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Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance: strengthening of the coordination of emergency humanitarian assistance of the United Nations

Central Emergency Response Fund

Report of the Secretary-General

Summary

The present report describes the activities of the Central Emergency Response Fund from 1 January to 31 December 2018, pursuant to General Assembly resolution [73/139](#). The Fund continued to be a global leader in humanitarian responses in 2018. During the reporting period, the Emergency Relief Coordinator approved \$500.5 million for support life-saving humanitarian activities in 48 countries, territories and areas. In addition, a loan from the loan facility of the Fund was approved for a total value of \$15 million. As at 31 December 2018, the Fund had received record-level funding of \$550.1 million for 2018.

* [A/74/50](#).



I. Introduction

1. The present report is submitted pursuant to General Assembly resolution [73/139](#), on strengthening the coordination of emergency humanitarian assistance of the United Nations, in which the Assembly requested the Secretary-General to submit a detailed report on the use of the Central Emergency Response Fund. The report covers the activities carried out under the Fund from 1 January to 31 December 2018.

II. Overview of the funding commitments of the Central Emergency Response Fund

2. During 2018, the Emergency Relief Coordinator approved Fund grants totalling \$500.5 million for humanitarian activities in 48 countries, territories and areas. This was the largest amount approved in a single year in the history of the Fund. Allocations included \$320.8 million under the rapid response window and \$179.7 million for underfunded crises through the underfunded emergencies window. The Emergency Relief Coordinator also approved a loan of \$15 million to the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) in April to respond to critical and life-saving needs of Palestine refugees. Between its inception in 2005 and the end of 2018, the Fund provided \$5.5 billion for humanitarian assistance in 104 countries, territories and areas. Grants are allocated to United Nations funds and programmes and the specialized agencies. These are referred to collectively as “agencies” in the present report.

Table 1

Central Emergency Response Fund allocations, 1 January to 31 December 2018

(United States dollars)

	<i>Rapid response window</i>	<i>Underfunded emergencies window</i>	<i>Total</i>
Amount approved	320 776 210	179 731 863	500 508 073
Number of recipient countries or territories	35 ^a	18	46 ^b
Number of projects funded	261	140	401

^a In addition to those 35 countries and territories, two further countries benefited from such allocation for the Venezuelan refugee and migration crisis.

^b Certain countries or territories received allocations from both funding windows.

3. In accordance with the Secretary-General’s bulletin [ST/SGB/2010/5](#), at least two thirds of the grant allocations of the Fund are intended for disbursement through its rapid response window. Allocations from this window promote response to humanitarian needs by funding critical, life-saving humanitarian activities in the initial stages of a sudden-onset crisis or in the case of a significant deterioration of an existing emergency. From 1 January to 31 December 2018, the Fund provided \$320.8 million to support humanitarian operations in 35¹ countries and territories through the rapid response window. The countries that received the largest levels of funding through that window were Yemen (\$49.9 million in response to intensified conflict), the Democratic Republic of the Congo (\$30.5 million in response to escalating conflict and an outbreak of the Ebola virus), Ethiopia (\$30.3 million in response to intercommunal violence and floods), Somalia (\$17.3 million in response

¹ While 35 countries or territories received direct funding from rapid response allocations, two additional countries benefited from a Fund allocation for the Venezuelan regional refugee and migration crisis.

to natural disasters ranging from drought to floods) and Chad (\$17 million in response to drought and an influx of refugees from the Central African Republic). Fifty-seven per cent of rapid response funding in 2018 went to address critical needs due to conflict and internal strife. Response to natural disasters represented 35.7 per cent of funding, namely, 16.9 per cent for drought-affected regions, 9.6 per cent in response to floods and 9.2 per cent in response to earthquakes, volcanic eruptions and storms.

Table 2
Rapid response window allocations by country, territory or area

(United States dollars)

<i>Country or territory</i>	<i>Total allocations</i>
Afghanistan	11 937 469
Brazil	1 502 535
Burkina Faso	9 015 030
Burundi	2 350 572
Cameroon	5 096 994
Chad	16 982 338
Colombia	5 929 493
Democratic Republic of the Congo	30 510 947
Djibouti	1 196 791
Ecuador	1 499 915
Ethiopia	30 288 894
Guatemala	1 559 967
Haiti	3 157 660
India	4 979 186
Indonesia	14 425 020
Kenya	4 945 502
Lao People's Democratic Republic	3 509 410
Lebanon	1 127 942
Libya	3 653 061
Madagascar	1 000 000
Mali	6 997 663
Mauritania	3 975 873
Myanmar	7 206 253
Niger	9 386 907
Nigeria	6 866 877
Papua New Guinea	9 186 710
Peru	1 975 196
Somalia	17 269 031
Uganda	6 098 619
Ukraine	5 904 612
Venezuela (Bolivarian Republic of)	9 202 761
Venezuelan regional refugee and migration crisis	6 203 340
Yemen	49 909 290
Zambia	6 559 772
Zimbabwe	3 099 371

<i>Country or territory</i>	<i>Total allocations</i>
Occupied Palestinian Territory	16 265 209
Total	320 776 210

4. Up to one third of the Fund allocations is intended for underfunded emergencies. Those allocations are made in two rounds during the year, and they allow partners to carry out life-saving activities in places where humanitarian responses are severely underfunded. Such an approach addresses critical humanitarian needs and helps to draw attention to funding gaps and to places where donor interest may have waned. In 2018, the Emergency Relief Coordinator approved \$179.7 million through the underfunded emergencies window for humanitarian efforts in 18 countries. Eighty-seven per cent of the funds provided through that window went to assist people affected by conflict and internal strife. The largest amounts were for responses to crises in the Democratic Republic of the Congo (\$27.8 million for internally displaced persons and refugees), the Sudan (\$20 million for internally displaced persons and host communities), Bangladesh (\$18 million for refugees, the vast majority being stateless Rohingya) and Uganda (\$17 million for refugees of the Democratic Republic of the Congo and South Sudan).

5. A total of \$100 million was allocated in the first round, in January, and \$80 million in the second round, in October (see table 3). The first underfunded emergencies allocation round provided life-saving assistance to people in nine countries. To address needs stemming from conflict, the Fund allocated \$59 million to address displacement for 1.7 million people in Cameroon, the Democratic Republic of the Congo, Mali, Pakistan and the Philippines. In addition, \$27 million went to address the humanitarian needs of nearly 1 million refugees and asylum seekers in Uganda and the United Republic of Tanzania. A \$9 million allocation was made to address the needs of 1.3 million people in Haiti affected by the residual effects of disease outbreaks and hurricanes, and \$5 million went to address food security and malnutrition of nearly 500,000 people in Eritrea. The second round of allocations of \$80 million funded nine countries (Angola, Bangladesh, Burundi, Central African Republic, Congo, Democratic People's Republic of Korea, Libya, Rwanda, Sudan) with the intention of reaching 2.7 million people displaced by internal or international conflict or suffering from food security or health crises. United Nations agencies and their implementing partners provided critical health-care, food and livelihood assistance and access to clean water and sanitation, among other services and support.

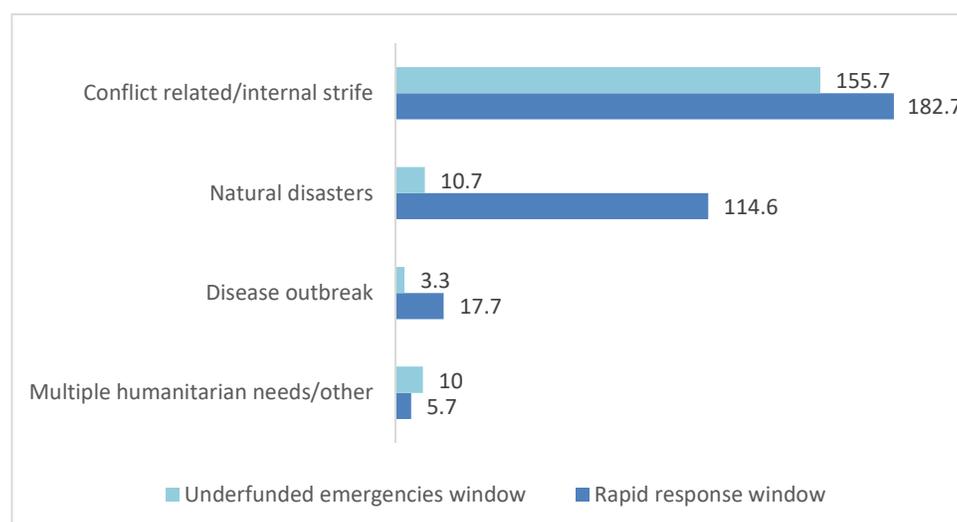
Table 3
Underfunded emergencies window allocations by country

(United States dollars)

<i>Country</i>	<i>Round I</i>	<i>Round II</i>	<i>Total</i>
Angola		2 000 950	2 000 950
Bangladesh		18 002 515	18 002 515
Burundi		4 999 296	4 999 296
Cameroon	9 884 487		9 884 487
Central African Republic		9 932 158	9 932 158
Congo		3 976 882	3 976 882
Democratic People's Republic of Korea		10 003 768	10 003 768
Democratic Republic of the Congo	27 840 104		27 840 104
Eritrea	4 994 295		4 994 295

Country	Round I	Round II	Total
Haiti	8 985 177		8 985 177
Libya		8 105 330	8 105 330
Mali	7 999 800		7 999 800
Pakistan	7 993 805		7 993 805
Philippines	5 031 703		5 031 703
Rwanda		3 000 067	3 000 067
Sudan		19 997 876	19 997 876
Uganda	16 988 192		16 988 192
United Republic of Tanzania	9 995 458		9 995 458
Total	99 713 021	80 018 842	179 731 863

Figure I
Central Emergency Response Fund, 2018 allocations by emergency type
(Millions of United States dollars)

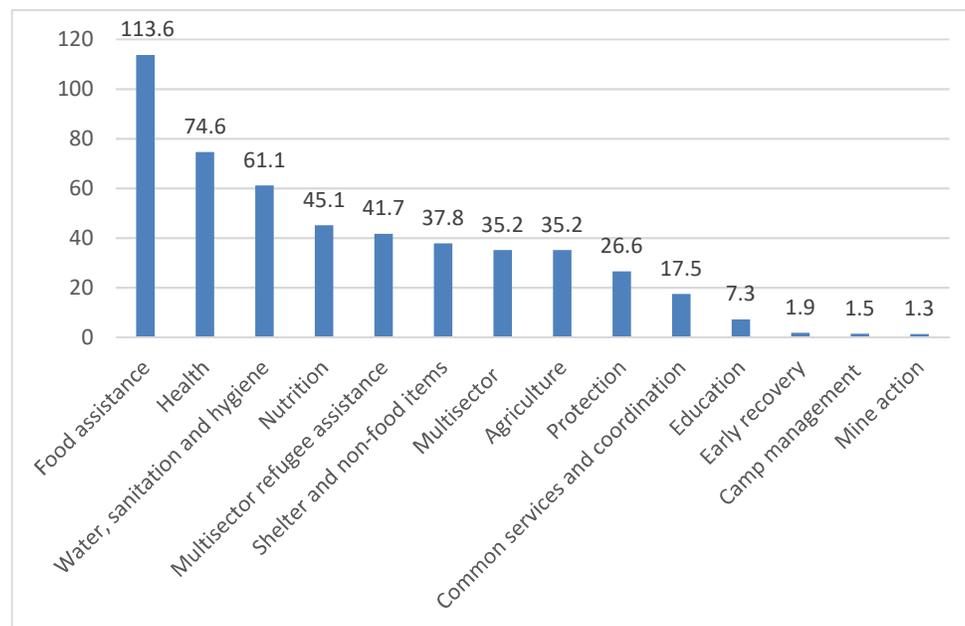


6. In 2018, partners used the Fund allocations to assist people facing a range of humanitarian emergencies. Crises related to conflict or internal strife received the largest assistance from the Fund in 2018. A total of \$338.4 million – or 67.6 per cent of funds – went to projects aiding people affected by conflict or internal strife. This amount was divided between rapid response allocations (\$182.7 million) and underfunded emergencies allocations (\$155.7 million). The countries that received the highest levels of funding for assistance linked to the effects of conflict or internal strife were Yemen (\$49.9 million), the Democratic Republic of the Congo (\$47.8 million), Ethiopia (\$24.9 million) and Uganda (\$23.1 million for incoming refugees).

7. Natural disasters were the second major focus in 2018. A total of \$125.3 million was allocated for operations targeting the humanitarian consequences of geophysical, meteorological, hydrological and climatological events. Fund responses included \$59.3 million to address needs in drought-ravaged countries and \$30.8 million to address needs arising from floods. In addition, \$28.3 million was allocated in response to earthquakes and volcanic eruptions, and \$6.9 million was provided in response to hurricanes and cyclones.

Figure II
Central Emergency Response Fund, 2018 grant allocations by sector

(Millions of United States dollars)



Note: Common services and coordination includes common humanitarian air service, common logistics, common telecommunications, and safety and security of staff and operations.

8. Food security, which comprises food assistance (\$113.6 million) and agriculture-based livelihood support (\$35.2 million), received nearly 30 per cent of all allocated funds (\$148.8 million). In addition, \$45.1 million was approved for nutrition assistance, bringing the total for food security and nutrition to \$193.9 million, or 38.7 per cent of allocated funds.

9. In 2018, \$74.6 million was allocated for health-related interventions, including \$41.3 million for health responses in conflict-related or internal strife crises, \$14.8 million for disease outbreaks and \$13.6 million for health services for natural disasters.

10. A total of \$61.1 million was allocated for water, sanitation and hygiene activities in humanitarian response in 2018. About \$40.4 million of that amount was allocated for conflict-related or internal strife crises and \$15 million for natural disasters.

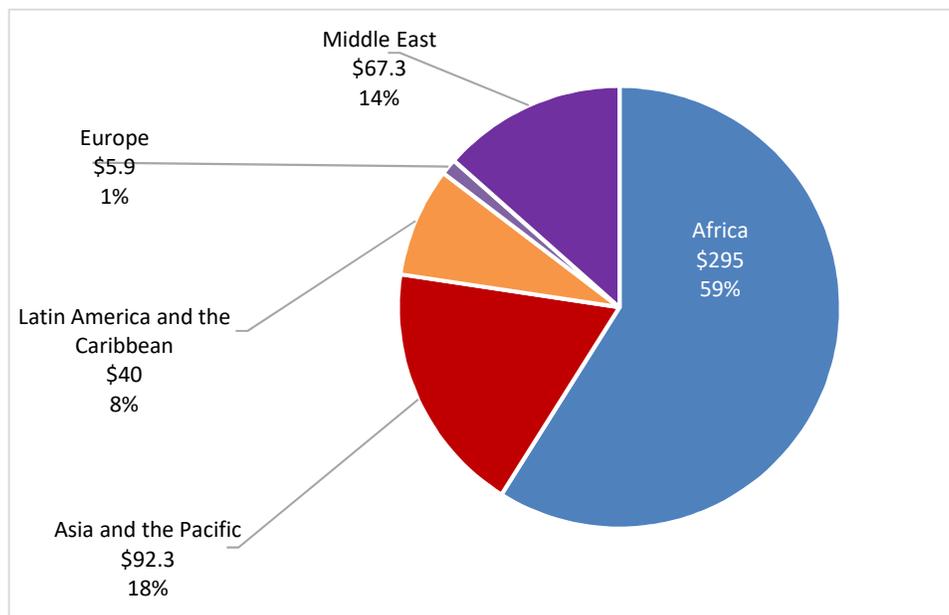


Figure III
Central Emergency Response Fund, 2018 grant allocations by region

(Millions of United States dollars and percentage)

11. Humanitarian response in Africa to meet the extensive needs arising primarily from conflict and the impacts of climate change received the highest share of funding again in 2018. A total of \$295 million was allocated for addressing humanitarian needs in Africa, representing 58.9 per cent of all allocations in 2018. Allocations were primarily in response to needs stemming from conflict or internal strife (\$204.8 million). Natural disasters accounted for \$67.9 million, mostly in response to drought. The Fund allocated \$16.6 million in response to disease outbreaks in Africa and \$5.7 million for multisector assistance for people of the Democratic Republic of the Congo returning to their country. Of the total allocations for response in Africa, \$108.4 million was for food security and nutrition interventions, equivalent to 36.7 per cent of funds allocated in the region. A total of \$40.2 million, or 13.6 per cent of funds, was allocated for water and sanitation in displacement settings in Africa. A total of \$33 million, or 11 per cent of funds, was allocated for health interventions in Africa, while allocations for shelter and non-food items totalled \$30.7 million.

12. A total of \$92.3 million was allocated to address humanitarian needs in Asia and the Pacific in 2018. Nearly 38.2 per cent (\$35.3 million) of the 2018 allocations in the region went to address needs created by conflict or internal strife. Emergencies related to geophysical events, primarily earthquakes, accounted for 25.6 per cent of the allocations (\$23.6 million). Climate-related needs created by drought and floods represented 25.4 per cent (\$23.4 million). The Fund allocated \$10 million to address critical gaps in nutrition and health services in the Democratic People's Republic of Korea.

13. Humanitarian action in the Middle East (Lebanon, Yemen and the Occupied Palestinian Territory) received \$67.3 million from the Fund in 2018.

14. Projects in Latin America and the Caribbean received \$40 million from the Fund in 2018, of which \$26.3 million went to respond to the large-scale population outflow from the Bolivarian Republic of Venezuela, including allocations that benefited seven countries affected by the Venezuelan regional refugee and migration crisis. This was the first time that the Fund had responded to an emergency of that type in the region.

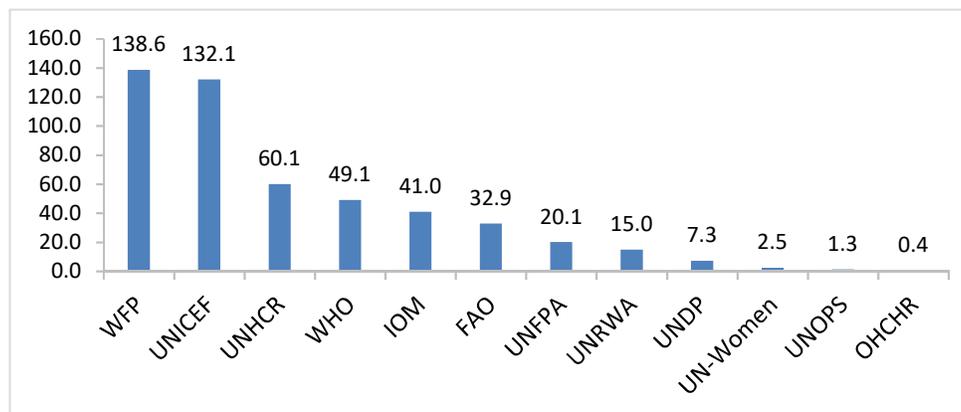
Funding was also allocated in response to residual underfunded humanitarian needs and an earthquake in Haiti, as well as a volcanic eruption in Guatemala.

15. In eastern Europe, \$5.9 million was allocated in response to the conflict in Ukraine.

Figure IV

Central Emergency Response Fund, 2018 grant allocations by agency

(Millions of United States dollars)



Abbreviations: FAO, Food and Agriculture Organization of the United Nations; IOM, International Organization for Migration; OHCHR, Office of the United Nations High Commissioner for Human Rights; UNDP, United Nations Development Programme; UNFPA, United Nations Population Fund; UNHCR, Office of the United Nations High Commissioner for Refugees; UNICEF, United Nations Children’s Fund; UNOPS, United Nations Office for Project Services; UNRWA, United Nations Relief and Works Agency for Palestine Refugees in the Near East; UN-Women, United Nations Entity for Gender Equality and the Empowerment of Women; WFP, World Food Programme; and WHO, World Health Organization.

16. The agencies that received the highest amounts of funds in 2018 were the World Food Programme (WFP) (\$138.6 million for 66 projects in 34 countries), the United Nations Children’s Fund (UNICEF) (\$132.1 million for 122 projects in 43 countries) and the Office of the United Nations High Commissioner for Refugees (UNHCR) (\$60.1 million for 33 projects in 24 countries).²

17. Pursuant to General Assembly resolution [66/119](#), the Fund maintains a \$30 million loan facility to provide loans to eligible organizations while they are mobilizing resources. In April 2018, the Fund provided a loan of \$15 million to UNRWA in response to an unexpected financial crisis. The loan helped to avoid the disruption of life-saving food assistance to vulnerable refugees until additional funds were received from donors.

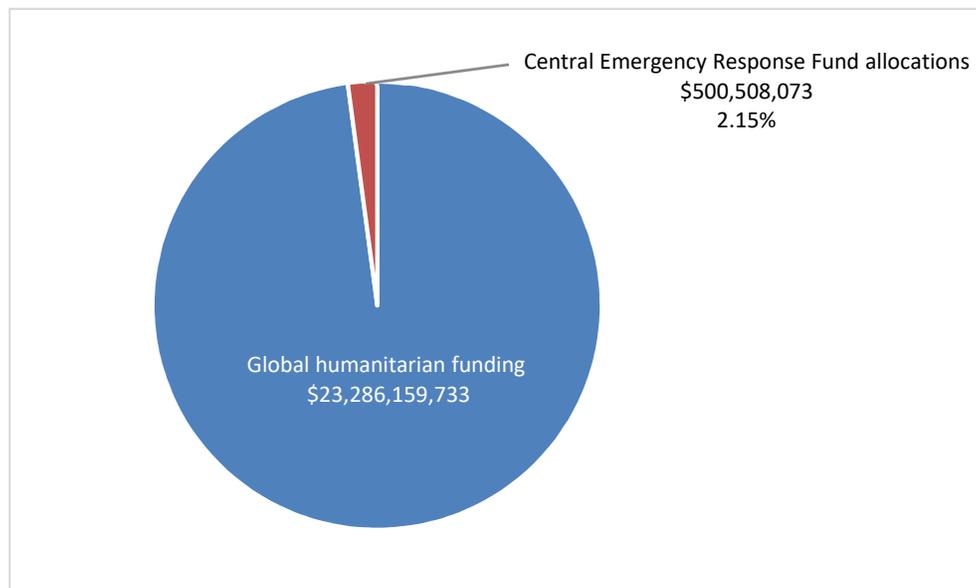
III. Use of the Fund

18. Humanitarian crises affected more than 135.3 million people around the world in 2018, and most of those people’s needs arose from conflict and natural hazards. Global humanitarian funding for 2018 reached \$23.3 billion, and the Fund disbursements represented 2.15 per cent of that funding (see figure V).

² An additional five countries benefited through the Fund allocation for the Venezuelan regional refugee and migration crisis.

Figure V
Central Emergency Response Fund, 2018 allocations as a percentage of global humanitarian funding

(United States dollars and percentage)



Source: Financial Tracking Service of the Office for the Coordination of Humanitarian Affairs, data as at 10 January 2019.

19. The Fund continued to respond to the most critical needs of crisis-affected people in 2018. The unique added value of the Fund is demonstrated by the ability of the Emergency Relief Coordinator to prioritize funding on the basis of the greatest needs at any given moment. The focus on people most in need requires joint planning and prioritization led by resident coordinators and humanitarian coordinators in concert with humanitarian country teams and other partners. This approach reinforces the collective needs assessment and planning processes to ensure a more strategic use of funds in each emergency that is based on humanitarian principles.

20. In addition to meeting urgent humanitarian needs directly, Fund allocations help to highlight new and emerging crises and draw attention to situations where there is a dire need for funding for humanitarian action.

A. The Fund and conflict-related and protracted crises

Democratic Republic of the Congo

21. The humanitarian situation in the Democratic Republic of the Congo further deteriorated in 2018 and remains one of the most complex and long-lasting crises. More than 2.5 million people who had fled their homes because of violence remained displaced in 2018. Nearly 4.3 million people were estimated to be facing emergency or crisis levels of food insecurity. In May, an Ebola outbreak was declared in Équateur Province. A second, unrelated outbreak followed in August in North Kivu, close to the border with Uganda. In October, more than 362,000 people from the Democratic Republic of the Congo returned from Angola, following the expiration of their legal status in the country. Both the host populations and the returnees required immediate emergency assistance to facilitate the return to their villages, as most returnees lacked social networks or livelihood opportunities.

22. The Fund allocated \$58.4 million through five allocations to humanitarian crises to assist 4.1 million people in the Democratic Republic of the Congo. Some \$30.5 million was disbursed through the rapid response window and \$27.8 million in the first round of underfunded emergencies allocations in 2018. The largest share, \$47.8 million, addressed humanitarian needs triggered by internal displacement, and an additional \$5.7 million was allocated to support people of the Democratic Republic of the Congo returning to their country. In total, 91.6 per cent of the funding for the Democratic Republic of the Congo was aimed at addressing displacement and migration, targeting more than 1.9 million internally displaced persons, 117,990 refugees, more than 1.3 million people from the host population and 598,446 others who were affected. In addition, \$4.8 million was allocated towards the response to the two Ebola outbreaks, targeting 210,226 people in Équateur, Ituri and North Kivu Provinces.

23. The level 3 activation of the Inter-Agency Standing Committee in October 2017 led to the first rapid response allocation of \$20 million to support a more coordinated and informed response in scaling up the operational capacity in affected areas of the Democratic Republic of the Congo. A complementary \$28 million allocation through the underfunded emergencies window focused on the needs of 485,756 people with life-saving interventions in both level 3 and non-level 3 areas. The main sectors funded were food assistance, with \$12.4 million targeting 370,661 people; shelter and non-food items, with \$7.6 million intended for 164,091 people; health, with \$6 million reaching 918,429 individuals; and water and sanitation, with \$5.9 million to assist 501,263 people.

Bangladesh

24. Escalating violence in Rakhine State in Myanmar in late August 2017 led to suffering on a catastrophic scale, with more than 700,000 Rohingya fleeing into neighbouring Bangladesh. The refugee crisis directly affected 1.3 million people, including more than 900,000 Rohingya refugees and 300,000 people in host communities in the Cox's Bazar district in Bangladesh. The speed and scale of the population movement made it one of the world's fastest-growing refugee crises. As a result, essential social services in existing camps were severely stretched, further limiting access for most of the people in dire need of life-saving assistance.

25. By early 2018, an estimated caseload of 919,000 refugees were living in highly congested sites in Ukhiya and Teknaf subdistricts of Cox's Bazar, with 15,000 in host communities. Despite the large scale-up of interventions to meet the immediate needs of refugees at the onset of the crisis, refugees continued to face critical humanitarian needs. The Government of Bangladesh provided refugees with land, but that land was vulnerable to flooding and landslides.

26. In March 2018, the Fund allocated \$18 million through the underfunded emergencies window to support time-critical interventions for 247,000 of the most vulnerable refugees in Cox's Bazar. These interventions continued for about nine months in the priority sectors of protection; food security; water, sanitation and hygiene; health; and shelter.

B. The Fund and natural disasters

Indonesia earthquake

27. On 28 September 2018, a series of strong earthquakes struck Central Sulawesi Province in Indonesia. The earthquake triggered a tsunami with waves of up to 3 metres that struck beaches in Donggala and Palu. The earthquake and tsunami damaged an estimated 67,000 homes and vital infrastructure, including roads and

bridges. Thousands of people were unable to return to their damaged or destroyed homes. In addition to the nearly 2,000 people known to have died as a result of the earthquake and tsunami, 2,632 people were seriously injured and hospitalized, and nearly 62,400 more were displaced. More than 2,700 schools were damaged, as were health facilities and water supply systems. While the Government and first responders worked tirelessly to deliver life-saving aid, the needs remained considerable for months afterwards.

28. Within 24 hours of the Government's request, the Emergency Relief Coordinator announced a Fund allocation of \$14.4 million, which allowed United Nations agencies and humanitarian organizations to support the government-led response in the areas of logistics, shelter, safe water and sanitation, health care, camp coordination and camp management, emergency livelihoods and protection services. Targeting some 191,000 of the most vulnerable among the 537,000 people directly affected by the earthquake, tsunami, landslides and soil liquefaction, the funding was used to kick-start the most urgent life-saving activities included in the humanitarian country team response plan launched in the priority areas identified by the Government of Indonesia.

Afghanistan

29. For the fifth consecutive year, Afghanistan faced lower-than-average rainfall across its territory in 2018, severely affecting 20 provinces. The low levels of rain, limited snowfall during winter, which reduced water availability in the spring thawing season, and high temperatures combined to decrease water availability significantly in the northern, western and southern regions. The result was acute water shortages for both people and livestock and a reduction in water available for consumption to less than five litres per person per day, forcing people to rely on unprotected water sources, which exposed them to waterborne diseases.

30. The drought had a detrimental effect on approximately 2.2 million people from already chronically food-insecure farming households, of which 1.4 million were acutely food-insecure and required emergency assistance. The impact of the drought on the nutritional status of vulnerable groups, especially children under 5 years of age, was closely linked to reduced access to safe water, health concerns and the potential for greater malnutrition in provinces with pre-existing high prevalence rates.

31. The Fund responded with a \$12 million rapid response allocation to meet the most urgent needs of those affected by the drought in 20 high-priority provinces. The funds allowed humanitarian actors to scale up life-saving activities in the affected provinces while complementing funds provided through the Afghanistan Humanitarian Fund. The response met the most urgent needs of 662,728 food-insecure individuals in the 20 provinces through interventions in food security; water, sanitation and hygiene; and nutrition. Specifically, the Fund provided 297,500 people with immediate food assistance, 204,708 people with a package of water, sanitation and hygiene interventions, 52,720 women and children with nutritional support and 53,900 people with livelihood support in the agriculture and livestock sectors.

C. The Fund and health

32. Approximately 15 per cent of the Fund allocations in 2018 ensured life-saving health assistance in humanitarian emergencies across the globe. Many people were caught up in protracted conflict in places where damaged health systems resulted in a lack of access to doctors, medicine and health facilities. In addition, the outbreak of epidemic diseases threatened the health of populations and strained weakened health systems.

33. Funded health-care activities included maternal, neonatal and child health care, reproductive health care, immunization, mental health, the provision of medical supplies and much more. The Fund also allocated \$20.9 million for life-saving interventions in health-specific emergencies in response to outbreaks of Ebola, cholera, measles and the plague.

Ebola

34. In May 2018, the Ministry of Health of the Democratic Republic of the Congo declared an Ebola outbreak in Équateur Province. Within 48 hours, the Fund had allocated \$2 million for the immediate scale-up of the response. The allocation focused on a range of activities, including case management, surveillance, contact tracing, safe burials, infection prevention and control, and rapid deployment of emergency teams and equipment through the United Nations Humanitarian Air Service. In August, the Democratic Republic of the Congo declared a new, unrelated Ebola outbreak in North Kivu and Ituri Provinces. The Fund allocated an additional \$2.8 million to respond to the outbreak. In both cases, the allocations allowed the humanitarian country team to kick-start responses and save thousands of lives while the country mobilized additional resources.

35. In December 2018, the Emergency Relief Coordinator announced an allocation of \$10 million from the Fund rapid response window to support Ebola readiness activities in Burundi (\$2.4 million), Rwanda (\$1.8 million), South Sudan (\$2 million) and Uganda (\$3.8 million). These countries were identified by the World Health Organization as being most at risk of the potential spread of Ebola from the Democratic Republic of the Congo.

Cholera

36. In October 2018, Nigeria experienced an unusually severe seasonal outbreak of cholera, with 40,771 suspected cases and 812 deaths reported. More than 25 per cent of the cases occurred among children of 5 to 14 years of age. Owing to the scale of the outbreak, limitations in the response capacity and aggravating factors (including floods and lack of health, water and sanitation services), the epidemic spread quickly. A total of 19 states were affected, including the north-eastern States of Adamawa, Borno and Yobe. The epidemic quickly spread to the Niger, which registered more than 3,692 cholera cases and 68 deaths, with 56 per cent of the cases among women.

37. The Fund allocated \$2 million to Nigeria and \$2.2 million to the Niger to scale up the response and treat and prevent further contagion. These allocations helped United Nations agencies to establish cholera treatment centres, procure and distribute cholera kits, provide drinking water and enable the rapid transport of supplies and emergency personnel to remote areas. Had the outbreak not been quickly contained, it would likely have spread to nearby countries, including Benin, Burkina Faso, Chad and Mali. In the same month, the Fund also allocated \$3.1 million to Zimbabwe in response to a cholera outbreak in Harare. The funds ensured the immediate rapid scale-up of the cholera outbreak response activities and prevented the disease from spreading around the country.

Other disease outbreaks

38. In Libya, the low level of immunization coverage, ongoing conflict and weakened health system put the population at risk of a serious measles epidemic. The Fund allocated \$2.5 million for the country to procure 280,000 vials of 10 doses of measles vaccines, 33,000 packs of vitamin A and other immunization commodities. Fund allocation covered about 2 million vulnerable children, including 1 million girls,

and allowed humanitarian organizations and national health authorities to raise additional funding to support the rest of the life-saving immunization campaign.

39. Earlier in the year, the Fund had allocated \$1.1 million to Lebanon for mobile vaccination units, compulsory vaccination of children crossing the border and a reactive campaign in Baalbek-Hirmil and Biqa' Governates in response to a measles outbreak.

40. In November 2018, the Fund allocated \$1 million to Madagascar for early action to address the risk of a large-scale plague epidemic. The country was at high risk owing to aggravating factors, including an ongoing measles outbreak and the occurrence of plague cases near populated urban areas. The intervention of the Fund bolstered surveillance, vector control, case management and infection prevention and control activities.

IV. Management and administration of the Fund

Central Emergency Response Fund Advisory Group

41. The Central Emergency Response Fund Advisory Group was established following the adoption of General Assembly resolution 60/124 to advise the Secretary-General, through the Emergency Relief Coordinator, on the use and impact of the Fund. The Advisory Group met twice, in May and October 2018. At the meeting in May, the Group expressed strong support for exploring increased early action funding by the Fund. It also discussed the launch of the annual report on results achieved with funding and ways to broaden and deepen the donor base of the Fund. At the meeting in October, the Group discussed early action with the Emergency Relief Coordinator, methods for ensuring the development of a successful investment case for the Fund, advocacy initiatives to promote the visibility of the Fund and its donors, and the relevance of ensuring strong communication around the Fund main allocations during the year.

Global reach of Fund partnerships

42. While the Fund is mandated to provide grants solely to United Nations agencies, many of its grants are implemented by United Nations agencies in partnership with non-governmental organizations, host Governments and Red Cross and Red Crescent societies.

43. Of the total \$418.2 million provided by the Fund in allocations in 2017 (the latest year for which partnership data are available),³ \$95.4 million was reported as subgranted by recipient United Nations agencies to 568 implementing partners across 33 countries. This vast network of partnerships represents an unparalleled global reach that would be difficult to achieve through direct donor-funding agreements.

44. Subgranted funds represented 23 per cent of overall funding allocated by the Fund in 2017. This figure does not include the value of in-kind partnership arrangements.

45. Most of the organizations that implemented funding through subgrants in 2017 were national and local partners. They included 286 national or local non-governmental organizations, 143 government partners and 18 Red Cross or Red Crescent societies. The remaining 121 partners were international non-governmental

³ As it takes up to nine months to implement projects funded by the Fund and three months to report on their results, the information on partners in the implementation of funding covers Fund grants allocated in 2017.

organizations. The agencies that subgranted the most funding were UNICEF (\$44.4 million), UNHCR (\$13.6 million) and WFP (\$11.3 million).

Monitoring

46. The Fund has put tools in place to ensure that information about its funded projects is available during and after implementation. A guidance note on country-level monitoring clarifies roles and responsibilities in tracking the implementation of Fund grants and in ensuring that relevant and timely information is available to resident coordinators and humanitarian coordinators. In addition, the Fund created a mandatory interim project status update tool to facilitate easy information-sharing at the country level.

47. The guidance note is provided to all resident and humanitarian coordinators upon approval of each Fund allocation, and a tailored interim update template is shared with the resident coordinator or humanitarian coordinator and Fund focal point during the implementation period. This has helped to ensure that resident and humanitarian coordinators and other humanitarian actors in each country, as well as the Fund secretariat, are kept informed about the implementation of projects funded by the Fund.

Transparency

48. The United Nations has made transparency on the usage of allocations from the Fund a top priority and a cornerstone of its accountability. All grant decisions are made available in real time through a dedicated allocations module on the website of the Fund and are published on several platforms, including the Financial Tracking Service, the International Aid Transparency Initiative and the Humanitarian Data Exchange. In 2018, the Fund undertook a comprehensive review of its reporting under the International Aid Transparency Initiative. As a result, the transparency score of the Fund on that platform increased to 94 per cent, making the Fund the third most transparent entity among 969 organizations publishing their data to Initiative standards. The Fund also tracks and publishes information on the “second layer” of grant implementation, which reflects funding from recipient United Nations agencies to their implementing partners, thereby providing full transparency of funding from allocation decisions to front-line delivery. In addition, methodologies of allocation decisions, summaries of the country selection processes for underfunded emergencies allocations, narrative reports on the use of Central Emergency Response Fund funds and a global report on results achieved are made available publicly, providing full transparency on the operations of the Fund.

49. Building on the positive reception of the first results report published in 2017, the Fund secretariat released the second annual results report in 2018. The report was compiled on the basis of information provided by resident and humanitarian coordinators and humanitarian country teams in 68 consolidated reports covering the results of 439 funded projects. The report demonstrated the key role of the Fund in enabling the provision of life-saving support to people affected by humanitarian crises and presented reported information on the strategic value added by the Fund to the humanitarian system. Several new sections were added to the 2018 report, including a section linking donor funding to key results achieved with funding, agency pages highlighting key results achieved by each Fund-recipient agency, and a section outlining the allocation methodologies of the Fund.

Risk management

50. In 2018, the Fund continued to track and communicate information related to cases of possible fraud involving its funds. In keeping with its communication

guidelines and standard operating procedures, the Fund secretariat continued to liaise with agencies and donors regarding potential fraud cases in 2018.

51. In 2018, two cases of possible fraudulent use of funds by partners under projects using a Fund grant were reported to the secretariat. Communication and follow-up were conducted in accordance with the guidelines and standard operating procedures. On the basis of evidence gathered during an investigation, it was found that the allegations were substantiated in one case, with the exposure of the Fund in the case being estimated at \$6,627. The other case is still under investigation by the recipient agency.

Reporting by resident coordinators and humanitarian coordinators

52. Funding allocated in 2017⁴ enabled the provision of life-saving assistance to 24.6 million people. Approximately 53 per cent of those people were women and girls. The share of women and girls receiving support from the Fund was even higher in some sectors, such as nutrition at 68 per cent. Of the people reached with funded nutrition assistance, 61 per cent were children.

53. Funds enabled the provision of critical aid to 13.3 million people affected by population displacement, which represents 54 per cent of all people reached with 2017 funding.

54. With 2017 funding:

- 10.4 million people received access to health care
- 8.1 million people benefited from water and sanitation assistance
- 5.4 million people received food
- 4.5 million people received agriculture-based livelihood support
- 4.3 million people benefited from protection interventions
- 3.1 million people received nutritional support
- Many more people benefited from camp management interventions, early recovery, education assistance, mine action, multisectoral support, and shelter and relief items.

55. The Fund provides significant strategic value beyond its being a source of humanitarian funding. When asked to assess the strategic value added of 2017 funding, 90 per cent of resident and humanitarian coordinators stated in their reports that funding led to the fast implementation of humanitarian response, 93 per cent said that the funding helped to respond to time-critical humanitarian needs, 91 per cent stated that funds helped to improve the coordination of humanitarian action, and 80 per cent reported that the Fund improved resource mobilization from other sources.

Learning engagement

56. To meet the needs of the many stakeholders that require easily accessible programmatic and technical information on the Fund, a handbook was developed in 2018. The handbook is a reference tool that provides information on the Fund, including background and mandate; applications, implementation, monitoring and reporting processes; and communications and branding approach. The handbook enables Fund stakeholders to quickly find answers on the Fund and serves as a guide on how to apply for funds and maximize their impact.

⁴ As it takes up to nine months to implement projects funded by the Fund and three months to report on their results, the information on people reached covers funding allocated in 2017.

57. The secretariat of the Fund also strengthened its support for training on the Fund conducted by United Nations agencies in 2018. Surge roster training activities by the United Nations Population Fund (UNFPA) simulate a humanitarian emergency response that includes a Fund application for emergency grants. The secretariat participates in the simulation by providing feedback to training participants on their simulated Fund applications. The Fund has created partnerships with both UNFPA and UNHCR and will continue to build the capacity of other agencies in 2019.

Fund country reviews

58. To provide the Emergency Relief Coordinator and Fund stakeholders with assurance of the achievements of the Fund, its secretariat commissions annual independent reviews of the contribution of the Fund to the humanitarian response in selected countries or regions.

59. In 2018, the secretariat engaged independent consultants for three such reviews to assess the value added by the Fund around key performance and accountability framework benchmarks and a set of strategic questions unique to the respective countries. One review was focused on the added value of the Fund for the humanitarian response in the Democratic Republic of the Congo, including strategic questions around the role of the Fund in supporting collective operational priorities for the level 3 scale-up in early 2018 and the two subsequent Ebola outbreaks later in the year, as well as its role in large-scale protracted emergencies more broadly. Another review covered the added value of the Fund for the 2017 hurricane response in Cuba and the eastern Caribbean, including the potential of a Fund anticipatory approach for forecasted extreme weather events. A third review comprised an assessment of the response of the Fund to the Venezuelan regional refugee and migration crisis, with a focus on the regional allocation covering six countries, as well as the four subsequent country-level allocations to Brazil, Colombia, Ecuador and Peru.

60. The reviews included field visits to meet with the respective resident coordinators and humanitarian coordinators, United Nations country teams and humanitarian country teams, United Nations agencies and partners. The respective final reports identified a set of key findings and practical recommendations that will serve to improve operational aspects of the Fund in future.

V. Funding levels

61. The Fund reached record-level pledged contributions for 2018. A total of \$558.6 million was pledged for 2018, of which \$550.1 million had been received by 31 December 2018 (consisting of \$6.8 million received in 2017 and \$543.3 million received in 2018). Fifty-two Member States and observers, two regional authorities and private sector donors, including two foundations, contributed to the Fund in 2018. To help the Fund to respond to humanitarian needs, the following donors contributed an additional total of \$107.7 million on top of their initial 2018 pledges: Denmark, Germany, Ireland, Norway, Spain, Switzerland and the United Kingdom of Great Britain and Northern Ireland. In addition, between 1 January and 31 December 2018, \$33.4 million was received against previous pledges, and eight donors advanced a total of \$20.4 million for 2019.

62. Approximately 99 per cent of contributions to the Fund for 2018 were from the top 20 donors (see annex II). The largest contribution was received from the United Kingdom, followed by Germany, Sweden and the Netherlands. On average, approximately 50 Member States consistently contribute to the Fund each year.

63. Four countries (Bangladesh, Indonesia, Myanmar and Philippines) received allocations from and contributed to the Fund in 2018, a testament to their solidarity with the Fund.

64. From its inception in 2005 until 2018, the Fund received cumulative contributions of \$5.7 billion from 126 Member States and observers, five regional authorities and various foundations, corporate donors and individuals. Their generous contributions enabled the Fund to respond effectively and in a timely way to diverse humanitarian emergencies in 104 countries, territories and areas.

VI. The Fund for the future

65. The Fund reached record-level funding in 2018, which is an indicator of the trust placed in its value and impact and an encouraging step in the pursuit of a \$1 billion Fund in line with resolution [73/139](#).

Anticipatory action

66. In 2018, the Office for the Coordination of Humanitarian Affairs received strong support from the Advisory Group to explore a more anticipatory use of the Fund. The Office is now in the design phase of Fund pilots that will be aimed at generating proof of concept and strengthening the evidence base for coordinated anticipatory action. The shift from reaction towards anticipation in crisis financing is a system-level change. Fund pilots will enable the Office to work through or address the technical, institutional and policy questions of how to fund anticipatory action in a coordinated manner.

Diversifying and deepening the donor base

67. The Fund achieved a historic level of pledged contributions for 2018 amounting to \$558.6 million. However, there remains a considerable gap from the \$1 billion annual funding target endorsed by the General Assembly, which took effect in 2018. To date, a large proportion of funding has relied on a small group of donors, with 99 per cent of the overall contributions received from 20 donors in 2018. This reliance on the top donors puts the Fund in a vulnerable position should domestic policies shift or exchange rates fluctuate.

68. The Fund secretariat consistently seeks to broaden the diversity of donors and expand its financial support base while still maintaining and, where possible, increasing funding from its strongest supporters. New and additional support from a diverse range of Member States, observers, and regional and private entities is needed for the Fund to attract the funding necessary to provide life-saving assistance to people affected by humanitarian crises around the world in an effective manner.

Annex I**A. Central Emergency Response Fund grant element: statement of financial performance, 1 January to 31 December 2018^a**

(United States dollars)

Revenue	
Voluntary contributions ^b	811 941 047
Other transfers and allocations	41 524
Investment revenue ^c	3 034 359
Total revenue	815 016 930
Expenses	
Grants and other transfers	491 990 906
Other operating expenses ^d	30 984 201
Total expenses	522 975 107
Surplus/(deficit) for the year	292 041 823

B. Central Emergency Response Fund grant element: statement of changes in net assets, 1 January to 31 December 2018^a

(United States dollars)

	<i>Net assets</i>
Net assets as at 31 December 2017	418 975 274
Change in net assets	
Surplus/(deficit) for the year	292 041 823
Total changes in net assets	292 041 823
Net assets as at 31 December 2018	711 017 097

^a Statements were prepared in accordance with the International Public Sector Accounting Standards.

^b Representing voluntary contributions in accordance with the International Public Sector Accounting Standards. See annex II for contributions pledged.

^c Including net investment revenue of \$310,769 earned on the loan component of the Central Emergency Response Fund in accordance with General Assembly resolution [66/119](#).

^d Including programme support costs (United Nations) of \$9,234,302 and loss on exchange of \$21,747,394.

Annex II

Central Emergency Response Fund grant element: contributions pledged, 1 January to 31 December 2018

(United States dollars)

<i>Contributor</i>	<i>Pledged contributions^a</i>
Member States and observers	
Algeria	10 000
Andorra	17 735
Armenia	5 000
Australia	8 184 524
Azerbaijan	20 000
Bangladesh	10 000
Belgium	13 572 204
Bhutan	1 500
Bulgaria	20 000
Canada	22 528 736
Chile	30 000
China	500 000
Côte d'Ivoire	10 000
Czechia	177 470
Denmark	21 618 968
Estonia	116 144
Finland	8 641 975
Germany	110 199 651
Guyana	2 179
Iceland	465 030
Indonesia	220 000
Iraq	10 000
Ireland	14 253 735
Italy	2 962 085
Japan	1 360 714
Kazakhstan	50 000
Republic of Korea	4 000 000
Kuwait	1 000 000
Liechtenstein	212 993
Lithuania	22 727
Luxembourg	4 942 469
Monaco	123 457
Mongolia	10 000
Myanmar	10 000
Netherlands	67 901 235
New Zealand	2 201 027
Norway	54 445 519
Philippines	50 000

<i>Contributor</i>	<i>Pledged contributions^a</i>
Portugal	116 144
Qatar	1 000 000
Russian Federation	1 500 000
Saudi Arabia	150 000
Singapore	50 000
Slovakia	34 365
Spain	3 488 382
Sri Lanka	5 000
Sweden	88 197 970
Switzerland	6 239 618
Thailand	20 000
Turkey	400 000
United Arab Emirates	1 500 000
United Kingdom of Great Britain and Northern Ireland	114 574 091
Total, Member States and observers	557 182 647
Regional and local authorities	
Belgian Government of Flanders	710 900
Catalan Agency for Development Cooperation	291 375
Total, regional and local authorities	1 002 275
Others	
Al Jisr Foundation	250 000
Private donations through the United Nations Foundation (under \$10 000)	41 524
World Mission Society Church of God	100 000
Total, others	391 524
Total	558 576 446

^a Contributions are based on the pledged year of the donors and differ from the amount reported as revenue under the International Public Sector Accounting Standards. Actual received contributions may differ from the originally recorded pledges, owing to fluctuations in exchange rates.

Annex III

Total grants allocated from the Central Emergency Response Fund, 1 January to 31 December 2018

(United States dollars)

<i>Country, territory or area</i>	<i>Rapid response</i>	<i>Underfunded emergency</i>	<i>Total</i>
Afghanistan	11 937 469		11 937 469
Angola		2 000 950	2 000 950
Bangladesh		18 002 515	18 002 515
Brazil	1 502 535		1 502 535
Burkina Faso	9 015 030		9 015 030
Burundi	2 350 572	4 999 296	7 349 868
Cameroon	5 096 994	9 884 487	14 981 481
Central African Republic		9 932 158	9 932 158
Chad	16 982 338		16 982 338
Colombia	5 929 493		5 929 493
Congo		3 976 882	3 976 882
Democratic People's Republic of Korea		10 003 768	10 003 768
Democratic Republic of the Congo	30 510 947	27 840 104	58 351 051
Djibouti	1 196 791		1 196 791
Ecuador	1 499 915		1 499 915
Eritrea		4 994 295	4 994 295
Ethiopia	30 288 894		30 288 894
Guatemala	1 559 967		1 559 967
Haiti	3 157 660	8 985 177	12 142 837
India	4 979 186		4 979 186
Indonesia	14 425 020		14 425 020
Kenya	4 945 502		4 945 502
Lao People's Democratic Republic	3 509 410		3 509 410
Lebanon	1 127 942		1 127 942
Libya	3 653 061	8 105 330	11 758 391
Madagascar	1 000 000		1 000 000
Mali	6 997 663	7 999 800	14 997 463
Mauritania	3 975 873		3 975 873
Myanmar	7 206 253		7 206 253
Niger	9 386 907		9 386 907
Nigeria	6 866 877		6 866 877
Pakistan		7 993 805	7 993 805
Papua New Guinea	9 186 710		9 186 710
Peru	1 975 196		1 975 196
Philippines		5 031 703	5 031 703
Rwanda		3 000 067	3 000 067
Somalia	17 269 031		17 269 031
Sudan		19 997 876	19 997 876

<i>Country, territory or area</i>	<i>Rapid response</i>	<i>Underfunded emergency</i>	<i>Total</i>
Uganda	6 098 619	16 988 192	23 086 811
Ukraine	5 904 612		5 904 612
United Republic of Tanzania		9 995 458	9 995 458
Venezuela (Bolivarian Republic of)	9 202 761		9 202 761
Venezuelan regional refugee and migration crisis	6 203 340		6 203 340
Yemen	49 909 290		49 909 290
Zambia	6 559 772		6 559 772
Zimbabwe	3 099 371		3 099 371
Occupied Palestinian Territory	16 265 209		16 265 209
Total	320 776 210	179 731 863	500 508 073

Note: The amount of total allocated funds in the present annex is based on the approval of the Under-Secretary-General and Emergency Relief Coordinator.

Annex IV

A. Central Emergency Response Fund loan element: statement of financial performance, 1 January to 31 December 2018^a

(United States dollars)

Revenue	
Investment revenue ^b	–
Total	–
Expenses	
Total	–
Surplus for the year	–

^a Statements were prepared in accordance with the International Public Sector Accounting Standards.

^b Net investment revenue of \$310,769 was reflected in the grant element of the Central Emergency Response Fund in accordance with General Assembly resolution 66/119.

B. Central Emergency Response Fund loan element: statement of changes in net assets, 1 January to 31 December 2018^a

(United States dollars)

	<i>Net assets</i>
Net assets as at 31 December 2017	30 000 000
Change in net assets	
Surplus for the year	–
Total changes in net assets	–
Net assets as at 31 December 2018	30 000 000

^a Statements were prepared in accordance with the International Public Sector Accounting Standards.

Annex V**Central Emergency Response Fund loans, 1 January to 31 December 2018**

(United States dollars)

<i>Agency</i>	<i>Country/region/territory</i>	<i>Year of disbursement</i>	<i>Amount</i>
Outstanding loans as at 1 January 2018			
UNICEF	Haiti	2016	4 000 000
UNRWA	Occupied Palestinian Territory (West Bank and Gaza, including occupied East Jerusalem), Jordan, Lebanon and Syrian Arab Republic	2017	20 000 000
Total			24 000 000
Loans disbursed from 1 January to 31 December 2018			
UNRWA	Occupied Palestinian Territory (West Bank and Gaza, including occupied East Jerusalem), Jordan, Lebanon and Syrian Arab Republic	2018	15 000 000
Total			15 000 000
Loans repaid from 1 January to 31 December 2018			
UNICEF	Haiti	2016	4 000 000
UNRWA	Occupied Palestinian Territory (West Bank and Gaza, including occupied East Jerusalem), Jordan, Lebanon and Syrian Arab Republic	2017	20 000 000
Total			24 000 000
Outstanding loans as at 31 December 2018			
Total			15 000 000

Abbreviations: UNICEF, United Nations Children's Fund; UNRWA, United Nations Relief and Works Agency for Palestine Refugees in the Near East.