



Supporting the future  
of Syria and the region

Brussels VII Conference | 14–15 June 2023



دعم مستقبل  
سوريا والمنطقة

مؤتمر بروكسل السابع | 14-15 حزيران/يونيو 2023

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

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Report Fifteen  
*November 2023*



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# Supporting Syria and the region: Post-Brussels conference financial tracking: November 2023

On 14-15 June 2023, European Union (EU) institutions and representatives of 57 states including EU member states - plus 19 United Nations (UN) agencies, three regional organisations, four International Financial Institutions (IFI), three humanitarian organisations, and a number of representatives of civil society. – came together to renew political, humanitarian, and financial commitments for supporting the future of Syria and the region at the Brussels VII conference.

Hosted by the EU, this eleventh pledging conference announced a total funding pledge of **EUR 4.57 billion (USD 4.93 billion) for 2023**, plus multi-year pledges of close to **EUR 1 billion (USD 1.07 billion) for 2024 and beyond**. In addition, International Financial Institutions and donors announced close to **EUR 4 billion (USD 4.28 billion)** in loans on concessional terms.

This is the fifteenth financial tracking report in a series that tracks financial contributions against pledges made in response to the Syrian crisis. This report was commissioned by the European Commission (EC) and presents the contributions of donors against their pledges made at the Brussels VII conference, as of 31 July 2023<sup>1</sup>.

This report summarises the progress of contributions to respond in Syria and in the neighbouring refugee-hosting countries: Jordan, Lebanon, Türkiye, Iraq, and Egypt.

It also provides a breakdown of grant pledges and contributions and loan pledges to Syria and the region. Information was gathered directly from all participating donors and multi-lateral development banks and supplemented by Brussels conference documentation and triangulated with data from the Office for the Coordination of Humanitarian Affairs (OCHA) Financial Tracking Service (FTS). A glossary of the terms used throughout is given at the end of the report (Annex A: Glossary), as are details of the data sources and methodology employed (Annex B: Methodology).

Throughout this report, the term “contribution” refers to the sum of all assistance reported at each mutually exclusive stage of the funding process – committed, contracted, and disbursed (Annex A: Glossary).

*This publication was produced with the financial support of the European Union. Its contents are the sole responsibility of Altair Asesores and do not necessarily reflect the views of the European Union.*

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<sup>1</sup> Throughout this report ‘as of July 2023’ is used as shorthand for 31 July 2023

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# 1. Key results

At the Brussels VII conference on Supporting the Future of Syria and the Region held on 14-15 June 2023, the international community and governments of refugee-hosting countries came together to reaffirm their commitments to helping millions of affected civilians in Syria, and Syrian refugees as well as the communities generously hosting them in neighbouring countries.

Together, thirty-eight donor countries and the European Commission pledged EUR 4.57 billion (USD 4.93 billion) in grants to support humanitarian, development and stabilisation activities in 2023 in Syria and the region. In addition, five donor countries and the European Commission made forward-looking pledges of EUR 995 million (USD 1.07 billion) for 2024 and beyond. Finally, two International Financial Institutions, and two donor countries announced EUR 3.97 billion (USD

4.28 billion) in loans. More details can be found in the Chair's statement.<sup>2</sup>

The purpose of this tracking mechanism is to provide an update on the funding delivered in the region and to ensure accountability of donors for the delivery of funding against the pledges made at the Brussels VII conference. This report considers contributions up to the end of July 2023, less than two months after the conference, which explains why some of the pledges are not fully implemented.

This financial tracking exercise does not include pledges made at the 'Together for the people in Türkiye and Syria' Conference on 20 March 2023 aimed at supporting people in Türkiye and Syria after the devastating earthquakes of February 2023. Funds contributed as a result of this conference may be tracked in subsequent reports.

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<sup>2</sup> Chair's statement  
[https://www.consilium.europa.eu/media/65267/2023\\_06\\_15\\_chairstatement.pdf](https://www.consilium.europa.eu/media/65267/2023_06_15_chairstatement.pdf)

<p>This fifteenth financial tracking report published today notes that, as of July 2023:</p> <ul style="list-style-type: none"> <li>• Donors have so far contributed EUR 4.2 billion (USD 4.5 billion) in grants for 2023 for Syria and countries in the region most affected by the Syrian crisis (Jordan, Lebanon, Türkiye, Iraq, and Egypt), already fulfilling 91% the original conference pledge of EUR 4.6 billion (USD 4.9 billion).</li> <li>• For grants for 2024 and beyond, donors made available EUR 1.05 billion (USD 1.14 billion), already surpassing the original conference pledge of EUR 1.0 billion (USD 1.1 billion).</li> <li>• For loans for 2023 and beyond, donors and International Financial Institutions made available EUR 1.5 billion (USD 1.7 billion), so far satisfying 39% of the original conference pledge of EUR 4 billion (USD 4.3 billion) in loans to the governments of refugee-hosting countries.</li> </ul> <p>These figures refer to new contributions and should not take account of ongoing interventions funded with contributions from previous years.</p> <p>Together, the European Commission and 22 of its member states<sup>3</sup> pledged a total EUR 2.9 billion (USD 3.1 billion), representing 62% of the 2023 grant pledge made at the Brussels VII conference. As of July 2023, the European Commission and the member states had contributed EUR 2.5 billion (USD 2.7 billion), representing 60% of all contributions, and fulfilling 88% their total conference pledge for 2023.</p> <p>In terms of grant 2023 contributions, the three largest donors are Germany, the United States and the European Commission, accounting for 65% of all 2023 grant contributions as of July 2023.</p> <p>In terms of recipient countries, Syria received the largest 2023 grant contribution of EUR 1.9 billion (USD 2 billion) surpassing the original pledge of EUR 1.2 billion (USD 1.3 billion). The three largest donors accounted for 64% of total grant contributions for Syria in 2023, as follows: USA EUR 577 million (USD 622 million), Germany EUR 401 million (USD 432 million), and the European Commission EUR 199 million (USD 215 million). For 2024 and beyond, EUR 35 million (USD 37 million) of grant contributions were made available for Syria.</p> <p>Lebanon received the second largest amount of 2023 grant contributions, at EUR 752 million (USD 811 million). The three largest donors contributed 58% of the total: Germany EUR 178 million (USD 192 million), the European Commission EUR 137 million</p>	<p>(USD 147 million), and the USA EUR 119 million (USD 129 million). For 2024 and beyond, grant contributions of EUR 121 million (USD 131 million) were already made available for Lebanon.</p> <p>As of July 2023, Jordan is the third largest recipient country of 2023 grant contributions, receiving EUR 602 million (USD 648 million) in grant contributions for 2023. The three largest donors contributed 73% of the total: Germany EUR 322 million (USD 348 million), the Netherlands EUR 61 million (USD 66 million), and the USA EUR 58 million (USD 63 million).</p> <p>Jordan also received the most grant contributions for 2024 and beyond, EUR 718 million (USD 774 million). Finally, loan contributions for Jordan for 2023 and beyond amounted to EUR 514 million (USD 554 million), nearly double the conference pledge of EUR 270 million (USD 291 million).</p> <p>Türkiye received EUR 515 million (USD 648 million) in grant contributions for 2023, whereas Iraq and Egypt had received by July 2023 grant contributions of EUR 261 million (USD 281 million) and EUR 65 million (USD 70 million), respectively. For 2024 and beyond, grant contributions for Iraq totalled EUR 111 million (USD 120 million).</p> <p>As of July 2023, the funding requirements of the Syria Humanitarian Response Plan (HRP) 2023<sup>4</sup> and the Syria Regional Refugee and Resilience Plan (3RP) 2023<sup>5</sup> were 29%<sup>6</sup> and 12%<sup>7</sup> covered, respectively. The co-chairs urged donors to maintain or step up their efforts and renew their financial commitments in support of the continued delivery of lifesaving, protection, and resilience support in the region in 2024 and beyond, wherever possible on a multi-annual basis.</p> <p>The region continues to face increased food insecurity following the Russian invasion of Ukraine, and more recent humanitarian challenges following the earthquakes on 6 February 2023 in Southern Türkiye and Northern Syria. Donors have been reorienting programme priorities and pledging new funding to contribute to meeting these needs including EUR 7 billion pledged at an International Donors' Conference 'Together for the people in Türkiye and Syria', co-hosted on 20 March 2023 by the President of the European Commission, Ursula von der Leyen, and by the Prime Minister of Sweden, Ulf Kristersson, for the Swedish Presidency of the Council. Contributions resulting from this conference may be tracked by subsequent reports.</p>
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<sup>3</sup> EU27 [https://european-union.europa.eu/principles-countries-history/country-profiles\\_en](https://european-union.europa.eu/principles-countries-history/country-profiles_en)

<sup>4</sup> Syrian Arabic Republic HRP 2023 <https://humanitarianaction.info/plan/1114>

<sup>5</sup> Syrian Arabic Republic 3RP 2023 <https://humanitarianaction.info/plan/1126>

<sup>6</sup> Syrian Arabic Republic HRP 2023 <https://humanitarianaction.info/plan/1114/financials>

<sup>7</sup> Syrian Arabic Republic 3RP 2023 <https://humanitarianaction.info/plan/1126/financials>

## 2. Overview

At the Brussels VII conference on 14-15 June 2023, donors pledged a total of **EUR 5.6 billion in grants for 2023 and beyond**: specifically, thirty-eight donors publicly pledged **EUR 4.6 billion** in grants for 2023, plus six donors pledged a further **EUR 995 million** for 2024 and beyond.<sup>8</sup>

As of July 2023, donors reported grant contributions for 2023 of EUR 4.2 billion, already fulfilling 91% of the total conference pledge for 2023 (EUR 4.6 billion). Of the thirty-eight donors who pledged for 2023, twenty-seven had met, nearly met (above 95%) or exceeded their pledges<sup>9</sup>. For 2024 and beyond, six donors reported grant contributions totalling EUR 1.1 billion, already satisfying 106% of their original conference pledge (EUR 995 million).

For loans for 2023 and beyond, a total pledge was made of EUR 4 billion for new loans, with IFIs pledging EUR 3.6 billion, France pledging EUR 350 million and Finland EUR 7 million. As of July 2023, 39% (EUR 1.5 billion) of the new loan pledges made at the conference have already been realised.

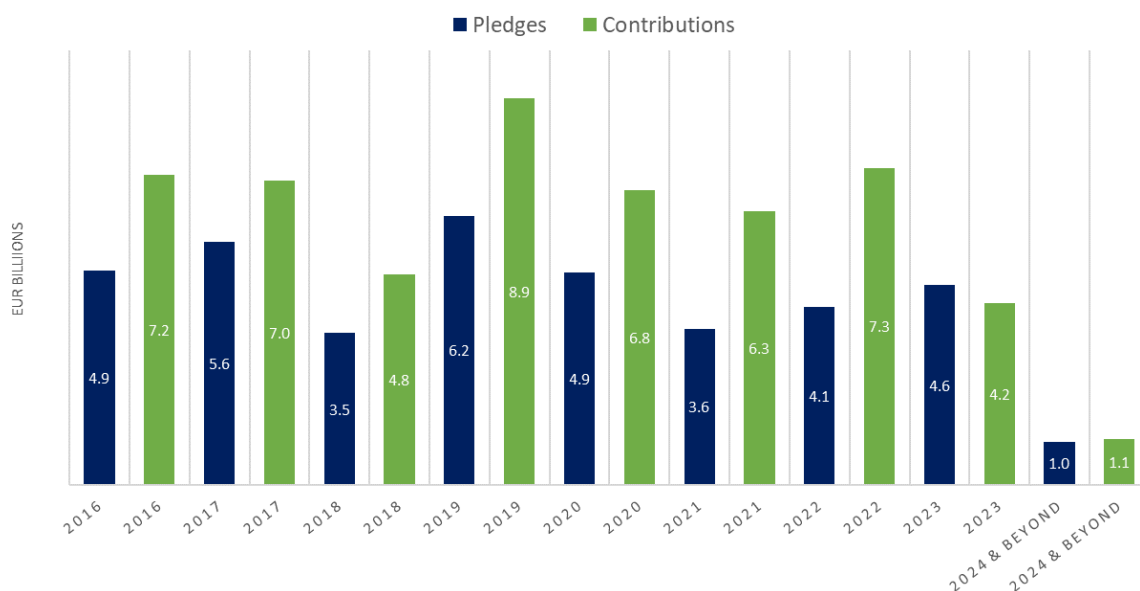
Since the tracking of pledges made at the conferences started in 2016 with the “Supporting

Syria & the Region Conference” in London, there has been a clear trend of contributions (committed, contracted, and disbursed amounts) exceeding pledges. Consistent with this trend, already by July 2023, contributions have met, have nearly met or are on target to meet the pledges made at Brussels VII conference.

Representatives at the Brussels VII conference expressed<sup>2</sup> grave concern about Syria, one of the world’s most complex humanitarian and protection emergencies and displacement crises of our times. In 2023, an estimated 70% of the population in Syria, or 15.3 million people, are in need of humanitarian assistance inside the country - an increase of 700,000 from 2022 – including 2.1 million Internally Displaced Persons (IDPs) living in last resort sites. Almost half of those in need are children, 4.5 million are women and a further 17% are persons living with a disability.

Although not covered by this report, the devastating earthquakes in February 2023 exacerbated an already dire situation. The catastrophe has affected at least 17.9 million people across southern Türkiye and in Syria, and has deepened needs.

Figure 1: Grant contributions against pledges, by year



<sup>8</sup> A detailed list of all pledges can be found in Tables 1-3 of the Annex to the Chair’s statement: [https://www.consilium.europa.eu/media/65267/2023\\_06\\_15\\_chairstatement.pdf](https://www.consilium.europa.eu/media/65267/2023_06_15_chairstatement.pdf)

<sup>9</sup> At the time of this report, no contributions data were available from Mexico.

# Progress by Donor

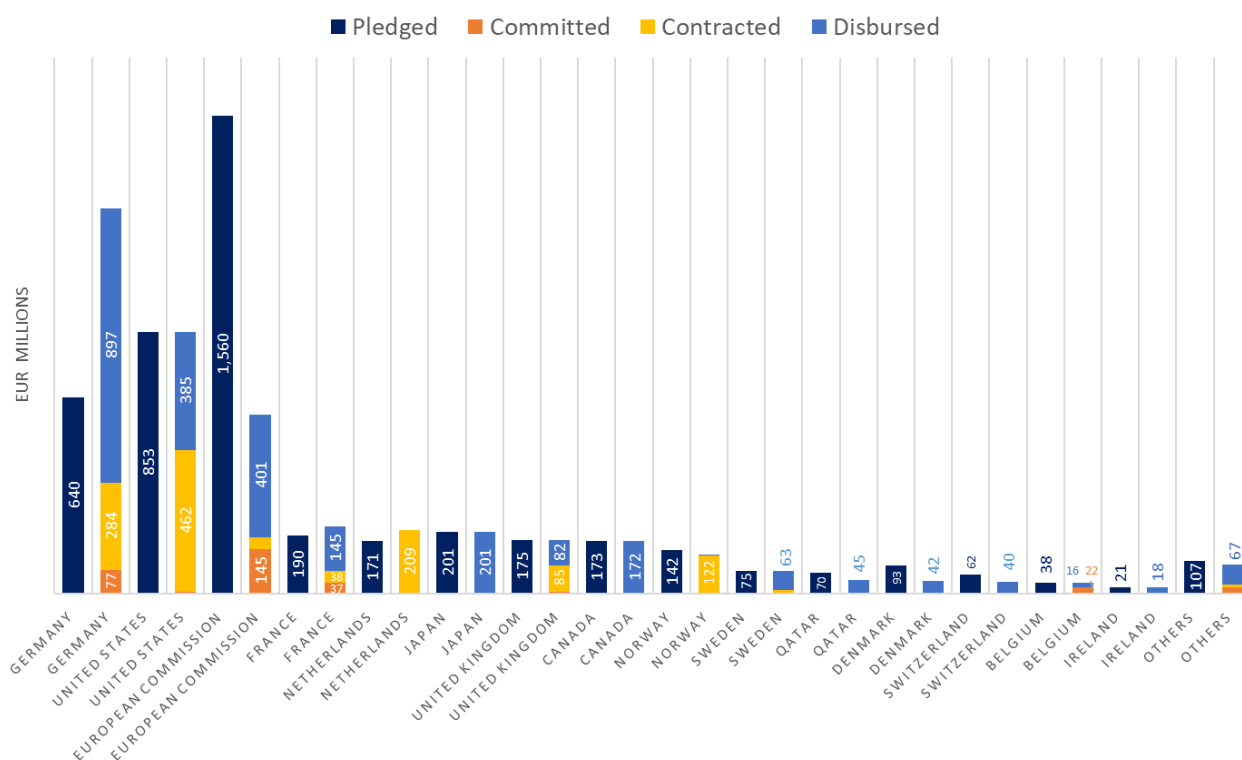
## Grant Contributions

As of July 2023, donors contributed a total of EUR 4.2 billion in grants to Syria and the region against their grant pledges of EUR 4.6 billion for 2023<sup>10</sup>. This amounts to 91% of the total pledge for 2023 grants being firmly contributed to a country, sector, and delivery channel, by July 2023.

This includes funds reported as committed, contracted, and disbursed. Of the thirty-eight donors who pledged for 2023, twenty-seven had made contributions that met, nearly met (above

95%) or exceeded their pledges by July 2023<sup>11</sup>. The top three donors contributed 65% of all contributions for 2023, including Germany who nearly doubled their conference pledge (exceeded by 97%), the United States who exactly delivered on their conference pledge, and the European Commission who had contributed 37% of their 2023 Grant pledge by the end of July 2023.

Figure 2: Grant contributions against pledges, by donor 2023



<sup>10</sup> The 2023 grant contributions for all donors do not include contributions to the EU Facility for Refugees in Türkiye, as all pledges to the Facility were made before the end of 2019. The EU Regional Trust Fund in Response to the Syrian crisis, the Madad Fund, is a pooled fund with approximately 90% of contributions coming from the European Commission and the remaining 10% from 21 EU Member States, Türkiye, and the United Kingdom. Contributions made from Madad Fund in 2022

are included in the EC's grant contributions for 2022. No new commitments for EUTF Madad in 2022 since the Trust Fund ended in December 2021 with implementation ongoing until June 2025.

<sup>11</sup> At the time of this report, contributions data were not available for Mexico.

**Table 1: Grant contributions and pledges (EUR), 2023**

Donor	Pledged	Contributions	Committed	Contracted	Disbursed
Germany	640,220,000	1,258,134,807	77,300,000	283,806,652	897,028,155
United States	853,084,838	853,084,839	5,751,391	462,490,535	384,842,912
European Commission	1,560,000,000	584,017,375	145,000,000	38,087,661	400,929,714
France	190,000,000	220,137,969	36,829,191	38,432,719	144,876,059
Netherlands	171,100,000	209,108,014		209,108,014	
Japan	200,998,724	200,998,724			200,998,724
United Kingdom	174,835,363	174,920,696	7,640,305	84,846,210	82,434,180
Canada	172,879,822	172,879,856		696,282	172,183,574
Norway	142,094,385	126,123,665	2,706,424	122,125,474	1,291,767
Sweden	75,044,976	75,044,976	2,578,600	9,808,961	62,657,415
Qatar	69,573,284	45,470,765			45,470,765
Denmark	92,764,378	42,078,369		402,657	41,675,712
Switzerland	61,753,808	40,489,926			40,489,926
Belgium	37,500,000	37,500,000	21,500,000		16,000,000
Ireland	20,600,000	21,100,000	1,000,000	2,450,000	17,650,000
Australia	19,659,240	19,659,240			19,659,240
Finland	18,067,823	17,586,922	2,402,683	3,697,082	11,487,157
Spain	7,500,000	14,499,942			14,499,942
Republic of Korea	11,131,725	11,131,725	11,131,725		
Austria	19,150,000	7,500,000	6,500,000		1,000,000
Luxembourg	6,000,000	6,377,530			6,377,530
Czech Republic	5,661,000	5,669,460	148,053	3,977,700	1,543,707
Hungary	4,639,000	4,347,163			4,347,163
Slovakia	2,494,330	2,494,330			2,494,330
New Zealand	2,042,321	2,042,321			2,042,321
Poland	1,844,460	1,844,460	591,862		1,252,599
Iceland	1,337,793	1,337,793			1,337,793
Liechtenstein	514,615	523,594	102,923		420,671
Malta	75,000	477,013			477,013
EIB	500,000	400,000	400,000		
Romania	200,000	200,000	200,000		
Croatia	185,529	190,000		190,000	
Cyprus	100,000	100,000			100,000
Greece	100,000	100,000	100,000		
Brazil	92,764	92,764		92,764	
Estonia	225,000	75,000			75,000
Slovenia	140,000	70,000			70,000
Mexico <sup>12</sup>	5,565,863				
<b>Totals EUR</b>	<b>4,569,676,042</b>	<b>4,157,809,237</b>	<b>321,883,159</b>	<b>1,260,212,711</b>	<b>2,575,713,368</b>

At the Brussels VII Conference, six donors announced forward-looking pledges totalling EUR 995 million in grants for 2024 and beyond. As of July 2023, these six donors had contributed a total of EUR 1.1 billion in grants to Syria and the region for grants for 2024 and beyond, thereby already meeting and surpassing by 6% their conference pledge. Moreover, 60% of the total pledge was formally contracted by the end of July 2023.

Germany provided 98% (EUR 1 billion) of all the forward-looking contributions exceeding by 150% their conference pledge of EUR 413 million for 2024 and beyond. Some donors, such as the European Commission, were not yet able to report contributions for 2024 and beyond, due to regular annual budget approval processes.

<sup>12</sup> At the time of this report, contributions data were not available for Mexico.



Figure 3: Grant contributions against pledges, by donor 2024 and beyond

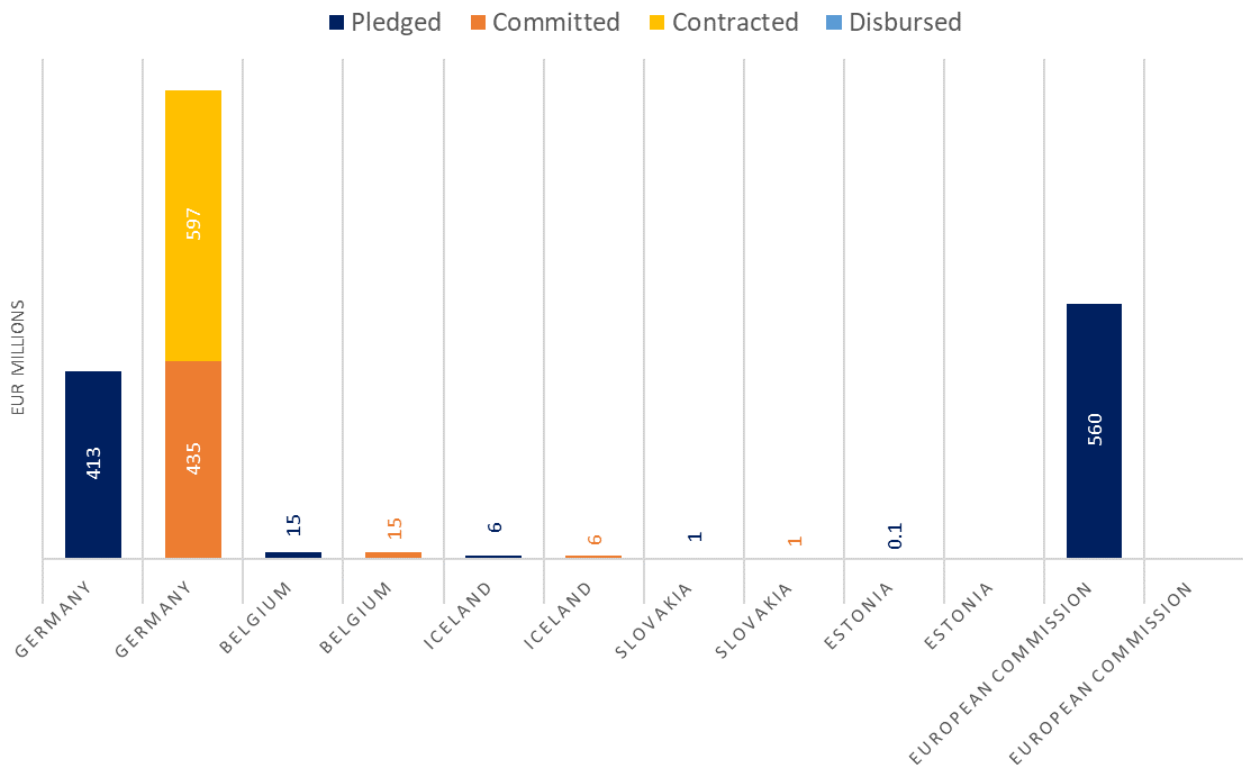


Table 2: Grant contributions and pledges (EUR), 2024 and beyond

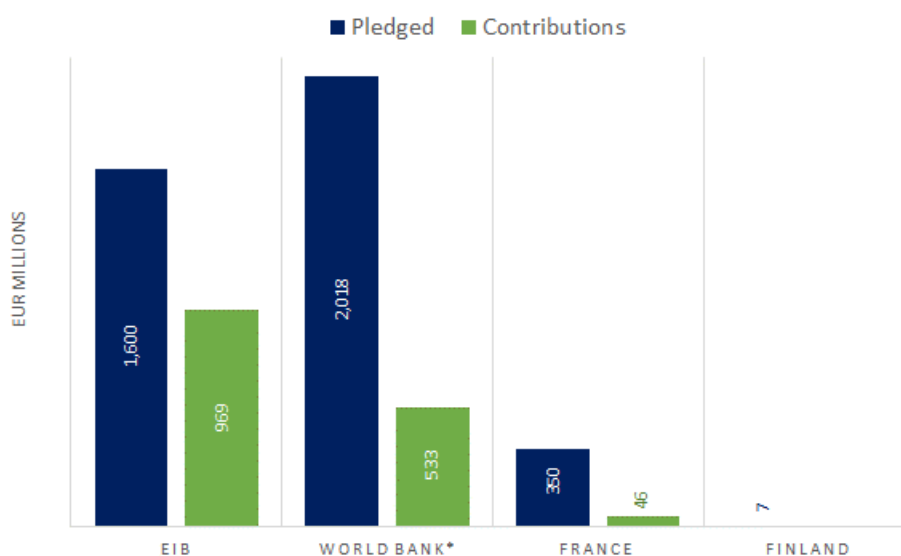
Donor	Pledged	Contributions	Committed	Contracted	Disbursed
Germany	412,780,000	1,031,289,716	434,660,000	596,629,716	-
Belgium	15,000,000	15,000,000	15,000,000	-	-
Iceland	5,618,729	5,618,729	5,618,729	-	-
Slovakia	1,040,000	1,040,000	1,040,000	-	-
Estonia	100,000	-	-	-	-
European Commission	560,000,000	-	-	-	-
<b>Totals</b>	<b>994,538,729</b>	<b>1,052,948,445</b>	<b>456,318,729</b>	<b>596,629,716</b>	-

## Loan Pledges and Contributions

At the Brussels VII conference, a total of EUR 4 billion of new loan funding was pledged for 2023 and beyond, which is on top of substantial loan pledges and contributions made in previous years. By July 2023, EUR 1.5 billion (39%) of the total loan pledge for 2023 and beyond has already been made available as loan contributions<sup>13</sup>. Moreover,

21% of the conference pledge has already been disbursed by July 2023. The largest loan contribution for 2023 and beyond was made by the European Investment Bank (EIB) (EUR 969million), accounting for 63% of all loan contributions to Syria and the region and fulfilling 61% of the EIB conference pledge of EUR 1.6 billion.

Figure 4: Loan contributions against pledges, by lender 2023 and beyond



A key component of the tracking of loan funding is to track the concessional status of the loan financing, with concessional loans offering a further means to support the region. Loan financing to the region is ideally made on concessional terms either on International Development Association equivalent terms or consistent with the revised Organisation for Economic Cooperation and

Development (OECD) Development Assistance Committee (DAC) principles agreed on 16 December 2014<sup>14</sup>.

Of the EUR 4 billion loan pledge for 2023 and beyond, all pledges and most loan contributions reported for this exercise have been declared to be concessional based loan financing.

<sup>13</sup> \* World Bank contributions were only available against the 2023 component of the 2023 and beyond pledge.

<sup>14</sup> The 2014 OECD DAC principles are outlined here: <https://www.oecd.org/dac/OECD%20DAC%20HLM%20Commu%20nique.pdf>

## 3. Progress by Recipient Country

### Grant Contributions 2023

The financial contributions recorded in this report are being provided to Syria and to five neighbouring countries that are hosting Syrian refugees (Lebanon, Türkiye, Jordan, Iraq, and Egypt). This includes support that is being provided through individual, regional, or multiple-country frameworks which cover several or all these countries.

Donor pledges announced at the conference depict total amounts in support of humanitarian, resilience, and development activities for the crisis response for Syria and the neighbouring countries. At the time of the conference many pledges are reported as 'Not geographically defined' as shown in Figures 5-7. Some but not all donors were, at the time of this report, able to share additional information about their pledges broken down by recipient country.

This helps to explain why contributions very often exceed pledges at the level of individual recipient countries and why there is little or no delivery under the 'Not defined' pledges.

More than half of all grant pledges for 2023 were allocated to either Syria (27%) or Türkiye (26%), each being subject to pledges totalling EUR 1.2 billion. By July 2023, contributions to Syria had reached EUR 1.9 billion thereby surpassing the conference pledge by 51%, plus two thirds of these contributions to Syria (EUR 1.3 billion) were already disbursed funds. By July 2023, contributions to Türkiye reached EUR 515 million which means that 43% of the conference pledge was already fulfilled by July 2023.

Figure 5: Grant contributions against pledges by recipient country, 2023

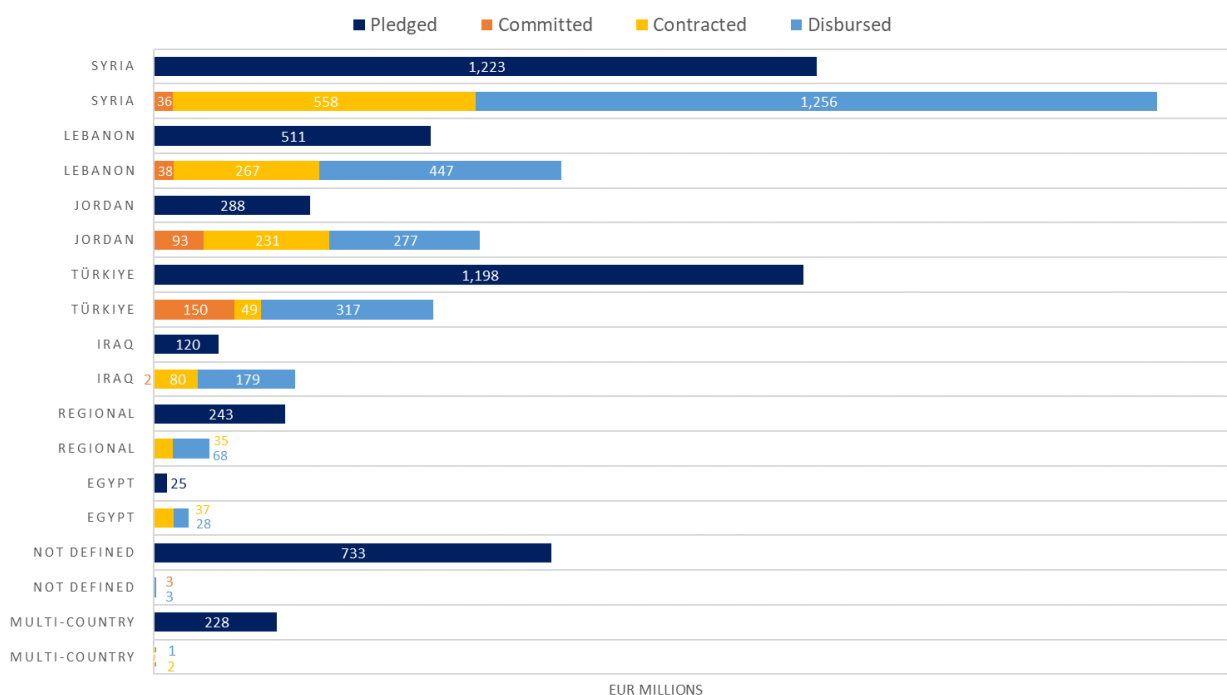
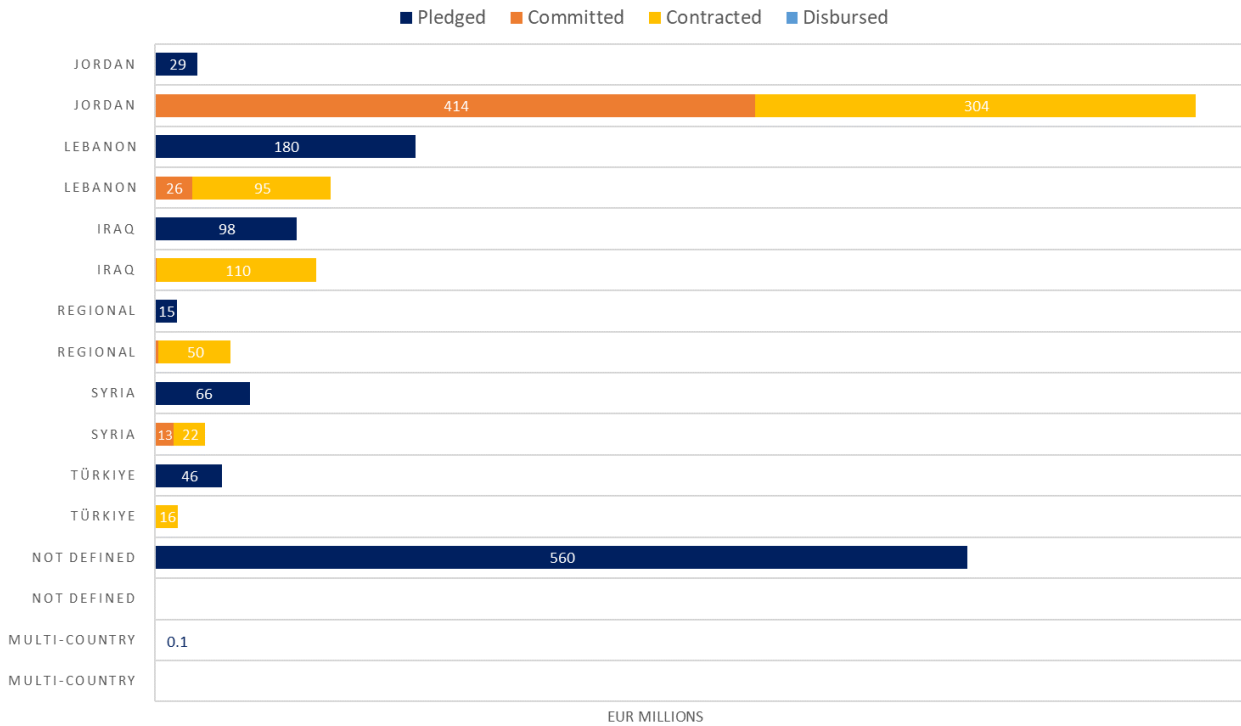


Figure 6: Grant contributions against pledges by recipient country, 2024 and beyond



## Grant Contributions 2024 and beyond

Some 56% of all grant pledges for 2024 and beyond were reported as being not geographically defined, amounting to EUR 560 million. However, when it comes to the actual contributions, by July 2023 some two-thirds (68%) of all grant contributions to Syria and the region for 2024 and beyond, were either committed or contracted to Jordan amounting to EUR 718 million which surpasses the modest

conference pledge to Jordan of EUR 29 million by more than 20 times.

The largest country specific pledge was to Lebanon (EUR 180 million), this pledge has already been 67% met with contributions amounting to EUR 121 million as of July 2023.

## Loan Contributions

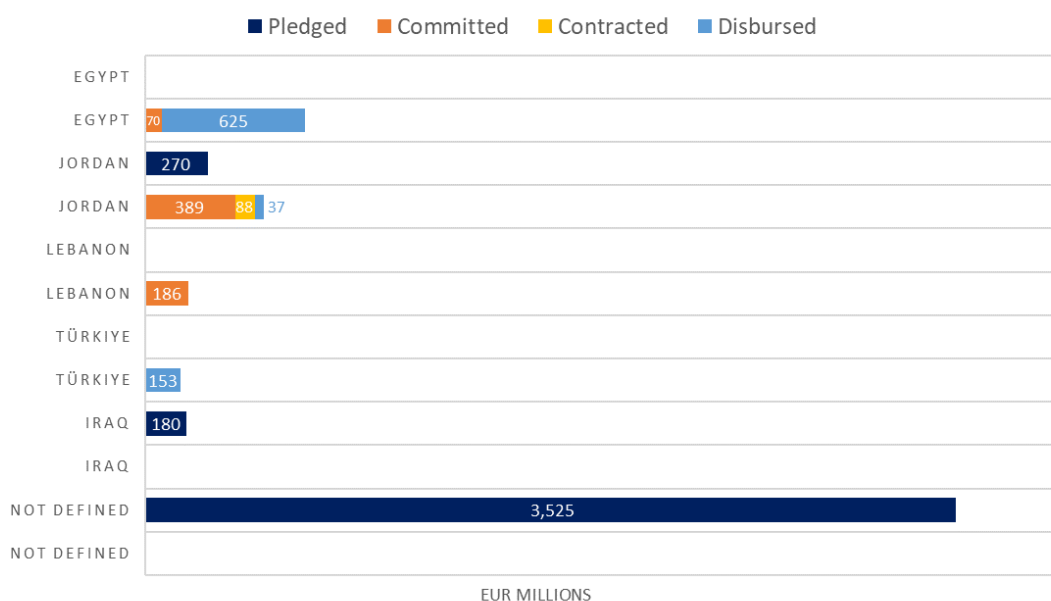
At the time of the conference some 89% of the EUR 4 billion loan pledge for 2023 and beyond was not allocated to a specific country (Not Defined), which amounted to EUR 3.5 billion. However, by July 2023, some 39% of the 2023 and beyond loan pledge had materialised as contributions for a specific country (EUR 1.5 billion). Egypt was not subject to any specific loan pledge for 2023 and beyond, but by July 2023, 45% (EUR 695 million) of the loan contributions to Syria and the region were allocated to Egypt, of which 90% (EUR 625 million) had been disbursed. These contributions to Egypt were made by EIB.

Similarly, Türkiye was also not subject to any specific pledge at the time of the conference but by

July 2023 contributions to Türkiye (EUR 153 million) accounted for 10% of all loan contributions to Syria and the region for 2023, plus all the loan contributions to Türkiye had been disbursed by July 2023.

Jordan accounted for 7% (EUR 270 million) of the total loan pledge for 2023 and beyond, but 33% (EUR 514 million) of the total contributions already realised against the whole conference loan pledge for 2023 and beyond. Iraq accounted for 5% (EUR 180 million) of the conference pledge but by July 2023 was not yet subject to any loan contributions for 2023 and beyond.

Figure 7: Loans contributions against pledges by recipient country, 2023 and beyond



## 4. In focus: Contributions to Jordan, Lebanon, Türkiye, and Syria

### Jordan

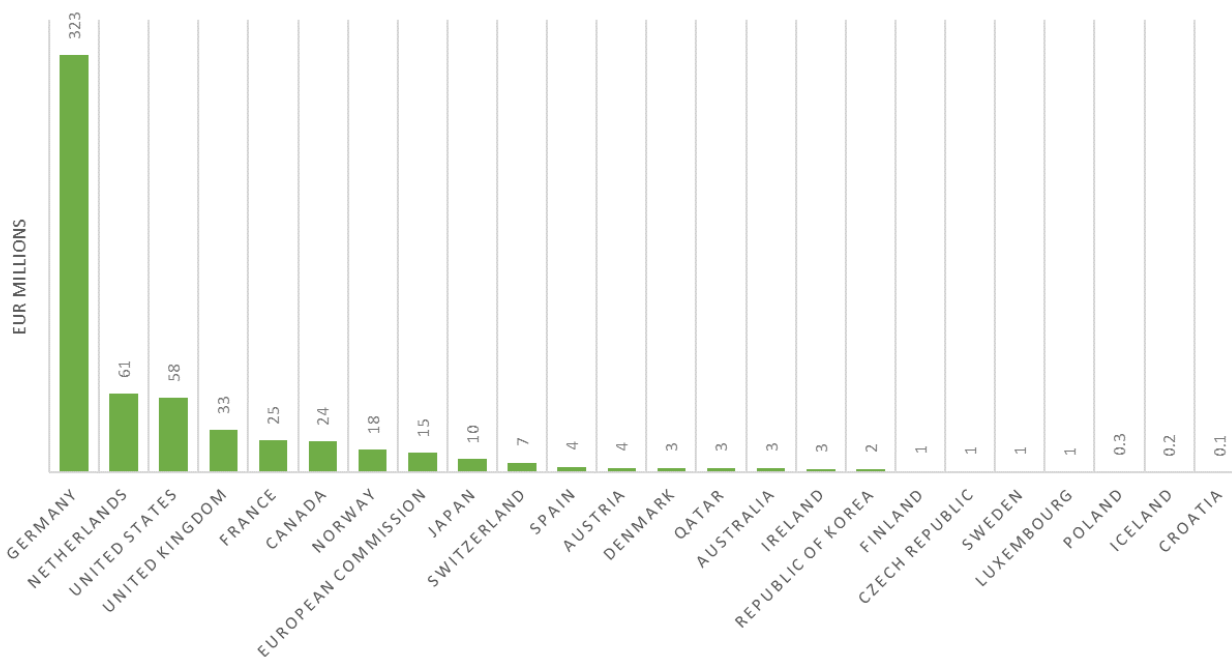
At the conference, the total grant pledges for Jordan amounted to EUR 317 million, made up of a EUR 288 million pledge for 2023 and a EUR 29 million pledge for 2024 and beyond. Associated with these pledges a total of EUR 1.3 billion had been contributed by July 2023, made up of EUR 602 million of grants for 2023, and EUR 718 million of grants for 2024 and beyond.

Overall, twenty-four donors contributed 2023 grants to Jordan of which the three largest grant contributing donors combined provided 73% (EUR 441 million) of all 2023 grant contributions for

Jordan, namely: Germany 54% (EUR 323 million), the Netherlands 10% (EUR 61 million), and the USA 10% (EUR 58 million). Germany also contributed nearly all the Grants for 2024 and beyond for Jordan with EUR 717 million.

However, it should be noted that this interim report includes funds committed between 01.01.2023 and 31.07.2023, while some donors commit funds during the second half of the year. Additional amounts by donors may be added for 2023 in the final report.

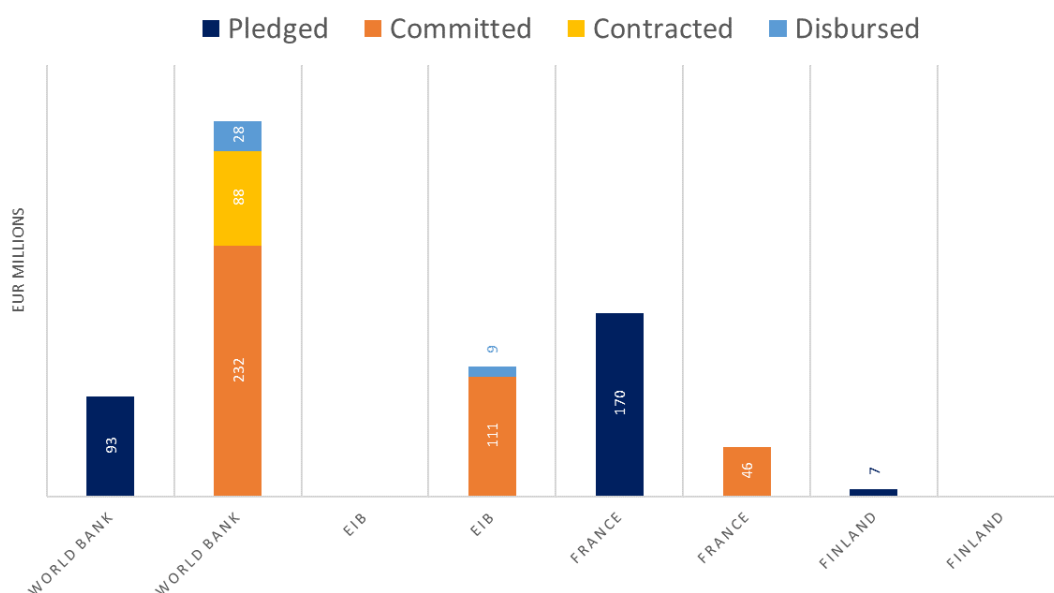
Figure 8: 2023 Grant contributions for Jordan, by donor



Following the Brussels VII conference, Jordan received a total loan pledge of EUR 270 million. By July 2023, loan contributions to Jordan reached EUR 514 million already exceeding the pledge by 91% and representing 33% of all loan contributions to Syria and the region for 2023 and beyond. The World Bank contributed the most loans to Jordan

(EUR 348 million) accounting for 68% of all the loan contributions to Jordan by July 2023, followed by the other two lenders: EIB contributions (EUR 120 million) accounted for 23% of all loan contributions to Jordan, and contributions from France (EUR 46 million) which accounted for 9% of all loan contributions to Jordan by July 2023.

Figure 9: Loan pledges against contributions for Jordan, 2023 and beyond



## Lebanon

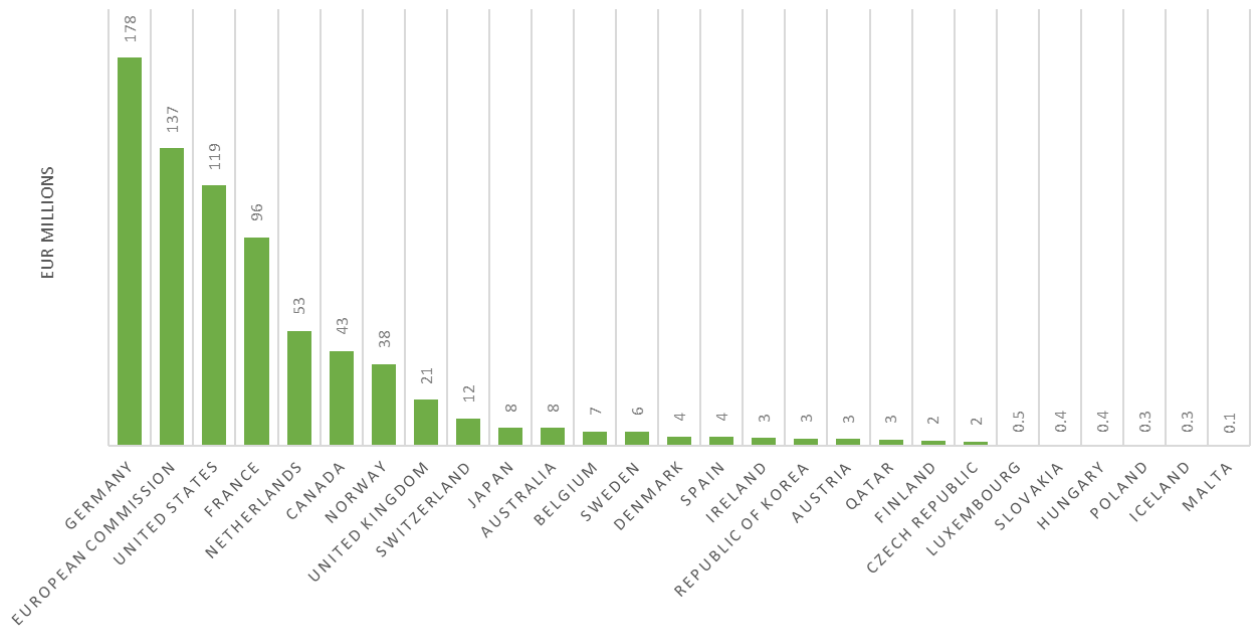
At the conference, the total grant pledges for Lebanon amounted to EUR 691 million made up of EUR 511 million pledged for 2023 and EUR 180 million pledge for 2024 and beyond. Associated with these pledges a total of EUR 873 million was contributed by July 2023 made up of up of EUR 752 million for 2023 and EUR 121 million for 2024 and beyond.

For grants 2023, the three largest grant contributing donors combined provided 58% (EUR 434 million)

of all 2023 grant contributions to Lebanon, namely: Germany 24% (EUR 178 million), the European Commission 18% (EUR 137 million), and the USA 16% (EUR 119 million).

At the conference, there was no loan pledge specifically for Lebanon for 2023 and beyond but the World Bank still contributed EUR 186 million by the end of July 2023.

Figure 10: 2023 Grant contributions for Lebanon, by donor



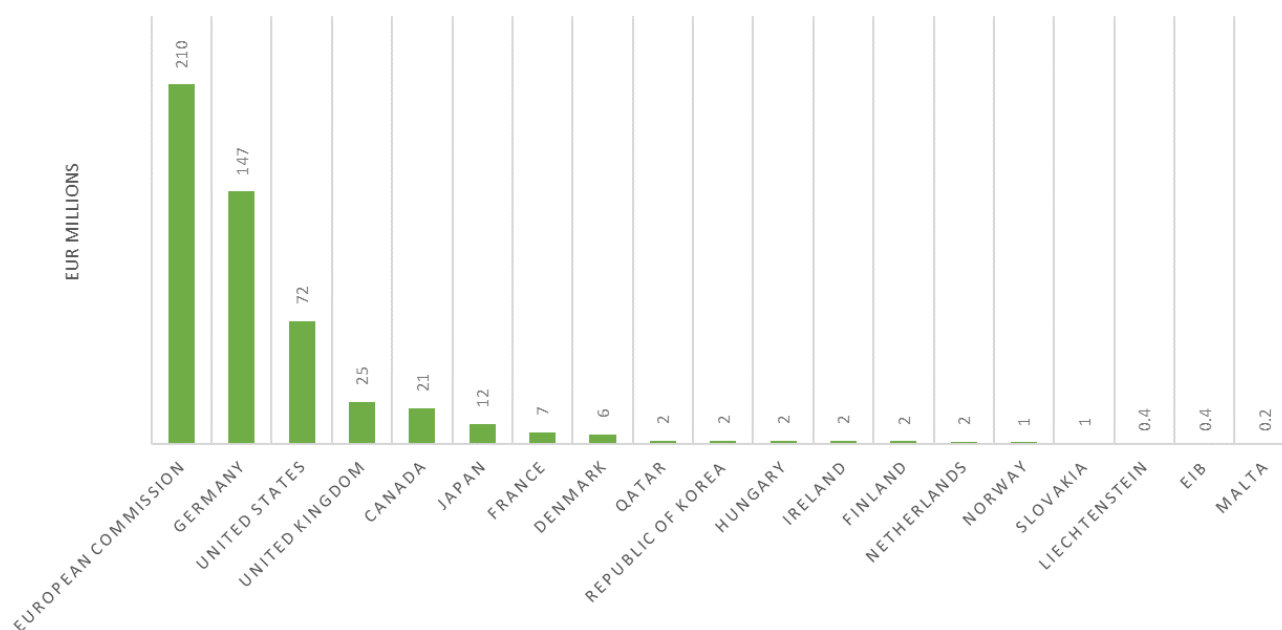


## Türkiye

As of July 2023, out of a total grant pledge for Türkiye of EUR 1.2 billion, EUR 531 million has been contributed<sup>15</sup>. This is made up of EUR 515 million in grant contributions for 2023 and EUR 16 million in grant contributions for 2024 and beyond. Of all grant contributions for 2023, some

41% was provided by the European Commission, totalling EUR 210 million. Other important donors include Germany at 29% (EUR 147 million) and the USA 14% (EUR 72 million). There were no loan pledges to Türkiye for 2023 and beyond but as of July 2023 the EIB had disbursed EUR 153 million.

Figure 11: 2023 Grant contributions for Türkiye, by donor



<sup>15</sup> This does not include the ongoing contributions being made to the EU Facility for Refugees in Türkiye (FRIT), as these

contributions are being made against previous pledges made in 2019 or before.

## Syria

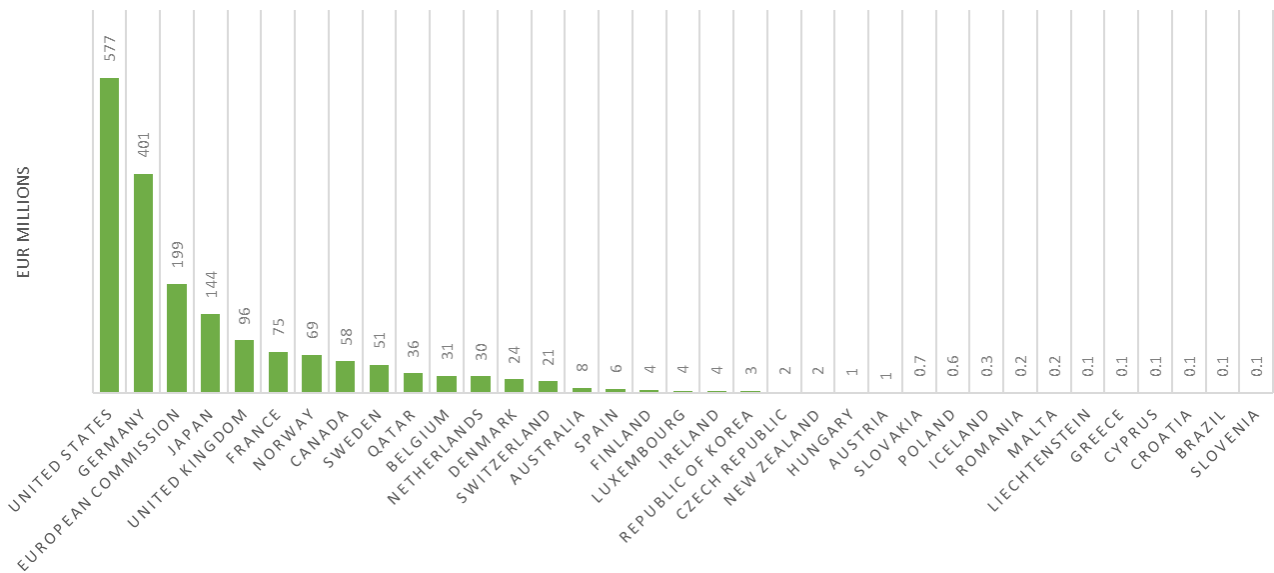
At the Brussels VII Conference donors pledged EUR 1.3 billion in grants to Syria, of which EUR 1.2 billion was pledged for grants in 2023, and EUR 66 million was pledged for 2024 and beyond. For grants 2023, contributions for Syria amounted to EUR 1.9 billion for 2023, which exceeded the conference pledge by 51%. For Grants 2024 and beyond, contributions already reached EUR 35 million by the end of July 2023 which fulfils 52% of the pledged amount.

Thirty-five donors contributed grants to Syria for 2023, which in total fulfilled 151% of the EUR 1.2 billion pledge. The three largest contributing

donors for 2023 grants account for 64% (EUR 1.2 billion) of the total 2023 grant contribution, made up of USA contributing 31% (EUR 577 million), Germany providing 22% (EUR 401 million), and the European Commission 11% (EUR 199 million).

Three donors pledged and contributed grants to Syria for 2024 and beyond: Germany pledged EUR 53 million and by July 2023 had already contributed EUR 22 million), similarly Belgium pledged and contributed EUR 11 million for 2024 and beyond, and Iceland pledged and contributed EUR 1.9 million to Syria for 2024 and beyond.

Figure 12: 2022 Grant contributions for Syria, by donor



## 5. Sectors

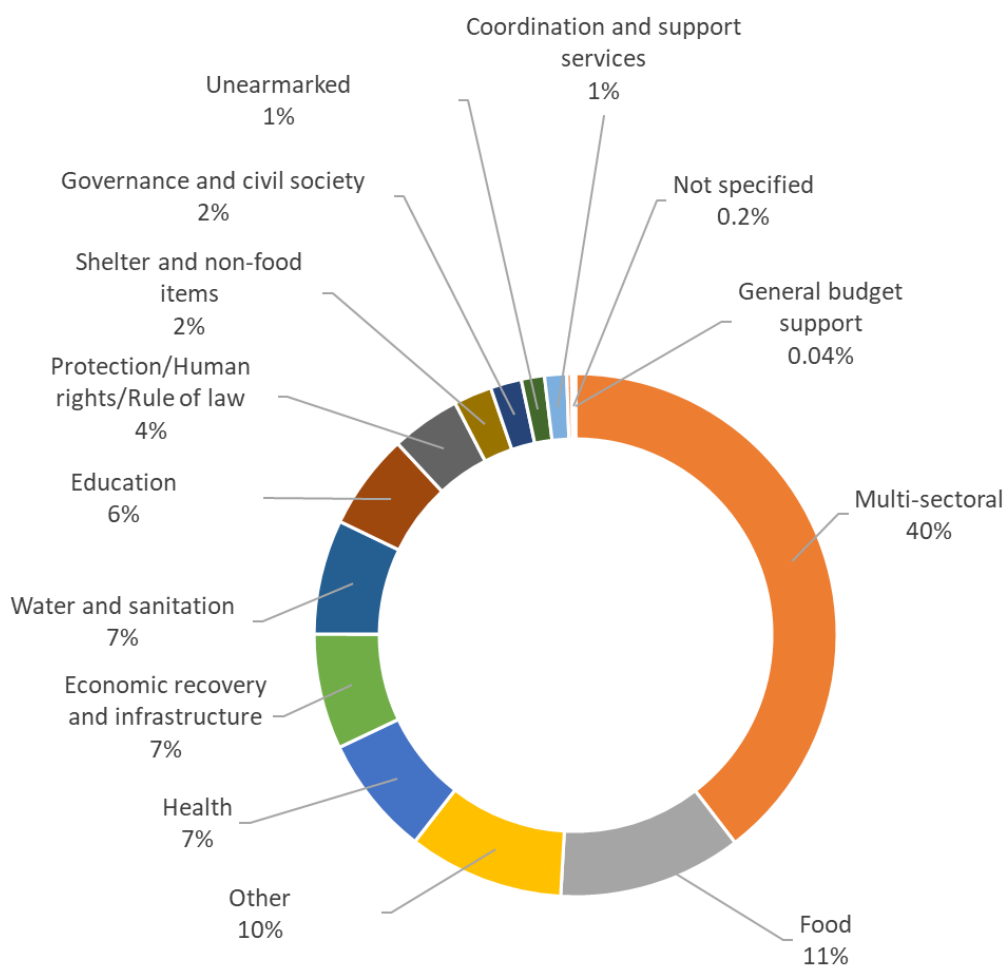
Of the total 2023 grant pledge of EUR 4.6 billion for Syria and the region, total contributions at the end of July 2023 amounted to EUR 4.2 billion. Since some donors were unable to report on the sectoral breakdown of their contributions, this sectoral analysis is based on the breakdown of EUR 3.6 billion of the total EUR 4.2 billion confirmed contributions, provided by thirty-eight grant donors.

Aside from the 40% of reported contributions that have been allocated to multi-sectoral activities, the largest grant investment in 2023 was in Food security which represented 11% of all reported sectoral contributions (EUR 411 million), which is stable compared with 2022 (also 11%). Half of all Food sectoral contributions were to Syria, mostly from Germany. Also important were contributions to

the Health sector which constituted 7% of all contributions, a 40% of which were from Germany, with 40% of all Health funds going to Syria.

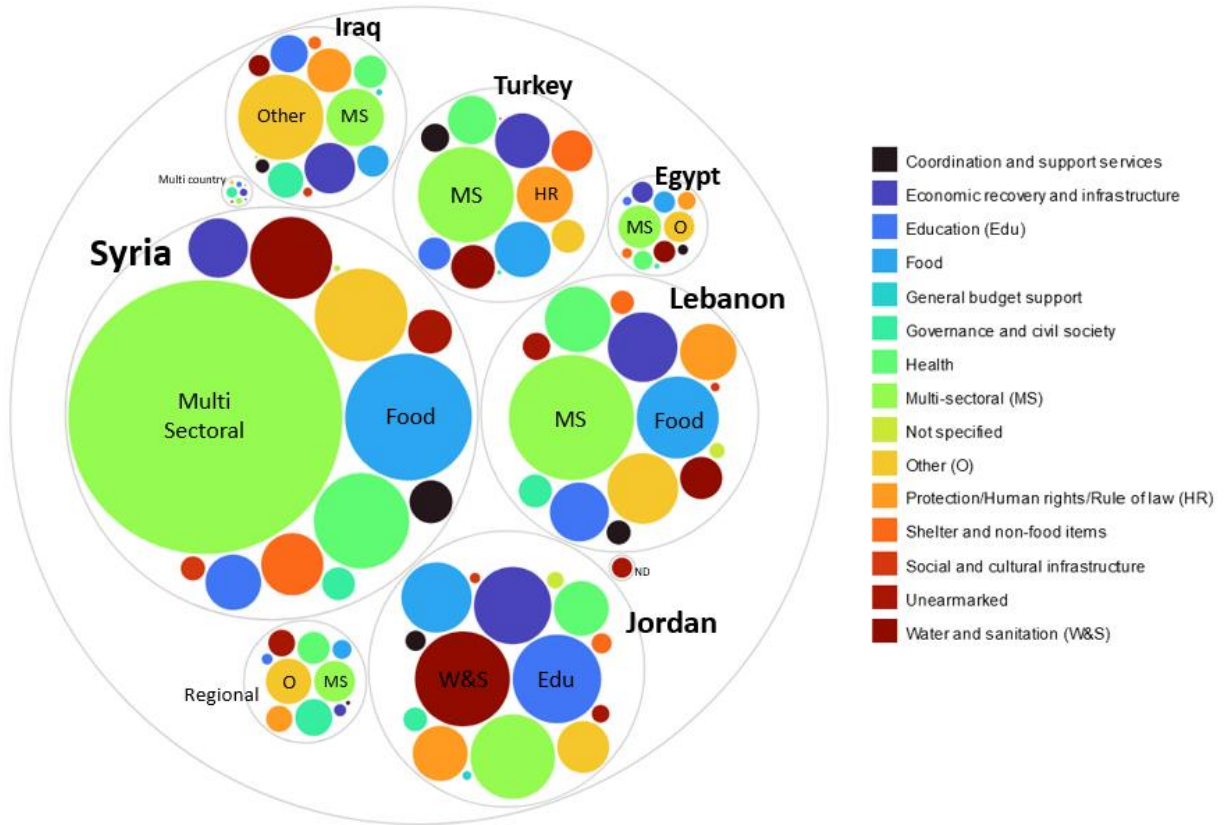
Three quarters of the EUR 348 million in contributions to 'Other' sectors was provided by Germany (43%) or Netherlands (34%) to several recipient countries but mostly Syria and Iraq. This analysis shows that in most countries the sector with the largest contributions are multi-sectoral programmes<sup>16</sup> with the exception of Jordan for which 20% of grant contributions in 2023 were in support of Water and sanitation followed by Education (17%). Grant 2023 contributions were often in support of the Food security sector in Egypt (22%), Iraq (17%), Lebanon (17%), Syria (15%).

Figure 13: 2023 Grant contributions, by sector



<sup>16</sup> The labels in Figure 14 show the two largest sectoral contributions in each country across the region.

Figure 14: 2023 Grant contributions, by sector, and recipient country



## 6. Channels of Delivery

Since some donors were unable to report on the channel of delivery of their contributions, this analysis of channels of delivery is based on a breakdown of EUR 4 billion of the total EUR 4.2 billion confirmed contributions, provided by the thirty-eight grant donors. The most commonly reported channel of delivery for 2023 grant contributions continued to be the UN Agencies, which are responsible for implementing 48% (EUR 1.9 billion) of the total grant contributions for 2023.

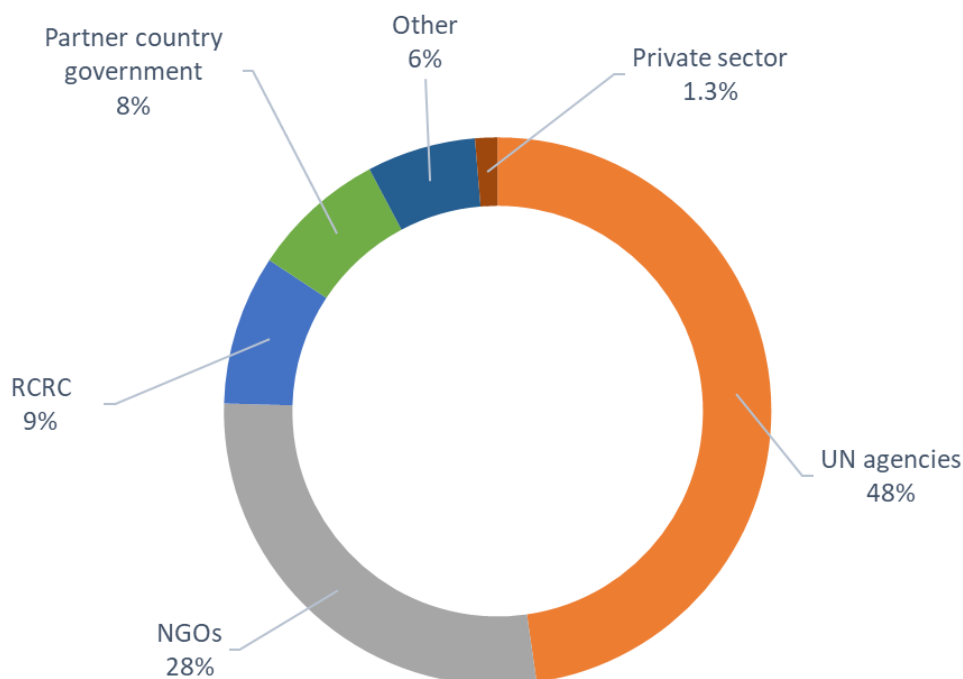
The breakdown of this data at the country level<sup>17</sup> reveals that UN Agencies continue to be the primary delivery channel in some countries such as Lebanon (62% of all contributions in Lebanon),

Türkiye (63%), Egypt (69%) and Syria (47%). In contrast, in Jordan contributions were equally channelled between the government, Red Cross and Red Crescent (RCRC) and UN Agencies (each 28%).

NGOs are also responsible for implementing a large proportion (28%) of all the grant contributions for 2023, most notably in Syria (45% of all contributions to Syria), Iraq (19%) and Türkiye (16%).

Jordan was the only country to have significant 2023 grant contributions channelled through the partner government (29% of all contributions to Jordan).

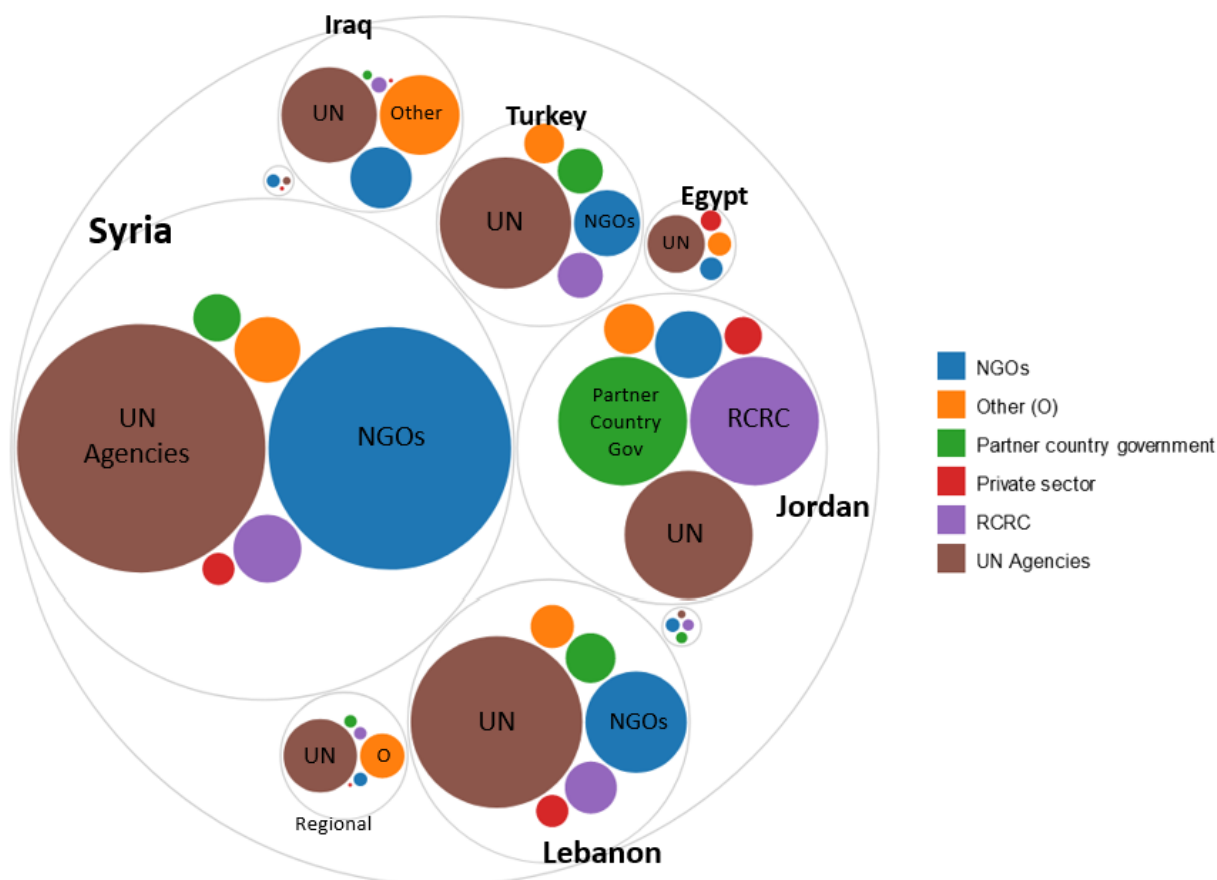
Figure 15: 2023 Grant contributions by delivery channel<sup>18</sup>



<sup>17</sup> The labels in Figure 16 show the two largest sectoral contributions in each country across the region, except Jordan that has three near-equal channels all labelled.

<sup>18</sup> Contributions recorded under the delivery channel category 'Other' are mostly (62%) contributions from Germany to several recipient countries.

Figure 16: 2023 Grant contributions, by delivery channel, by country



## 7. UN Coordinated Response Plans

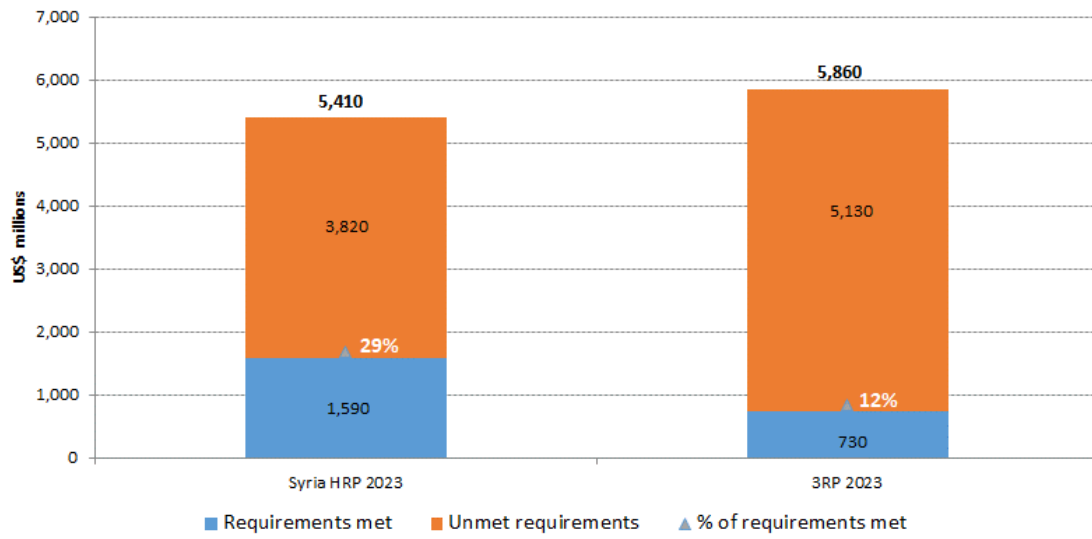
The UN Syria Humanitarian Response Plan (HRP) responds to humanitarian needs within Syria, while the UN Regional Refugee and Resilience Plan (3RP) covers protection and humanitarian needs as well as resilience in the countries hosting refugees (Egypt, Iraq, Jordan, Lebanon, and Türkiye). They represent the largest combined and coordinated pillar of the humanitarian aid response architecture. These plans bring together national governments, UN, and non-governmental agencies to assess needs, develop strategic plans, deliver programmes, and mobilise international donor support for addressing the priority humanitarian and protection needs of Syrians in Syria and Syrian refugees and host communities in neighbouring countries.

The combined funding requirements to deliver all components of these response plans is USD 11.3 billion for 2023, made up of USD 5.86 billion for the 3RP<sup>19</sup> and USD 5.41 billion for the Syria HRP<sup>20</sup>. These plans have so far only been funded partly with a total confirmed funding of USD 2.32 billion. The total grant contributions reported by donors as being channelled through the UN agencies under this financial tracking exercise was USD 2.22 billion (of which Grants 2023 was USD 2 billion). This minor discrepancy is due to the fact that the data collected for this report is collected directly from the donors and banks, not all of whom were able to report on delivery channel, whereas the UN collects their data separately and with different level of completeness.

<sup>19</sup> Data sourced from UNHCR, UNDP, and the UN Financial Tracking System website: <https://fts.unocha.org/plans/1126/summary>

<sup>20</sup> Data sourced from UNHCR, UNDP, and the UN Financial Tracking System website: <https://fts.unocha.org/appeals/1088/summary>

**Figure 17:** Requirements and contributions for Syria-related UN-coordinated response plans, 2023



## 8. Annexes

### Annex A: Glossary

Term	Definition
Commitment	<p>A firm plan expressed in writing and backed by the necessary funds, carried out by an official donor to provide specified assistance to a recipient country government, organisation or implementing agency. In the context of the tracking reports, commitments refer to those funds which have been committed but not yet contracted or disbursed.</p> <p>In the case of loans, the amount committed by financial institutions should be understood as the amount of loans formally approved by their institutions.</p>
Contract	<p>A binding agreement signed between a donor and a recipient implementing institution, organisation, or agency to implement an action. Funds can then be disbursed on this basis. In the context of these tracking reports, contracted funding refers to those funds which have been contracted but not yet disbursed.</p> <p>In the case of loans, the amount contracted by financial institutions refers to the amount of loans formally signed with the borrower.</p>
Contribution	<p>For the purpose of the tracking reports, 'contributions' is used as a general term to refer to the sum of all funds reported as committed, contracted and disbursed.</p>
Disbursement	<p>Outgoing funds that are transferred to a recipient institution, organisation, or agency, following a commitment and/or a contract. In the context of these tracking reports, disbursements refer to funds disbursed from the donor to the first-level recipient, not to the funds which are ultimately spent at the project level. Disbursements may depend on the progress of the respective projects and that achieved by respective implementing partners.</p> <p>In the case of loans, the disbursed amount by financial institutions refers to the amount transferred to the borrower.</p>
Grant	<p>Funding for which no repayment is required.</p>
Lending institutions	<p>All institutions that pledged and/or contributed loans as part of the Syria response. This includes multilateral development banks and government institutions.</p>
Loan	<p>Funding for which the recipient incurs a legal debt.</p>
Loan – concessional status	<p>The concessional status of a loan reflects the benefit to the borrower compared with a loan at market rate. Concessional loans' benefits can include a lower interest rate, a longer period in which the loan must be repaid and a delay to when the repayment must begin.</p>
Made / make available	<p>Synonym for contributed / contribute</p>
Multi-country	<p>Pledges and funding labelled as 'multi-country' in the reports refer to instances where funding is directed (or will be directed) to two or more (but not all) specified countries in the Syria region. This differs from pledges and funding labelled as going to the 'Region', which is specified as funding for the regional response by donors and may go to all countries in the region; as well as 'not defined', which refers to pledges and funding where no country or regional detail has been provided.</p>
Multi-sector	<p>In the context of sectoral disaggregation of grants and for the purposes of the tracking reports, multi-sector refers primarily to projects and activities with no one dominant sector and often applies to assistance for refugees provided and/or coordinated by the UN High Commissioner for Refugees (UNHCR). This definition is in line with the Inter-Agency Standing Committee's sectoral definitions.</p>
Multilateral development banks	<p>Multilateral development banks are supranational institutions established by a group of countries with the common task of fostering economic and social progress in developing countries by financing projects (in the form of loans or grants), supporting investment, generating capital, and providing technical expertise.</p>
Pledge	<p>In the case of grants, a pledge refers to a non-binding announcement of an intended contribution or allocation by donors.</p>



Term	Definition
	In the case of loans, a pledge represents a non-binding announcement of a lending target. Achieving set lending targets depends on the ability and willingness of the borrowing party to take out a loan.
Recipient country	These reports include analyses of pledges and funding by recipient country. This includes direct funding to the governments of recipient countries, as well as funding channelled through organisations working in the country, such as the UN, NGOs, the International Committee of the Red Cross (ICRC) and the International Federation of Red Cross and Red Crescent Societies (IFRC) and the private sector.
Region	In the context of the Brussels conference, 'Region' refers to Egypt, Iraq, Jordan, Lebanon, and Türkiye.
Unearmarked	In the context of these reports, unearmarked refers to funding that is deliberately not directed to any particular sector by the donor. This differs from 'sector not specified' where details of sector-specific allocation are not available from the reports provided by the donors.

## Annex B: Methodology

The pledges made by the international community at the Brussels VII conference in support of Syria and the region are detailed in the Financial Annex to the Co-Chair's Statement<sup>21</sup>.

The overall purpose of the ongoing financial tracking of the support to Syria and the region, is to contribute towards the strengthening of the adherence to the Organisation for Economic Cooperation and Development (principles of aid effectiveness, specifically: national ownership; alignment; harmonisation; managing for results and mutual accountability). The specific objectives of this financial tracking that contribute to the achievement of the overall purpose, is the transparent monitoring of the following components of financial support to Syria and the region:

1. Realisation of non-binding donor grant and loan pledges into firm funding (grant or loan) contributions<sup>22</sup> (committed, contracted, and disbursed).
2. Realisation of grant and loan contributions by country, sector, and delivery channel.
3. Concessional status of loans at each stage from pledge and each progressive stage in the progress of loan contributions (committed, contracted, and disbursed).
4. Realisation of grant and loan funding contributions (committed, contracted, and disbursed) from regional and country-specific multi-donor mechanisms.

The definitions of contributions have been applied rigorously throughout the data collection process and in this report. A non-binding pledge only becomes a contribution once it is committed, which is defined as: *“a firm plan expressed in writing and backed by the necessary funds, carried out by an official donor to provide specified assistance to a recipient country government, organisation or implementing agency”*. The definition of a contribution also includes committed funds that have subsequently been contracted and then disbursed. This financial tracking report has applied the existing definitions of these terms comprehensively and consistently. The strict application of these definitions is critical to the achievement of all four of the objectives of this financial tracking, and a crystal-clear distinction between non-binding pledges and actual funds being realised is essential to meet the overall purpose of mutual accountability.

The definition of terms (Annex A: Glossary), approach and methodology followed for this round

of financial tracking has replicated the stated approach and methodology from the previous rounds of financial tracking, which encompass the following steps in the process:

1. The intended pledges of the donors and multi-lateral development banks were collected prior to the Brussels VII conference, with the submission of Pledge Forms and online submissions.
2. During the Brussels VII conference (14-15 June 2023) donors and banks publicly confirmed their pledges, which were recorded in real time, rapidly verified, and then the total pledge was released at the end of the conference in the Financial Annex to the Co-chairs Declaration.
3. Following the Financial Tracking Report No. 10, lessons learning meetings were held with several donors and banks to improve the data collection process and pilot test the new automated financial tracking forms. The data collection forms were then finalised based on this learning before being distributed to all donors and banks.
4. On 2 August 2023, a detailed financial tracking form was sent for completion by all forty-two donors and two banks that made a pledge at the Brussels VII conference, with clear instructions on how to complete the forms. The form included locked information and fully automated validation mechanism highlighting inconsistencies in the data for consideration, and confirmation by the relevant donor during completion. Donors were also required to provide detailed comments on any residual inconsistencies in the data. The donors and banks were requested to return completed forms with all the required data by 8 September 2023, to complete the financial tracking exercise in time to publish the report in October 2023.
5. As soon as data was received it went through a robust validation process before being entered into the financial tracking database. The contribution data was validated on the basis that firm commitments require written confirmations and requisite resources available, committed to specific countries (or multi-country or regional), sectors, and delivery channels. Any inconsistencies in total contributions between tables was automatically highlighted and when required further clarifications were requested

<sup>21</sup> Financial Annex to the Co-Chair's Statement: [https://www.consilium.europa.eu/media/65267/2023\\_06\\_15\\_c\\_hairstatement.pdf](https://www.consilium.europa.eu/media/65267/2023_06_15_c_hairstatement.pdf)

<sup>22</sup> See Annex A – Glossary for detailed definition of all terms used.

from each donor if the comments did not fully explain the issues highlighted.

6. Once the data was validated, it was entered on to the database<sup>23</sup>, and then analysed and graphed, and finally included in the report.

The robust data collection and validation process has enabled any gaps or deficiencies in data to be identified and assessed in detail to determine how to resolve the deficiency. All remaining gaps or anomalies in data are noted in the respective section of the report, with the full details of the anomaly being noted in footnotes throughout the report. This full disclosure on the strength of the data presented allows any independent reader to interrogate the analysis and draw conclusions with a full knowledge of the strength of the data presented.

The collection of a universal set of data from all donors and banks has enabled the analysis to rely solely on the universal primary data collected, with external secondary data sources from the UN only being used to compare and triangulate the data collected on the UN delivery channel.

The Euro amounts for pledges were taken directly from the Financial Annex to the Co-chairs statement from the conference. The ECB Exchange Rates<sup>24</sup> on 9 June 2023 were used in the pledge statement and for all financial data analysed in this report.

For contributions in the years 2016-2021, the average UN Operational Exchange Rate for the respective year is used. For contributions in 2023 and beyond the ECB rate on 9 June 2023 is also used, to ensure comparability of pledge and contribution data.

The UN appeal information has been sourced from the UN Office Coordination of Humanitarian Affairs (OCHA) Financial Tracking System (FTS). Funding figures for the Syria 3RP in FTS might differ from the UNHCR funding snapshots due to time lags in data collection.

The sectoral analysis of grants in the report uses sector classifications that are specific to this tracking project and are consistent with previous reports to enable longitudinal analysis. The

classification of sectors is informed by the OECD DAC sectors and purpose codes, and the Inter-Agency Standing Committee<sup>25</sup> standard sectors. The sectors used for this analysis of grants include the following:

- education
- health
- water and sanitation
- governance and civil society
- social and cultural infrastructure
- economic recovery and infrastructure (including agriculture, mine action and livelihoods)
- food
- coordination and support services
- protection/human rights/rule of law
- shelter and non-food items
- multi-sector
- unearmarked
- not yet specified
- other

Funding that does not fall under any of these sector categories are combined into 'other', with additional detail provided by each institution in their data submission reports.

<sup>23</sup> The information management system designed and used for this financial tracking exercise was as follows: Macros and other extract, transform and load (ELT) functions were used to automatically extract input cells from each of the data collection forms regardless of whether they contained reported data.

- 225 cells potentially containing numerical data from each Grant form 2023 (Tables 1, 3 & 4)
- 225 cells potentially containing numerical data from each Grant form 2024 and beyond (Tables 1, 3 & 4)
- 423 cells potentially containing numerical data from each Loans form 2023 onwards (Tables 1-4)

Not all donors completed all data sheets and so the Grants Database for 2022 and 2023 and beyond contained 16,875 rows

of which 1,135 rows contained reported data. The final Loans Database contained 2,961 rows, of which 26 contained data. Data tables were joined using the vertical concatenation function in JMP v14.2 and were then analysed with the tabulate function and graph builder.

<sup>24</sup>

[https://www.ecb.europa.eu/stats/policy\\_and\\_exchange\\_rates/uro\\_reference\\_exchange\\_rates/html/index.en.html](https://www.ecb.europa.eu/stats/policy_and_exchange_rates/uro_reference_exchange_rates/html/index.en.html)

<sup>25</sup> The Inter-Agency Standing Committee is the primary mechanism for inter-agency coordination of humanitarian assistance involving key UN and non-UN humanitarian partners.