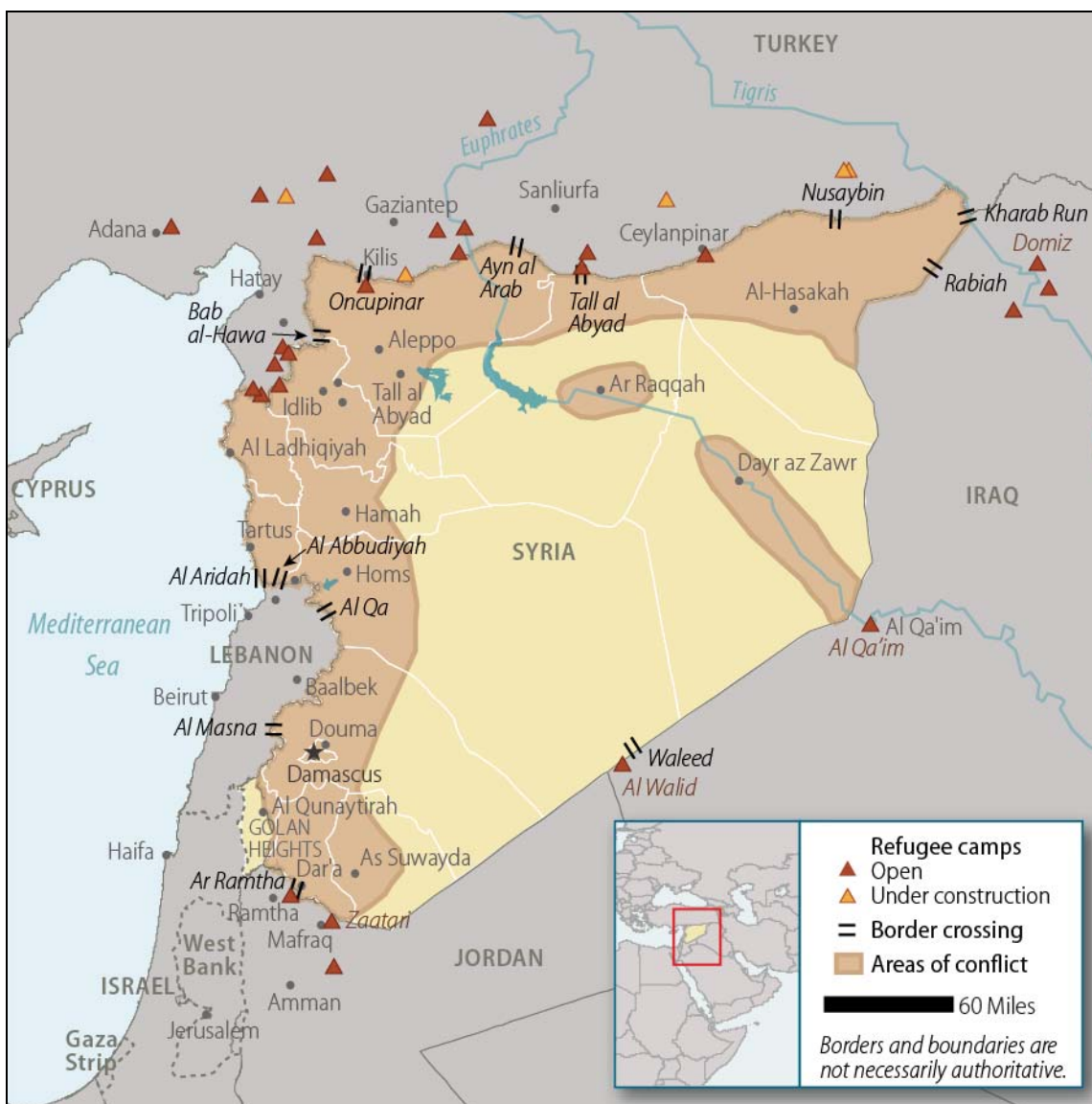
The number of Internally Displaced Persons (IDPs)—estimated between 4.2 million and 5 million—is very fluid. Many Syrians, some of whom have been displaced multiple times, leave their homes to escape violence and then return when conflict in their area decreases. It is not clear how many IDPs are affected by repeat displacements, nor if, or how often, they are included in IDP counts. Many IDPs stay in unofficial shelters, unfinished buildings, makeshift accommodations, and unofficial camps. IDPs are predominantly women, children, and the elderly. The numbers of IDPs are highest in the governorates of Aleppo and Rural Damascus. (See map.)

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<sup>7</sup> U.N. Office for the Coordination of Humanitarian Affairs, “Humanitarian Bulletin: Syria,” Issue 31, 30 July – 12 August, 2013.



**Figure I. Map of Syria: Areas of Conflict and Refugee Camps**



**Source:** Created by CRS based on the map of the U.S. Department of State, Humanitarian Information Unit, *Syria: Numbers and Locations of Refugees and IDPs*, May 1, 2013.

Syria also hosts refugees from elsewhere, and these populations have been vulnerable to the conflict. Of the estimated 530,000 Palestinian refugees living in Syria, approximately 420,000 require humanitarian assistance, of which 235,000—nearly half of the original number of Palestinian refugees hosted by Syria—have been internally displaced. In addition, more than 92,000 Palestinian refugees have approached the U.N. Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) in Lebanon and 8,833 have registered with UNRWA in Jordan. Reportedly, Palestinian refugees in Syria are disproportionately and increasingly vulnerable. Many are living in areas that have seen intense fighting; they have nowhere to go within Syria and external flight options are limited. There have been reports of some Palestinian refugees finding their way to Gaza, Egypt, and Turkey, and in smaller numbers to Malaysia, Thailand, and Indonesia.

Syria also hosts approximately 68,000 registered refugees who originate mainly from Iraq, Afghanistan, Somalia, and Sudan. Other vulnerable populations include third country nationals and vulnerable migrants. At this point it is not known how many of the refugee and vulnerable populations have been displaced. Moreover, these numbers do not account for populations who may have been living in Syria, but were not registered as refugees. For example, it is thought that 1 million or more Iraqis fled to Syria from Iraq between 2003 and 2006; current estimates suggest this number is now approximately 500,000, of which about 10% are registered with UNHCR.

## **Situation in Neighboring Countries**

The threat of a fragmented Syria and difficult challenges for neighboring countries hosting refugees have created a fragile security and political environment. As of September 3, 2013, more than 2 million Syrians have been forced to flee the violence and conflict with 97% seeking refuge in countries in the immediate surrounding region, primarily Lebanon, Jordan, Turkey, Iraq, Egypt, and in other parts of North Africa. The number of registered refugees (or those awaiting registration) has increased dramatically in the last four months.<sup>8</sup> Many observers are predicting a further spike in the number of displaced persons. Broadly, UNHCR estimates that since January 2013 there has been an average of roughly 200,000 new refugees every month, mostly seeking refuge in neighboring countries and North Africa. Experts recognize that this number is likely much higher as some Syrians have not registered, presumably from fear, pride, or other reasons, and have chosen instead to blend in with the local population, living in rented accommodations and makeshift shelters, particularly in towns and cities.

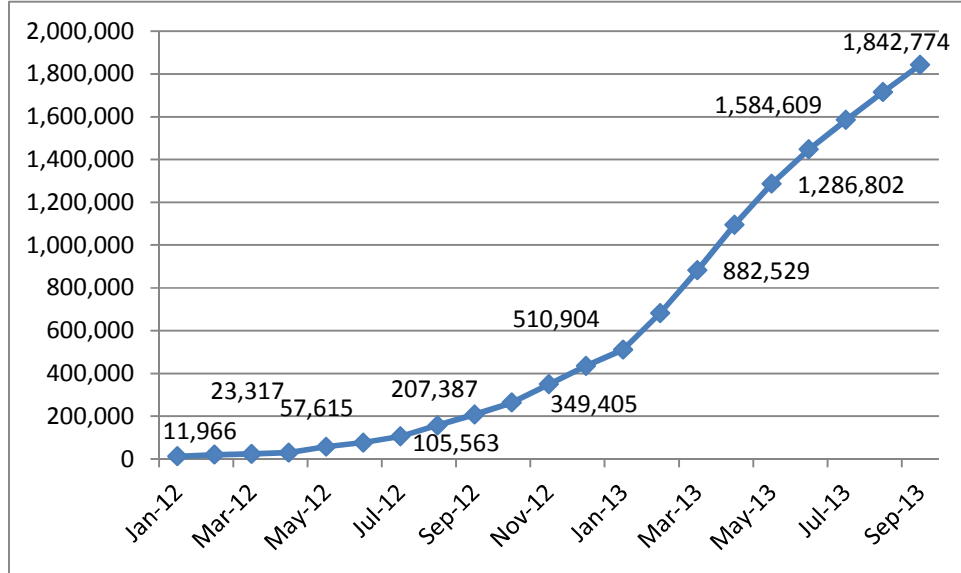
The added economic, energy, and natural resource pressures of large Syrian refugee populations weigh heavily on neighboring countries, particularly in Lebanon, Jordan, and Turkey. Palestinian refugees from Syria also complicate the underlying political dynamics of Lebanon and Jordan, where large Palestinian refugee populations already reside. The governments of countries hosting refugees have concerns about the potential political implications of allowing displaced populations to remain, especially for a protracted period of time.

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<sup>8</sup> Registration of refugees is a key step to ensure individuals have access to services and assistance. With the large number of refugees seeking assistance in neighboring countries, the U.N. High Commissioner for Refugees (UNHCR) cannot immediately register all those who seek asylum. Those who approach UNHCR and cannot be registered are given appointments and are considered to be “awaiting registration.” Only the more vulnerable individuals receive assistance while waiting to be registered. UNHCR is trying to increase registration capacity and reduce waiting periods in countries hosting Syrian refugees.

**Figure 2. Number of Syrian Refugees Registered with the United Nations High Commissioner for Refugees (UNHCR) in Egypt, Iraq, Jordan, Lebanon, Turkey, and Northern Africa**

(An additional 187,416 persons are awaiting registration as of September 11, 2013.)



**Source:** Compiled by CRS from information provided by the United Nations High Commissioner for Refugees at its Inter-agency Information sharing Portal on the Syria Regional Refugee Response at <http://data.unhcr.org/syrianrefugees/regional.php>.

**Notes:** All figures are taken from the 15<sup>th</sup> day of each month, except the last number, which was taken on September 11, 2013.

The types of assistance and shelter options available to refugees vary in the countries that are hosting refugees. In Turkey, Jordan, and Iraq, there are 24 refugee camps and new camps are under construction. In camps, assistance is provided by host governments and the international community, and there are concerns about overcrowding and the risk of disease. The U.N. Office for the Coordination of Humanitarian Assistance (UNOCHA) estimates that the majority of Syrian refugees (perhaps as many as 77%) are living outside camps in mostly urban settings. The biggest challenge is shelter. The refugees outside of camps face high rental rates, overcrowding, and competition for space in addition to other living expenses and limited, if any, work opportunities. Preparing for the onset of winter is increasingly a critical priority. Some country-specific issues are addressed in the “Refugees in Neighboring Countries” text box.

**Refugees in Neighboring Countries**

(Profiles as of September 2013)

**Lebanon.** Syrian refugees are living with host communities and in settlements, but not in camps. Those who are registered (and those awaiting registration) are receiving protection and assistance from the United Nations, NGOs, and the Lebanese government. The number of Syrians in Lebanon is thought to be higher than the refugee numbers suggest, as many have not registered. The government of Lebanon estimates that it may be hosting 1 million or more Syrians. The security situation in Tripoli and northern/eastern border villages remains insecure and is impeding humanitarian access and provision of services. An increasing number of refugees are scattered in tented settlements in eastern Lebanon.

**Turkey.** Turkey is hosting refugees in 20 government-run refugee camps across 10 provinces. The Turkish government has registered an estimated 200,000 Syrians living outside camps in urban areas. Admission of new arrivals is being approved as space becomes available and as new camps open. A small number of Syrians have voluntarily returned from Turkey to Syria.

**Jordan.** Some Syrians are in camps, the largest of which is Za'atri camp, but approximately 70% live with host communities. Although there are more than 450,000 registered Syrian refugees, the government of Jordan estimates that the numbers are much higher. Daily refugee arrivals continue, but the number being registered has decreased from 2,500 daily. The government of Jordan estimates another 500 to 700 Syrians cross the border illegally each day. The United Arab Emirates (UAE)-funded camp is being run by the United Arab Red Crescent Society. A camp at Azraq is under construction and expected to be completed this month.

**Iraq.** Syrian refugee camps are established in Al Qa'im and Domiz. Ninety five percent of the Syrian refugees registered in Iraq are located in the Iraqi Kurdistan Region (IKR). Roughly half of Syrian refugees are living with host communities. As of mid-September 2013, the Al Qa'im border remains closed except for family unification and Syrians in need of medical attention; other border crossing points have opened at different points, leading to fluctuations in the number of Syrians entering the IKR. Ground preparations for a new camp in Erbil Governorate are underway and the office of the governor of Dohuk made a proposal to open a new camp in the eastern part of the governorate to ease crowding at Domiz camp.

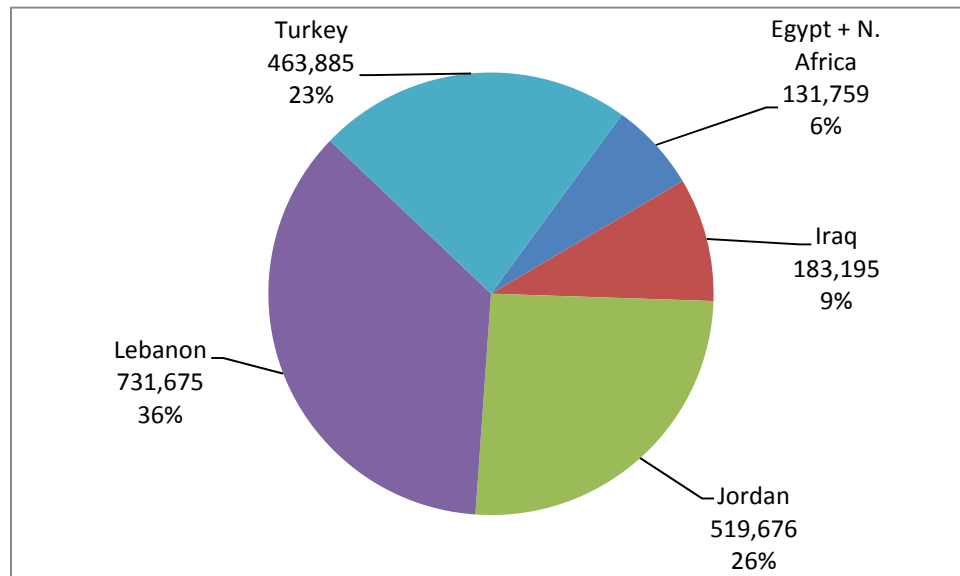
**North Africa and Egypt.** The government of Egypt had earlier granted refugees visa-free entry into the country as well as access to schools and hospitals under a six-month residency, although Palestinian refugees were denied the ability to register in Egypt. A month-long state of emergency has now been declared. The number of Syrians who have approached UNHCR for registration has increased and exceeds the planning figure projected for December 2013. UNHCR is developing a contingency plan with partners to respond to the evolving situation. UNHCR has registered refugees in **Libya** and provided them with relief items. A small number of refugees have also been registered in **Morocco** and **Algeria**. The total number of refugees and those awaiting registration in North Africa and Egypt has steadily increased.

**Europe.** An estimated 33,000 Syrians have fled to European countries. Some countries have agreed to provide temporary or permanent resettlement options to Syrian refugees.

Jordan, Lebanon, and Turkey host the vast majority of the displaced populations outside Syria. (See **Figure 2**.) The United States and the international community have recognized the contribution of those countries hosting refugees and supported their efforts, while encouraging them to keep their borders open to those fleeing conflict in Syria. In recent weeks, the number of refugees crossing into neighboring countries has decreased at some border points because refugee-hosting countries have taken steps to restrict the flow, causing those fleeing Syria to be stranded inside its border areas.

### Figure 3. Distribution of Refugees, by Country

(Refugees registered or awaiting registration with the United Nations High Commissioner for Refugees, as of September 11, 2013)



**Source:** Syria Regional Refugee Response, United Nations High Commissioner for Refugees, <http://data.unhcr.org/syrianrefugees/regional.php>.

**Notes:** North Africa countries include Morocco, Algeria, and Libya.

## U.S. Policy

The Obama Administration has consistently supported providing humanitarian assistance to all civilians affected by the conflict in Syria. It is working closely with neighboring countries, other governments, the United Nations, and humanitarian partners in its response to the crisis. Congress has also demonstrated sustained interest and bipartisan support for a robust U.S. humanitarian response, although Members may be divided over other dimensions of U.S. policy.<sup>9</sup>

U.S. humanitarian priorities in Syria include

- providing as much humanitarian assistance as possible through partners and multilateral mechanisms;
- supporting protection activities for vulnerable populations;
- helping to develop a strong multilateral response to support countries hosting refugees;
- encouraging donor pledges and contributions; and

<sup>9</sup> For example, several bills in the 113<sup>th</sup> Congress include provisions that address humanitarian issues, such as H.R. 1327, the Free Syria Act of 2013; S. 617, the Syria Democratic Transition Act of 2013, and S. 960, Syria Transition Support Act of 2013; and hearings, including one held by the Senate Committee on Foreign Relations, “Syria’s Humanitarian Crisis,” March 19, 2013, and another held by the U.S. Helsinki Commission, “Fleeing to Live: Syrian Refugees in the OSCE Region,” June 13, 2013.

- building capacity within Syria and among its neighbors for immediate assistance, contingency planning, and the possibility of a protracted crisis.

The Bureau for Democracy, Conflict, and Humanitarian Assistance (DCHA) of the U.S. Agency for International Development (USAID) and the State Department’s Bureau of Population, Refugees, and Migration (PRM) coordinate U.S. humanitarian assistance for Syria.

## U.S. Funding and Allocation

In FY2012 and as of September 13, 2013, the United States has allocated more than \$1 billion for humanitarian activities both inside Syria and in neighboring countries. This includes \$24.6 million in emergency food assistance announced on April 20, 2013, \$100 million in additional humanitarian support announced on May 8, \$300 million in life-saving assistance announced on June 17, and \$195 million announced on August 7. The U.S. contribution has been allocated in response to two separate U.N. humanitarian appeals, as well as supporting other projects using existing funding from global humanitarian accounts and some reprogrammed funding.<sup>10</sup>

**Table 1. U.S. Humanitarian Assistance to the Syria Complex Emergency**  
For Needs in Syria and Neighboring Countries (as of September 12, 2013)

U.S. Agency	Amount
USAID/Office of Foreign Disaster Assistance (OFDA)	\$208,811,613
USAID/Food For Peace (FFP)	\$312,783,482
State Department/Bureau of Population, Refugees and Migration (PRM)	\$488,759,100
<b>Total</b>	<b>\$1,010,354,195</b>

**Source:** USAID, “Syria – Complex Emergency” Fact Sheet #23, Fiscal Year (FY) 2013, September 12, 2013.

**Notes:** Global humanitarian accounts include International Disaster Assistance (IDA), Migration and Refugee Assistance (MRA), Emergency Refugee and Migration Assistance (ERMA) and emergency food assistance, Food for Peace (FFP).

See **Appendix A** for a selected list of implementing partners receiving U.S. funding in FY2013.

On April 5, 2013, the State Department notified Congress of its intent to reprogram \$220 million originally appropriated to the FY2012 Pakistan Counterinsurgency Capability Funds to the humanitarian crisis in Syria. This would include \$120 million for the International Disaster Assistance (IDA) account and \$100 million for the Migration Refugee Assistance (MRA) account.<sup>11</sup>

U.S. assistance is distributed based on need throughout all 14 governorates of Syria. The United States is working through a number of channels to provide this assistance, including U.N. entities,

<sup>10</sup> The appeals process brings aid organizations together to coordinate a response and appeal for funds through a collaborative plan. The two U.N. appeals, the Syria Humanitarian Assistance Response Plan and the Regional Response Plan, are described in the next section, “U.N. and International Humanitarian Efforts.”

<sup>11</sup> According to the State Department, as of mid-April 2013, there has only been one account transfer to address humanitarian needs. CN 13-076 notified Congress of the State Department’s intent to transfer the \$220 million.

non-governmental organizations (NGOs), community-based partners, and the Syrian Opposition Coalition's Assistance Coordination Unit. In addition, the United States works with host countries in the region that support the influx of Syrian refugees. The distribution of its humanitarian assistance is listed in the tables below.

**Table 2. 2013 International and U.S. Funding, by Destination Country**

(As of September 11, 2013)

Destination Country	2013 Funding from All Donors, as of September 11, 2013		2013 Funding from the United States, as of September 11, 2013		2013 Funding from the United States as a Percentage of Total Funding
	2013 Contributed/Committed <sup>a</sup>	2013 Pledged <sup>b</sup>	2013 Contributed/Committed	2013 Pledged	
Egypt	\$16,360,787	0	\$7,400,000	0	45%
Iraq	\$92,133,633	0	\$35,260,000	0	38%
Jordan	\$531,261,610	0	\$102,000,155	0	19%
Lebanon	\$542,010,067	0	\$113,900,000	0	21%
Region	\$799,676,384	\$1,018,019,699	\$125,881,800	0	16%
Syrian Arab Republic	\$984,532,826	\$4,041,603	\$394,829,389	\$3,000,000	40%
Turkey	\$119,543,734	0	\$38,893,000	0	33%
<b>TOTAL</b>	<b>\$3,085,519,041</b>	<b>\$1,022,061,302</b>	<b>\$818,164,344</b>	<b>\$3,000,000</b>	<b>27%</b>

**Source:** Compiled by CRS from information provided by the Financial Tracking Service of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) at <http://fts.unocha.org/pageloader.aspx?page=home>.

- a. Contribution: the actual payment of funds or transfer of in-kind goods from the donor to the recipient. Commitment: a legal, contractual obligation between the donor and recipient entity, specifying the amount to be contributed.
- b. Pledge: a non-binding announcement of an intended contribution or allocation by the donor.

**Table 3. 2012 International and U.S. Funding, by Destination Country**

Destination Countries	2012 Funding from All Donors		2012 Funding from the United States		2012 Funding from the United States as a Percentage of Total Funding
	2012 Contributed/Committed <sup>a</sup>	2012 Pledged <sup>b</sup>	2012 Contributed/Committed	2012 Pledged	
Egypt	\$577,461	0	0	0	0%
Iraq	\$13,747,124	0	\$2,820,503	0	21%
Jordan	\$217,168,068	0	\$20,435,974	0	9%
Lebanon	\$122,651,848	0	\$18,124,211	0	15%
Region	\$140,400,582	\$98,908,318	\$16,767,717	0	12%
Syrian Arab Republic	\$383,296,751	\$2,817,947	\$115,034,564	0	30%
Turkey	\$68,902,082	0	\$16,219,312	0	24%
<b>TOTAL</b>	<b>\$946,743,916</b>	<b>\$101,726,265</b>	<b>\$189,402,281</b>	<b>0</b>	<b>20%</b>

**Source:** Compiled by CRS from information provided by the Financial Tracking Service of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) at <http://fts.unocha.org/pageloader.aspx?page=home>.



- a. **Contribution:** the actual payment of funds or transfer of in-kind goods from the donor to the recipient. **Commitment:** a legal, contractual obligation between the donor and recipient entity, specifying the amount to be contributed.
- b. **Pledge:** a non-binding announcement of an intended contribution or allocation by the donor. Funding for Future Humanitarian Assistance in Syria.

## **Funding for Future Humanitarian Assistance in Syria**

The Obama Administration has not elaborated on how it plans to meet future Syria-related needs for the remainder of FY2013. The Administration could continue to draw down global humanitarian accounts, such as MRA or IDA, and if necessary request a supplemental appropriation to replenish them, or use Emergency Refugee and Migration Assistance (ERMA) funds. Possible options could also include reprogramming funds from the Overseas Contingency Operations (OCO) account.<sup>12</sup>

The Administration's FY2014 budget request total for global humanitarian accounts, including two State Department accounts (MRA and ERMA) and USAID's IDA account, overall proposes almost 9% less funding for global humanitarian activities compared to FY2012 enacted levels due in part to food aid reform measures. However, the proposed increase in FY2014 ERMA funds shows an allocation of \$200 million for the humanitarian response to Syria.

The sharp increase in needs of Syrians affected by the conflict may lead Congress to decide to authorize and appropriate humanitarian assistance specifically for Syria. Members may also consider future funding requests from the Administration, including a potential supplemental request, if the situation worsens or persists. It remains to be seen how needs related to the Syria crisis are to be balanced with other humanitarian priorities worldwide, particularly if a major disaster or crisis occurs.

## **Branding**

Many Members of Congress have demonstrated an interest in the labeling or "branding" of U.S. humanitarian aid delivered to Syria so that recipients are aware of its American origins. This issue is complicated in the Syria context. Very little U.S. assistance is currently being branded. The U.S. government is trying to balance the desire to maintain visibility as a contributor of humanitarian assistance with concerns for the security of aid recipients and implementing partners who could become possible targets of attacks. Finding appropriate ways for the United States to leverage its political objectives without politicizing humanitarian aid remains a significant challenge. There has been some debate about whether the United States is receiving adequate political benefit from its humanitarian assistance efforts. Anecdotal evidence from field reports and implementing partners suggests that many Syrians who may be receiving U.S. assistance remain unaware of its origins, or assume it is from a foreign government other than the United States.

In response, some Members of Congress and observers have argued that the United States should begin to more aggressively brand U.S. aid to enhance local perceptions that the people of the

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<sup>12</sup> Funding for OCO supports "extraordinary, but temporary, costs of the Department of State and USAID in Iraq, Afghanistan, and Pakistan. See Executive Budget Summary, Function 150 & Other International Programs, Fiscal Year 2014, and p. 97.



United States stand in solidarity with Syrians.<sup>13</sup> Humanitarian groups argue that objectives such as winning hearts and minds potentially compromise the neutrality of humanitarian assistance in general. In the context of Syria, experts contend that if a U.S.-funded clinic were to be targeted for its U.S. affiliation, it could jeopardize much broader humanitarian efforts there. Moreover, it is unclear whether raising awareness of U.S. humanitarian assistance would do much to change perceptions, as Syrians who support the opposition want weapons and other kinds of military help. The Administration is reportedly looking into ways of branding U.S. aid that do not jeopardize the safety of those on the ground.

## U.N. and International Humanitarian Efforts

International efforts to address the humanitarian situation in Syria range from global U.N. appeals to on-the-ground food aid to communities and assistance in camps and settlements. The following sections describe these and other activities in more detail.

### International Response Framework

International humanitarian agencies and governments continue to work in Syria and in countries in the region to provide and coordinate assistance to the civilian populations. UNOCHA leads the humanitarian effort within Syria and has established relief sectors—or “clusters”—where possible. UNHCR leads efforts to provide assistance to Syrian refugees in neighboring countries, including non-food items such as shelter, clothing, fuel, cash assistance, and other essential items, as well as assistance to host communities that are supporting refugees.

In Syria, humanitarian access is constrained by a number of factors, including insecurity and conflict, lack of transportation, and limited availability of fuel. The Syrian regime significantly restricts the ability of humanitarian organizations to operate by imposing bureaucratic and administrative obstacles, such as visa restrictions for U.N. staff, international organizations, and NGOs, and limiting the number of humanitarian partnerships. While the Syrian government has permitted some aid deliveries across conflict lines (“cross-line”) from Damascus to opposition-held areas using interagency humanitarian convoys, numerous checkpoints are in place en route. Cross-border access to deliver humanitarian assistance from neighboring countries to opposition areas requires the agreement and cooperation of the Syrian authorities, which has so far not been forthcoming.

A number of independent aid agencies are reportedly using a two-track system for aid delivery into Syria. One is through official channels in Damascus, the other through cross-border mechanisms, such as trucking aid through Jordan and Turkey. U.N. agencies are not allowed to work across borders without Syria’s consent, unless authorized by the U.N. Security Council. Speaking before the Security Council on April 18, 2013, Valerie Amos, U.N. Under Secretary General for Humanitarian Affairs and Emergency Relief Coordinator, urged the Council to grant aid agencies cross-border access without the Syrian government’s permission. Experts recognize

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<sup>13</sup> See USAID, “Syria—Complex Emergency,” Fact Sheet #10 FY2013, February 28, 2013. Sly, Liz, “U.S. Feeds Syrians, But Discreetly: Humanitarian Aid Operation Shrouded in Secrecy to Protect Recipients and Delivery Staff,” *Washington Post*, April 15, 2013, p. 1.

that providing humanitarian assistance within Syria may help to stem the tide of refugees seeking assistance across borders.

In Syria, the United Nations and its partners have identified activities in different sectors that reflect the key priorities. Relief sectors include food security; community services and protection; health; food; water and sanitation; and shelter and non-food items. (For examples of humanitarian activities, see **Appendix B**.)

Organizations operating in-country include the Syrian Arab Red Crescent (SARC), a key Syrian implementing partner with more than 10,000 volunteers.<sup>14</sup> The International Committee of the Red Cross (ICRC), while maintaining its independence as a separate international organization, works with the SARC throughout the country. A number of other organizations are also working on the humanitarian response. These include 10 U.N. agencies, plus the U.N. Department of Safety and Security (UNDSS), the International Organization for Migration (IOM), and 12 international NGOs that have been authorized by the government of Syria to work with SARC. In addition, a handful of other international NGOs have agreements with relevant Syrian ministries. In January 2013, the government of Syria authorized 110 national NGOs to provide humanitarian assistance in partnership with the United Nations. With no explanation, the government later reduced this list to about 29 NGOs. U.N. agencies have set up or are in the process of setting up hubs in several locations throughout the country.

The U.N. Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) is also actively responding to the needs of Palestinian refugees affected by the conflict in Syria and those who have fled to other areas within UNRWA's mandate, particularly Jordan and Lebanon. For examples of humanitarian partners working in Syria and neighboring countries, see **Appendix C**.

## U.N. Appeals and Other Donor Funding

Donor funding is usually provided in response to a crisis in the form of financial contributions or relief supplies.<sup>15</sup> The Consolidated Appeal Process (CAP), administered through UNOCHA, brings aid organizations together to coordinate a response to major humanitarian crises and disasters and appeal for funds through a collaborative plan. Funding provided for the Syria humanitarian crisis is in part through two separate U.N. CAP appeals: the Syrian Humanitarian Assistance Response Plan (SHARP) and the Regional Refugee Response Plan (RRP). Contributions to the crisis have also been made outside of the U.N. appeals process.

The SHARP and RRP appeals have been revised several times as the Syria crisis has evolved and humanitarian needs have increased. The December 18, 2012, version of the appeals was the fourth revision and covered the period January to June 2013. The fifth revision of the appeals, covering all of 2013, was launched on June 7, 2013. Together the SHARP and RRP appeals total

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<sup>14</sup> The International Red Cross and Red Crescent Movement is a humanitarian network that provides protection and assistance to people affected by conflict and disasters. The Movement is not a single organization. It has three main components, all of which are guided by seven fundamental principles, including impartiality and neutrality: The International Committee of the Red Cross (ICRC), the International Federation of Red Cross and Red Crescent Societies (IFRC), and 188 individual national Red Cross and Red Crescent Societies, of which SARC is one.

<sup>15</sup> Funding numbers are fluid and subject to change. A full accounting is typically not possible for any crisis. This may be for a variety of reasons: some assistance is not reported to governments and coordinating agencies; there may be delays in recording; and in-kind contributions can be difficult to value (this is typically left to the donor country or organization and can lead to differing standards and lack of consistency across sectors).

almost \$4.4 billion (nearly three times the amount of the December 2012 half-year appeals). In addition, the governments of Lebanon and Jordan seek \$449 million and \$380 million, respectively, to provide assistance to refugees in their countries. The combined total is \$5 billion, making it the largest appeal in the history of the United Nations.

Funding commitments made during the first half of 2013 have been incorporated into the revised appeals. As of September 13, 2013, taken together the appeals are less than 47% funded. See **Appendix D** for a list of the top 25 donors to the Syria crisis in 2012 and 2013.

## Syria Humanitarian Assistance Response Plan

The Syria Humanitarian Assistance Response Plan (SHARP), which includes U.N. entities and humanitarian partners, is a U.N. appeal seeking \$1.4 billion for projects inside Syria from January 1 to December 31, 2013.<sup>16</sup> Forty-seven percent of the required funds have been received as of mid-September. The plan addresses the needs of Syrians affected by conflict inside Syria. Its priorities include providing relief supplies such as food, healthcare, and water to the most vulnerable; assisting people who have fled their homes and the communities hosting them; and supporting reconstruction of critical infrastructure, including hospitals. The latest revision outlines strategic objectives and builds on findings from sectoral assessments conducted during the first half of 2013.

**Table 4. 2013 Requirements and Funding Received for the Syria Humanitarian Assistance Response Plan (SHARP)**

Syria Humanitarian Assistance Response Plan (SHARP): January-December 2013				
Original Requirements	Revised Requirements	Funding Received <sup>a</sup>	Unmet Requirements	% Funded
\$519,627,047	\$1,409,812,466	\$659,060,548	\$750,751,918	47%

**Source:** Compiled by CRS using information provided by the Financial Tracking Service.

a. Contributions and commitments received as of September 11, 2013.

## Regional Refugee Response Plan

A second U.N. appeal seeks nearly \$3 billion for a Regional Refugee Response Plan (RRP) to cover the protection and assistance needs of up to 3.4 million Syrian refugees in the region and covers the period from January 1 to December 31, 2013.<sup>17</sup> As of mid-September 2013, approximately 42% of the funds for the latest RRP have been received. The current plan brings together the coordinated efforts of over 84 international and national organizations with UNHCR continuing to lead the overall response.<sup>18</sup> The main priorities for the RRP include protection, life-saving assistance, access to basic services, durable solutions (such as resettlement), and community outreach to refugees residing in urban areas and support to host communities.

<sup>16</sup>The SHARP appeal for the first half of 2013 was for \$519.6 million.

<sup>17</sup> The RRP appeal for the first half of 2013 was for \$1.1 billion. The revised RRP also aims to assist 1.75 million host country nationals and 100,000 Palestinian refugees.

<sup>18</sup> Palestinian Refugees are mostly covered under support provided through UNRWA.

**Table 5. 2013 Requirements and Funding for the Syria Regional Refugee Response Plan (RRP)**

Syria Regional Refugee Response Plan (RRP): January-December 2013				
Original Requirements	Revised Requirements	Funding Received <sup>a</sup>	Unmet Requirements	% Funded
\$1,044,112,554	\$2,981,640,112	\$1,250,553,556	\$1,731,086,556	42%

**Source:** Compiled by CRS using information provided by the Financial Tracking Service.

a. Contributions and commitments received as of September 11, 2013.

### Contributions Outside the U.N. Appeals

Additional bilateral and other contributions and pledges are also made outside of the U.N. appeals through direct bilateral assistance to governments, international organizations, and NGOs. Some analysts claim that a lack of transparency about these contributions makes it difficult to know what is being funded, where aid may be duplicated, and whether it is being distributed equitably among groups of different ethnic, religious, or political affiliations.

**Table 6. 2013 Total Requirements and Funding Received for Syrian Crisis**

2013 Total Funding to Appeals (SHARP and RRP) and Projects Outside the Appeals						
Original Requirements for Appeals	Revised Requirements for Appeals	Funding Received by Appeals Agencies <sup>a</sup>	Unmet Requirements for Appeals	% Appeals are Funded	Funding Received for Projects Outside the Appeals <sup>a</sup>	Total Funding to the Syrian Crisis 2013 (Appeals and Other Projects) <sup>a</sup>
\$1,563,739,601	\$4,391,452,578	\$1,909,614,104	\$2,481,838,474	43%	\$1,175,904,937	\$3,085,519,041

**Source:** Compiled by CRS using information provided by the Financial Tracking Service.

a. Contributions and commitments received as of September 11, 2013.

In addition, UNOCHA draws on several smaller humanitarian funding sources as follows:

### *Syria Emergency Response Fund*<sup>19</sup>

UNOCHA established the Emergency Response Fund (ERF) for Syria in mid-2012 to support the humanitarian response for the Syria crisis. It has provided support to local NGOs working in conflict areas in Syria that are difficult to reach. It has also provided funding for projects in Jordan, Lebanon, and Iraq. As of mid-September 2013, the Syria ERF has received contributions totaling nearly \$49.5 million and allocated \$32.7 million to 107 projects.<sup>20</sup>

<sup>19</sup> Emergency Response Funds (ERF), established in 20 countries since 1997, provide NGOs and U.N. agencies rapid and flexible funding to address gaps in humanitarian response through small grants.

<sup>20</sup> U.N. Office for the Coordination of Humanitarian Affairs, "Humanitarian Bulletin: Syria," Issue 33, 27 August-9 September 2013.

### *Central Emergency Response Fund (CERF)*

As an international, multilateral funding mechanism, the Central Emergency Response Fund (CERF) aims to focus on early intervention, timely response, and increased capacity and support to underfunded crises. CERF was launched as part of the U.N. reform process in 2006 to strengthen the U.N.'s capacity to respond more efficiently, effectively, and consistently to natural disasters and humanitarian emergencies. It is managed by the Emergency Relief Coordinator and head of UNOCHA. CERF has provided funds to a number of appealing agencies in Jordan, Lebanon, and Syria. As of mid-September 2013, with a new allocation of \$50 million, the CERF contribution totals more than \$81 million.<sup>21</sup>

### *Donor Conferences*

On January 30, 2013, donors pledged \$1.5 billion in humanitarian aid at the International Humanitarian Pledging Conference for Syria, hosted by Kuwait and chaired by U.N. Secretary-General Ban Ki-moon. A portion of the pledges made are helping to fund the SHARP and RRP (U.N. appeals) mentioned above for the humanitarian response in Syria and neighboring countries. Since then, donors have made other pledges. With the slow pace of funding of these appeals, concerns remain about whether many of the pledges will result in actual contributions. See **Appendix E** for a list of pledges not converted to commitments as of September 11, 2013.

On September 16, Sweden hosted a donor conference, organized by UNOCHA, between donors and U.N. representatives to discuss coordination of the humanitarian operation in Syria and its neighboring countries. The forum offered the opportunity to share information and to discuss how to manage the challenges of supplying humanitarian assistance to those affected by the crisis.

## Looking Ahead: Key Challenges

As Congress considers funding and legislation addressing the humanitarian situation in Syria, Members may want to take a number of challenges and policy issues into account:

- **Impeded international humanitarian response.** Despite the provision of substantial humanitarian assistance, insecurity within Syria and lack of cooperation by the Syrian government has hampered efforts by governments, U.N. entities, and humanitarian partners to access affected areas to provide humanitarian assistance to populations in need.
- **Funding Shortfalls.** Although the United Nations and governments, including the United States, have worked with both traditional and non-traditional donors to generate and increase contributions, the two U.N. appeals remain underfunded.
- **Willingness and cooperation of neighboring countries.** So far, Jordan, Lebanon, and Turkey have received the vast majority of refugees from Syria. The United States and the international community have recognized the contribution of neighboring countries and supported their efforts while simultaneously

<sup>21</sup> UNOCHA, "Emergency Relief Coordinator Allocates US\$50 Million from CERF for Critical Syria Aid Operations," September 13, 2013.

encouraging them to keep their borders open to those fleeing the conflict. Nevertheless, in the short term, the increasing numbers of refugees strain the infrastructure and capacity of these countries, and in the long term, they create concerns that the situation could become protracted with limited ongoing international support and attention.

- **Ongoing capacity by the international community to keep pace with humanitarian developments.** The urgent humanitarian needs coupled with the speed at which the situation is changing have many experts concerned that the international response capacity could be overwhelmed if the current pace and scope of conflict and displacement continues.

Amid these factors, Congress may also need to weigh the following:

- **Balancing priorities.** Finding the resources to sustain U.S. aid pledges may be difficult in light of domestic budget constraints. When humanitarian emergencies like the Syria situation require immediate emergency relief, the Administration may fund pledges by depleting most global humanitarian accounts. In order to respond to future humanitarian crises, however, these resources would need to be replenished. If not replenished, U.S. capacity to respond to other emergencies could be diminished.
- **Burdensharing.** Both Congress and the Administration have encouraged other countries to provide humanitarian assistance for the Syria situation and to turn pledges into actual commitments. It is not always evident whether figures listing donor amounts represent pledges of support or more specific obligations. Pledges made by governments do not always result in actual contributions, as demonstrated by the January 2013 donor conference in Kuwait. It also cannot be assumed that the funds committed to relief actually represent new contributions, since the money may have been previously allocated elsewhere. Moreover, it is not readily apparent how the actual costs of a humanitarian emergency might be shared among international donors. Comparing U.S. assistance and international aid can also be difficult because of the often dramatically different forms the assistance takes (relief items versus cash, for instance).

More broadly, political considerations play a role in the way humanitarian assistance is given and to whom. While the images of human suffering only reinforce the need to “do something,” humanitarian assistance carries some weight as an instrument of “neutral” intervention and is the most flexible policy tool that can be quickly brought to bear in a crisis. Sometimes humanitarian assistance is expanded beyond its immediate function to avert a crisis, to provide support to allies, and to maintain a presence in the region. How it is used and whether it becomes more of a strategic, policy tool depends upon the situation, what other governments are doing, and the degree to which the United States has further interest in the region.

Providing humanitarian assistance also raises questions about implications for future action. On the one hand, if the United States decides to reduce its humanitarian support to Syria, would this diminish U.S. standing among its allies or affect its interests in other ways? On the other hand, since the President has a great deal of flexibility over U.S. involvement, once commitment to a humanitarian effort is made, does this make the long-term U.S. participation in reconstruction and political solutions more likely? Regardless, the level and sources of U.S. humanitarian assistance will inevitably have an important impact not only on the Syrian relief operation itself, but on broader U.S. foreign policy goals.



## Appendix A. Selected Implementing Partners Receiving U.S. Funding, 2013

(through September 11, 2013)

Implementing Agency	U.S. Funding Received	Projects
United Nations High Commissioner for Refugees (UNHCR)	\$272,630,000	Providing protection, camp management, shelter and settlements, water, sanitation, and hygiene services, education, relief commodities, and non-food items to refugees and internally displaced persons in Syria, Jordan, Lebanon, Turkey, Egypt, and Iraq.
World Food Program (WFP)	\$206,550,155	Providing emergency food assistance to internally displaced persons (IDPs) in Syria and to refugees in Egypt, Jordan, Turkey, Lebanon, and Iraq.
United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA)	\$52,600,000	Throughout the region, providing shelter, food, relief commodities, health, protection, education, cash assistance, psychosocial support for children, and water, sanitation, and hygiene to Palestinian refugees who were living in Syria.
United Nations Children's Fund (UNICEF)	\$66,000,000	Maintaining or resuming primary, secondary, and vocational education in Syria; improving access to water, sanitation, and hygiene; protecting children; supporting primary health care services for children and mothers; providing assistance for refugee in all destination countries and for IDPs in Syria.
World Health Organization	\$14,400,000	Providing health services in Syria and Turkey.
United Nations Population Fund	\$3,888,900	In Turkey, providing gender-based violence prevention and response services, mental health services, capacity building, and protection. In Syria, providing reproductive health care in affected areas. In Lebanon, providing mental health services, capacity building, and protection.
International Organization for Migration (IOM)	\$3,000,000	Supplying relief commodities and border transport in Jordan and Iraq.
International Committee of the Red Cross (ICRC)	\$27,600,000	To provide health services, relief commodities, shelter, water, sanitation, and hygiene services, and capacity building throughout the region.
International Federation of Red Cross and Red Crescent Societies	\$3,500,000	To be used in Lebanon and Turkey to winterize refugee camps and to provide relief commodities.
Other U.N. Agencies, NGOs, and other recipients (details not yet provided)	\$167,995,289	Providing mental health and psychosocial support services, reproductive health services, livelihood support, capacity building, gender-based violence services, shelter and settlements, case management, humanitarian aid for refugees and internally displaced persons, relief commodities, protection, water, sanitation, and hygiene services, and food assistance throughout the region.

**Source:** Compiled by CRS from information provided by the Financial Tracking Service of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) at <http://fts.unocha.org/pageloader.aspx?page=home>.

## Appendix B. Selected Humanitarian Projects in Syria and the Region

**Table B-1. Agencies Implementing Projects within the Syria Humanitarian Assistance Response Plan (SHARP), the Regional Refugee Response Plan (RRP), and Projects Outside the Appeals**

Appealing Agency/Organization	2013 Contributions/Commitments, as of September 11, 2013	2012 Contributions/Commitments
<b>United Nations High Commissioner for Refugees (UNHCR)</b>	<b>\$655,912,312</b>	<b>\$199,833,339</b>
In Syria and the region, UNHCR provides shelter and basic non-food items, protection in camps and settlements, education services, and water, sanitation, and hygiene services. UNHCR is also meeting the urgent basic needs of flood-affected refugees in Za'atri camp in Jordan.		
<b>World Food Program (WFP)</b>	<b>\$497,250,779</b>	<b>\$164,972,664</b>
Within Syria and the refugee destination countries, the WFP provides emergency food assistance; logistics and telecommunications coordination to support humanitarian operations; security for humanitarian organizations; and armored vehicles for WFP personnel.		
<b>United Nations Children's Fund (UNICEF)</b>	<b>\$288,814,779</b>	<b>\$90,026,772</b>
UNICEF projects include humanitarian response activities in Jordan, Lebanon, Turkey, and Iraq, including the provision of Water, Sanitation, and Hygiene services (WASH) in refugee communities and shelters for internally displaced persons; the continuation of education of Syrian children in Lebanon; the resumption of education programs in Syria; the provision of basic health care for children; the provision of child-friendly spaces and psycho-social support at school and in communities; food aid and immunization programs for children; child protection services in refugee communities; winter blankets; armored vehicles for safety and security for humanitarian staff.		
<b>United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA)</b>	<b>\$116,769,874</b>	<b>\$29,180,912</b>
In Syria and the region, UNRWA projects provide food and non-food assistance to Palestinian refugees who are living in Syria or who have taken refuge in neighboring countries. UNRWA provides emergency shelter; emergency medical supplies and health services; emergency cash assistance; access to clean water; emergency hospital care; armored vehicles for safety of humanitarian workers; Water, Sanitation, and Hygiene (WASH) projects; shelter; emergency education; protection.		
<b>World Health Organization (WHO)</b>	<b>\$85,239,066</b>	<b>\$12,189,628</b>
WHO provides operational support for health interventions; offers critical medical assistance, including trauma services; fills gaps in basic health care; fills supply gaps for management of chronic illnesses; expands nutritional support services; provides essential medicines and medical equipment for operating theaters and lifesaving surgeries; and primary health care services for persons in Syria and refugee destination countries.		
<b>Emergency Response Fund (United Nations Office for the Coordination of Humanitarian Affairs UNOCHA)</b>	<b>\$25,749,052</b>	<b>\$18,826,503</b>
The Emergency Response Fund for Syria mobilizes and channels resources to humanitarian partners so they may respond to the crisis in Syria and initiate life-saving humanitarian activities in Syria and neighboring countries.		



Appealing Agency/Organization	2013 Contributions/Commitments, as of September 11, 2013	2012 Contributions/Commitments
<b>United Nations Population Fund (UNFPA)</b>	<b>\$17,005,164</b>	<b>\$3,356,698</b>
<p>In Syria and the refugee-destination countries, UNFPA projects provide the following: emergency reproductive health kits; pharmaceuticals to hosts of refugee communities; reproductive health care, focusing on at-risk pregnancies and other life-threatening conditions; gender-based violence prevention and response; emergency support to refugee women and girls; mental health care; protection.</p>		
<b>International Committee of the Red Cross</b>	<b>\$102,569,708</b>	<b>\$55,303,202</b>
<p>In Syria and the refugee destination countries, the ICRC is providing emergency health and medical assistance, protection, shelter, WASH services, and protection activities.</p>		
<b>Danish Refugee Council</b>	<b>\$63,598,535</b>	<b>\$16,983,270</b>
<p>The Danish Refugee Council provides emergency shelter assistance and non-food items to displaced persons in Syria. It also provides cash assistance, clothing and blankets, and emergency assistance to refugees in the region.</p>		
<b>Norwegian Refugee Council</b>	<b>\$20,363,417</b>	<b>\$12,212,823</b>
<p>The Norwegian Refugee Council provides refugees in Lebanon and Jordan with shelter and protection support.</p>		
<b>Save the Children</b>	<b>\$20,731,773</b>	<b>\$5,364,391</b>
<p>Save the Children provides refugees in the region with protection, psychosocial services, shelter kits, vouchers for clothing and cash assistance, and education services.</p>		
<b>Agency for Technical Cooperation and Development (ACTED)</b>	<b>\$17,563,107</b>	<b>\$2,366,711</b>
<p>In Lebanon, ACTED provides refugees with hygiene kits and storage containers for water, constructs/rehabilitates water networks, and constructs/rehabilitates latrines. In Jordan, ACTED assesses and provides health, psycho-social, legal, education, and family tracing services for children at risk or unaccompanied children. ACTED also renovates and refurbishes schools for refugee children, provides cash assistance, upgrades sub-standard shelters, and provides safe access to drinking water, toilets, and soap. In Iraq, ACTED provides work opportunities for refugees.</p>		
<b>International Organization for Migration (IOM)</b>	<b>\$30,671,032</b>	<b>\$7,891,570</b>
<p>IOM provides IDPs in Syria and refugees who have gone to neighboring countries with emergency shelter materials, non-food items, emergency healthcare, livelihood support, and transport assistance to camps and settlements.</p>		
<b>Mercy Corps.</b>	<b>\$31,920,650</b>	<b>\$1,693,701</b>
<p>Mercy Corps is integrating Syrian and Iraqi refugee children with disabilities into Jordan's public schools. In Lebanon, Mercy Corps provides protection, non-food items, and WASH services for refugees.</p>		
<b>Islamic Relief Worldwide</b>	<b>\$19,146,676</b>	<b>\$1,010,418</b>
<p>Islamic Relief Worldwide provides food, subsidies for rent, non-food items, and hygiene kits to Syrian refugees in the host countries. Islamic Relief also provides medical aid inside Syria.</p>		
<b>Other Appealing Agencies and Organizations</b>	<b>\$1,092,213,117</b>	<b>\$325,531,314</b>
<b>TOTAL All Appealing Agencies and Organizations</b>	<b>\$3,085,519,041</b>	<b>\$946,743,916</b>

**Source:** Compiled by CRS from information provided by the Financial Tracking Service of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) at <http://fts.unocha.org/pageloader.aspx?page=home>.

## Appendix C. Selected Humanitarian Partners Serving the Syria Arab Republic Civil Unrest, 2013

ACT Alliance/Diakonie Emergency Aid	Action Contre la Faim (ACF)	Adventist Development and Relief Agency
Agency for Technical Cooperation and Development	AMEL	American Near East Refugee Aid
Arche Nova e.V.—Initiative for People in Need	Associazione Volontari per il Servizio Internazionale	Aviation Sans Frontieres
Brotherhood Association Humanity of Human Rights	Canadian Catholic Organization for Development and Peace	CARE International
CARITAS	Caritas Lebanon Migrants Center	Catholic Relief Services
Center for Victims of Torture	Danish Refugee Council	Department of Ecumenical Relations and Development
Deutsche Welthungerhilfe e.V. (German Agro Action)	Emergency Response Fund (OCHA)	FinnChurchAid
Food & Agriculture Organization of the United Nations (FAO)	Gruppo Volontariato Civile	Handicap International
HELP e.V.	Hilfe zur Selbsthilfe e.V.	International Catholic Migration Commission
International Committee of the Red Cross (ICRC)	International Federation of Red Cross and Red Crescent Societies	International Organization for Migration (IOM)
International Orthodox Christian Charities	International Relief and Development	International Rescue Committee
Islamic Relief – France	Jesuit Refugee Service	Johanniter Unfallhilfe e.V.
Jordan Health Aid Society	Malteser International	MEDAIR
Médecins du Monde	Medico International	Mercy Corps
Norwegian Refugee Council	Office for the Coordination of Humanitarian Affairs (OCHA)	Office of the Regional Humanitarian Coordinator
People in Need	Première Urgence—Aide Médicale Internationale	Relief International
Save the Children	Technisches Hilfswerk (THW)	Terre Des Hommes
Un Ponte Per	Union Des Organisations Syrienne de Secours Medicaux	United Nations Children’s Fund (UNICEF)
United Nations Department of Safety and Security	United Nations Development Program	United Nations Educational, Scientific and Cultural Organization (UNESCO)
United Nations High Commissioner for Refugees (UNHCR)	United Nations Humanitarian Response Depot	United Nations Mine Action Service
United Nations Population Fund (UNFPA)	United Nations Relief and Works Agency for Palestine Refugees in the Near East	War Child Holland
World Food Program	World Health Organization (WHO)	World Vision International

**Source:** Compiled by CRS from information provided by the Financial Tracking Service of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) at <http://fts.unocha.org/pageloader.aspx?page=home>.

## Appendix D. U.S. and International Humanitarian Country Donors to the Syria Crisis, 2012-2013

**Table D-I. Top 25 Country Donors in Response to the Syria Arab Republic Civil Unrest Humanitarian Funding**

(U.S. \$)

Donor Countries	Total 2012 + 2013 Contributed/ Committed Funding <sup>a</sup>	2012 Contributed/ Committed Funding <sup>a</sup>	2013 Contributed/ Committed Funding, as of September 11, 2013 <sup>a</sup>
United States	\$1,007,566,625	\$189,402,281	\$818,164,344
European Commission	\$726,909,597	\$108,618,943	\$618,290,654
Kuwait	\$332,220,977	\$8,163,142	\$324,057,835
United Kingdom	\$268,514,555	\$72,176,992	\$196,337,563
Germany	\$264,287,807	\$99,291,127	\$164,996,680
Saudi Arabia	\$117,827,601	\$65,935,499	\$51,892,102
Denmark	\$117,405,838	\$11,372,872	\$51,470,339
Canada	\$108,843,939	\$23,382,589	\$85,461,350
Japan	\$96,304,370	\$14,260,875	\$82,043,495
Australia	\$86,732,624	\$21,994,202	\$64,738,422
Norway	\$69,366,053	\$26,077,908	\$43,228,145
Sweden	\$61,961,470	\$25,977,007	\$35,984,463
United Arab Emirates	\$61,920,744	\$14,364,202	\$47,556,542
Netherlands	\$46,001,423	\$30,028,753	\$15,972,670
Qatar	\$36,176,964	\$33,430,466	\$2,746,498
France	\$35,946,674	\$20,503,584	\$15,443,090
Switzerland	\$32,825,326	\$16,935,268	\$15,890,058
Italy	\$23,262,704	\$9,123,610	\$14,139,094
Russian Federation	\$22,800,000	\$5,000,000	\$17,800,000
Finland	\$15,904,706	\$4,617,223	\$11,287,483
Belgium	\$11,529,702	\$2,973,897	\$8,555,805
Ireland	\$10,474,262	\$2,870,464	\$7,603,798
Iraq	\$9,965,812	\$0	\$9,965,812
Spain	\$9,253,029	\$2,184,087	\$7,068,942
Luxembourg	\$8,609,899	\$2,588,354	\$6,021,545
<b>TOTAL Top 25 Donor Countries</b>	<b>\$3,582,612,701</b>	<b>\$811,273,345</b>	<b>\$2,716,776,729</b>
Private (individuals and organizations)	\$43,897,213	\$19,941,484	\$23,955,729
TOTAL Other Donors	\$405,753,043	\$115,529,087	\$344,786,583
<b>TOTAL All Donors</b>	<b>\$4,032,262,957</b>	<b>\$946,743,916</b>	<b>\$3,085,519,041</b>

**Source:** Compiled by CRS from information provided by the Financial Tracking Service of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) at <http://fts.unocha.org/pageloader.aspx?page=home>.

- a. Contribution: the actual payment of funds or transfer of in-kind goods from the donor to the recipient.  
Commitment: a legal, contractual obligation between the donor and recipient entity, specifying the amount to be contributed.

## Appendix E. 2013 Pledges Not Converted to Commitments or Contributions as of September 11, 2013

**Table E-1. Pledges Not Converted**

Donor	Date of Pledge <sup>a</sup>	Amount Pledged	Amount of Pledged Funds as of September 11, 2013
Bahrain	January 30, 2013	\$20,000,000	\$20,000,000
Botswana	January 30, 2013	\$50,000	\$50,000
Brazil	January 30, 2013	\$250,000	\$100,000
Canada	June 19, 2013	\$87,040,619	\$46,615,085
Canada	August 28, 2013	\$389,484	\$389,484
Canada	September 6, 2013	\$42,897,998	\$42,897,998
Croatia	January 30, 2013	\$437,666	\$437,666
Denmark	January 30, 2013	Two pledges for a total of \$10,140,545	0
Denmark	June 17, 2013	Three pledges for a total of \$11,715,335	0
Germany	July 11, 2013	\$651,890	\$651,890
India	January 30, 2013	\$2,200,000	\$2,200,000
Indonesia	August 6, 2013	\$500,000	0
Iraq	January 30, 2013	\$10,000,000	\$10,000,000
Italy	January 30, 2013	\$29,177,719	\$14,850,473
Korea, Republic of	January 30, 2013	\$3,000,000	\$1,900,000
Mauritania	January 30, 2013	\$1,000,000	\$1,000,000
Morocco	January 30, 2013	\$4,000,000	\$4,000,000
Norway	January 30, 2013	\$32,362,461	0
Private (individuals and organizations)	January 30, 2013	\$183,000,000	\$121,028,575
Qatar	February 21, 2013	\$100,000,000	\$100,000,000
Romania	January 30, 2013	\$100,000	\$100,000
Saudi Arabia	January 30, 2013	\$78,000,000	\$78,000,000
Spain	June 7, 2013	\$2,002,349	\$2,002,349
Switzerland	June 7, 2013	\$19,246,863	\$19,246,863
United Arab Emirates	January 30, 2013	\$300,000,000	\$263,602,991
United Kingdom	June 18, 2013	\$265,957,447	\$265,957,447
United States	June 7, 2013	Two pledges for a total of \$3,000,000	\$3,000,000

**Source:** Compiled by CRS from information provided by the Financial Tracking Service of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) at <http://fts.unocha.org/pageloader.aspx?page=home>.

**Notes:** *Contribution:* the actual payment of funds or transfer of in-kind goods from the donor to the recipient. *Commitment:* a legal, contractual obligation between the donor and recipient entity, specifying the amount to be contributed.

- a. Pledge: a non-binding announcement of an intended contribution or allocation by the donor.

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