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# Syria: Overview of the Humanitarian Response

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## Summary

The ongoing conflict that began in March 2011 in Syria has created one of the most pressing humanitarian crises in the world. Three years later, as of early March 2014, an estimated 9.3 million people inside Syria, nearly half the population, have been affected by the conflict. It is estimated that there are 6.5 million displaced persons inside Syria and 2.5 million Syrians displaced as refugees, 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.

While internationally supervised disarmament of chemical weapons in Syria is proceeding, albeit with some difficulty, U.S. and international diplomatic efforts to negotiate a political end to the fighting in Syria opened on January 22, 2014, in Montreux, Switzerland. The “Geneva II” talks include some members of the Syrian opposition, representatives of the Syrian government, and other government leaders. The first round of talks came to an end on January 31 and resumed February 10-15, but ended with little progress in efforts to end the civil war. The parties reportedly agreed to an agenda for a third round of talks. Many experts and observers hoped that a lasting agreement would have been reached on “humanitarian pauses” to allow access and relief to thousands of civilians blockaded in towns and cities in Syria. On February 22, the U.N. Security Council unanimously adopted Resolution 2139 (2014) to increase humanitarian access and aid delivery in Syria.

### **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. Beginning in FY2012, through March 13, 2014, the United States has allocated more than \$1.7 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 a protracted and escalating humanitarian emergency. The Administration’s FY2015 budget request seeks \$1.1 billion in humanitarian assistance for Syria and the region.

### **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 and continue to do so. Access within Syria is severely constrained by violence and restrictions imposed by the Syrian government on the operations of humanitarian organizations. In mid-December 2013, the United Nations launched two appeals—taken together its largest appeal in history—requesting \$6.5 billion in contributions to meet the ongoing humanitarian needs in Syria and the region.

### **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 issues for Congress include

- the immediate need for access within Syria by humanitarian organizations, which has been severely constrained by violence and restrictions imposed by the Syrian government;
- examining U.S. assistance and priorities in an ongoing humanitarian response;
- balancing the Syria response with domestic priorities and other humanitarian concerns worldwide;
- ensuring the ongoing willingness and cooperation of Syria's neighbors, which are receiving the vast majority of refugees from Syria, to keep borders open and to host refugees fleeing Syria;
- finding ways to alleviate the strain on civilians and those responding to the crisis as the situation worsens and becomes more protracted, including the support of initiatives, such as emergency development assistance, for communities within neighboring countries that are hosting refugees; and
- encouraging the participation of other countries to provide support through humanitarian admission, resettlement, facilitated visa procedures, and protection for those seeking asylum.

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: Overview and U.S. Response*, by Christopher M. Blanchard (coordinator), Carla E. Humud and Mary Beth D. Nikitin, 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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## Overview and Recent Developments<sup>1</sup>

Congress has demonstrated an ongoing interest in many different aspects of the three-year civil war in Syria. The humanitarian situation, in particular, 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> This debate created temporary momentum focused on the dire humanitarian situation within Syrian where humanitarian organizations remain severely constrained by the conflict, fighting, and restrictions imposed by the Syrian government.

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. As of early March 2014, it is providing roughly 42% of the funding for the humanitarian response in calendar year (CY) 2014, but with an average of 25% in CY2012-CY2013. 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.

### Estimated Numbers at a Glance (As of February 26, 2014)

Syria's total population:

**21.4 million**

Number in need of humanitarian assistance:

**9.3 million** (of these, **over 3 million** are in hard-to-reach and besieged areas)

Number of children affected by the crisis in Syria:

**5.5 million**

Number of Internally Displaced Persons (IDPs) within Syria:

**6.5 million**

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

**2.5 million**

**Source:** Humanitarian Bulletin, Syrian Arab Republic, Issue 43, February 26, 2014, United Nations Office for the Coordination of Humanitarian Affairs.

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>

<sup>1</sup> For background on the Syria situation, see CRS Report RL33487, *Armed Conflict in Syria: Overview and U.S. Response*, coordinated by 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.

Since the conflict began in March 2011 in Syria, reportedly an unknown number of civilians have been wounded and tens of thousands of lives lost. Some observers estimate the death toll figures to be as many as 100,000 to 130,000, and others say it is likely much higher.<sup>4</sup> In January 2014, according to press reports, the United Nations planned to stop updating the death toll from the Syria conflict, apparently due to the fact that it could no longer verify the sources of information that led to the last count of 100,000 (July 2013). It is estimated that more than 2% of the pre-conflict Syrian population of 21.4 million has been killed, maimed, or wounded over the course of the conflict.

In addition, allegations by human rights groups of serious human rights violations have emerged over the past two years and increased dramatically 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. The ICRC currently has no access to visit detainees. 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.<sup>6</sup> On January 17, 2014, High Commissioner for Human Rights Navi Pillay condemned the obstruction of food and medical deliveries to those living in the Yarmouk Palestinian refugee camp, emphasizing that starving civilians as a method of combat was prohibited under international law. Other reports of mass executions of detainees on the one hand and killing of civilians on the other have also generated condemnation. 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 Independent International Commission of Inquiry on the Syrian Arab Republic was established on August 22, 2011, by the Human Rights Council.<sup>7</sup> Its mandate is to investigate all alleged violations of international human rights law since March 2011 in the Syrian Arab Republic. The commission was also tasked with (1) establishing the facts and circumstances of such violations and (2) of the crimes perpetrated and, where possible, to identify those

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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> For the latest State Department country report see 2013 Country Reports on Human Rights Practices.

<sup>7</sup> Human Rights Council, Resolution S-17/1.

responsible with a view of ensuring that perpetrators of violations, including those that may constitute crimes against humanity, are held accountable.<sup>8</sup>

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 continues in parts of Syria and in neighboring countries.

## Selected International Efforts

On October 2, 2013, the U.N. Security Council issued a Presidential Statement urging Syrian authorities “to facilitate the expansion of humanitarian relief operations and lift bureaucratic impediments and other obstacles in Syria.”<sup>9</sup> Although non-binding, the wide-ranging statement indicated that the Council members recognized the deterioration of the humanitarian situation and the need to address particular elements, including access. As of the end of January 2014, over 3 million people were estimated to be living in hard-to-reach areas or those besieged by either the Government of Syria or opposition forces.<sup>10</sup> Moreover, reports of intentional policies of starvation in areas under siege by the government, attacks against civilians and indiscriminant use of heavy weapons, and a weak health infrastructure that is often under deliberate attack illustrate the dire conditions under which civilians are trying to survive.

Valerie Amos, U.N. Under Secretary General for Humanitarian Affairs and Emergency Relief Coordinator, U.N. Office for the Coordination of Humanitarian Assistance (UNOCHA), last briefed U.N. Security Council members on December 3, 2013. On December 31, Amos condemned the attacks against civilians in Aleppo and raised concerns about the government’s indiscriminant use of heavy weapons. In a January 17, 2014, note to Council members, she acknowledged incremental progress in some situations, but emphasized the intense needs of civilians in besieged areas. For months, Amos has 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.”

The “Geneva II” talks in Switzerland, which include some members of the Syrian opposition, representatives of the Syrian government, and other government leaders, were launched on January 22, 2014. The first round came to an end on January 31. Many experts and observers hoped that a lasting agreement would have been reached on “humanitarian pauses” to allow access and relief to thousands of civilians blockaded in towns and cities in Syria. On February 6, 2014, a representative of the U.N. Secretary-General “welcomed the reports that the Syrian parties have agreed to a humanitarian pause to allow civilians out of, and aid into, Old Homs City.”<sup>11</sup> The United Nations and its humanitarian partners prepositioned food and medical

<sup>8</sup> See Overview: <http://www.ohchr.org/EN/HRBodies/HRC/IICISyria/Pages/AboutCoI.aspx>; and Commission Homepage and Documents (including reports issues by the Commission): <http://www.ohchr.org/EN/HRBodies/HRC/IICISyria/Pages/IndependentInternationalCommission.aspx>.

<sup>9</sup> See U.N. Security Council, Statement by the President of the Security Council, S/PRST/2013/15, October 2, 2013.

<sup>10</sup> OCHA, “Humanitarian Bulletin, Syrian Arab Republic” Issue 41, January 31, 2014.

<sup>11</sup> Office of the Spokesperson for the Secretary-General, Highlights of the Noon Briefing by Farhan Haq, Acting Deputy Spokesperson for the Secretary-General, “U.N. Welcomes Reported Agreement on Humanitarian Pause for Homs, (continued...) ”



supplies on the outskirts of the besieged city with staff on standby to assist as a temporary ceasefire allowed some access, delivery of aid, and evacuations of civilians. A second round of the Geneva II talks took place in Switzerland between February 10-15, but ended with little progress in efforts to end the civil war. The parties reportedly agreed to an agenda for a third round of talks.

On February 22, 2014, the U.N. Security Council unanimously adopted Resolution 2139 (2014) to increase humanitarian access and aid delivery in Syria. The resolution demands that “all parties, in particular the Syrian authorities, promptly allow rapid, safe and unhindered humanitarian access for U.N. humanitarian agencies and their implementing partners, including across conflict lines and across borders.”<sup>12</sup> The five-page resolution is comprehensive in its statement about the humanitarian situation, specifically addressing the impact on civilians in Syria and the region, and the efforts of host countries, the United Nations, and humanitarian actors to respond to the crisis. It also condemns the violations of human rights and international humanitarian law; demands the end to all forms of violence, the cessation of attacks against civilians, and indiscriminate use of weapons; and calls for the implementation of the aforementioned October 2, 2013 statement by the President of the Security Council.<sup>13</sup>

In addition, it calls on parties to lift the sieges of populated areas and allow the delivery of food and medicine. Citing the Syrian authorities in particular, the Council urges all parties “to take all appropriate steps to facilitate the efforts of the United Nations, specialized agencies, and all humanitarian actors engaged in humanitarian relief activities, to provide immediate humanitarian assistance to the affected people in Syria.” The resolution touches on medical neutrality, protection of civilians, detention and torture, and security of aid workers. It demands an end to impunity for violations of international humanitarian law, and condemns the rise of Al-Qaeda-affiliated terrorist attacks. The Council requests that the Secretary-General submit a report to it every 30 days on the implementation of the resolution and expresses “its intent to take further steps in the case of non-compliance.”

On February 25, 2014, the U.N. General Assembly held an informal briefing on the humanitarian situation in Syria, at which the Secretary-General delivered remarks. Other senior officials also spoke at the meeting.<sup>14</sup>

## Evolving Humanitarian Situation

The humanitarian situation in Syria and in neighboring countries is dire. As conditions inside Syria continue to deteriorate, UNOCHA estimates that of an overall population of just fewer than 21.4 million, nearly 50% (9.3 million people) are in need of humanitarian assistance, including between 6.5 million displaced inside Syria.<sup>15</sup> The number of Syrians that have been displaced as

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(...continued)

Syria,” February 6, 2014.

<sup>12</sup>U.N. Security Council S/RES/2139 (2014), February 22, 2014.

<sup>13</sup>U.N. Security Council S/PRST/2013/15, October 2, 2013.

<sup>14</sup>Secretary-General SG/SM/15665 GA/11486 IHA/1336 “Secretary-General, in General Assembly, Urges Syrian Parties to Ease Humanitarian Access, Treat Civilians Humanely,” February 25, 2014.

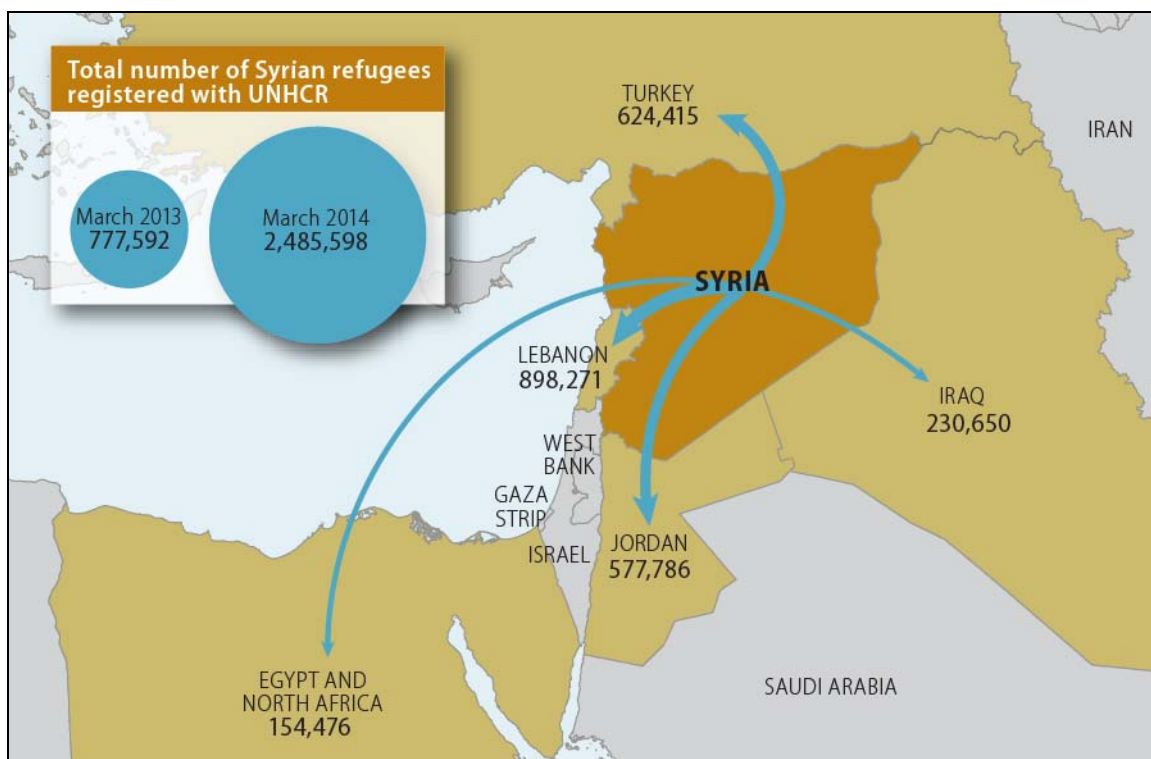
<sup>15</sup> U.N. Office for the Coordination of Humanitarian Affairs, “Humanitarian Bulletin: Syria,” Issue 36, 8 October–4 November 2013.

refugees, primarily to countries in the immediate surrounding region, is estimated to be 2.5 million.

## **Situation in Syria**

Intense fighting and violence, population displacement, lack of basic public services, and economic collapse drive the humanitarian crisis. In recent months, cities and towns in Syria under siege by the government or opposition forces have added a layer of desperation for an estimated 3 million civilians trapped and without access to humanitarian assistance. 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. Winter conditions have only compounded the situation. In addition, other critical health concerns, such as the outbreak of polio have highlighted the consequences of war and challenges faced by a vulnerable population.

The number of Internally Displaced Persons (IDPs)—estimated to be 6.5 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.

**Figure I. Dispersal of Refugees from Syria**

**Source:** Created by CRS, with numbers from the Syria Regional Refugee Response, U.N. High Commissioner for Refugees, <http://data.unhcr.org/syrianrefugees/regional.php>, as viewed on March 3, 2014.

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, Palestinian refugees have approached the U.N. Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) in Lebanon and a much smaller number have registered with UNRWA in Jordan. 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.

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. A case in point is the Yarmouk refugee camp near Damascus. From a pre-conflict population of about 160,000, there are approximately 18,000 Palestinians (and possibly non-Palestinian civilians) in the camp. Yarmouk has been under siege and little to no humanitarian access has been possible for months, despite UNRWA's calls for continuous, uninterrupted access. On January 30, 2014, a U.N. convoy entered Yarmouk and distributed food parcels, the first major distribution since July 2013.

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 early March 2014, an estimated 2.5 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.<sup>16</sup> Many observers are predicting a further spike in the number of displaced persons. Experts recognize that this number is likely much higher as some Syrians have not registered, presumably from fear 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.

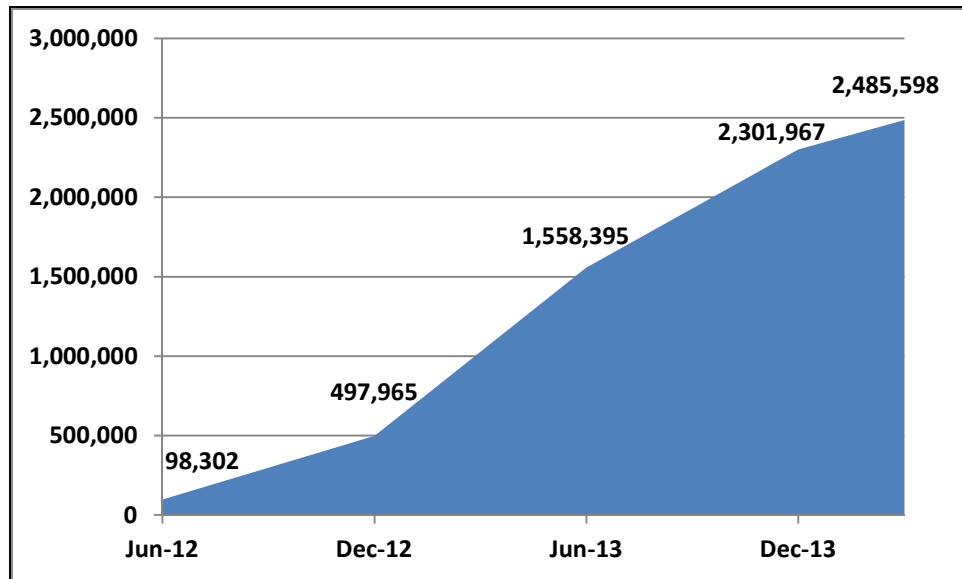
The added economic, energy, and natural resource pressures of large Syrian refugee populations weigh heavily on neighboring countries, particularly in Lebanon, Jordan, and Turkey. Palestinian refugees from Syria also complicate the underlying political dynamics of Lebanon and Jordan, where large Palestinian 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>16</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 48,378 persons are awaiting registration as of March 3, 2014.)



**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>.

**Note:** All figures are taken from the 30<sup>th</sup> day of the month, every six months, except the last number, which was taken on March 1, 2014.

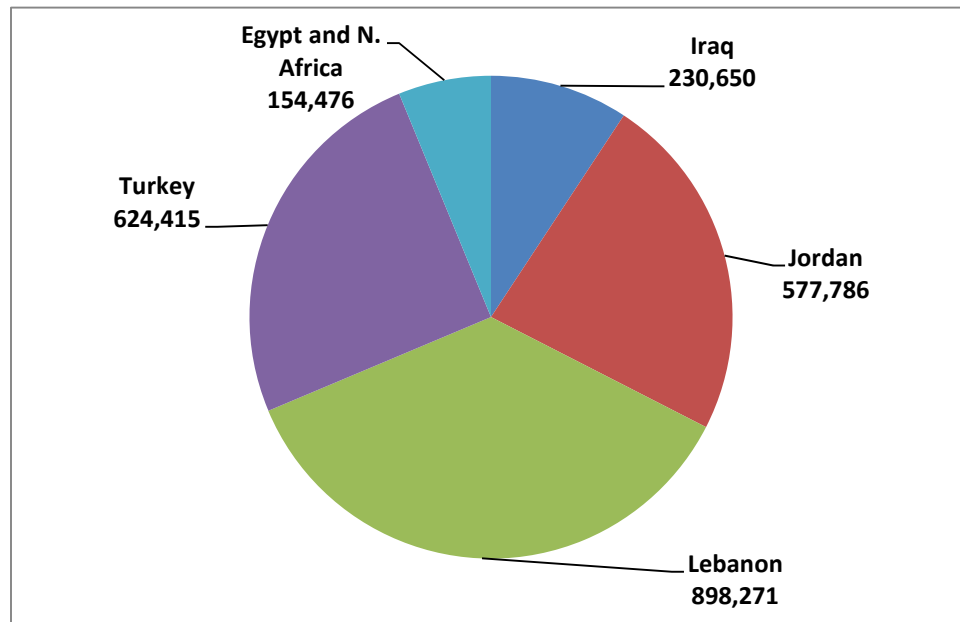
The types of assistance and shelter options available to refugees vary in the countries that are hosting them. In Turkey, Jordan, and Iraq, there are 24 refugee camps and new camps are under construction. In camps, assistance is provided by host governments and the international community, and there are concerns about overcrowding and the risk of disease. However, the U.N. Office for the Coordination of Humanitarian Assistance (UNOCHA) estimates that the majority of Syrian refugees (more than 80%) are living outside camps in mostly urban settings. The impact on many host communities has become overwhelming. Overcrowded schools, inadequate hospital services, impacts on resources such as water—all contribute to the burden for neighboring countries. Urgent priorities include protecting vulnerable refugees from violence and meeting their basic needs.

One of the biggest challenges 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. The onset of winter only compounded the challenges these populations face. Urban refugees are often invisible and difficult to identify and assist.

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. At different times during the conflict, 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 March 3, 2014)



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

**Note:** 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>17</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;

<sup>17</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 the Senate Committee on Foreign Relations, “Syria’s Humanitarian Crisis,” March 19, 2013, the U.S. Helsinki Commission, “Fleeing to Live: Syrian Refugees in the OSCE Region,” June 13, 2013; the Senate Committee on Foreign Relations, “Syria Hearing,” October 31, 2013.

- encouraging donor pledges and contributions; and
- building capacity within Syria and among its neighbors for immediate assistance and contingency planning for what has become 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

Beginning in FY2012, through March 13, 2014, the United States has allocated more than \$1.7 billion for humanitarian activities both inside Syria and in neighboring countries, which includes the most recent announcement of \$380 million in additional U.S. humanitarian assistance to help those affected by the crisis.<sup>18</sup> The U.S. contribution has been allocated in response to U.N. humanitarian appeals, as well as supporting other projects using existing funding from global humanitarian accounts and some reprogrammed funding.<sup>19</sup>

**Table I. Total U.S. Humanitarian Assistance to the Syria Complex Emergency, FY2012–FY2014**

(For Needs in Syria and Neighboring Countries [as of March 13, 2014])

U.S. Agency	Amount
USAID/Office of Foreign Disaster Assistance (OFDA)	\$370,986,181
USAID/Food For Peace (FFP)	\$530,699,121
State Department/Bureau of Population, Refugees and Migration (PRM)	\$838,084,221
<b>Total</b>	<b>\$1,739,769,523</b>

**Source:** USAID, “Syria–Complex Emergency” Fact Sheet #10, Fiscal Year (FY) 2014, March 13, 2014.

**Note:** 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 FY2014.

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, 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

<sup>18</sup> According to the State Department, there has only been one account transfer to address humanitarian needs. 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>19</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.”



in the region that support the influx of Syrian refugees. The distribution of its humanitarian assistance is listed in the tables below.

**Table 2. CY2014 International and U.S. Funding, by Destination Country**  
(As of March 3, 2014)

Destination Country	All Donors, 2014 Contributed/ Committed Funding, as of March 3, 2014 <sup>a</sup>	United States, 2014 Contributed/ Committed Funding, as of March 3, 2014 <sup>a</sup>	United States Funding as a Percentage of Total Funding
Bulgaria	53,469	\$0	0%
Egypt	\$7,616,928	\$5,300,000	70%
Iraq	\$51,080,811	\$12,000,000	23%
Jordan	\$128,333,778	\$35,200,000	27%
Lebanon	\$209,517,175	\$38,300,000	18%
Region	\$251,549,176	\$149,155,172	59%
Syrian Arab Republic	\$296,283,130	\$159,345,900	54%
Turkey	\$14,825,919	\$7,644,828	52%
<b>TOTAL</b>	<b>\$959,260,386</b>	<b>\$406,945,900</b>	<b>42%</b>

**Source:** Compiled by CRS from information provided by the Financial Tracking Service (FTS) of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) at <http://fts.unocha.org/pagelader.aspx?page=home>. Information on the FTS database is self-reported by donor countries and implementing agencies.

- 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.

**Table 3. CY2012-2013 International and U.S. Funding, by Destination Country**

Destination Countries	All Donors, 2012-2013 Contributed/ Committed Funding <sup>a</sup>	United States, 2012-2013 Contributed/ Committed Funding <sup>a</sup>	United States Funding as a Percentage of Total Funding
Egypt	\$38,630,472	\$15,999,210	41%
Iraq	\$237,507,737	\$67,464,982	28%
Jordan	\$1,145,683,191	\$190,546,788	17%
Lebanon	\$1,134,308,186	\$242,381,586	21%
Region	\$826,284,839	\$77,783,645	9%
Syrian Arab Republic	\$1,857,124,558	\$671,788,510	36%
Turkey	\$260,107,525	\$83,416,039	32%
Bulgaria	\$1,425,074	\$0	0%
Tunisia	\$116,897	\$0	0%
<b>TOTAL</b>	<b>\$5,501,188,479</b>	<b>\$1,349,435,759</b>	<b>25%</b>

**Source:** Compiled by CRS from information provided by the Financial Tracking Service (FTS) of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) at <http://fts.unocha.org/pagelader.aspx?page=home>. Information on the FTS database is self-reported by donor countries and implementing agencies.



- 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.

## 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 FY2014. 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>20</sup> The Administration's FY2015 budget request seeks \$1.1 billion in humanitarian assistance for Syria and the region. Details of this request include (1) \$635 million from the International Disaster Assistance (IDA) Overseas Contingency Operations (OCO) account, of which \$335 million would be administered by USAID's Office of Foreign Disaster Assistance (OFDA) and \$300 million would be administered by USAID's Office of Food for Peace for emergency assistance, and (2) \$465 million from the Migration and Refugee Assistance (MRA) OCO account.<sup>21</sup>

The sharp increase in needs of Syrians affected by the conflict may lead Congress to 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

At points during the conflict, 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>20</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.

<sup>21</sup> For the first time in FY2015, the Administration is requesting OCO funds for "ongoing challenges presented by the Syria crisis" and to fund new peacekeeping missions in Africa. Congressional Budget Justification FY2015.

United States stand in solidarity with Syrians.<sup>22</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, obstruction by the Syrian government or opposition forces, 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.

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>22</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>23</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. The government of Syria has authorized some national NGOs to provide humanitarian assistance in partnership with the United Nations. 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>24</sup> The Consolidated Appeal Process (CAP), now renamed the Strategic Response Plan (SRP), 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. 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. The sixth revision of the appeals, was

<sup>23</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>24</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).

launched on December 16, 2013. Together the latest SHARP and RRP appeals total \$6.5 billion, making it the largest appeal for a single humanitarian emergency in the history of the United Nations.

As of March 3, 2014, taken together the appeals are 12% funded. See **Appendix D** for a list of the top 25 country donors to the Syria crisis in 2012-2014.

## 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 \$2.3 billion for projects inside Syria from January 1 to December 31, 2014. 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 2013.

**Table 4. CY2014 Requirements and Funding Received for the Syria Humanitarian Assistance Response Plan (SHARP)**

Syria Humanitarian Assistance Response Plan (SHARP): January-December 2014			
Revised Requirements	Funding Received <sup>a</sup>	Unmet Requirements	% Funded
\$2,276,149,354	\$177,387,900	\$2,098,761,454	8%

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

a. Contributions and commitments received as of March 3, 2014.

## Regional Refugee Response Plan

A second U.N. appeal seeks nearly \$4.2 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, 2014. The current plan brings together the coordinated efforts of international and national organizations with UNHCR continuing to lead the overall response.<sup>25</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>25</sup> Palestinian Refugees are mostly covered under support provided through UNRWA.

**Table 5. CY2014 Requirements and Funding for the Syria Regional Refugee Response Plan (RRP)**

Syria Regional Refugee Response Plan (RRP): January-December 2014			
Revised Requirements	Funding Received <sup>a</sup>	Unmet Requirements	% Funded
\$4,264,717,711	\$590,925,181	\$3,673,792,530	14%

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

a. Contributions and commitments received as of March 3, 2014.

### 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. CY2014 Total Requirements and Funding Received for Syrian Crisis**

2014 Total Funding to Appeals (SHARP and RRP) and Projects Outside the 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 Syria Crisis 2014 (Appeals and Other Projects) <sup>a</sup>
\$6,540,867,065	\$768,313,081	\$5,772,553,984	12%	\$190,947,305	\$959,260,386

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

a. Contributions and commitments received as of March 3, 2014.

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

#### *Syria Emergency Response Fund*<sup>26</sup>

UNOCHA established the Emergency Response Fund (ERF) for Syria in mid-2012 to support the humanitarian response for the Syria crisis. In CY2012-2013, ERF provided support to local NGOs working in conflict areas in Syria that were difficult to reach. It also provided funding for projects in Jordan, Lebanon, and Iraq.

#### *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

<sup>26</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.

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. In CY2012-2013, CERF provided funds to a number of appealing agencies in Jordan, Lebanon, and Syria.

### *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.

On September 16, 2013, 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.

On January 15, 2014, Kuwait hosted a second donors conference for Syria, which was chaired by U.N. Secretary General Ban Ki-moon. Donors pledged \$2 billion in humanitarian aid. See **Appendix A** for a list of pledges not converted to commitments as of March 3, 2014.

## 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 severely 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 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 donor conferences 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, CY2014

Implementing Agency	U.S. Funding Received	Projects
United Nations High Commissioner for Refugees (UNHCR)	\$104,700,000	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)	\$107,845,900	Providing emergency food assistance; providing logistics and coordination support to humanitarian operations assisting internally displaced persons (IDPs) in Syria and refugees in host countries.
United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA)	\$28,100,000	Throughout the region, providing shelter, food, relief commodities, health, protection, education, and water, sanitation, and hygiene to Palestinian refugees who were living in Syria.
United Nations Children's Fund (UNICEF)	\$65,700,000	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	\$13,000,000	Revitalizing primary health care services and restoring health facilities in Syria.
United Nations Population Fund	\$4,200,000	In Syria, providing reproductive health care in affected areas. Throughout the region, providing mental health services, capacity building, and protection.
Food and Agriculture Organization	\$1,000,000	Emergency support for crop production in Syria.
United Nations Department of Safety and Security	\$500,000	Safety and security for organizations providing humanitarian assistance in Syria.
International Organization for Migration (IOM)	\$3,600,000	Supplying relief commodities and border transport in Jordan, Iraq, Lebanon, Turkey, and Egypt.
International Committee of the Red Cross (ICRC)	\$10,800,000	To provide health services, relief commodities, shelter, water, sanitation, and hygiene services, and capacity building throughout the region.
Other U.N. Agencies, NGOs, and other recipients (details not yet provided)	\$67,500,000	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 (FTS) of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) at <http://fts.unocha.org/pageloader.aspx?page=home>. Information on the FTS database is self-reported by donor countries and implementing agencies.



## Appendix B. Selected Humanitarian Projects Funded by All Donors 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	CY2012 Contributions/Commitments	CY2013 Contributions/Commitments	CY2014 Contributions/Commitments, as of March 3, 2014
<b>United Nations High Commissioner for Refugees (UNHCR)</b>	<b>\$199,833,339</b>	<b>\$947,524,426</b>	<b>\$327,798,124</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>\$193,817,890</b>	<b>\$854,822,450</b>	<b>\$174,615,672</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>\$89,961,837</b>	<b>\$487,961,926</b>	<b>\$104,834,300</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>\$29,180,912</b>	<b>\$225,648,117</b>	<b>\$66,410,660</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>\$12,189,628</b>	<b>\$95,121,342</b>	<b>\$30,563,678</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>\$19,826,503</b>	<b>\$23,113,659</b>	<b>\$15,704,209</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	CY2012 Contributions/ Commitments	CY2013 Contributions/ Commitments	CY2014 Contributions/ Commitments, as of March 3, 2014
<b>United Nations Population Fund (UNFPA)</b>	<b>\$3,356,698</b>	<b>\$28,554,137</b>	<b>\$11,179,261</b>
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.			
<b>International Committee of the Red Cross</b>	<b>\$65,426,131</b>	<b>\$144,189,188</b>	<b>\$24,950,212</b>
In Syria and the refugee destination countries, the ICRC is providing emergency health and medical assistance, protection, shelter, WASH services, and protection activities.			
<b>Danish Refugee Council</b>	<b>\$15,393,127</b>	<b>\$97,948,119</b>	<b>\$2,165,000</b>
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.			
<b>Norwegian Refugee Council</b>	<b>\$12,212,823</b>	<b>\$25,658,251</b>	<b>\$26,727,325</b>
The Norwegian Refugee Council provides refugees in Lebanon and Jordan with shelter and protection support.			
<b>Save the Children</b>	<b>\$6,529,048</b>	<b>\$58,757,357</b>	<b>\$7,941,234</b>
Save the Children provides refugees in the region with protection, psychosocial services, shelter kits, vouchers for clothing and cash assistance, and education services.			
<b>Agency for Technical Cooperation and Development (ACTED)</b>	<b>\$2,366,711</b>	<b>\$9,233,637</b>	<b>\$6,114,130</b>
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.			
<b>International Organization for Migration (IOM)</b>	<b>\$7,891,570</b>	<b>\$75,711,851</b>	<b>\$8,034,698</b>
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.			
<b>Mercy Corps.</b>	<b>\$1,693,701</b>	<b>\$54,025,774</b>	<b>\$0</b>
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.			
<b>Islamic Relief Worldwide</b>	<b>\$1,010,418</b>	<b>\$24,545,950</b>	<b>\$0</b>
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.			
<b>Other Appealing Agencies and Organizations</b>	<b>\$339,273,693</b>	<b>\$1,348,408,266</b>	<b>\$152,221,883</b>
<b>TOTAL All Appealing Agencies and Organizations</b>	<b>\$999,964,029</b>	<b>\$4,501,224,450</b>	<b>\$959,260,386</b>

**Source:** Compiled by CRS from information provided by the Financial Tracking Service (FTS) of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) at <http://fts.unocha.org/pageloader.aspx?page=home>. Information on the FTS database is self-reported by donor countries and implementing agencies.

## Appendix C. Selected Humanitarian Partners Serving the Syria Arab Republic Civil Unrest, CY2014

ACT Alliance/DanChurchAid and ACT Alliance/Lutheran World Federation	Action Contre la Faim (ACF)	Agency for Technical Cooperation and Development
Al Mamoura	CARITAS	ČLOVEK V TÍSNI
Danish Red Cross	Danish Refugee Council	Diakonie Katastrophenhilfe
Emergency Response Fund (OCHA)	Foundation Caritas Luxembourg	Food & Agriculture Organization of the United Nations (FAO)
Gruppo Volontariato Civile	Handicap International	Humedica
International Committee of the Red Cross (ICRC)	International Federation of Red Cross and Red Crescent Societies	International Medical Corps
International Organization for Migration (IOM)	International Rescue Committee	Japan Emergency NGO
Les Sarments de Lavaux	Malteser International	Médecins du Monde
Nippon International Cooperation for Community Development	Norwegian Refugee Council	Office for the Coordination of Humanitarian Affairs (OCHA)
OXFAM	Red Crescent Society of the United Arab Emirates	RedR
Save the Children	United Nations Children's Fund (UNICEF)	United Nations Department of Safety and Security
United Nations Development Program	United Nations Entity for Gender Equality and the Empowerment of Women	United Nations High Commissioner for Refugees (UNHCR)
United Nations Industrial Development Organization	United Nations Population Fund (UNFPA)	United Nations Relief and Works Agency for Palestine Refugees in the Near East
World Food Program	World Health Organization (WHO)	World Vision International

**Source:** Compiled by CRS from information provided by the Financial Tracking Service (FTS) of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) at <http://fts.unocha.org/pageloader.aspx?page=home>. Information on the FTS database is self-reported by donor countries and implementing agencies.

## Appendix D. U.S. and International Humanitarian Country Donors to the Syria Crisis, CY2012-2014

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

(U.S. \$)

Donor Countries	CY2012 Contributed/ Committed Funding <sup>a</sup>	CY2013 Contributed/ Committed Funding	CY2014 Contributed/ Committed Funding, as of March 3, 2014	CY2012-2014 Funding Totals, as of March 3, 2014
United States	\$207,402,281	\$1,142,033,478	\$406,945,900	\$1,756,381,659 <sup>b</sup>
European Commission	\$107,028,800	\$602,685,889	\$200,190,728	\$909,905,417
United Kingdom	\$79,942,823	\$438,773,283	\$169,226,572	\$687,942,678
Germany	\$99,291,127	\$333,267,430	\$23,531,571	\$456,090,128
Kuwait	\$8,163,142	\$325,057,835	\$0	\$333,220,977
Canada	\$23,382,589	\$180,016,204	\$0	\$203,398,793
Japan	\$14,260,875	\$122,467,701	\$52,487,438	\$189,216,014
Saudi Arabia	\$65,904,507	\$90,699,774	\$17,968,880	\$174,573,161
Norway	\$26,077,908	\$75,924,186	\$24,254,977	\$126,257,071
Qatar	\$50,846,902	\$66,237,898	\$0	\$117,084,800
Australia	\$29,339,428	\$71,804,647	\$8,915,892	\$110,059,967
United Arab Emirates	\$14,364,202	\$85,740,666	\$2,626,583	\$102,731,451
Denmark	\$11,372,872	\$58,184,530	\$13,967,517	\$83,524,919
Sweden	\$25,977,007	\$56,181,917	\$0	\$82,158,924
Netherlands	\$30,028,753	\$46,285,249	\$1,595,755	\$77,909,757
Switzerland	\$16,935,268	\$42,707,782	\$551,268	\$60,194,318
France	\$20,503,584	\$27,296,968	\$0	\$47,800,552
Italy	\$9,123,610	\$27,172,219	\$155,459	\$36,451,288
Finland	\$4,617,223	\$22,936,064	\$0	\$27,553,287
Russian Federation	\$9,500,000	\$14,800,000	\$1,000,000	\$25,300,000
Belgium	\$2,973,897	\$17,723,670	\$2,758,621	\$23,456,188
Ireland	\$2,870,464	\$15,710,182	\$0	\$18,580,646
Spain	\$2,184,087	\$12,394,481	\$0	\$14,578,568
China	\$6,702,932	\$3,200,000	\$3,900,000	\$13,802,932
Austria	\$3,908,941	\$6,990,277	\$63,859	\$10,963,077
<b>TOTAL Top 25 Country Donors</b>	<b>\$872,703,222</b>	<b>\$3,886,292,330</b>	<b>\$930,141,020</b>	<b>\$5,689,136,572</b>
Private (individuals and organizations)	\$18,368,940	\$325,768,162	\$8,349,715	\$352,486,817
TOTAL Other Country Donors, NGOs, and other Organizations	\$108,891,867	\$289,163,958	\$20,769,651	\$418,825,476
<b>TOTAL All Donors</b>	<b>\$999,964,029</b>	<b>\$4,501,224,450</b>	<b>\$959,260,386</b>	<b>\$6,460,448,865</b>

**Source:** Compiled by CRS from information provided by the Financial Tracking Service (FTS) of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) at <http://fts.unocha.org/pageloader.aspx?page=home>. Information on the FTS database is self-reported by donor countries and implementing agencies.

- 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. The U.S. funding total in **Appendix D** differs from the amount in the USAID, “Syria-Complex Emergency” Fact Sheet #10, Fiscal Year (FY) 2014, March 13, 2014. This discrepancy has not been reconciled.

## 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	Outstanding pledge as of March 3, 2014
Australia	January 15, 2014	\$8,912,656	\$0
Belgium	January 15, 2014	\$7,558,480	\$4,754,198
Botswana	January 15, 2014	\$50,000	\$50,000
Brazil	January 15, 2014	\$300,000	\$300,000
Bulgaria	January 15, 2014	\$137,931	\$137,931
Canada	January 24, 2014	\$150,000,000	\$150,000,000
Croatia	January 15, 2014	\$206,897	\$206,897
Cyprus	January 15, 2014	\$13,793	\$13,793
Czech Republic	January 15, 2014	\$1,379,310	\$1,379,310
Denmark	January 15, 2014	\$37,000,000	\$22,986,252
Estonia	January 15, 2014	\$551,724	\$275,862
European Commission	January 15, 2014	\$225,000,000	\$225,000,000
Finland	January 15, 2014	\$9,655,172	\$9,655,172
France	January 15, 2014	\$27,586,207	\$27,586,207
Germany	January 15, 2014	\$110,000,000	\$105,585,257
Hungary	January 15, 2014	\$137,931	\$137,931
India	January 15, 2014	\$2,000,000	\$2,000,000
Iraq	January 15, 2014	\$13,000,000	\$13,000,000
Ireland	January 15, 2014	\$16,551,724	\$16,551,724
Italy	January 15, 2014	\$51,300,000	\$51,300,000
Japan	January 15, 2014	\$120,000,000	\$67,512,562
Korea, Republic of	January 15, 2014	\$5,000,000	\$5,000,000
Kuwait	January 15, 2014	\$500,000,000	\$500,000,000
Luxembourg	January 15, 2014	\$6,896,552	\$6,896,552
Malaysia	January 15, 2014	\$500,000	\$500,000
Mexico	January 15, 2014	\$3,000,000	\$2,000,000
Netherlands	January 15, 2014	\$17,931,035	\$17,931,035
New Zealand	January 15, 2014	\$4,095,004	\$4,095,004
NGO Consortium	January 15, 2014	\$207,000,000	\$207,000,000
Norway	January 15, 2014	\$75,200,262	\$75,200,262

Donor	Date of Pledge <sup>a</sup>	Amount Pledged	Outstanding pledge as of March 3, 2014
Oman	January 15, 2014	\$10,000,000	\$10,000,000
Poland	January 15, 2014	\$800,000	\$800,000
Qatar	January 15, 2014	\$60,000,000	\$60,000,000
Romania	January 15, 2014	\$100,000	\$100,000
Saudi Arabia	January 15, 2014	\$60,000,000	\$56,387,483
Slovakia	January 15, 2014	\$137,931	\$97,255
Spain	January 15, 2014	\$7,586,207	\$7,586,207
Sweden	January 15, 2014	\$35,298,629	\$35,298,629
Switzerland	January 15, 2014	\$33,821,871	\$33,821,871
United Arab Emirates	January 15, 2014	\$60,000,000	\$60,000,000
United Kingdom	January 15, 2014	\$164,000,000	\$0
United States	January 15, 2014	\$380,000,000	\$0
<b>TOTAL PLEDGES</b>		<b>\$2,412,709,316</b>	<b>\$1,781,147,394</b>

**Source:** Compiled by CRS from information provided by the Financial Tracking Service (FTS) of the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) at <http://fts.unocha.org/pageloader.aspx?page=home>. Information on the FTS database is self-reported by donor countries and implementing agencies.

**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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