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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 provides a description of the activities of the Central Emergency Response Fund from 1 January to 31 December 2021, pursuant to General Assembly resolution [76/124](#). The Fund continued to be a global leader in humanitarian response in 2021. During the reporting period, the Emergency Relief Coordinator approved \$548 million in support of life-saving humanitarian activities in 40 countries, territories or areas. In addition, two loans were approved for a total value of \$43 million.

Following the record-high contributions in 2020, the Fund received \$638.3 million from its donors in 2021, the second highest annual income in its history. In the context of increasing humanitarian needs, continued support from Member States and other donors is crucial for enabling the Fund to meet the needs of vulnerable people worldwide and to attain its expanded annual funding target of \$1 billion, as endorsed by the General Assembly in its resolution [71/127](#).

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\* [A/77/150](#).



## I. Introduction

1. The present report is submitted pursuant to General Assembly resolution 76/124, on the strengthening of the coordination of emergency humanitarian assistance of the United Nations, in which the Assembly requested the Secretary-General to submit a report on the detailed use of the Central Emergency Response Fund. The report covers the activities carried out under the Fund from 1 January to 31 December 2021.

## II. Overview of the funding commitments of the Fund

2. With \$548 million provided for humanitarian activities in 40 countries, territories or areas (see table below and annex I), the Emergency Relief Coordinator approved the second highest amount in a single year in the history of the Fund. It was second only to 2020, when the Fund allocated \$848 million in 59 countries, facilitated by exceptional end-of-year top-ups in 2019 by donors that were carried over to 2020. In addition, in 2021 two loans were approved for a total value of \$43 million. Between its inception in 2005 and the end of 2021, the Fund provided nearly \$7.5 billion for humanitarian assistance in more than 111 countries, territories or areas. Grants were allocated directly to United Nations funds and programmes and to specialized agencies.

### A. Allocations by funding window

#### Central Emergency Response Fund allocations, 1 January to 31 December 2021

(United States dollars)

	<i>Rapid response window</i>	<i>Underfunded emergencies window</i>	<i>Total</i>
Amount approved	413 051 701	134 996 701	548 048 402
Number of recipient countries, territories or areas	37	11 <sup>a</sup>	40 <sup>b</sup>
Number of projects funded	182	83	265

<sup>a</sup> Certain countries, territories or areas received allocations from both funding windows.

<sup>b</sup> Includes a dedicated gender-based violence allocation to Bangladesh, Cameroon, Colombia, Ethiopia, Iraq, Mali, Myanmar, Somalia, the Sudan and Venezuela (Bolivarian Republic of), as well as the Occupied Palestinian Territory, and an Ebola allocation to Côte d'Ivoire, Guinea-Bissau, Liberia, Mali, Senegal and Sierra Leone.

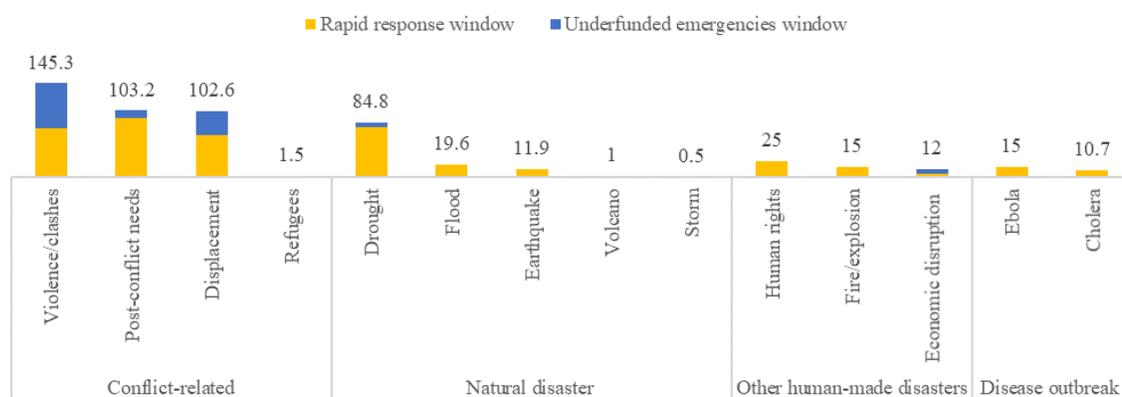
3. Allocations from the rapid response window help to initiate responses to humanitarian needs in the initial stages of a sudden-onset crisis or in the case of a significant deterioration of an existing emergency. In 2021, the Fund provided \$413.1 million through the rapid response window. Approximately one third of the Fund's resources is typically allocated to support severely underfunded emergencies. Those allocations help to draw attention to funding gaps and humanitarian crises where donor interest may have waned. In 2021, \$135.0 million was allocated to 11 underfunded and neglected crises through the underfunded emergencies window.

### B. Allocations by emergency type

4. Crises related to conflict or internal strife received the largest share of funding in 2021, totalling \$352.6 million (64 per cent). Of this, approximately 20 per cent was provided to humanitarian needs related to displacement, once again demonstrating the important role of the Fund in supporting vulnerable people displaced by conflict. A

total of \$117.8 million (21 per cent) was allocated to address the humanitarian consequences of climate-related crises and other natural disasters. Some \$52 million (9 per cent) was provided for emergencies related to human rights violations, fire/explosions and severe economic disruption, and \$25.7 million (5 per cent) was allocated in response to disease outbreaks (see figure I).

Figure I  
**Central Emergency Response Fund allocations in 2021, by emergency type**  
 (Millions of United States dollars)

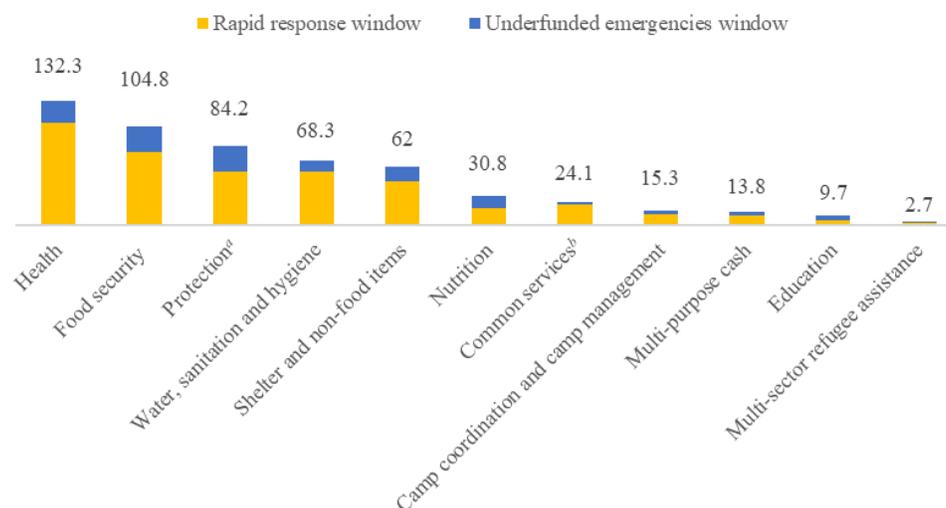


### C. Allocations by sector

5. With \$132.3 million (24 per cent), the health sector was the most funded sector in 2021. Responding to deteriorating levels of global food security, funding from the Fund to the food security sector also remained high, at \$104.8 million (19 per cent), with life-saving food assistance to, among others, South Sudan to mitigate the impacts of acute food insecurity. In line with the objective of supporting the most vulnerable, funding to the protection sector reached a record high of \$84.2 million, of which \$35.7 million supported the response to gender-based violence (see figure II).

Figure II  
**Central Emergency Response Fund allocations in 2021, by sector**

(Millions of United States dollars)



<sup>a</sup> Protection activities include initiatives in child protection, gender-based violence and mine action.

<sup>b</sup> Common services include common humanitarian air service, common logistics, common telecommunications, and safety and security of staff and operations.

#### D. Allocations by region

6. With \$314.4 million, Africa received the largest share of 2021 allocations (58 per cent), followed by Asia and the Pacific with \$131.7 million (24 per cent), the Middle East with \$73.3 million (13 per cent) and Latin America and the Caribbean with \$28.3 million (5 per cent).

7. In Africa, \$193.6 million (64 per cent of the funding allocated to Africa) went to address needs stemming from conflict or internal strife. A total of \$84.2 million (28 per cent) was allocated in response to climate-related disasters. In addition, \$25.7 million (8 per cent) was allocated for disease outbreaks. Ethiopia, the Democratic Republic of the Congo and South Sudan were the largest recipients of funding in Africa in 2021. Ethiopia was the largest recipient country in the region, with humanitarian agencies receiving \$64.6 million to address the humanitarian consequences of conflict and drought and to sustain the implementation of key life-saving operations in Tigray and neighbouring regions. The Fund also allocated \$26 million across 10 countries in West and Central Africa in response to new cases of the Ebola virus disease and severe cholera outbreaks. The response to the new Ebola cases was particularly significant in preventing a large-scale epidemic.

8. Of the \$131.7 million allocated to the Asia and Pacific region, more than \$91.7 million (74 per cent) was disbursed to address humanitarian needs resulting from conflict-related emergencies and \$1.9 million (2 per cent) was allocated in response to natural disasters. A total of \$92.7 million was disbursed for the complex humanitarian crisis in Afghanistan, making it the largest recipient country in the region. This included funds for early action for drought and an expected escalation in conflict and new displacement. In addition, funding from the Fund enabled critical interventions to mitigate the humanitarian impact of the winter on the most vulnerable and to prevent the health system from collapsing following the withdrawal of financial support from other sources. Bangladesh was the second largest recipient in

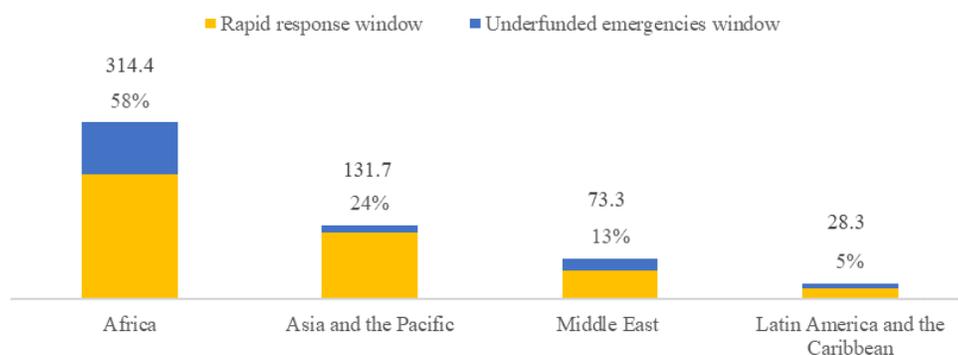
the region, receiving \$14 million to ensure the continuity of life-saving support for the Rohingya refugees affected by a fire in Cox's Bazar.

9. Of the \$73.3 million disbursed in support of humanitarian responses in the Middle East, the vast majority (\$66.5 million, or 91 per cent) was disbursed for humanitarian needs resulting from conflict. This included some \$40 million for Yemen and \$22 million for the Syrian Arab Republic.

10. Of the \$28.3 million allocated to Latin America and the Caribbean, \$14.9 million (62 per cent) was used to address needs stemming from natural disasters. Some \$12.9 million (46 per cent) was allocated for needs resulting from the earthquake and multiple-hazard crisis in Haiti, including a \$1 million allocation in response to intercommunal conflict and violence.

Figure III  
**Central Emergency Response Fund allocations in 2021, by region**

(Millions of United States dollars)

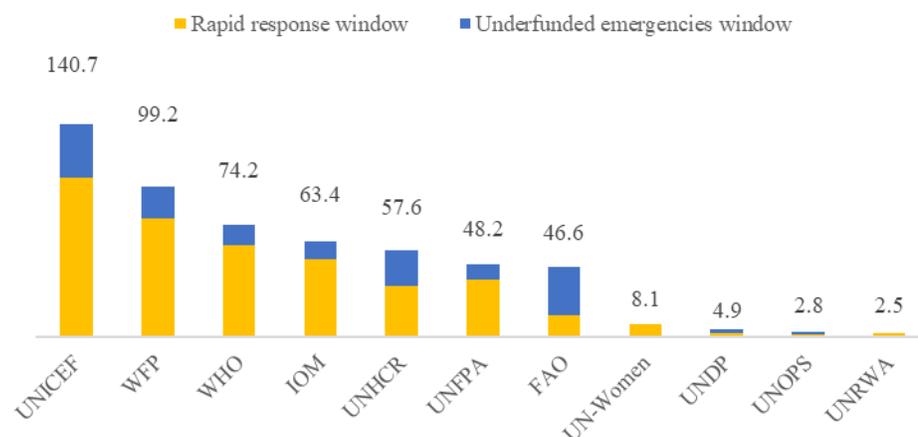


*Note:* An additional \$0.5 million was allocated to support services worldwide as part of the global allocation to the United Nations Population Fund and the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) to prevent and respond to gender-based violence.

## E. Allocations by United Nations entities

11. The United Nations Children's Fund (UNICEF), the World Food Programme and the World Health Organization (WHO) together received more than half (57 per cent) of overall Fund allocations (see figure IV). The high level of funding to those entities is linked to their expertise in the sectors most funded by the Fund, namely, health, food security, protection, and water, sanitation and hygiene, which accounted for \$390 million (71 per cent of the total amount allocated in 2021).

Figure IV  
**Central Emergency Response Fund in 2021, allocations by United Nations entity**  
 (Millions of United States dollars)



*Abbreviations:* FAO, Food and Agriculture Organization of the United Nations; IOM, International Organization for Migration; UN-Women, United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women); 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; WFP, World Food Programme; WHO, World Health Organization.

## F. Loans

12. In August, the Fund provided a short-term loan of \$15 million to the United Nations Relief and Works Agency for Palestine Refugees in the Near East to help it to manage a severe cash flow crisis and avert an imminent interruption in the provision of life-saving assistance and protection to 5.7 million Palestine refugees. The loan was reimbursed in October. In December, the Fund provided another short-term loan of \$28 million to the Agency to help it to manage an additional cash flow crisis and enable the continued provision of essential relief assistance to 390,000 Palestine refugees through a social safety net programme and basic health-care services for almost 2 million Palestine refugees. The loan was repaid in January 2022 (see annexes IV and V).

## III. Key highlights of the use of the Fund in 2021

### A. People assisted by the Fund in 2021

13. The funding allocated in 2021 allowed for the provision of life-saving assistance to an estimated 51.5 million people, of which an estimated 29 million people were the recipients of critical health-care services in Afghanistan. Of the 51.5 million people assisted, 55 per cent were women and girls and 44 per cent were children. The share of women and girls receiving support from the Fund was higher in sectors such as nutrition and protection; in both sectors, 64 per cent of beneficiaries were female. The funding also provided critical aid to 19.4 million displaced persons and host community members, the second highest since the Fund's inception, and to 3 million (6 per cent) people living with disabilities.

14. Funding in 2021 included the following:
- 39.8 million people received access to health care
  - 5.7 million people benefited from water and sanitation assistance
  - 5.2 million people received food assistance and agriculture-based livelihood support
  - 3.9 million people benefited from protection interventions
  - 3.1 million people received nutritional support
  - 1.6 million people benefited from camp management services and the provision of shelter assistance or basic relief items
  - 400,000 people benefited from support for access to education
  - More than 400,000 people were assisted through multipurpose cash, early recovery assistance and common services.

## **B. The Fund and conflict-related crises**

15. Crises related to conflict received the most assistance in 2021, totalling \$352.6 million (64 per cent). Examples of notable allocations made in relation to these types of crises in 2021 are set out below.

### **Afghanistan**

16. To respond to the rapidly evolving context in Afghanistan, the Fund allocated \$92.7 million through four allocations. This included \$15 million in April through the Fund's rapid-response window to enable United Nations entities to jump-start a multisectoral response to the humanitarian consequences of severe drought, intensifying conflict, the continued impact of the coronavirus disease (COVID-19) and imminent flooding, assisting more than 800,000 of the most affected people.

17. In late August and at the beginning of September, the Fund allocated more than \$32.7 million through the rapid response and underfunded emergency windows to enable partners to "stay and deliver" at a time when international funding was scarce. This funding allowed partners to provide winterization support, shelter, protection and food assistance to some 1.3 million people.

18. In order to prevent a collapse of Afghanistan's health system following the withdrawal of funding from other sources, in late October the Fund allocated \$45 million to WHO and UNICEF, enabling them to support health-care facilities providing life-saving health assistance. The Fund allocation helped to bridge a critical gap when no other funding was available and allowed for essential health services to continue while funding from other actors was mobilized. In December 2021, in continuation of Fund-supported programmes, the World Bank announced \$100 million of follow-on funding to UNICEF to continue to provide essential health services in partnership with WHO.

### **Ethiopia**

19. In response to the multifaceted crisis in Ethiopia, the Fund released \$64.6 million to address the humanitarian consequences of conflict and drought. An estimated 5.2 million people needed humanitarian assistance in Tigray, including 400,000 people facing famine-like conditions. The Fund's assistance helped to sustain the implementation of key life-saving operations in Tigray and neighbouring regions.

20. In December 2020, following the initial escalation of the conflict in northern Ethiopia, the Fund provided a time-critical allocation of \$13 million in Tigray and neighbouring regions, which was instrumental in assisting newly displaced people. An additional \$15 million was allocated in May 2021 to assist the most affected communities and to provide an integrated package of shelter and basic household items, with \$2.5 million dedicated to programming to prevent and respond to gender-based violence.

21. In September 2021, the Fund allocated \$13 million through the underfunded emergencies window for key life-saving operations in northern Ethiopia, including Tigray, Amhara and Afar regions, to avert the looming threat of famine and prevent at least 3 million affected people from sliding into even more dramatic levels of vulnerability. In November 2021, the Fund allocated another \$20 million from the rapid response window to operations in the Amhara and Afar regions for an integrated multisectoral response to support return or relocation activities and address the immediate needs of 1.1 million displaced people and members of host communities. The Fund's assistance also supported emergency education and access to essential health care.

22. In response to severe droughts in the Somali and Oromiya regions, the Fund allocated \$10 million through two allocations (May and December 2021).

### **C. The Fund and climate-related and other natural disasters**

23. A total of \$117.8 million (22 per cent) was allocated by the Fund in 2021 to address the humanitarian consequences of climate-related shocks (\$105 million) and other natural disasters (\$12.8 million). Examples of notable allocations made in relation to these types of crises in 2021 are set out below.

#### **Drought in Madagascar**

24. In August 2021, southern Madagascar was affected by the worst drought in 40 years following several failed rainy seasons. The drought caused high levels of food insecurity and resulted in 1.6 million people needing humanitarian assistance, including 14,000 people facing catastrophic food insecurity (Integrated Food Security Phase Classification 4) and more than half a million children suffering from acute malnutrition.

25. In response to the drought, the Fund allocated \$8 million through the underfunded emergency window to provide a multisectoral response that included nutritional and food assistance, and agriculture, protection and health services to address the needs of 190,000 people living in the most severely affected areas.

#### **Multiple natural disasters in Haiti**

26. In 2021, a 7.2 magnitude earthquake on 14 August, followed by a tropical depression a few days later, caused widespread damage in Haiti. Those multiple disasters brought further devastation to a humanitarian situation already characterized by multifaceted needs amid the ongoing COVID-19 pandemic and population displacement driven by gang violence. Within 32 hours of the earthquake, the Emergency Relief Coordinator announced an \$8 million allocation, with a top-up of \$4 million provided at the beginning of September when the scale of needs became clearer. The Fund facilitated immediate, life-saving humanitarian assistance to the 278,000 most affected people, including food and water, shelter, non-food items and child protection services, as well as critical logistics support and camp management to enable the humanitarian response. The response in Haiti illustrates the Fund's ability to act fast and with agility to sudden-onset disasters.

## **D. The Fund and disease outbreaks**

27. In 2021, the Fund continued to play a critical role in responding to disease outbreaks, including several allocations that focused on containing outbreaks through early action. During the year, the Fund provided \$26 million (5 per cent) to combat a number of disease outbreaks. Examples of such allocations are set out below.

### **Cholera outbreaks in the Niger and Nigeria**

28. In response to an increase in cholera cases in the Niger resulting from flooding and conflict-induced displacement, the Fund allocated \$3.5 million in September 2021 to WHO, UNICEF and the International Organization for Migration, enabling the provision of health care, and water, sanitation and hygiene services, as well as the provision of shelter and basic household items. In total, the allocation assisted 640,000 of the most severely affected people.

29. In September, in response to an increase in cholera cases in Nigeria, the Fund provided \$6 million to contain the outbreak, with assistance provided to more than 410,000 people. The funding enabled WHO to set up cholera treatment centres and provide health-care services. It also allowed UNICEF to deliver water, sanitation and hygiene services to those most at risk. Both agencies conducted public information campaigns on the prevention of cholera infections.

### **Ebola in the Democratic Republic of the Congo and Guinea**

30. Using the Fund's early action approach, the Fund helped to prevent Ebola outbreaks in both the Democratic Republic of the Congo and Guinea from escalating into a large-scale epidemic. In Guinea, the Fund's response was instrumental in addressing the high risk of further transmission to neighbouring countries.

31. In the Democratic Republic of the Congo, the Fund allocated \$4 million in March to support a multisectoral response targeting more than 200,000 people. The allocation helped to provide health care, including medical care for Ebola patients, sexual and reproductive health services and psychosocial support, and funded detection, tracing and protection measures.

32. In February, in response to the Ebola outbreak in Guinea, the Fund allocated \$11 million, of which \$6 million was for a multisectoral response to support health care, water, sanitation and hygiene services, food assistance, nutrition, education and psychosocial support for more than 340,000 people. The allocation also enabled critical logistics services through the United Nations Humanitarian Air Services. To prevent transmission to Guinea's six neighbouring countries, the Fund allocated \$5 million in March, enabling WHO and UNICEF to provide surveillance and technical support in those six countries to ensure early detection in case of cross-border transmission.

## **IV. Strategic initiatives of the Fund**

### **A. Support for underfunded priority areas**

33. At the beginning of 2019, the Emergency Relief Coordinator invited resident coordinators and humanitarian coordinators in countries with ongoing humanitarian operations to leverage funding from the Fund to ensure that greater attention was focused on four priority areas of humanitarian response that were critical to the provision of quality assistance but that remained chronically underfunded, notwithstanding international commitments: (a) support for women and girls,

including addressing gender-based violence, reproductive health and empowerment; (b) programmes targeting people living with disabilities; (c) education in protracted crises; and (d) other aspects of protection.

34. Using the Fund to increase the focus on the four priority areas helps to draw attention to these underfunded areas at the country and global levels. Building on momentum from 2019 and 2020, further positive results were achieved in 2021, with a record level of funding going towards those important priorities.

35. Approximately 55 per cent of the 51.5 million people targeted with life-saving assistance through the Fund in 2021 were women and girls. At least \$35.7 million in funding went towards efforts to prevent and respond to gender-based violence.<sup>1</sup> In 2021, United Nations entities assisted 3 million persons living with disabilities through Fund allocations, and a dedicated allocation of \$10 million was undertaken under the underfunded emergencies window specifically to address the needs of people living with disabilities in humanitarian crises. Funding to the protection sector reached \$84.1 million in 2021, the highest annual amount to date.

## **B. Anticipatory action**

36. Since 2018, when the Fund initially started to support a more anticipatory response to predictable humanitarian shocks, the Fund has been involved in the development and roll-out of 12 anticipatory action pilot initiatives linked to drought, floods, storms and disease outbreaks. To date, the Fund has released \$60 million to anticipatory action frameworks in Somalia and Ethiopia for drought and in Bangladesh for flooding. Each anticipatory action framework consists of four components: (a) a trigger mechanism using forecasts and specific thresholds for action; (b) a set of pre-agreed actions that can alter the trajectory of a crisis; (c) pre-arranged funds that can be released to initiate time-critical activities immediately; and (d) a learning component.

37. In April 2021, the predefined threshold for anticipatory action was reached in Somalia, with projections that 20 per cent of the population would be facing crisis-levels of food insecurity if no action were taken. In response, the Fund provided \$20 million to support a multisectoral package of forward-looking anticipatory humanitarian activities, combined with an additional \$7 million for responding to the existing humanitarian impacts of already high levels of food insecurity. Funding was used, among other things, to ensure continued access to water through the rehabilitation and construction of boreholes and wells.

38. In Ethiopia, the anticipatory action framework was triggered at the end of 2020, with an allocation of \$13 million to mitigate the humanitarian impacts of failed rains. In April 2021, when a second trigger threshold was reached, the Fund disbursed an additional tranche of \$7 million for a second set of predefined anticipatory actions with a shorter lead time, taking the overall anticipatory action allocation to \$20 million.

39. In 2021, three additional anticipatory action frameworks were endorsed, for floods in Nepal, dry spells in Malawi and typhoons in the Philippines. Work on further anticipatory action frameworks was ongoing at the end of 2021, including for drought in Burkina Faso, Chad and the Niger, reoccurring flooding in South Sudan, outbreaks

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<sup>1</sup> This record amount is most likely an underestimation because it captures only interventions to combat gender-based violence that are clearly budgeted in projects funded by the Fund.

of the plague in Madagascar and cholera in the Democratic Republic of the Congo. Further frameworks were expected to be completed in 2022.<sup>2</sup>

40. The Fund's anticipatory pilot initiatives have produced important lessons on the effectiveness of collective anticipatory action and best practices for further scaling up the approach. Framework activations indicate that, overall, anticipatory action strengthens the resilience and coping capacity of affected people and allows partners to mobilize before a crisis has fully materialized. To capture evidence and learning in a systematic way, the Office for the Coordination of Humanitarian Affairs and partners have developed a multi-component learning framework that combines agency-specific monitoring and evaluation, process learning and independent impact evaluations.

41. Complementing the anticipatory action frameworks, the Fund continued to make early, forward-looking allocations that are intended to respond earlier to imminent crises on the basis of an analysis of risks and projections of needs. In 2021, the Fund provided risk-informed early action allocations in response to drought and to an expected deterioration in the humanitarian situation in Afghanistan; in anticipation of further displacement in Yemen; to prevent the spread of Ebola outbreaks in Africa; and for drought in Somalia and Ethiopia.

## **V. Management and administration of the Fund**

### **A. Central Emergency Response Fund Advisory Group**

42. The 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. In 2021, as part of the regular membership rotation, the Secretary-General appointed two new members to the Advisory Group. Membership selection procedures are designed to ensure gender and geographical diversity among the 19 members of the Group. Two official Advisory Group meetings were held in 2021, in addition to two thematic webinars on resource mobilization and external reviews of the Fund. Owing to the COVID-19 pandemic, all meetings were held virtually.

43. During its official meetings in May and November, the Advisory Group commended the Fund for its increasingly strategic role, including through the innovations introduced by the Fund to enable a more effective response to emergencies, as well as the Fund's ability to encourage positive system change. The Group reaffirmed its support for anticipatory action and prioritizing the needs of the most vulnerable in Fund allocations. In November, the Group also discussed humanitarian priorities and the Fund's role in the humanitarian sector with Emergency Relief Coordinator, who outlined the priority areas for ensuring that the humanitarian system was fit for purpose and able to provide the best possible support to people in crises, including closer cooperation, collaboration and coherence across humanitarian, development and peacebuilding efforts, improved humanitarian access, and reinforced efforts to ensure the protection of vulnerable groups caught in humanitarian emergencies.

### **B. Global reach of the Fund's partnerships**

44. While the Fund is mandated to provide grants solely to United Nations entities, many of its grants are implemented by United Nations entities in partnership with

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<sup>2</sup> For the most recent status on the anticipatory action frameworks, please refer to [aa.unocha.org](https://aa.unocha.org).

non-governmental organizations (NGOs), host Governments and Red Cross and Red Crescent societies.

45. In 2021, as part of the Fund's response to the COVID-19 pandemic and its secondary humanitarian consequences, including a reported increase in instances of gender-based violence, the Fund allocated a global grant to the United Nations Population Fund and the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) of \$25 million to prevent violence against women and girls and assist victims and survivors of gender-based violence in gaining access to multisectoral assistance. In an effort to support gender equality and empower women's organizations, the grant included a condition that a minimum of 30 per cent of overall funding would go to local women-led or women's rights organizations to address gender-based violence. The global allocation supports efforts to address gender-based violence in 11 priority countries.

46. Of the \$848 million provided by the Fund in allocations in 2020,<sup>3</sup> \$201 million (24 per cent) was sub-granted by recipient United Nations entities. In 2020, United Nations entities entered into partnerships with 1,290 non-United Nations organizations in 42 of the 59 countries, territories or areas supported by the Fund. Of those, 902 were local and national partners, including 491 national or local NGOs, 374 government entities and 37 Red Cross/Red Crescent societies. The remaining 388 partners were international NGOs.

### C. Transparency

47. During 2021, the Fund continued to enhance its transparency and accountability. Grant decisions continued to be available in real time on the Fund's website and to be published on several platforms, including the Financial Tracking Service, the Humanitarian Data Exchange and the International Aid Transparency Initiative. In 2021, the transparency score of the Fund on the International Aid Transparency Initiative platform remained at 95 per cent, placing the Fund among the top 10 of the 1,400 organizations publishing their data to International Aid Transparency Initiative standards.<sup>4</sup>

48. The Fund also continued to refine its online management and transparency tools, including the online allocation tracker that, for each allocation, provides information in real time on allocation decisions, including the rationale for the funding and the assistance provided. Another transparency milestone, the Central Emergency Response Fund Data Hub, was launched early in 2021. It provides a wide array of interactive visuals, allowing easy access to data on allocations. In 2021, the Fund, together with the country-based pooled funds, also launched the Pooled Funds Data Hub, which provides a one-stop gateway to consolidated funding data for the pooled funds. The Office for the Coordination of Humanitarian Affairs also continued the development of a joint online grant management system (OneGMS) for the Fund and the country-based pooled funds that will help to further improve data published across the pooled funds data hubs. OneGMS is expected to be launched in 2022.

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<sup>3</sup> Owing to the nature of the Central Emergency Relief Fund reporting cycle, comprehensive information on sub-grants becomes available only a full year after the calendar year under review. Information on sub-grants made under 2021 allocations will be available only early in 2023.

<sup>4</sup> The overall score is a composite of the ratings for timeliness, the extent to which data are forward looking, and comprehensiveness: [http://publishingstats.iatistandard.org/summary\\_stats.html](http://publishingstats.iatistandard.org/summary_stats.html).

## **D. Risk management**

49. The Fund continued to track and communicate information related to cases of potential fraud involving its funds in 2021. In keeping with its communication guidelines and standard operating procedures, the Fund secretariat continued to liaise with United Nations partners and donors regarding potential fraud cases.

50. In 2021, partners provided updates on investigations into five previously reported cases of possible fraudulent use of funds under projects using a Fund grant. Evidence gathered during recipient entity-led investigations showed that, in two of the five cases, the allegations could not be substantiated, and the cases were closed. Seven new cases were reported by partners in 2021, one of which was closed because it did not have an impact on funding by the Fund. Investigations are ongoing in the remaining nine cases.

## **E. Strategic added value of the Fund**

51. The Fund provides significant added value as a global funding mechanism, given its strategic impact beyond its role as a source of humanitarian funding. According to the assessment of the strategic added value of 2020 funding,<sup>5</sup> 90 per cent of resident coordinators and humanitarian coordinators stated in their reports that the funding had led to rapid implementation of humanitarian response, 92 per cent said that the funding had helped to respond to time-critical humanitarian needs and 88 per cent stated that funds had helped to improve the coordination of humanitarian action.<sup>6</sup> The funding also has an important multiplier effect, acting as a catalyst for further action. Accordingly, Fund allocations attract additional funding and enable partners to jump-start humanitarian operations. A total of 69 per cent of resident coordinators and humanitarian coordinators noted that funds provided by the Fund in 2020 had helped to improve resource mobilization from other sources, and 24 per cent stated that the Fund had contributed in part to leveraging additional financing.

## **F. Independent reviews commissioned by the Fund**

52. To provide the Emergency Relief Coordinator and Fund stakeholders with assurance of the Fund's impact, the Fund's secretariat commissions annual independent reviews of the contribution of the Fund to the humanitarian response in selected thematic areas, countries or regions.

53. In 2021, the Fund's secretariat conducted three studies. The first of these reviewed the Fund's first-ever NGO allocation administered through the International Organization for Migration; the second assessed the Fund's support for cash and voucher assistance; and the third reviewed the Fund's support for programming aimed at the prevention of and response to gender-based violence. The first study found that the NGO allocation had been a pragmatic response to an exceptional set of challenges that humanitarian actors faced during the COVID-19 pandemic. The second study found that the Fund had been a key funding source for promoting the use of cash-based assistance, especially multi-purpose cash, in emergency famine responses. Lastly, the third study concluded that the allocations had been an effective means of signalling to the humanitarian system and other donors the critical need for greater

<sup>5</sup> Owing to the nature of the Central Emergency Relief Fund reporting cycle, the resident coordinator/humanitarian coordinator assessments become available only a full year after the calendar year under review. Assessments on 2021 allocations will be available only early in 2022.

<sup>6</sup> From reports on all funding provided by the Fund in 2019 and implemented in 2019 and 2020.

attention to gender-based violence. The full reports of the reviews are available on the Fund's website.

54. In 2022, the Fund's secretariat will conduct a study to review the added value of an envelope for disability programming included in the Fund's 2021 underfunded emergencies round.

## **G. Update of the Secretary-General's bulletin**

55. Secretary-General's bulletin [ST/SGB/2020/5](#), on the establishment and operation of the Central Emergency Response Fund, serves to guide the management of the Fund. Issued in 2006, it was updated in 2020 upon the request of the Secretary-General and issued in 2021. The changes reflect amendments to the Fund's operational and procedural functioning since 2010, as well as elements to help to ensure that the Fund remains agile and continues to respond to evolving humanitarian contexts worldwide.

## **VI. Funding levels and donor base of the Fund**

### **A. Funding levels**

56. As the gap between global humanitarian needs and available resources continues to expand, it is critical that the Fund reach the \$1 billion annual target endorsed by the General Assembly in 2016 to ensure that assistance is provided to those in need in an effective and coordinated manner. The Fund remains one of the fastest and most efficient ways to respond to urgent humanitarian needs and is a key global instrument for all Member States to demonstrate their solidarity with countries affected by crises.

57. In 2021, the Fund's annual funding reached \$638.3 million, the second highest amount in the Fund's 15-year history, surpassed only in 2019 when \$824.1 million<sup>7</sup> was received.<sup>8</sup> The volatile economic situation following the COVID-19 pandemic notwithstanding, the Fund's existing donors remained steady in their support, while many others increased their funding. The largest donors were Germany, the Netherlands, the United Kingdom of Great Britain and Northern Ireland, Sweden and Norway. During the year, 10 Member States increased their annual contribution from 2020: Bangladesh, Estonia, Finland, France, Germany, Iceland, Ireland, Italy, Morocco and Slovenia. Another 10 provided contributions in addition to their initial pledges: Denmark, Finland, Germany, Iceland, Ireland, Italy, the Netherlands, Norway, Portugal and Sweden.

58. In 2021, the Fund held multi-year agreements with 16 donors at a total annual value of more than \$439.1 million, accounting for nearly 70 per cent of the overall annual income. New agreements were signed with Belgium, Canada, Estonia, Finland, Germany and Luxembourg. This is an increase from 2020 when 12 multi-year agreements provided 63 per cent (\$392 million) of the annual contributions. The Fund also received \$208.3 million, or 33 per cent of the overall annual income, in the first quarter of the year, an improvement compared with payments received in the same period in 2020 (\$184.6 million) and 2019 (\$150.8 million).

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<sup>7</sup> The record income in 2019 was attributable in large part to the exceptional one-off contribution from a key donor received in December 2019.

<sup>8</sup> This represents paid contributions as at 25 May 2022.

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## **B. Diversifying and deepening the donor base**

59. Since its inception in 2006, the Fund's donor base has grown to 135 Member States and observers and 5 regional and local authorities.

60. In 2021, 54 Member States and observers, three regional authorities and numerous private donors contributed to the Fund (see annex III). This included seven Member States that returned as donors, namely, Algeria, Brunei Darussalam, Czechia, Kazakhstan, the Lao People's Democratic Republic, Maldives and Tunisia. Uzbekistan contributed to the Fund for the first time. In solidarity with crisis-affected people in other parts of the world, eight past recipients of Fund allocations contributed to the Fund in 2021; since its inception, 56 Member States that have benefited from the Fund have contributed to the Fund.

61. A large portion of the Fund's income continued to rely on a small group of donors. The top 10 donors accounted for more than 90 per cent of the Fund's annual income in 2021, with the top 20 donors providing nearly 99 per cent of the funds.

62. To maximize the level and predictability of funding, the Office for the Coordination of Humanitarian Affairs continues to urge all Member States to provide new, additional and sustained contributions to the Fund, in compliance with General Assembly resolution [71/127](#).

## Annex I

### Total grants allocated from the Central Emergency Response Fund, 1 January to 31 December 2021

(United States dollars)

<i>Country, territory or area</i>	<i>Rapid response</i>	<i>Underfunded emergency</i>	<i>Total</i>
Afghanistan	80 225 960	12 499 902	92 725 862
Angola	4 999 561	–	4 999 561
Armenia	2 000 598	–	2 000 598
Azerbaijan	1 999 227	–	1 999 227
Bangladesh	13 974 469	–	13 974 469
Burkina Faso	9 009 493	7 000 021	16 009 514
Burundi	1 500 010	–	1 500 010
Cameroon	–	4 998 919	4 998 919
Central African Republic	8 000 183	–	8 000 183
Chad	–	7 001 065	7 001 065
Colombia	2 006 312	–	2 006 312
Democratic Republic of the Congo	13 709 938	22 058 073	35 768 011
Equatorial Guinea	994 464	–	994 464
Ethiopia	51 581 748	13 000 000	64 581 748
Fiji	500 000	–	500 000
Global <sup>a</sup>	30 003 345	–	30 003 345
Guinea	6 000 001	–	6 000 001
Haiti	12 883 212	–	12 883 212
Kenya	5 001 019	–	5 001 019
Lebanon	3 998 359	–	3 998 359
Madagascar	–	8 000 000	8 000 000
Mozambique	5 020 620	5 500 958	10 521 578
Myanmar	10 032 677	–	10 032 677
Nepal	3 202 301	–	3 202 301
Niger	8 500 000	–	8 500 000
Nigeria	21 004 808	12 495 302	33 500 110
Saint Vincent and the Grenadines	1 000 000	–	1 000 000
Somalia	35 001 302	–	35 001 302
South Sudan	29 909 617	12 441 721	42 351 338
Sudan	6 499 194	–	6 499 194
Syrian Arab Republic	–	22 000 747	22 000 747
Venezuela	–	7 999 993	7 999 993
Yemen	39 994 817	–	39 994 817
Occupied Palestinian Territory	4 498 475	–	4 498 475
<b>Total</b>	<b>413 051 701</b>	<b>134 996 701</b>	<b>548 048 402</b>

<sup>a</sup> Includes a dedicated gender-based violence allocation to Bangladesh, Cameroon, Colombia, Ethiopia, Iraq, Mali, Myanmar, Somalia, the Sudan, Venezuela (Bolivarian Republic of), as well as the Occupied Palestinian Territory, and an Ebola allocation to Côte d'Ivoire, Guinea-Bissau, Liberia, Mali, Senegal and Sierra Leone.

## Annex II

**A. Central Emergency Response Fund grant element: statement of financial performance from 1 January to 31 December 2021<sup>a</sup>**

(United States dollars)

<b>Revenue</b>	
Voluntary contributions <sup>b</sup>	1 085 832 918
Other transfers and allocations	132 225
Investment revenue <sup>c</sup>	1 293 735
<b>Total revenue</b>	<b>1 087 258 878</b>
<b>Expenses</b>	
Grants and other transfers	563 367 760
Other operating expenses <sup>d</sup>	18 923 015
Other expenses <sup>e</sup>	22 842 389
<b>Total expenses</b>	<b>605 133 164</b>
<b>Surplus/(deficit) for the year</b>	<b>482 125 714</b>

**B. Central Emergency Response Fund grant element: statement of changes in net assets from 1 January to 31 December 2021<sup>a</sup>**

(United States dollars)

<i>Net assets</i>	
<b>Net assets as at 31 December 2020</b>	873 054 469
<b>Change in net assets</b>	
Surplus/(deficit) for the year	482 125 714
<b>Total changes in net assets</b>	<b>482 125 714</b>
<b>Net assets as at 31 December 2021</b>	<b>1 355 180 183</b>

<sup>a</sup> Statements were prepared in accordance with the International Public Sector Accounting Standards.

<sup>b</sup> Represents voluntary contributions in accordance with the International Public Sector Accounting Standards.

<sup>c</sup> Includes net investment revenue of \$110,840 earned on the loan component of the Central Emergency Response Fund in accordance with General Assembly resolution [66/119](#).

<sup>d</sup> Includes programme support costs (United Nations) of \$9,981,961.

<sup>e</sup> Represents foreign exchange loss.

## Annex III

### Central Emergency Response Fund grant element: contributions pledged for the year 2021

(United States dollars)

<i>Contributor</i>	<i>Pledged and received contributions<sup>a</sup></i>
<b>Member States and observers</b>	
Algeria	20 000
Andorra	17 753
Armenia	5 000
Australia	8 515 088
Austria	1 585 080
Bangladesh	25 000
Belgium	20 587 000
Bhutan	1 500
Brunei Darussalam	50 000
Canada	23 424 484
China	450 000
Czechia	230 436
Denmark	32 483 317
Estonia	181 995
Fiji	2 392
Finland	20 620 715
France	3 658 537
Germany	153 378 000
Iceland	735 298
Ireland	13 204 560
Italy	17 113 900
Japan	129 629
Kazakhstan	35 000
Lao People's Democratic Republic	3 000
Liechtenstein	224 694
Luxembourg	6 021 500
Maldives	5 000
Monaco	119 270
Mongolia	10 000
Montenegro	3 588
Morocco	100 000
Myanmar	10 000
Netherlands	94 982 700
New Zealand	2 086 200
Norway	54 795 260
Peru	2 704

<i>Contributor</i>	<i>Pledged and received contributions<sup>a</sup></i>
Philippines	50 000
Portugal	208 913
Qatar	1 000 000
Republic of Korea	6 000 000
Russian Federation	1 500 000
Singapore	50 000
Slovenia	56 540
Spain	2 829 250
Sri Lanka	5 000
Sweden	70 374 300
Switzerland	5 539 553
Thailand	20 000
Tunisia	5 000
Turkey	450 000
Turkmenistan	100 000
United Arab Emirates	5 000 000
United Kingdom of Great Britain and Northern Ireland	88 538 410
Uzbekistan	100 000
Viet Nam	10 000
Yemen	10 000
<b>Total, Member States and observers</b>	<b>636 665 566</b>
<b>Regional and local authorities</b>	
Basque Agency for Development Cooperation (Spain)	243 800
Catalan Agency for Development Cooperation (Spain)	339 560
Government of Flanders (Belgium)	881 685
<b>Total, regional and local authorities</b>	<b>1 465 045</b>
<b>Others</b>	
Baha'i International Community	10 000
Private donations outside the United Nations Foundation (under \$10,000)	120
Private donations through the United Nations Foundation (under \$10,000)	97 821
Stripe, Ireland	34 404
<b>Total, others</b>	<b>142 345</b>
<b>Total</b>	<b>638 272 956</b>

<sup>a</sup> Contributions are actual amounts received, including certain unpaid pledges, for the year pledged by the donors and differ from the amount reported as revenue under the International Public Sector Accounting Standards.

## Annex IV

**Central Emergency Response Fund loan element: statement of changes in net assets from 1 January to 31 December 2021<sup>a</sup>**

(United States dollars)

	<i>Net assets</i>
<b>Net assets as at 31 December 2020<sup>b</sup></b>	30 000 000
<b>Change in net assets</b>	
Surplus for the year <sup>c</sup>	–
<b>Total changes in net assets</b>	–
<b>Net assets as at 31 December 2021<sup>b,d</sup></b>	<b>30 000 000</b>

<sup>a</sup> Statement was prepared in accordance with the International Public Sector Accounting Standards.

<sup>b</sup> Net asset of loan is set at \$30 million in accordance with General Assembly resolution [66/119](#).

<sup>c</sup> Net investment revenue of \$110,840 was reflected in the grant element of the Central Emergency Response Fund in accordance with General Assembly resolution [66/119](#).

<sup>d</sup> Comprises an outstanding loan of \$28 million and cash of \$2 million.

## Annex V

### Central Emergency Response Fund loans from 1 January to 31 December 2021

(United States dollars)

<i>Agency</i>	<i>Country, territory or region</i>	<i>Year of disbursement</i>	<i>Amount</i>
<b>Outstanding loans as at 1 January 2021</b>			
UNRWA	Occupied Palestinian Territory (Gaza Strip)	2020	10 000 000
UNRWA	Occupied Palestinian Territory (Gaza Strip and West Bank, including occupied East Jerusalem), Jordan, Lebanon and Syrian Arab Republic	2020	20 000 000
<b>Total</b>			<b>30 000 000</b>
<b>Loans disbursed from 1 January to 31 December 2021</b>			
UNRWA	Occupied Palestinian Territory (Gaza Strip and West Bank, including occupied East Jerusalem), Jordan, Lebanon and Syrian Arab Republic	2021	15 000 000
UNRWA	Occupied Palestinian Territory (Gaza Strip and West Bank, including occupied East Jerusalem), Jordan, Lebanon and Syrian Arab Republic	2021	28 000 000
<b>Total</b>			<b>43 000 000</b>
<b>Loans repaid from 1 January to 31 December 2021</b>			
UNRWA	Occupied Palestinian Territory (Gaza Strip)	2020	10 000 000
UNRWA	Occupied Palestinian Territory (Gaza Strip and West Bank, including occupied East Jerusalem), Jordan, Lebanon and Syrian Arab Republic	2020	20 000 000
UNRWA	Occupied Palestinian Territory (Gaza Strip and West Bank, including occupied East Jerusalem), Jordan, Lebanon and Syrian Arab Republic	2021	15 000 000
<b>Total</b>			<b>45 000 000</b>
<b>Outstanding loans as at 31 December 2021</b>			
UNRWA	Occupied Palestinian Territory (Gaza Strip and West Bank, including occupied East Jerusalem), Jordan, Lebanon and Syrian Arab Republic	2021	28 000 000
<b>Total</b>			<b>28 000 000</b>

*Abbreviation:* UNRWA, United Nations Relief and Works Agency for Palestine Refugees in the Near East.