

# Supporting Syria and the region: Post-Brussels conference financial tracking

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Report Five  
*April 2018*

## Supporting Syria and the region: Post-Brussels conference financial tracking, April 2018

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On 5 April 2017, representatives of over 70 countries, international organisations and Syrian civil society came together in Brussels for the Supporting the Future of Syria and the Region conference (Brussels conference) to build on momentum from the previous year's London conference and mobilise funding to respond to the needs of the people affected by the Syrian crisis. The EU institutions, Germany, Kuwait, Norway, Qatar, the UK and the UN co-chaired this fifth pledging conference for Syria and the region. Multi-year pledges were made for the 2017–2020 period and amounted to almost US\$10 billion in grants, including US\$6 billion for 2017 alone. International financial institutions (IFIs) and donors also announced almost US\$30 billion in loans.<sup>1</sup>

This is the fifth report in a series which tracks financial contributions against pledges made in 2016 and 2017 in response to the Syrian crisis.<sup>2</sup> This report was commissioned by the European Commission and presents an overview of the pledges made by donors in April at the Brussels conference and summarises progress against these pledges to respond to needs in Syria and in the neighbouring refugee-hosting countries – Jordan, Lebanon, Turkey, Iraq and Egypt.<sup>3</sup>

It also provides a breakdown of grant and loan contributions to date. Information was gathered directly from donors, and supplemented by Brussels conference documentation and data from the UN Office for the Coordination of Humanitarian Affairs (OCHA)'s Financial Tracking Service (FTS). A glossary of the terms used throughout is given at the end of the report, as are details of the data sources and methodology employed.

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# 1. Overview

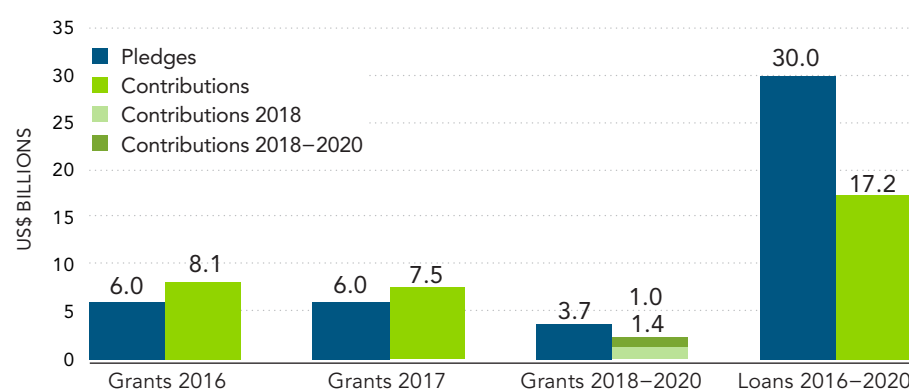
A total of US\$9.7 billion in grants was pledged by donors at the Brussels conference ('Brussels I'<sup>4</sup>) for 2017–2020; US\$6.0 billion was pledged by 42 donors for 2017, out of which 27 pledged a further US\$3.7 billion for the following three years. By the end of 2017, US\$7.5 billion in grants had been contributed for the year, exceeding the original pledge by 26%. This is because many grant donors delivered beyond their Brussels conference pledge, and not because all pledges by all Brussels conference donors have been delivered in full. So far, 33 donors have met or exceeded their pledge. For 2018–2020, a total of US\$2.4 billion, the equivalent of 64%<sup>5</sup> of the grants pledged for the period, was reported as contributed at the time of data collection (February–March 2018).

More than half of these contributions (US\$1.4 billion) have been allocated in 2018. Throughout the report, 'contributions' refers to the sum of all funds reported at each mutually exclusive stage of the delivery process – committed, contracted or disbursed (see Glossary).

Similar to 2017, 2016 contributions<sup>6</sup> exceeded 2016 pledges made at the London conference by just over a third – a total of US\$8.1 billion was contributed in grants that year against pledges of US\$6.0 billion.<sup>7</sup>

In terms of loans, US\$30 billion was pledged<sup>8</sup> by IFIs (US\$28.6 billion) and donor governments (US\$1.3 billion) for the five-year period 2016–2020. Of these pledges, more than half (57%, US\$17.2 billion) have been reported as contributed at the time of data collection.

**FIGURE 1.1:** Funding contributed against funding pledged, a) grants 2016, b) grants 2017, c) grants 2018–2020,<sup>9</sup> d) loans 2016–2020<sup>10</sup>



Source: Development Initiatives based on data provided bilaterally in 2016<sup>11</sup> and in 2018, the 'Co-chair's declaration annex: fundraising' and UN OCHA's FTS. FTS data downloaded 9 March 2018.

Notes: Pledges represent those reported at the time of the London and Brussels conferences for 2016 and 2017 respectively, as recorded in the pledging annexes. Total pledges may differ from the sum of pledges when disaggregated by recipient country. Where available, figures provided directly to Development Initiatives have been used for calculating contributions; otherwise, FTS data has been used. The pledges reported in original currencies have been converted to US\$ using the UN Operational Rates of Exchange as of 1 April 2016 and 1 April 2017 respectively. Contributions reported in original currencies have been converted to US\$ using a 2017 average of the UN Operational Rates of Exchange for 2017 and an average of the first quarter of 2018 for 2018 contributions. Figures for 2018–2020 are based on data provided by donors in 2017 and 2018 on contributions known at the time. Data is partial and preliminary.

## 2. Progress by recipient

### Grant contributions

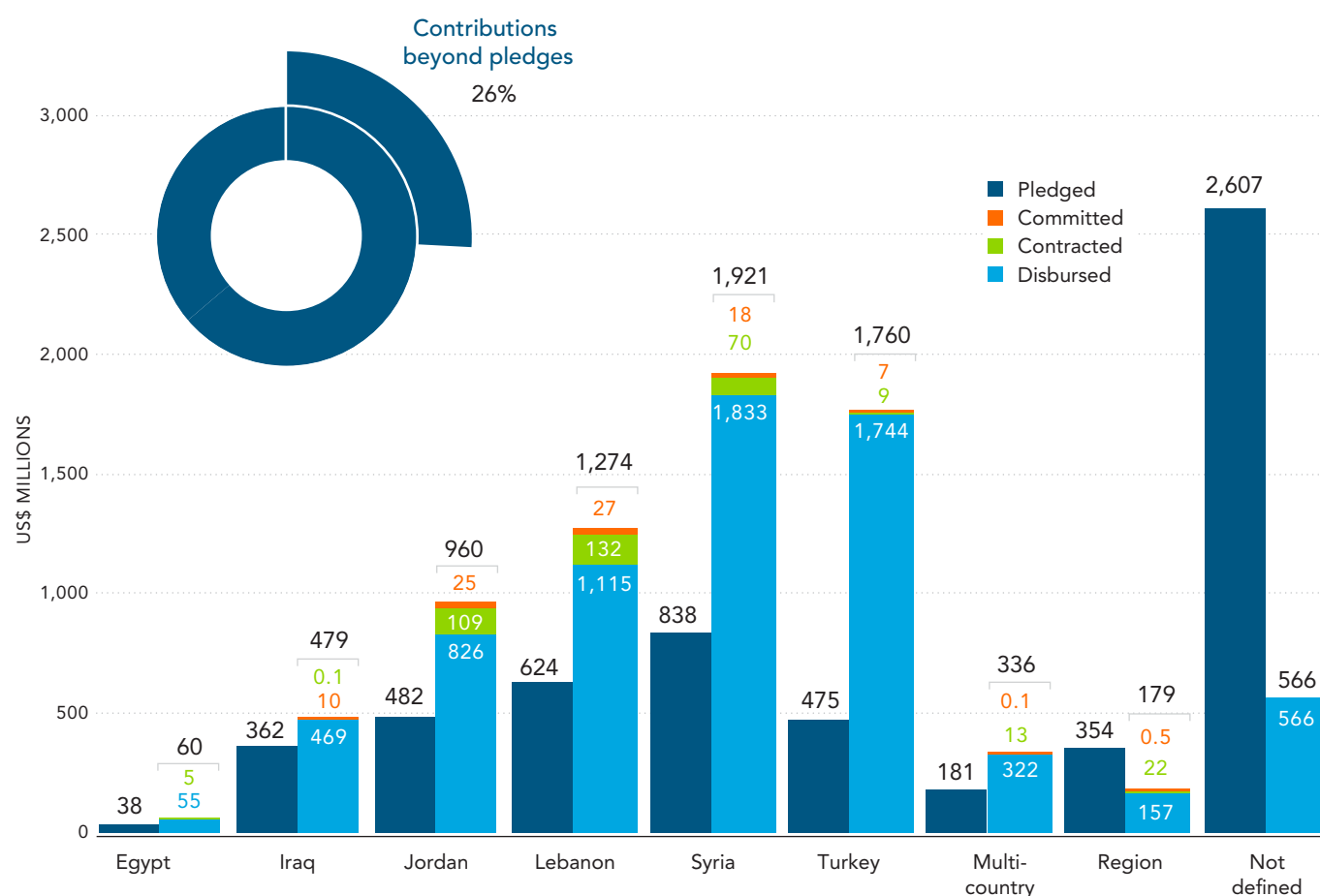
Out of the total US\$7.5 billion in grants reported for 2017, close to half of these contributions was directed to Syria (25%, US\$1.9 billion) and Turkey (23%, US\$1.8 billion) combined. Contributions to Syria represent more than twice the amount initially reported as pledged specifically for the country response, while in the case of Turkey funding was almost four times the pledged volume.

Where contributions to a country exceed original pledges, this is likely to be because more than 50% of the original pledges did not specify a destination country (not defined, multi-country or regional) at the time of the conference. Other possible explanatory factors are an increased need for funding, donors' decision-making processes and funding cycles.

A further 17% of the funding was directed to Lebanon (US\$1.3 billion),

while Jordan received 13% of the total (US\$960 million). Iraq received US\$479 million (6%) and Egypt US\$60 million (1%). It is likely that more funding was allocated to these countries as part of multi-country or regional contributions, which together amounted to US\$515 million. A total of US\$566 million reported by donors did not specify a recipient.

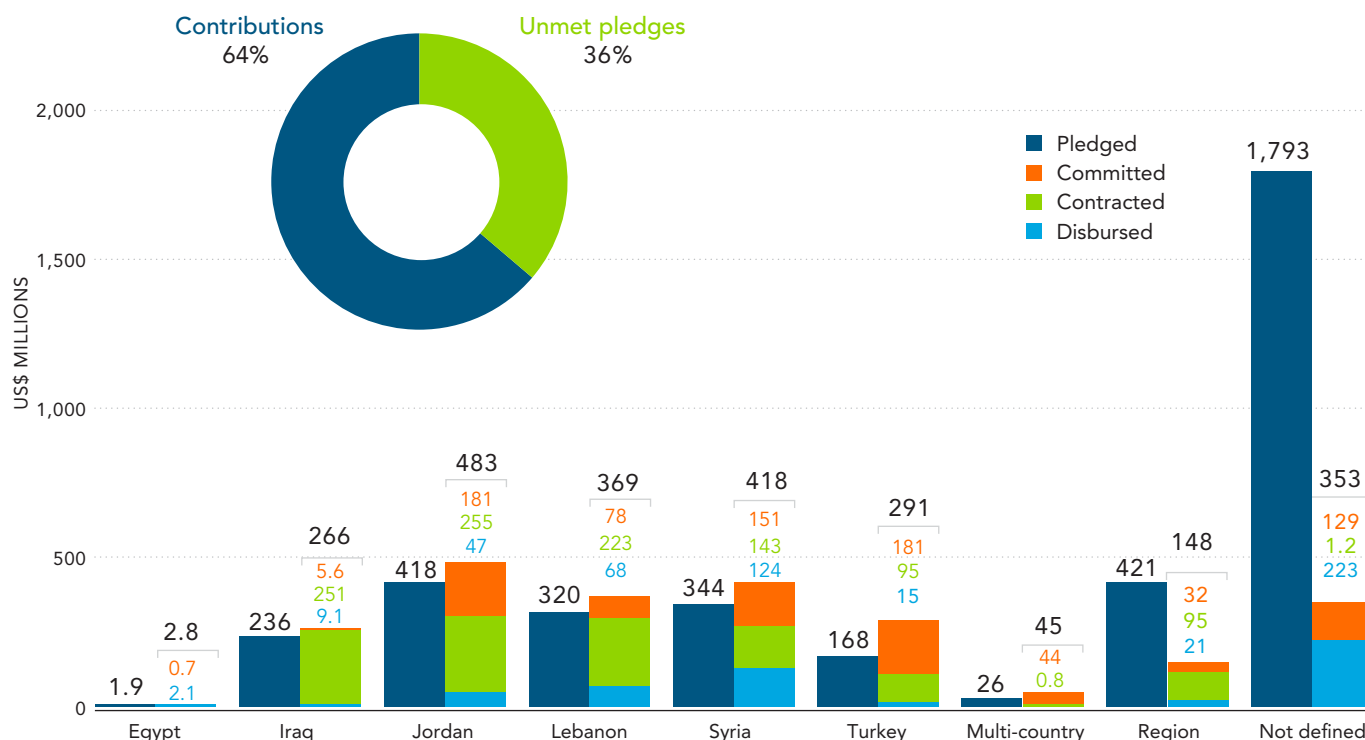
FIGURE 2.1: Grant contributions against pledges by recipient country, 2017



Source: Development Initiatives based on data provided bilaterally by donors in March 2018 and UN OCHA FTS. FTS data downloaded 9 March 2018.

Notes: Data is partial and preliminary. 'Not defined' includes a portion of funding where data by recipient country was not specified by donors. Where contributions to a country exceed original pledges, this may be because of a lack of country-specific pledges at the time of the conference or a lack of disaggregated pledge data reported as part of this exercise.

FIGURE 2.2: Grant contributions against pledges by recipient country, 2018–2020



Source: Development Initiatives based on data provided bilaterally by donors in March 2018.

Notes: Data is partial and preliminary. 'Not defined' includes a portion of pledges and funding where data on recipient country was not specified bilaterally by donors. Where contributions to a country exceed original pledges, this may be because of a lack of country-specific pledges at the time of the conference or a lack of disaggregated pledge data reported as part of this exercise.

In terms of grants for the 2018–2020 period, donors have so far reported total contributions of US\$2.4 billion. A fifth of this, US\$483 million, has been allocated to Jordan, while Syria has received around 18% of the total – US\$418 million. Turkey and Iraq are each reported to have received 12% and 11%, respectively, of the

total contributions for the period (US\$291 million, US\$266 million). Approximately 23% of contributions (US\$546 million) have not been allocated by country, and of these US\$148 million has been directed to regional response.

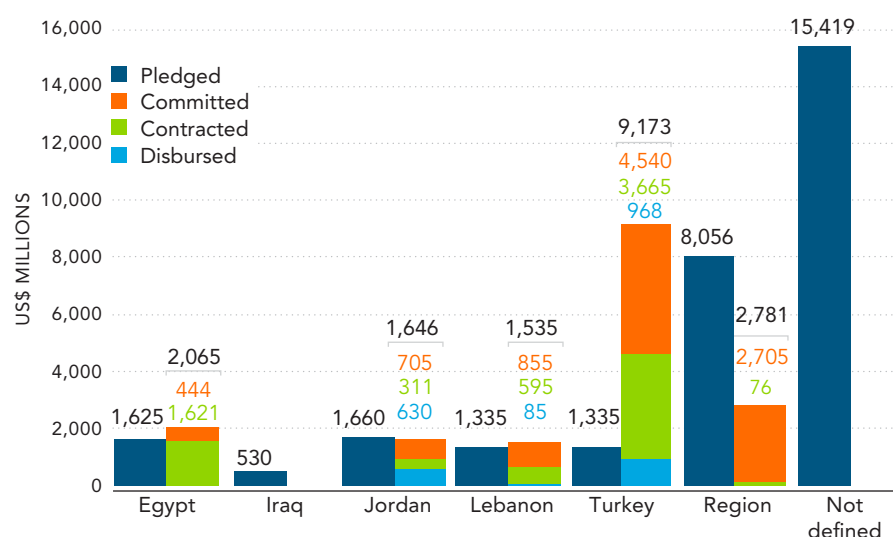
## Loan contributions

Close to a fifth of the loan contributions for the 2016–2018 period (16%, US\$2.8 billion) were given in response to the crisis in the region,<sup>12</sup> without specifying a country recipient. Where country detail is available,<sup>13</sup> Turkey received the largest share of loans (53% of total, US\$9.2 billion). Lending institutions directed US\$2.1 billion to Egypt (12%), US\$1.6 billion to Jordan (10%) and US\$1.5 billion to Lebanon (9%).

No details were provided on levels of concessionality for the majority of loans (Figure 2.4). For the loans for which this information is available (US\$4.1 billion of all loans), the majority of concessional loans were given to Jordan (US\$1.3 billion), while the remaining were made available for Lebanon (US\$859 million). A total of US\$1.7 billion in non-concessional loans is reported to have been directed to Turkey.

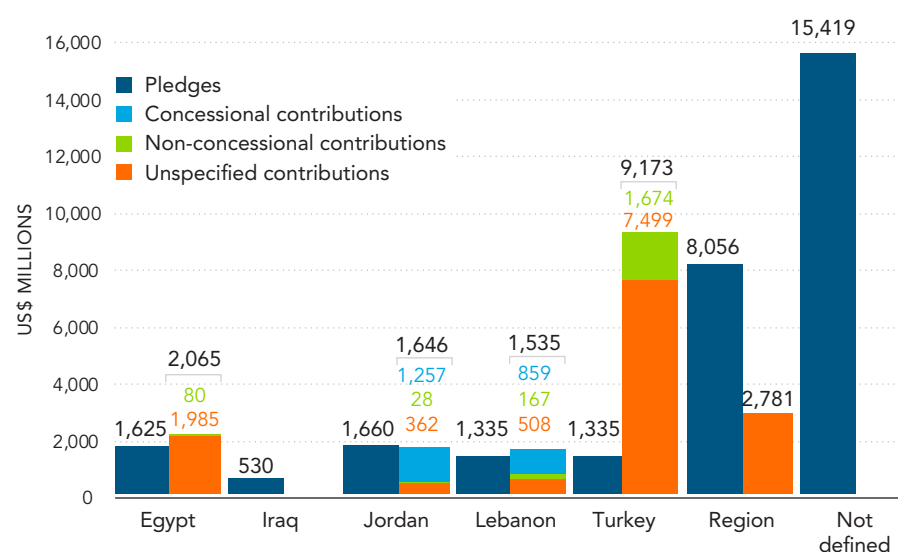
Jordan, Lebanon and Turkey all received a combination of grant and loan contributions as financial support (see Section 3). Financial mechanisms, such as the World Bank's Global Concessional Financing Facility (GCFF) and the EU's Neighbourhood Investment Facility, use grant funding from government donors to leverage three to nine times the same amount in loans. The European Bank for Reconstruction and Development (EBRD) and the European Investment Bank (EIB) use grants from donors as co-investments for the loans they provide.<sup>14</sup>

FIGURE 2.3: Loan contributions against pledges by recipient country, 2016–2020<sup>15</sup>



Source: Development Initiatives based on data provided bilaterally by donors in March 2018. Notes: Contributions refers to 2016–2018 only; data is not yet available for the 2019–2020 period. Some of the funds displayed as committed might be contracted or disbursed. Data is partial and preliminary. 'Not defined' includes a portion of pledges where data on recipient country was not specified bilaterally by donors. Where contributions to a country exceed original pledges, this may be because of a lack of country-specific pledges at the time of the conference or a lack of disaggregated pledge data reported as part of this exercise.

FIGURE 2.4: Loan contributions against pledges by recipient country, by loan concessionality, 2016–2020



Source: Development Initiatives based on data provided bilaterally by donors in 2018. Notes: Contributions refers to 2016–2018 only; data is not yet available for the 2019–2020 period. Data is partial and preliminary. 'Not defined' includes a portion of pledges where data on recipient country was not specified by donors. Where contributions to a country exceed original pledges, this may be because of a lack of country-specific pledges at the time of the conference or a lack of disaggregated pledge data reported as part of this exercise.

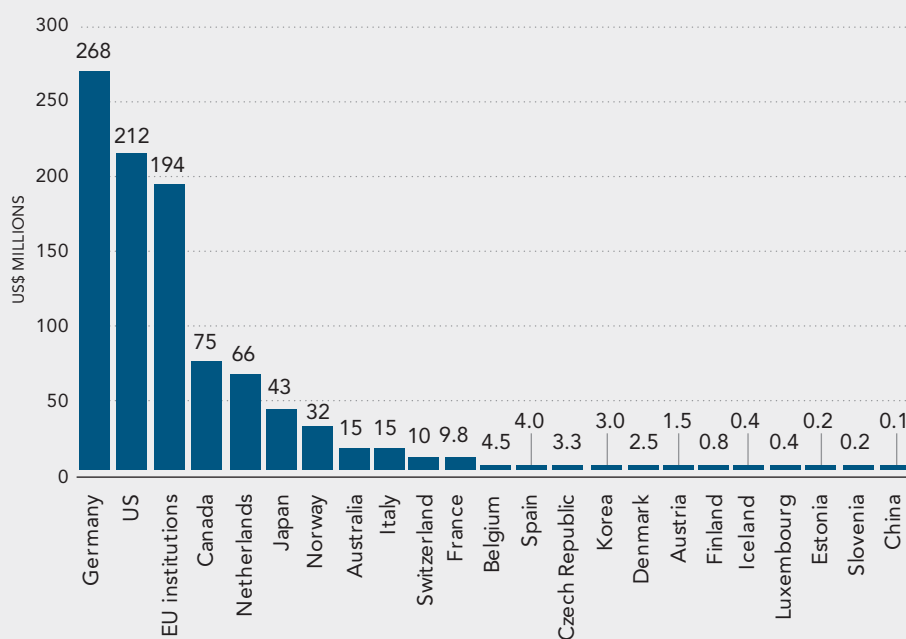
## 3. In focus: Contributions to Jordan, Lebanon, Turkey and Syria

Total contributions to Jordan had reached US\$2.6 billion by the end of 2017, made up of predominately loans (63%, US\$1.6 billion) and grants (37%, US\$960 million). Three donors combined, namely Germany (US\$268 million), the US (US\$212 million) and the EU institutions (US\$194 million), provided 70% of all grant contributions. In terms of loans,

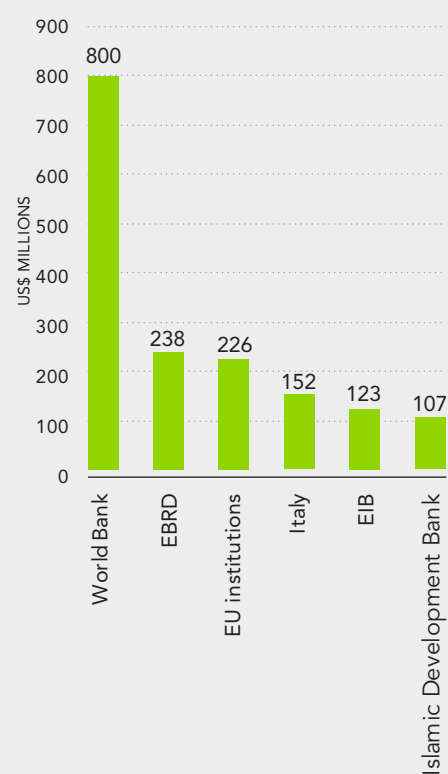
the World Bank provided almost half of these contributions (49%, US\$800 million), while the EBRD and the EU institutions each provided 14% respectively (US\$238 million and US\$226 million). Italy gave US\$152 million (9%), the EIB US\$123 million (7%) and the Islamic Development Bank US\$107 million (6%).

FIGURE 3.1: Contributions to Jordan by donor, a) grants 2017, b) loans 2016–2018

### Grants



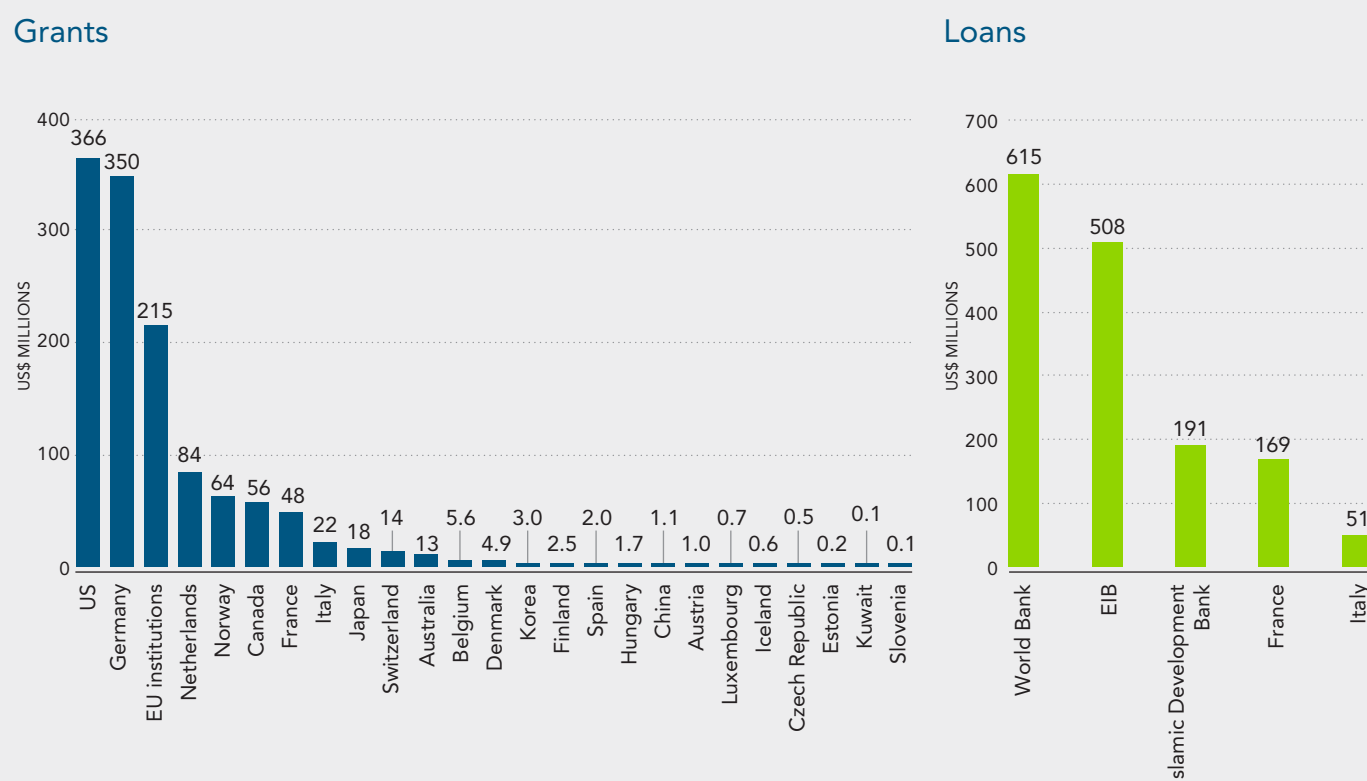
### Loans



Sources: Development Initiatives based on data provided bilaterally by donors in 2018 and UN OCHA FTS data. FTS data downloaded 9 March 2018.

Notes: Loan contributions span the 2016–2018 period,<sup>16</sup> where reported against it. EBRD: European Bank for Reconstruction and Development; EIB: European Investment Bank.

FIGURE 3.2: Contributions to Lebanon by donor, a) grants 2017, b) loans 2016–2018



Sources: Development Initiatives based on data provided bilaterally by donors in 2018 and UN OCHA FTS data. FTS data downloaded 27 September 2017.

Notes: Loan contributions might span the 2016–2018 period, where reported against it.<sup>17</sup> EIB: European Investment Bank.

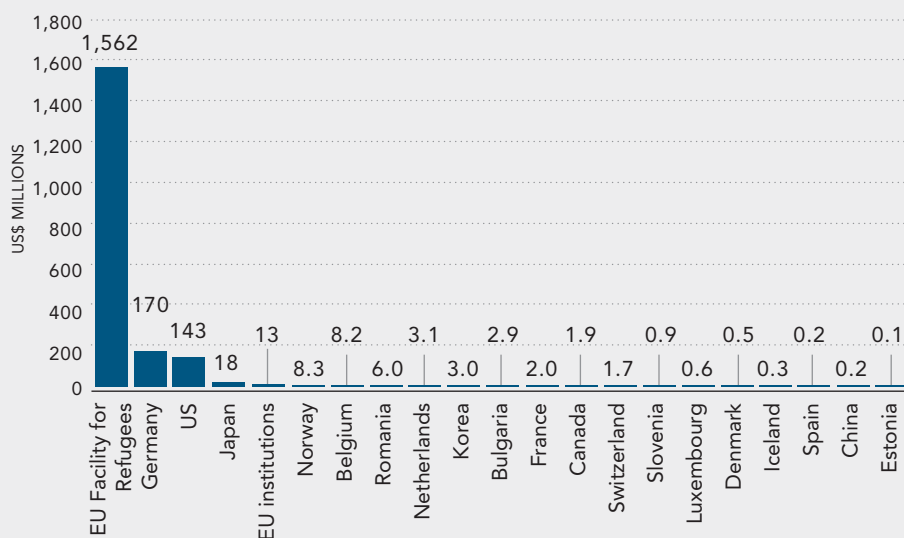
Total support to Lebanon in 2017 amounted to US\$2.8 billion. The larger share of this was contributed in the form of loans, US\$1.5 billion (55%), while grants amounted to US\$1.3 billion (45%). Again, close to three-quarters of the grants were provided by three donors – the US (US\$366 million), Germany (US\$350 million) and the EU institutions (US\$215 million).

The World Bank in turn provided two-fifths of all loan contributions to Lebanon (40%, US\$615 million), with the remainder being given by the EIB (US\$508 million), the Islamic Development Bank (US\$191 million), France (US\$169 million) and Italy (US\$51 million).

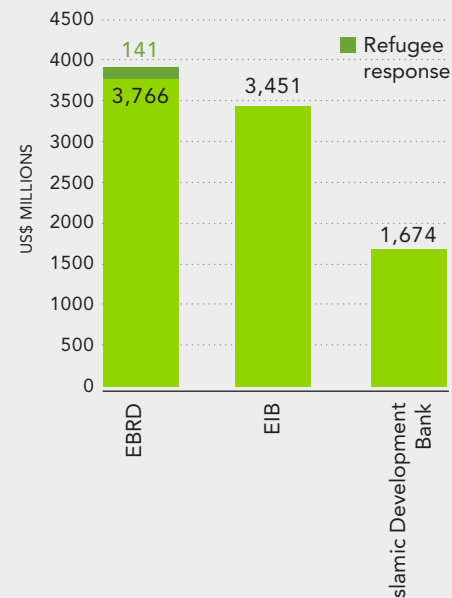


FIGURE 3.3A: Contributions to Turkey by donor, a) grants 2017, b) loans 2016–2018

### Grants



### Loans



Source: Development Initiatives based on data provided bilaterally by donors in 2018 and UN OCHA FTS data. FTS data downloaded 9 March 2018. Notes: Funding through the EU Facility for Refugees in Turkey includes EU member states' contributions. The data excludes a total of US\$1.4 billion reported by individual donor institutions as channelled through the Facility to prevent double counting. Loan contributions might span the 2016–2018 period,<sup>18</sup> where reported against it. EBRD: European Bank for Reconstruction and Development; EIB: European Investment Bank.

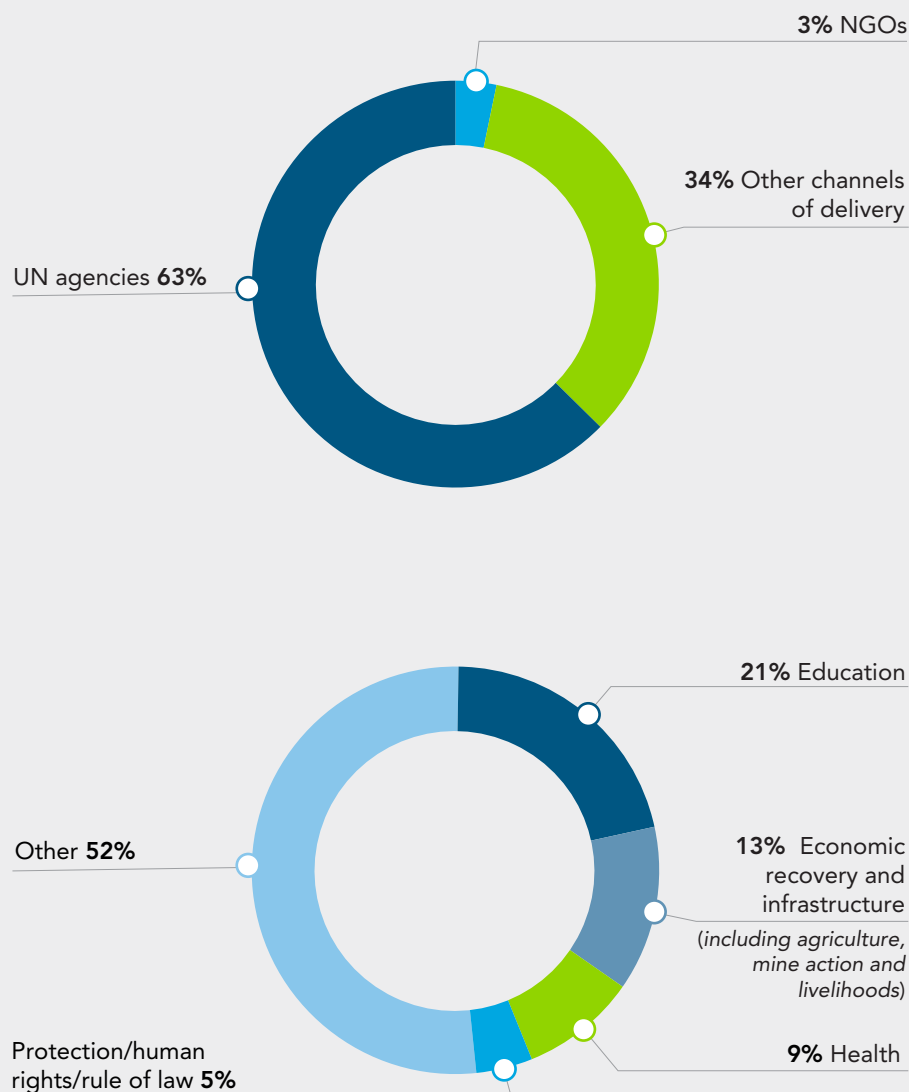
Donors' contributions to Turkey amounted to US\$11.1 billion in grants and loans combined in 2017. Over 80% of these (US\$9.0 billion) were provided in the form of loans, from three IFIs: the EBRD (US\$4.0 billion), the EIB (US\$3.5 billion) and the Islamic Development Bank (US\$1.7 billion).

Of the grants directed to Turkey, 80% (US\$1.6 billion) were delivered through the EU Facility for Refugees in Turkey. Outside of contributions channelled via the Facility, the two largest grant donors were Germany (US\$170 million) and the US (US\$143 million).

The EU Facility for Refugees in Turkey was established in November 2015 with the purpose of swiftly and efficiently mobilising funds from the EU and its member states to support refugee response in Turkey.<sup>19</sup> The total budget coordinated by the Facility over the 2016–2017 period is €3 billion. This consists of €1 billion from the EU budget, and €2 billion from EU member states' funding.<sup>20</sup>

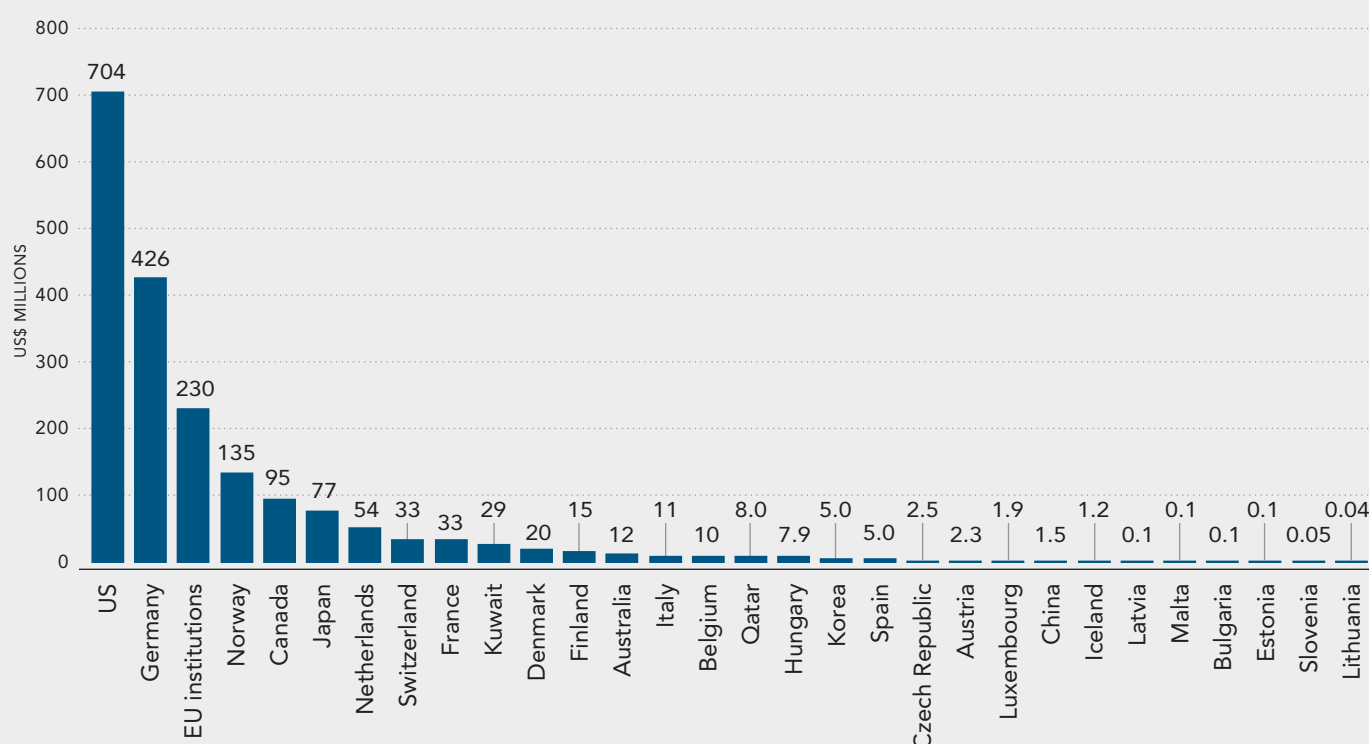
The Facility provided both humanitarian and development assistance to refugees and host communities. In 2017, funding from the Facility was primarily directed to education programmes (US\$333 million, 21% of the total), economic recovery and infrastructure (US\$205 million, 13%), and health (US\$144 million, 9%). Out of the US\$810 million allocated to 'other' sectors, US\$733 million supported multi-purpose cash grants to refugees as part of the 'Emergency Social Safety Net'. This large-scale programme is delivered by the World Food Programme. The majority of funding through 'other channels of delivery' (US\$533 million, 34%) is delivered through IFIs.

FIGURE 3.3B: Grant contribution from the Facility for Refugees in Turkey, by sector and channel of delivery, 2017



Source: Development Initiatives based on available updates on the Facility for Refugees in Turkey.

FIGURE 3.4: Grant contributions to Syria, by donor, 2017



Sources: Development Initiatives based on data provided bilaterally by donors in 2018 and UN OCHA FTS data.  
FTS data downloaded 9 March 2018.

More than a third of the total grants to Syria, which in 2017 amounted to US\$1.9 billion, were provided by the US (37%). The next five largest donors provided a combined total of 50% of all grants, namely: Germany (US\$426 million), the EU institutions (US\$230 million), Norway (US\$135 million), Canada (US\$95 million) and Japan (US\$77 million). There were no loans reported to Syria.

## 4. Progress by donor

### Grant contributions

By the end of 2017, the Brussels conference donors had contributed a total of US\$7.5 billion in grants against their pledges to Syria and the region. This includes funds

reported as committed, contracted and disbursed. Of the 42 conference grant donors, 33<sup>21</sup> made contributions for as much or more than they pledged.<sup>22</sup>

FIGURE 4.1: Grant contributions against pledges by donor, 2017

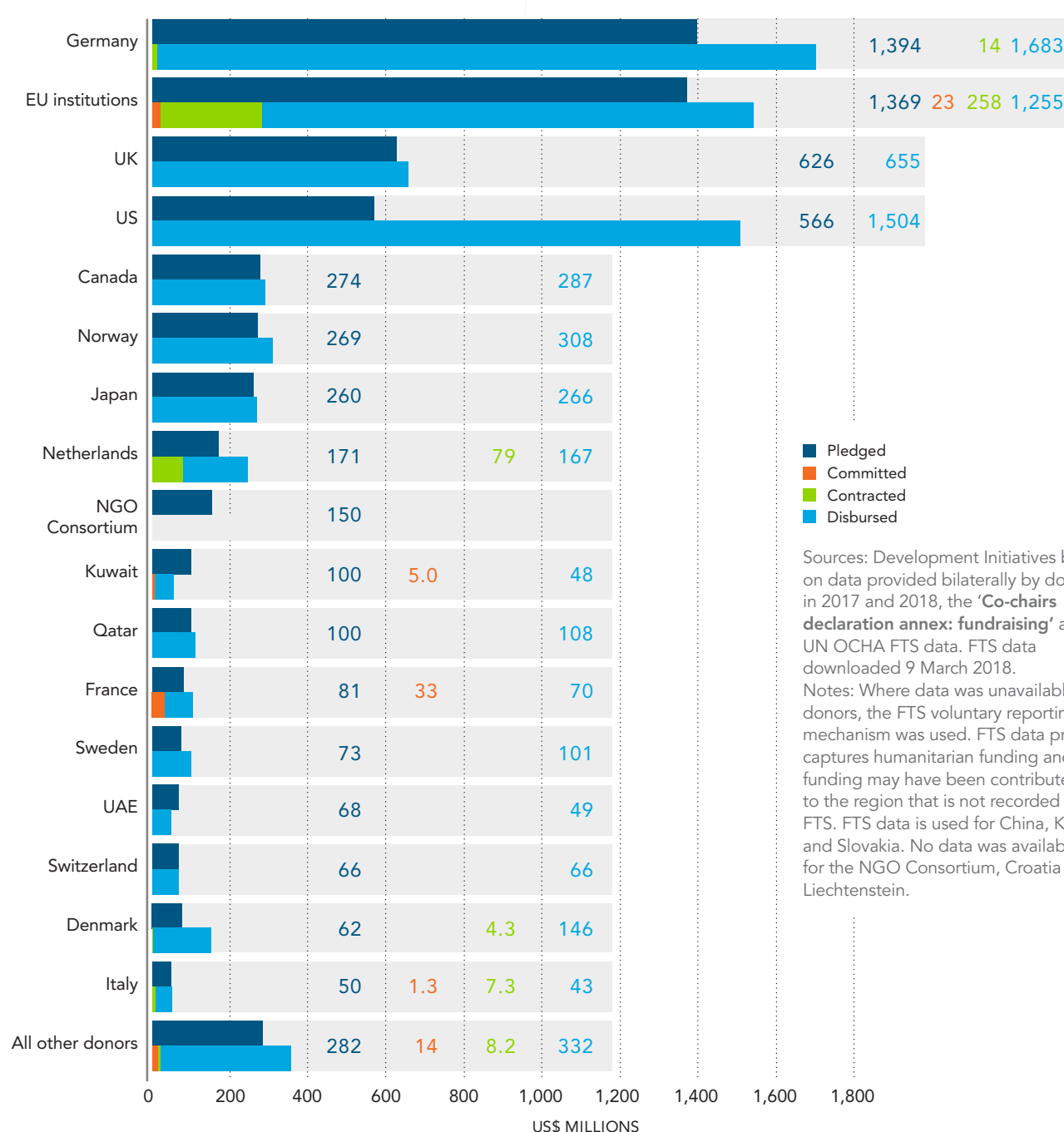
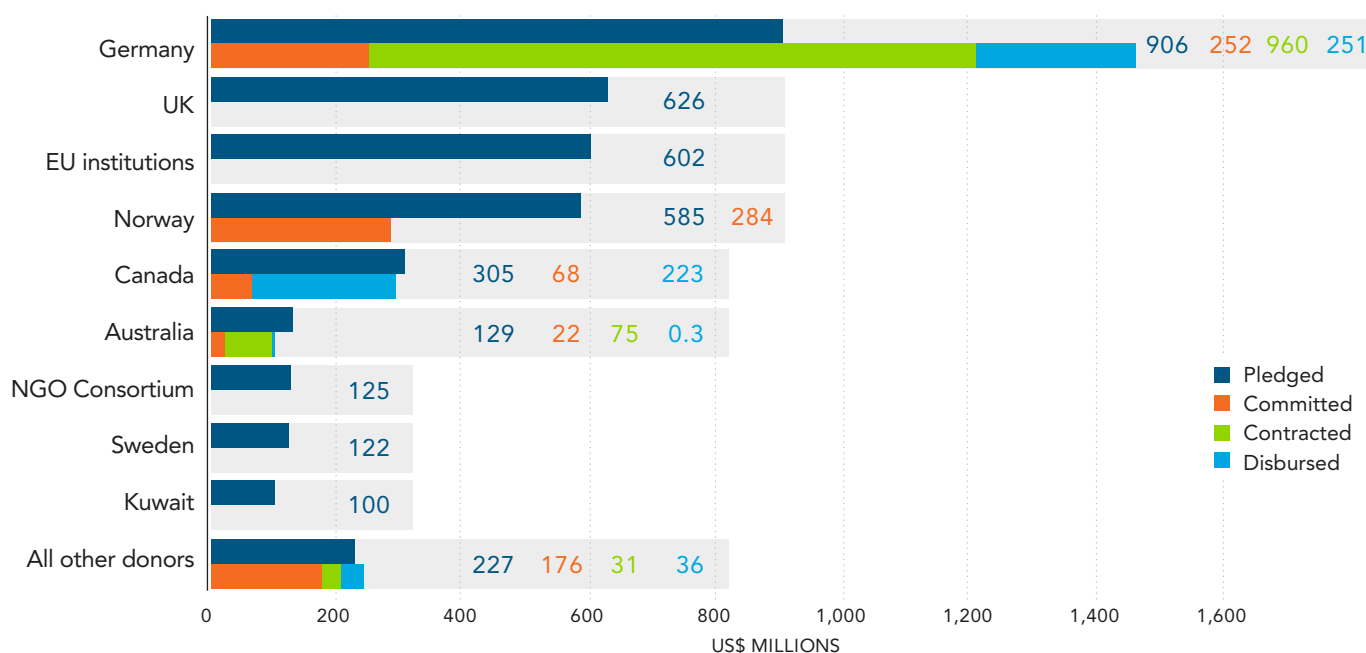


TABLE 4.1: All other donors, US\$ millions

	● Pledged	Contributed	% met	Contributions breakdown		
				● Committed	● Contracted	● Disbursed
Australia	40	40	100%	-	-	40
Belgium	38	40	106%	-	-	39
Finland	38	41	109%	-	-	41
China	29	5.0	17%	-	-	5.0
Ireland	27	29	107%	-	-	29
Austria	26	27	105%	0.2	-	27
Portugal	18	12	67%	-	-	12
Korea	14	14	100%	-	-	14
Hungary	10	15	148%	10	-	4.9
Czech Republic	8.3	9.4	113%	-	-	9.4
Luxembourg	8.1	8.0	100%	-	-	8.0
Spain	8.0	88	1,102%	-	-	88
Poland	5.4	6.7	125%	-	6.7	-
Slovakia	3.0	0.2	7%	-	-	0.2
Bulgaria	2.8	3.0	109%	-	-	3.0
Lithuania	2.5	2.7	106%	-	-	2.7
Estonia	2.2	3.1	139%	-	-	3.1
Iceland	2.2	2.5	115%	-	-	2.5
Liechtenstein	0.4	-	0%	-	-	-
Croatia	0.2	-	0%	-	-	-
Romania	0.2	6.2	2,887%	3.8	-	2.4
Latvia	0.1	0.1	105%	-	-	0.1
Malta	0.1	0.1	105%	-	-	0.1
Cyprus	0.1	0.7	1,239%	-	-	0.7
Slovenia	0.03	1.2	3,627%	0.4	0.1	0.8
EU member states and EU institutions total	4,021	4,832	120%	72	370	4,389

FIGURE 4.2: Grant contributions against pledges by donor, 2018–2020



Sources: Development Initiatives based on data provided bilaterally by donors in 2017 and 2018, and the 'Co-chairs declaration annex: fundraising'.

Of the same 42 conference donors, 26 made forward-looking pledges for the 2018–2020 period. Together, these totalled US\$3.7 billion. Close to two-thirds of this volume (64%, US\$2.4 billion) has already been made available, of which at least US\$1.4 billion was for 2018 alone.

More than three-fifths of the forward-looking amount was contributed by Germany (US\$1.5 billion, 62%). The second and third largest donors

were Canada (US\$291 million) and Norway (US\$284 million), respectively. There remain donors, such as the EU institutions, who are not yet able to report their 2018–2020 contributions due to the annuality of their budget cycles and the timing of data collection (February 2018).

TABLE 4.2: All other donors, US\$ millions

	● Pledged	Contributed	% met	Contributions breakdown		
				● Committed	● Contracted	● Disbursed
France	63	-	0%	-	-	-
Italy	48	6.5	13%	6.5	-	-
Netherlands	27	30	113%	-	-	30
Belgium	-	31	-	0.6	30	-
Luxembourg	24	27	114%	27	-	-
Switzerland	20	85	413%	85	-	-
Austria	17	20	114%	20	-	-
Finland	8.6	9.8	114%	9.8	-	-
Iceland	5.3	2.0	37%	2.0	-	-
Czech Republic	4.2	4.9	117%	4.9	-	-
Hungary	2.5	19	756%	14	-	5.3
Bulgaria	1.7	1.9	114%	1.9	-	-
Lithuania	1.5	3.1	209%	3.1	-	-
Estonia	1.4	1.6	114%	1.6	-	-
Spain	-	0.8	-	-	0.8	-
Croatia	0.6	-	0%	-	-	-
Romania	0.6	-	0%	-	-	-
Slovenia	0.3	-	0%	-	-	-
Liechtenstein	0.2	-	0%	-	-	-
EU member states and EU institutions total	2,457	1,618	66%	341	991	286

## Loan contributions

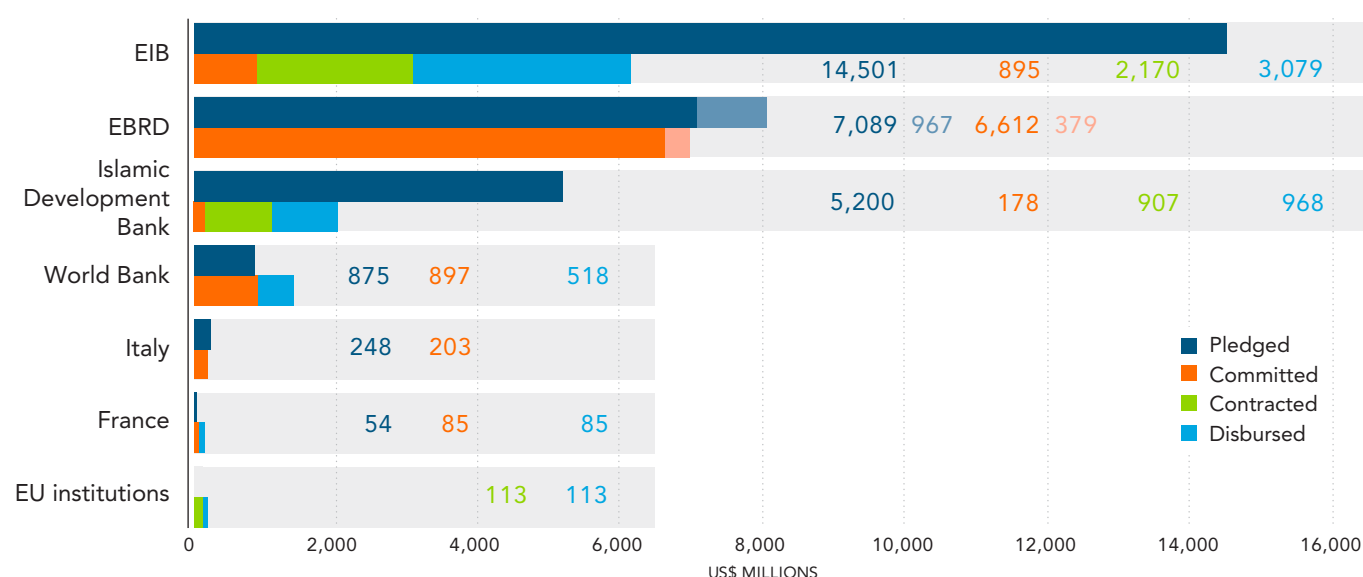
The vast majority of loans were contributed by multilateral development banks<sup>23</sup> (97%, US\$16.6 billion). The EBRD and EIB jointly provided 76% of all loan contributions so far (US\$13.1 billion). These figures refer to their full investment portfolios in the region. Out of EBRD's contributions, US\$379 million was directed towards refugee response. The Islamic Development Bank has contributed a total of US\$2.1 billion (12% of total loans) since 2016.

Government donors and the EU institutions provided a total of US\$598 million (3%): EU institutions US\$226 million, Italy US\$203 million and France US\$169 million.

Due to different lending rules and systems, the majority of the loans do not specify details on their concessionality<sup>24</sup> (these make up 76% of the total, US\$13.1 billion). Out of the loans for which there is data available, US\$2.1 billion (52%) is concessional and US\$1.9 billion

(45%) is non-concessional. The World Bank provided the majority of the reported concessional lending (US\$1.4 billion), followed by Italy (US\$203 million), France (US\$169 million) and the Islamic Development Bank (US\$103 million). The loan contributions reported by the Islamic Development Bank are largely non-concessional (US\$1.9 billion, 95% of its reported total). EBRD contributions are non-concessional but loans are blended with grants.

FIGURE 4.3: Loan contributions against pledges<sup>25</sup> by donor, 2016–2020<sup>26</sup>



Source: Development Initiatives based on data provided bilaterally by donors in 2017 and 2018, and the **Co-chairs declaration annex: fundraising**. Notes: Pledge data is taken from the conference annex. A portion of the Brussels conference loan pledges may reconfirm those from the London conference. Contributions refers to 2016–2018 only; data is not yet available for the 2019–2020 period. A portion of the European Bank for Reconstruction and Development (EBRD)'s funds shown as committed may be contracted or disbursed. The EBRD's commitments and pledges that refer to refugee response only are shaded differently in the graph. The remaining contributions from the EBRD, and the contributions from the European Investment Bank (EIB) and Islamic Development Bank, refer to their full country portfolios in the region. The EIB contributed an additional US\$2.3 billion as part of its pledge to other countries in the region, which are beyond the geographical scope of this tracking exercise. The loan contributions reflected in the graph include co-investment grants from other donors. Total grants reported by EBRD include co-investment grants blended with EBRD finance and a small portion of standalone grants dedicated to the financing of technical cooperation assignments, covering EBRD's work providing small and medium-sized enterprise support and advice as well as gender and economic inclusion. This chart only includes donors that have reported contributions and does not include all donors who made loan pledges at the Brussels conference.



## 5. Contributions by sector

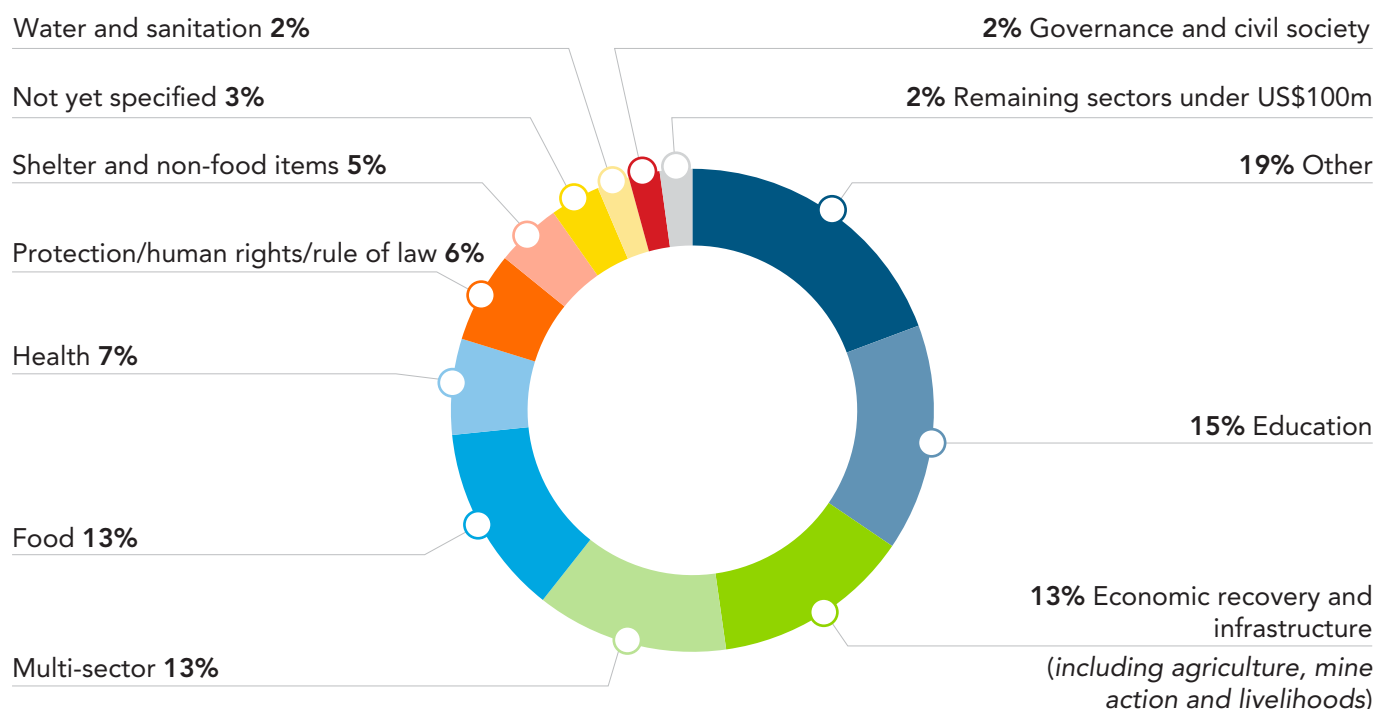
### Grant contributions

In 2017, a volume of US\$3.6 billion was reported against specific sectors and a further US\$2.0 billion was reported without specific sector details<sup>27</sup> – those reported as ‘other’, ‘multi-sector’, ‘unearmarked’ or ‘not specified’. Based on the data available, the largest sector-specific grant contributions were made towards education (15% of total, US\$848 million), economic infrastructure and recovery (13%, US\$740 million) and food assistance (13%, US\$711 million). It is possible that more funding has been directed to each of these sectors; but as a result of data gaps the extent of this is not known.

The sector ‘other’ received US\$1.1 billion, which includes US\$810 million of disbursements by the Facility for Refugees in Turkey (see Section 3.3 for more detail).

The remaining US\$923 million in grant contributions, or 17% of the reported total, did not specify sectoral details. The majority of these funds (US\$718 million) were multisectoral, 20% (US\$187 million) have not specified a sector yet, while 2% (US\$18 million) were unearmarked.

FIGURE 5.1: Grant contributions by sector, 2017



Sources: Development Initiatives based on data provided bilaterally in 2018 and UN OCHA FTS data. FTS data downloaded 9 March 2018.

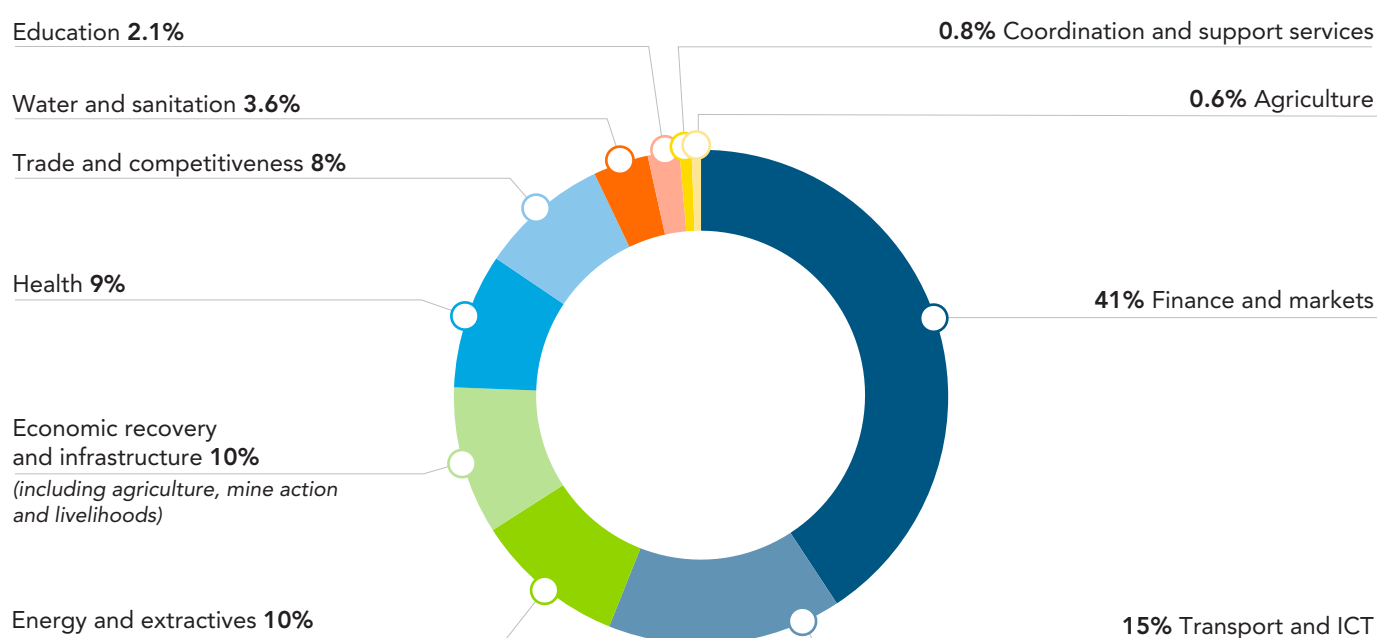
Notes: ‘Remaining sectors under US\$100m’ includes: coordination and support services (US\$84 million), social and cultural infrastructure (US\$18 million) and unearmarked contributions (US\$18 million).

## Loan contributions

Of the total loan contributions that reported sectoral information, around two-fifths (42%, US\$3.9 billion) went towards finance and markets support. A further US\$1.5 billion (16%) was

directed towards transport and ICT, and US\$958 million (10%) to energy and extractives. The health sector received total loans of US\$857 million (9%) over the time period.

FIGURE 5.2: Loan contributions by sector, 2016–2018



Source: Development initiatives based on data collected bilaterally in 2018.

Notes: Data is partial and preliminary as full details on sector disaggregation are not available.<sup>28</sup>  
Due to rounding figures in this chart do not sum to 100%.

## 6. Contributions by channel of delivery

### Grant contributions

From the reported data for 2017 that provided information on how funding was channelled, 60% of grant contributions were directed to UN agencies in the first instance (60%, US\$3.0 billion). Approximately 15%, or US\$751 million, was channelled through NGOs, while the Red Cross and Red Crescent Movement received 2.7% or US\$135 million of grants. Just over 1% (US\$55 million) was reported as channelled through partner country governments and 0.1% (US\$4 million) through the private sector.

It is possible that more funding was directed through each of these channels, but due to data gaps the extent of that is not known.

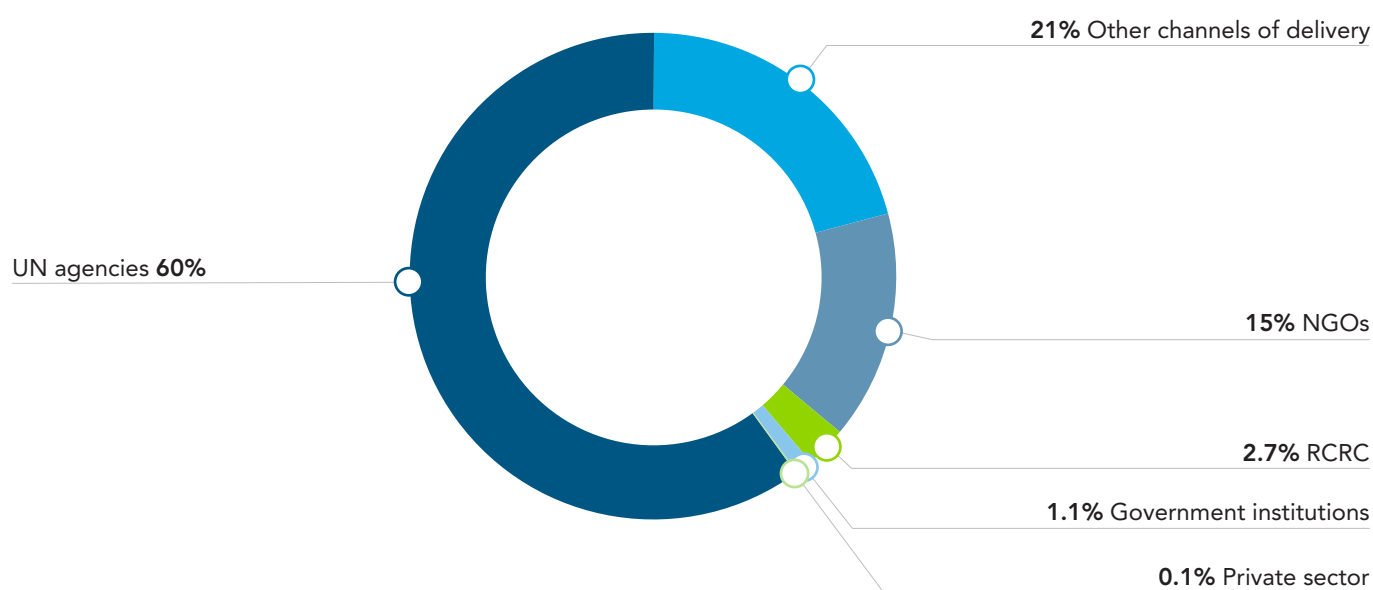
More than US\$1.0 billion (21%) of grant contributions was reported as

directed towards other channels of delivery, a large share of which was represented by IFIs, but also donor government agencies, funds and organisations for which no detail was made available.

### Loan contributions

The vast majority of loans for which channel of delivery information was reported was contributed via partner country governments (81%, US\$2.5 billion). A further US\$289 million (9%) was channelled via the private sector, and US\$111 million (4%) via UN agencies. In addition, US\$203 million (6%) was reported as channelled through 'other' channels of delivery. For US\$14.1 billion (82% of total loans), this information was not made available.

**FIGURE 6.1:** Grant contributions by channel of delivery to Syria, Jordan, Lebanon, Turkey, Iraq and Egypt, 2017



Source: Development Initiatives based on data provided bilaterally by donors in 2017 and 2018 and UN OCHA FTS data. FTS data downloaded 9 March 2018.

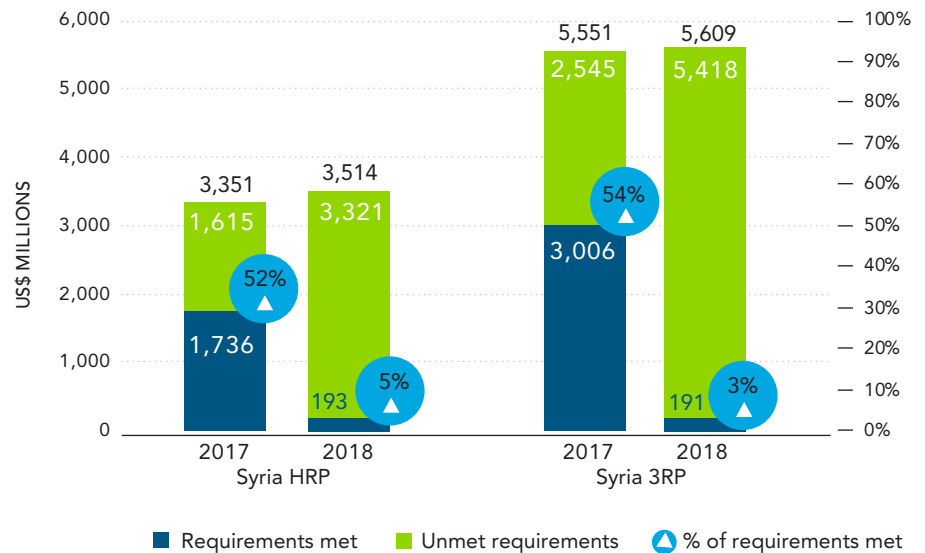
Notes: NGOs: non-governmental organisations; RCRC: International Red Cross and Red Crescent Movement.

## 7. UN-coordinated appeals

The Syria Humanitarian Response Plan (HRP) responds to the humanitarian needs within Syria, while the Regional Refugee and Resilience Plan (3RP) covers protection and humanitarian needs as well as resilience in the countries hosting refugees – Egypt, Iraq, Jordan, Lebanon and Turkey. The total requirements for both appeals in 2017 was US\$8.9 billion and jointly they were 53% funded, having received US\$4.7 billion, according to funding reported to OCHA FTS. The levels of coverage for the HRP and the 3RP were similar, 52% and 54% respectively; their funding shortfalls were US\$1.6 billion and US\$2.5 billion respectively.

The appeal requirements for both the Syria HRP and 3RP remained high in 2018. The funding request for the HRP increased to US\$3.5 billion, up by 5% on its 2017 levels. The 3RP requirements also increased slightly to US\$5.6 billion, by 1% compared with 2017. Overall requirements for these appeals therefore increased by 2% to US\$9.1 billion in 2018. At the time of writing, funding received against both appeals was only 4% (US\$384 million) of the total requested.

FIGURE 7.1: Requirements and contributions for Syria-related UN-coordinated appeals, 2017 and 2018



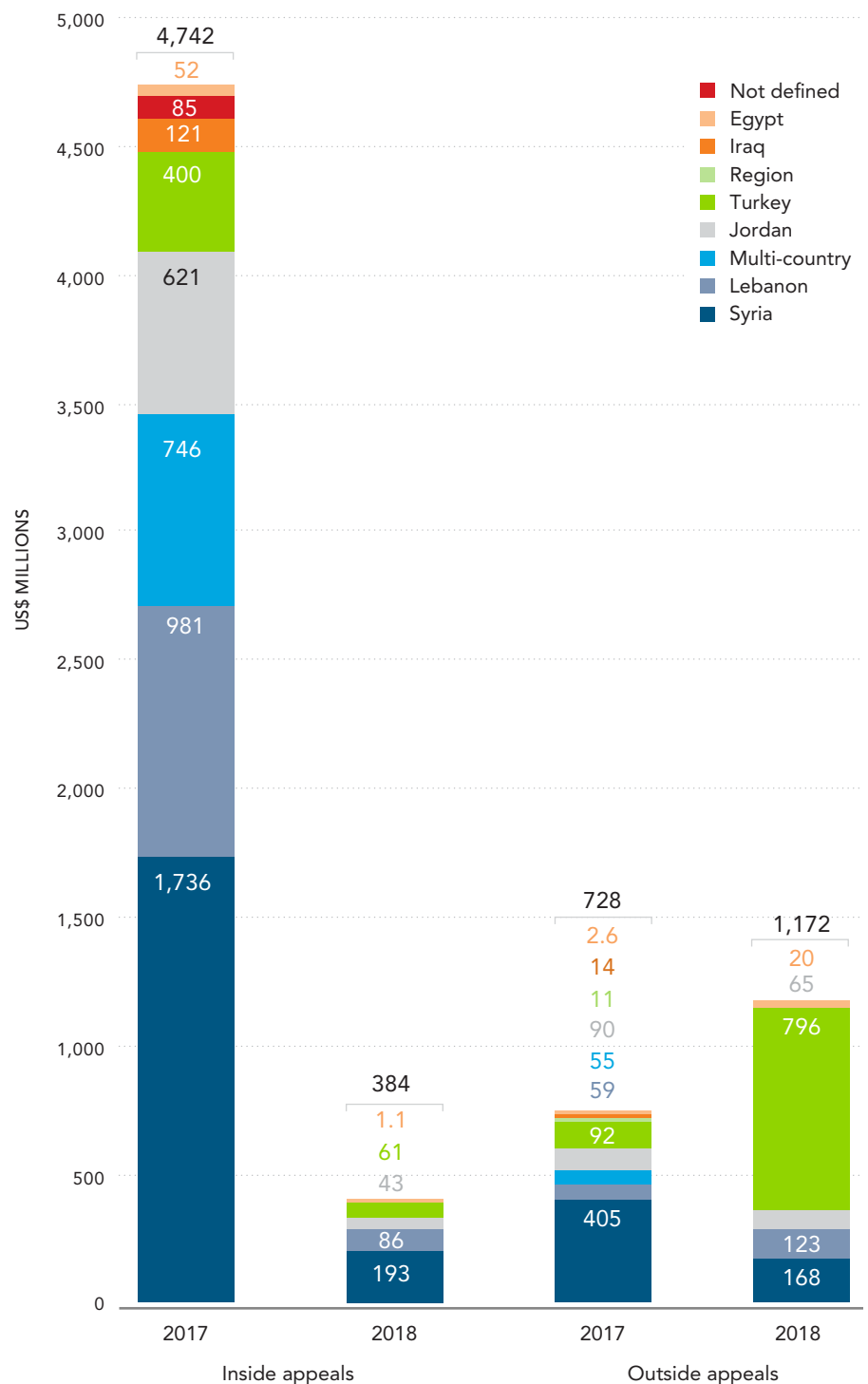
Sources: Development Initiatives based on UN OCHA FTS data, downloaded on 9 March 2018.<sup>29</sup>  
Notes: 3RP: Regional Refugee and Resilience Plan; HRP: Humanitarian Response Plan.

According to UN OCHA, only 13% of the total funding to the Syria response in 2017 reported to OCHA FTS was outside appeals. More than half of the assistance to the crisis in 2017 outside of UN appeals was directed to Syria (56%, US\$405 million). A further 13% (US\$92 million) was directed to Turkey, and 12% (US\$90 million) to Jordan.

So far in 2018, more than two-thirds of the funding outside of appeals is directed to Turkey (68%, US\$796 million). An additional 14% (US\$168 million) is provided to Syria, and a further 10% (US\$123 million) to Lebanon.<sup>30</sup>

A number of reasons may explain the volumes of funding recorded outside UN-coordinated appeals highlighted in Figure 7.2: the appeals do not include all implementing agencies, as some are not part of the UN appeal framework, and the sectoral composition/scope of the appeals does not cover the broad scale of assistance currently provided by donors. As this and previous tracking reports note, contributions from donors towards development and stabilisation efforts, or the provision of a mix of both grants and loans for longer-term assistance, may not be reflected in the specific set of asks and accompanying reported funding against UN appeals, and as a result these are not captured in Figure 7.2 nor in FTS, which primarily captures humanitarian grant contributions.

FIGURE 7.2: Funding inside and outside the Syria-related UN-coordinated appeals, by country, 2017 and 2018



Sources: Development Initiatives based on UN OCHA FTS data, downloaded on 9 March 2018.  
Notes: The 2017 funding for the Syria 3RP include US\$953 million in multi-year funds.

# Annex 1: Glossary

TERM	DEFINITION
Commitment	<p>A firm plan expressed in writing and backed by the necessary funds, carried out by an official donor to provide specified assistance to a recipient country government, organisation or implementing agency. In the context of the tracking reports, commitments refer to those funds which have been committed but not yet contracted or disbursed.</p> <p>In the case of loans, the amount committed by financial institutions should be understood as the amount of loans formally approved by their institutions.</p>
Contract	<p>A binding agreement signed between a donor and a recipient implementing institution, organisation or agency to implement an action. Funds can then be disbursed on this basis. In the context of the tracking reports, contracted funding refers to those funds which have been contracted but not yet disbursed.</p> <p>In the case of loans, the amount contracted by financial institutions refers to the amount of loans formally signed with the borrower.</p>
Contributions	<p>For the purpose of tracking reports, 'contributions' is used as a general term to refer to the sum of all funds reported as committed, contracted and disbursed.</p>
Disbursement	<p>Outgoing funds that are transferred to a recipient institution, organisation or agency, following a commitment and/or a contract. In the context of the tracking report, disbursements refer to funds disbursed from the donor to the first-level recipient, not to the funds which are ultimately spent at the project level. Disbursements may depend on the progress of the respective projects and that achieved by respective implementing partners.</p> <p>In the case of loans, the disbursed amount by financial institutions refers to the amount transferred to the borrower.</p>
Grant	<p>Funding for which no repayment is required.</p>
Lending institutions	<p>All institutions that pledged and/or contributed loans as part of the Syria response. This includes multilateral development banks and government institutions.</p>
Loans	<p>Funding for which the recipient incurs a legal debt.</p>
Loan concessionality level	<p>The concessionality level of a loan reflects the benefit to the borrower compared with a loan at market rate.</p> <p>Concessional loans' benefits can include a lower interest rate, a longer period in which the loan has to be repaid and a delay to when the repayment has to begin.</p>

TERM	DEFINITION
Multi-country	Pledges and funding labelled as 'multi-country' in the reports refer to instances where funding is directed (or will be directed) to two or more (but not all) specified countries in the Syria region. This differs from pledges and funding labelled as going to the 'region', which is specified as funding for the regional response by donors and may go to all countries in the region; as well as 'not defined', which refers to pledges and funding where no country or regional detail has been provided.
Multi-sector	In the context of sectoral disaggregation of grants and for the purposes of the tracking reports, multi-sector refers primarily to projects and activities with no one dominant sector and often applies to assistance for refugees provided and/or coordinated by the UN High Commissioner for Refugees (UNHCR). This definition is in line with the Inter-Agency Standing Committee's (IASC) sectoral definitions.
Multilateral development banks	Multilateral development banks (MDBs) are supranational institutions established by a group of countries with the common task of fostering economic and social progress in developing countries by financing projects (in the form of loans or grants), supporting investment, generating capital and providing technical expertise.
Pledge	<p>In the case of grants, this refers to a non-binding announcement of an intended contribution or allocation by donors.</p> <p>In the case of loans, this represents a non-binding announcement of a lending target. Achieving set lending targets depends on the ability and willingness of the borrowing party to take out a loan.</p>
Recipient country	The reports include analysis of pledges and funding by recipient country. This includes direct funding to the governments of recipient countries, as well as funding channelled through organisations working in the country, such as the UN, non-governmental organisations (NGOs), the International Red Cross and Red Crescent Movement (ICRC and IFRC) and the private sector.
Region	In the context of the Brussels Conference, this refers to Egypt, Iraq, Jordan, Lebanon and Turkey.
Unearmarked	In the context of the tracking reports, unearmarked refers to funding that is deliberately not directed to any particular sector by the donor. This differs from 'sector not specified' where details of sector-specific allocation are not available from the reports provided by the donors.
UN-coordinated appeals	Humanitarian response plans and appeals, coordinated by UN agencies, through which national, regional and international relief systems mobilise to respond to selected major or complex emergencies that require a system-wide response to humanitarian crises. Not all international humanitarian organisations take part in UN-coordinated appeal processes, notably ICRC and IFRC and Médecins Sans Frontières (MSF) do not.

## Annex 2: Data sources and methodology

The conference's fundraising annexes form the basis for tracking progress against pledges made by participating donors.<sup>31</sup> Subsequent pledges or significant revisions to the volume or distribution of pledges made after the Brussels conference are not included in the analysis. Additional disaggregated data on pledges and contributions by recipient country, by year, by sector and by channel of delivery is gathered directly from donors using an online form.

Breakdowns of current levels of contributed funding are provided using data shared directly by donors via the same form wherever possible. Where data is unavailable from donors, data reported to UN OCHA's FTS voluntary reporting mechanism is used. The allocations of contributions for forward-looking timeframes are likely to change as further data becomes available. The data presented in the reports is in current prices. The disaggregation of donors' contributions (by recipient country, sector or channel of delivery) might differ from previous reports, as additional information was made available.

The pledges reported in original currencies are converted to US\$ using UN Operational Rates: the exchange rates as of the month of the conference are used to convert pledge figures. For 2017, the average exchange rate for the year is used and for 2018–2020 the average exchange rate for the first quarter of 2018 is used. Where figures in US\$ are available in the conference annex, these are used as they are.

UN appeal information is taken from UN OCHA's FTS. Funding figures for the Syria Regional Refugee and Resilience Plans in FTS are gross figures, and differ from the net figures provided in UNHCR funding snapshots.

Pledges and contributions to the EU Facility for Refugees in Turkey were reported by donors as part of their grants, provided these funds were part of the pledged amount at the Brussels conference. Whenever shown separately, these contributions are not additional to, but part of the contributions to Turkey. The Secretariat of the EU Facility for Refugees in Turkey reported on the sectoral breakdown and the channel of delivery of the received contributions.

The same approach was pursued for any other grant contribution provided through multi-donor type mechanisms, such as the World Bank Global Concessional Financing Facility (GCFF). Bilateral

contributions to these mechanisms were reported as part of total grants, while the World Bank GCFF reported accordingly on the breakdown by sector and channel of delivery.

The grant and loan components of the World Bank GCFF were reported separately by the respective institution to prevent double counting. To this purpose, the IFIs were requested to only report on the loan component of their contribution.

Analysis of grant sectors in the report uses sector classifications that are specific to this tracking project. The classification of sectors is informed by the OECD Development Assistance Committee sectors and purpose codes, the IASC<sup>32</sup> standard sectors, and sector classifications used by specific government and multilateral donors. The sector list seeks to align different sector classifications to the fullest extent possible under the following headings:

- Education
- Health
- Water and sanitation
- Governance and civil society
- Social and cultural infrastructure
- Economic recovery and infrastructure (including agriculture, mine action and livelihoods)
- Food
- Coordination and support services
- Protection/human rights/rule of law
- Shelter and non-food items
- Multi-sector
- Unearmarked
- Not yet specified
- Other

Volumes of funding that do not fall under any of these sector categories are combined into 'other', with additional detail provided by each institution in the online survey.

Further, on classifications of loans, the same sectoral breakdown has been used as for grants for the sake of consistency. Additional sectors may complement sectors mentioned under 'loan contributions by sector' in line with reporting from the lending institutions.



# Endnotes

- 1 In the case of loans, pledges refer to IFIs' own lending targets. These depend on the recipients' willingness and ability to take out a loan, clients meeting a number of contractual terms, and investment guarantees provided by donors. Although the timeframe for the pledges made by IFIs at Brussels I was not specified, following the data collection exercises, these were primarily reported to span the five-year 2016–2020 period.
- 2 A sixth report will be produced in the second part of 2018 that will track pledges made at the Brussels II pledging conference in 2018.
- 3 See note 2.
- 4 'Brussels II' is planned for 24–25 April 2018.
- 5 A smaller number of donors made forward-looking pledges. These may have already exceeded their pledge, which explains the high proportion of 2018 pledges made at the time of reporting.
- 6 See note 2.
- 7 In the case of government donors' contributions, these may be allocated along a timeframe that spans beyond the calendar year for which data is presented. For example, commitments or funding contracted in 2016 may only be disbursed in 2017. Efforts are made to prevent double-counting where possible in these instances and to present contribution figures that match yearly pledges.
- 8 See note 1.
- 9 At the time of the Brussels I conference, pledges were made for 2017 and for 2018–2020. There were no specific pledges for 2018 alone and so the tracking exercise records progress against the full 2018–2020 period. Pledges exclusively for 2018 will be made at Brussels II, and the next tracking report will record financial contributions against these.
- 10 2016 contributions are captured for those lending institutions that reaffirmed their 2016 pledge at the Brussels conference and provided 2016 data.
- 11 The grant contributions figure for 2016 is based on data collected bilaterally from donors in December 2016, for the **Syria tracking exercise published in February 2017**. It was updated in March 2018 based on information provided by two donors that had not taken part in the tracking exercise at the time.
- 12 While not all of the reported loan contributions are directly part of the crisis response, they still refer to the Brussels conference pledges. A large portion of these is part of institutions' own country portfolios, providing wider economic support to the affected region.
- 13 Out of the US\$5.2 billion total contracted funding to Jordan, Lebanon, Turkey and Egypt, US\$3.1 billion has been disbursed. Country detail on these disbursements is not yet available.
- 14 Where possible, efforts were made to prevent double-counting loans and grants.
- 15 In the case of IFIs, only historic data is available due to contractual terms in relation to releasing tranches of funding to recipients. These institutions are able to report lending target figures, while contribution figures become available once contractual terms are met.
- 16 Data spans the 2016–2018 period for two loan-making institutions, EBRD and EIB. Data reported by the Islamic Development Bank the World Bank covers both 2016 and 2017. Bilateral loans are reported for 2017 only. The time period for which data is reported corresponds to the timeframe of the funds pledged at Brussels I. The timeline for the data reported may differ due to tracking following the two conferences and efforts will be made to align reporting timeframes in the upcoming report.
- 17 See note 15.
- 18 See note 15.
- 19 For more detailed information on the Facility refer to the **'Second Annual Report on the Facility for Refugees in Turkey'**.
- 20 Contributions made by EU member states to the Facility are detailed by the **European Council**.
- 21 This includes Luxembourg; due to exchange rate variations, contributions fall marginally short of the pledge.
- 22 For 2016, 32 out of 48 conference donors had met or exceeded their London conference pledges, as the second tracking report showed. As donors' disbursements span longer timeframes, 2017 contributions may include funding in relation to the London conference, and similarly 2018 contributions may relate to Brussels pledges.
- 23 See note 9.
- 24 The EBRD and the EIB provide non-concessional loans, but both institutions blend these with co-investment grants from donors.
- 25 See note 1.
- 26 See note 2.
- 27 No data was provided for the remaining US\$1.8 billion in grants reported by donors as part of this tracking exercises.
- 28 Total contributions on sectors and channels of delivery may be lower than the total grants and loans reported as this breakdown is not available for all contributions.
- 29 For updates on the Syria HRP and 3RP see **UN OCHA**.
- 30 As more funding details are reported, it is likely these volumes will change and be retrospectively reported against appeals.
- 31 The term 'donors' includes here all the countries and organisations having pledged funding in the Brussels conference. It notably also includes the IFIs.
- 32 The IASC is the primary mechanism for inter-agency coordination of humanitarian assistance involving key UN and non-UN humanitarian partners.