

GENERAL PROGRAMMES

BACKGROUND

In 1995, the Executive Committee of the High Commissioner's Programme confirmed that an activity had to be statutory (covered by UNHCR's Statute) if it were to be included within General Programmes. Statutory activities relate to the protection of and assistance to refugees, and the pursuit of the three traditional durable solutions: voluntary repatriation, local integration and resettlement.

A further criterion determining the inclusion of an activity under General Programmes was its predictability. In other words, it had to be implemented under conditions that had stabilised sufficiently to allow programme planning to be based on a fairly accurate prediction of needs and events. As the Executive Committee's approval implies a commitment to fund fully the approved target, an activity also had to have realistic funding prospects to be included under General Programmes. Given these criteria, there were a significant number of statutory activities also funded outside General Programmes during 1999.

The Executive Committee approved a General Programme budget of USD 413 million for the year. Until 1 January 2000 (when the Operational Reserve was introduced), the General Programme budget included two Funds and one Reserve, which UNHCR could use as required. Owing to constraints on resources, UNHCR was obliged to impose internal limits on allocations from these funding sources. By the end of the year, the Emergency Fund had to be replenished from the Working Capital and Guarantee Fund to reach the minimum level of USD 8 million.

EMERGENCY FUND

Until the end of 1999, the Emergency Fund was established at USD 25 million annually and formed the basis of UNHCR's emergency response capacity. The High Commissioner could allocate up to USD 8 million to any one emergency for which no provisions were made in the budgets approved by the Executive Committee. This permitted the immediate deployment of spe-

cialised staff, release of relief items from emergency stocks, engagement of implementing partners to help implement programmes and other measures. The allocations were considered to be advances until specific contributions for that emergency were received. (For allocations from the Emergency Fund, please see the table at the end of this chapter.)

VOLUNTARY REPATRIATION FUND

Similarly, the Voluntary Repatriation Fund was established at USD 20 million and allowed UNHCR to respond immediately when refugees decided to return home or when funds under the Special Programme were insufficient for the repatriation in question. The High Commissioner allocated resources from the Fund to plan repatriation operations, to make preparations in the country of asylum for voluntary repatriation not otherwise provided for, and to finance actual return movements. These allocations were also considered as advances, to be reimbursed when specific contributions for that emergency were received. (For allocations from the Voluntary Repatriation Fund, please see the table at the end of this chapter.)

PROGRAMME RESERVE

The third funding source – the Programme Reserve – allowed UNHCR to cover unexpected increases in the costs of existing projects. These increases usually related to new influxes of refugees belonging to a group already assisted under General or Special Programmes, price increases, currency fluctuations, unexpected political developments and other unforeseen events. For 1999, the Executive Committee set the level of the Reserve at USD 33.4 million, representing 10 per cent of programmed activities under General Programmes. (For allocations from the Programme Reserve, please see the table at the end of this chapter.)

THE UNIFIED BUDGET

Consultations on UNHCR's budget structure began in 1998, and after several rounds of detailed discussions, a recommendation was made by the members of the Executive Committee to adopt, as of 1 January 2000,

a single "unified" Annual Programme budget. This initiative was the result of two developments: (i) an internal UN recommendation (by the Advisory Committee on Administrative and Budgetary Questions) that UNHCR align its budget structure with that of other UN organisations and (ii) the consensus among UNHCR managers and donors that the somewhat artificial division of programmes into General and Special Programmes was no longer serving its initial purpose and that, if it were abolished, the High Commissioner would have more flexibility to reallocate resources within a country or even within a region.

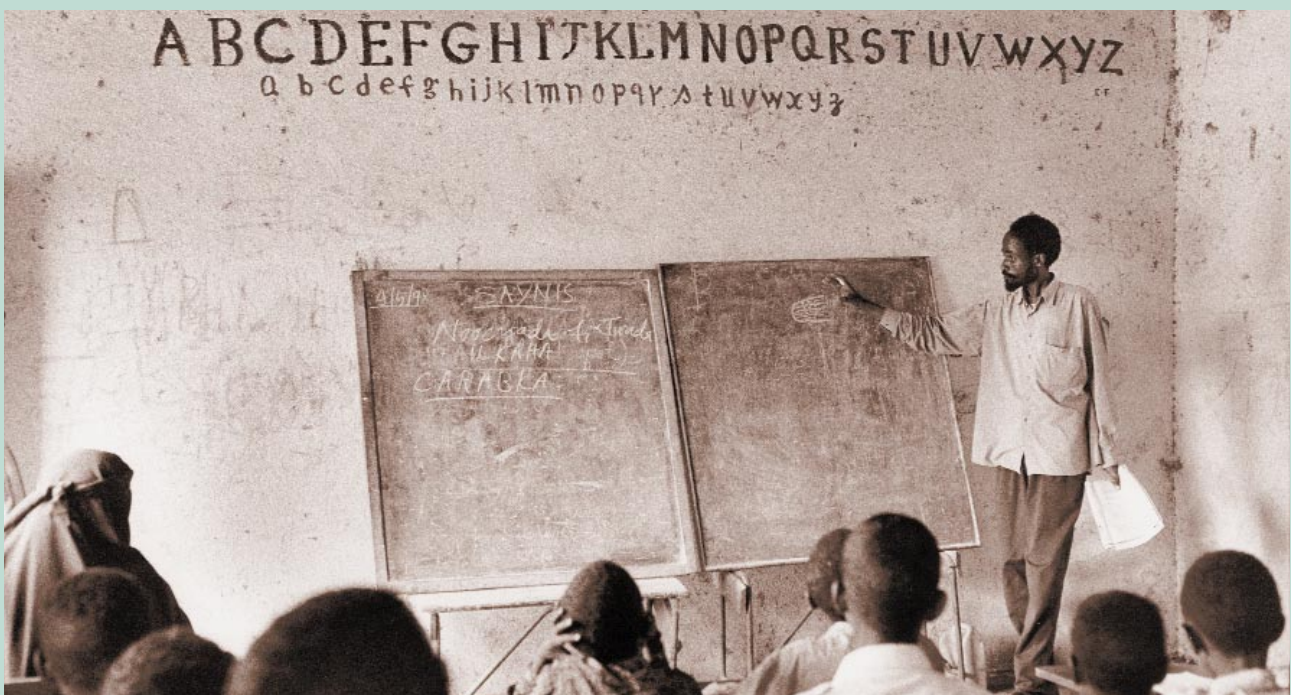
The new budget structure embraces two broad categories: "Statutory Activities" and "Other Mandated Activities". The former includes predominantly statutory activities, as described above, whereas the latter includes activities falling under UNHCR's mandate or undertaken directly through the good offices of the High Commissioner (for example, activities on behalf of internally displaced persons and other persons of concern to UNHCR).

As it includes all activities that are predominantly statutory, the new Statutory Activities category is much larger than either of its forerunners. In recent years, UNHCR has had a tendency to transfer statutory activities to Special Programmes because the level of General Programmes had to be kept at a level that could realistically be funded. Approval of General Programmes by the Executive Committee used to entail some predictability of funding, but that has been undermined by more recent funding trends. Statutory Activities will therefore be UNHCR's highest priority category for funding.

The Unified Budget has several advantages for UNHCR's programme management: all statutory activities will be grouped under one budget heading, ensuring that most activities for a given refugee group are funded from a single source. This will allow greater flexibility in the allocation of resources. The Other Mandated Activities category will function like separate trust funds, each with its own funding derived from special appeals and trust funds. The Unified Budget is more transparent than its predecessor and allows for more streamlined reporting. It will also more closely resemble the budget formats of other UN agencies, making for easier comparisons with the UN as a whole.

The introduction of a Unified Budget also entails a number of possible risks: it may not itself lead to increased or more predictable funding. UNHCR's concern is that it could lead to greater earmarking. Moreover, although the High Commissioner will retain authority to make adjustments between budgetary lines for Statutory Activities (as was the case for General Programmes), it will not be possible to make transfers between any of the funds under Other Mandated Activities without the consent of the donor (as was the case for Special Programmes). In some cases, it may be difficult to clearly divide refugee groups between Statutory Activities and Other Mandated Activities, as the two categories may be inextricably linked in a given situation. Some decisions will probably have to be made on a case-by-case basis.

UNHCR is working closely with the international donor community to identify best practices to alleviate some of the above problems, and it is hoped that mutually agreeable solutions will be found in 2000.



Voluntary Contributions – General Programmes* (USD)

Donor	Income	Contribution
Government of the United States of America	118,131,547	118,131,547
Government of Sweden	29,272,848	29,272,847
Government of The Netherlands	23,338,570	23,329,955
Government of Japan	27,130,000	27,130,000
Government of Norway	23,967,881	23,967,881
Government of Denmark	18,811,285	18,811,285
Government of the United Kingdom	15,690,587	15,690,587
Government of Switzerland	10,804,516	10,804,516
Government of Australia	8,419,333	8,419,333
Government of Germany	8,738,097	8,738,097
Government of Finland	7,543,988	7,543,988
Government of Canada	6,353,476	6,523,544
Government of Italy	5,834,463	5,834,463
European Commission	4,893,020	6,433,819
Government of France	3,907,988	3,907,988
Government of Belgium	2,329,641	2,329,641
Government of Spain	2,203,379	2,203,379
Government of Ireland	1,869,228	1,869,228
Nippon Foundation (JPN)	1,000,000	1,000,000
Government of the Republic of Korea	900,000	900,000
Government of New Zealand	801,975	801,975
Government of South Africa	620,659	620,659
Qatar Charitable Society (QAT)	600,500	600,500
Private Donors Japan	436,896	436,895
Government of Austria	378,921	397,690
Government of Greece	300,000	300,000
Government of China	250,000	250,000
Government of Portugal	225,000	225,000
Government of Kuwait	195,651	195,651
Government of Saudi Arabia	160,051	160,051
Government of Luxembourg	159,588	159,588
Government of Turkey	150,000	150,000
Government of Mexico	100,465	100,465
<i>España con ACNUR (SPA)</i>	96,840	96,839
Private Donors Italy	80,319	80,320
UNOCHA	77,027	77,027
Government of Iceland	76,315	76,315
<i>Stichting Vluchteling (NET)</i>	73,123	73,123
UNFPA	67,950	67,950
<i>Radda Barnen (SWE)</i>	59,966	59,966
Government of United Arab Emirates	54,000	54,000
Government of Algeria	50,000	50,000
Kanto Golf Association (JPN)	49,550	49,550
Lintz Corporation (JPN)	45,088	45,088
Tree for Life (JPN)	45,086	45,086
Government of Israel	45,000	45,000
Government of Nigeria	35,294	35,294
Government of Liechtenstein	34,722	34,722
Taher K., Mr. (SWI)	32,468	32,468
United Kingdom for UNHCR (GBR)	31,124	31,123
Government of Hungary	30,000	30,000
The Millennium Fund (SWI)	25,000	25,000
Government of the Czech Republic	22,000	22,000
Saudi Arabian Red Crescent Society (SAU)	21,826	21,826
Government of Argentina	20,000	20,000
Government of Chile	20,000	20,000
Government of Malaysia	20,000	20,000
Government of Poland	20,000	20,000
Government of Colombia	19,000	19,000
Finnish Refugee Council (FIN)	16,880	16,880
Kuwait Financial Center Co. (KUW)	16,340	16,340
Government of Thailand	15,000	15,000

Donor	Income	Contribution
Usuki M., Mr. (JPN)	14,019	14,019
Private Donors United Arab Emirates	13,477	13,476
Government of Costa Rica	13,356	13,356
<i>Deutsche Stiftung für UNO-Fluchtlingshilfe E.V. (GFR)</i>	12,357	12,358
Government of Rwanda	11,849	11,849
Prince El-Walid bin Talal bin Abdul-Aziz Al Saud (SAU)	10,667	10,667
Holy See	10,000	10,000
<i>Zenkoku Tomo-no Kai (JPN)</i>	9,804	9,804
Women's Federation for World Peace (JPN)	9,009	9,009
The Principality of Monaco	8,820	8,820
Ogasawara H., Ms (JPN)	8,411	8,411
Private Donors Switzerland	8,334	8,331
Private Donors Kuwait	6,535	6,536
Earth Access Committee (JPN)	6,224	6,224
Private Donors Greece	5,431	5,431
Government of Cyprus	5,322	5,322
Government of Ghana	5,000	5,000
Government of Sri Lanka	4,780	4,780
<i>Action Refugiés (FRA)</i>	4,763	4,763
Government of Tunisia	4,202	4,202
Mainichi Shimbun Social Welfare (JPN)	4,167	4,167
Usami S., Mr. (JPN)	4,098	4,098
Government of Oman	4,000	4,000
Private Donors Belgium	3,268	3,268
Sacred Heart Women's University (JPN)	2,802	2,802
Loosco Foundation (NET)	2,732	2,732
Private Donors Austria	2,264	2,262
Private Donors Korea	2,247	2,245
Private Donors Jordan	2,118	2,118
Government of Panama	2,000	2,000
Private Donors United States of America	1,808	1,808
Private Donors Canada	1,771	1,769
Private Donors Croatia	1,651	1,650
Government of Bahamas	1,500	1,500
Government of Benin	1,500	1,500
Private Donors Australia	1,397	1,396
Government of the Philippines	1,350	1,350
Private Donors Spain	1,345	1,344
Private Donors Senegal	1,141	1,141
World Conference on Religion and Peace (JPN)	1,000	1,000
Private Donors France	909	909
Private Donors Côte d'Ivoire	787	787
Private Donors Germany	547	547
Private Donors Venezuela	420	420
Private Donors Nigeria	270	270
Soroptimist International (JPN)	209	209
Government of Madagascar	182	182
Private Donors United Kingdom	154	154
Private Donors Thailand	38	38
Private Donors Indonesia	10	10
TOTAL	326,939,516	328,660,523

* Includes contributions made to the Voluntary Repatriation Fund and the Emergency Fund.

Budget and Expenditure – General Programmes (USD)

Region	Working Budget	Expenditure
Great Lakes	19,248,828	17,093,402
West And Central Africa	62,327,572	58,516,330
East And Horn of Africa	68,287,937	64,766,113
Southern Africa	17,658,241	15,871,846
North Africa	5,741,324	5,099,610
Middle East	20,006,514	19,488,762
South-West Asia	27,571,669	26,180,268
Central Asia	5,132,853	5,092,762
South Asia	8,280,258	8,081,540
East Asia and The Pacific	16,586,044	12,921,113
Eastern Europe	19,563,618	19,263,536
South Eastern Europe	1,514,650	938,818
Central Europe and The Baltic States	10,747,849	10,012,373
Western Europe and Turkey	20,439,985	19,572,018
North America	5,886,253	5,806,849
Central America	11,171,142	10,937,169
South America	6,953,454	6,317,049
Other Programmes	27,748,591	18,683,316
Headquarters	39,617,129	38,041,077
Sub-Total	394,483,911	362,683,952
Programme Reserve*	14,795,302	0
Voluntary Repatriation Fund*	17,336,126	0
Emergency Fund*	7,956,685	0
Total Voluntary Funds	434,572,023	362,683,952
GRAND TOTAL	434,572,023	362,683,952

* Expenditure related to the Programme Reserve, the Voluntary Repatriation Fund and the Emergency Fund is included under the geographical region to which an allocation was made. For information on allocations from these funds please see the section on General Programmes.

Voluntary Contributions – Emergency Fund – Earmarked (USD)

Donor	Earmarking	Income	Contribution
Czech Republic	IDPs in Northern Caucasus	22,000	22,000
Canada	IDPs in Northern Caucasus	102,041	272,109
Denmark	IDPs in Northern Caucasus	405,954	405,954
Finland	IDPs in Northern Caucasus	168,364	168,364
France	IDPs in Northern Caucasus	153,524	153,524
Germany	IDPs in Northern Caucasus	422,215	422,215
Japan	IDPs in Northern Caucasus	500,000	500,000
	Emergency Fund	1,580,000	1,580,000
Norway	IDPs in Northern Caucasus	1,286,213	1,286,213
Switzerland	IDPs in Northern Caucasus	641,262	641,262
United States of America	IDPs in Northern Caucasus	2,600,000	2,600,000
	Emergency Fund incl. Timor Op.	3,564,269	3,564,269
European Commission	IDPs in Northern Caucasus	1,005,005	1,007,049
UNOCHA	IDPs in Northern Caucasus	77,027	77,027
Finnish Refugee Council (FIN)	IDPs in Northern Caucasus	16,880	16,880
Qatar Charitable Society (QAT)	IDPs in Northern Caucasus	600,500	600,500
Private Donors Japan	IDPs in Northern Caucasus	108	108
TOTAL		13,145,362	13,317,474

Allocations from the Emergency Fund (USD)

Country/Operation	Description	Amount
Chad	Emergency Assistance to Sudanese Refugees in Eastern Chad	384,142
China	Assistance to Flood Disaster Victims in the Fujian Province	25,000
Colombia	Assistance to Earthquake Disaster Victims	43,100
Gabon	Emergency Assistance to Congolese Refugees in Gabon*	1,349,939
Indonesia	Assistance to IDPs and Other Victims of Conflict in Indonesia**	2,600,000
Russian Federation	Assistance to Internally Displaced Chechens in Northern Caucasus***	8,000,000
Tanzania, United Rep.of	Assistance to Refugees in the Kigoma Region	2,355,000
Turkey	Assistance to Victims of Earthquakes in Turkey	58,885
Venezuela	Assistance to Victims of Flood	30,000
Viet Nam	Assistance to Flood Disaster Victims in Viet Nam	25,000
Various	Deployment/Replenishment of the Central Emergency Stockpiles	500,000
Various	Warehousing of Emergency Stockpiles	200,000
Zambia	Assistance to Congolese Refugees in Northern Zambia	1,472,249
TOTAL		17,043,315

* Please refer to the section "Emergency Assistance in Gabon" for sector-level expenditure.

** Please refer to the chapter "Timor Operation" for sector-level expenditure.

*** Please refer to the section "Chechnya Emergency" for sector-level expenditure.

Voluntary Contributions – Voluntary Repatriation Fund – Earmarked (USD)

Donor	Income	Contribution
Japan	2,060,000	2,060,000
United States of America	2,000,000	2,000,000
TOTAL	4,060,000	4,060,000

Allocations from the Voluntary Repatriation Fund (USD)

Country/Operation	Description	Amount
Chad	Voluntary Repatriation and Reintegration of Chadian Refugees	631,494
Cuba	Return to Algeria of Western Saharan Refugees from Cuba	147,890
Ghana	Voluntary Repatriation and Reintegration of Liberian Refugees	90,000
Guinea	Voluntary Repatriation of Refugees from Guinea Bissau	41,100
Kenya	Voluntary Repatriation of Refugees from Kenya	125,000
Liberia*	Voluntary Repatriation and Reintegration of Liberian Refugees	1,135,000
Middle East	Voluntary Repatriation of Refugees from Egypt and Lebanon	25,000
Nigeria*	Voluntary Repatriation and Reintegration of Liberian Refugees	85,000
Sierra Leone*	Voluntary Repatriation and Reintegration of Liberian Refugees	40,000
The Russian Federation	Voluntary Repatriation of Refugees from the Russian Federation and Belarus	122,650
Turkey	Reintegration of Kurdish Turkish Returnees	5,000
Western Africa	Voluntary Repatriation of Refugees from Guinea Bissau	215,740
TOTAL		2,663,874

* Please refer to the chapter on Liberian refugees for sector-level expenditure.

Allocations from the Programme Reserve (USD)

Country/Operation	Description	Amount
AFRICA		
Angola	Increased Requirements for Congolese Refugees	311,154
Benin	Increased Requirements for Congolese Refugees	107,249
Botswana	Influx of Namibian Refugees	700,000
Cameroon	Increased Requirements for Congolese Refugees	705,000
Central African Rep.	Adjustment to Prior Year's Expenditure	121,931
Congo, Dem. Rep. of the	Increased Requirements for Angolan Refugees	3,761,800
Côte d'Ivoire	Extension of Posts in Guiglo	123,932
Côte d'Ivoire	Continuation of Education Project for Liberian Refugee Children	298,400
Gabon	Influx of Refugees from the Great Lakes	100,000
Guinea	Influx of Sierra Leonean Refugees	3,752,260
Guinea	Assistance to Refugees from Guinea Bissau	150,000
Guinea	30th Anniversary of the OAU Refugee Convention	50,000
Guinea	Adjustment to Prior Year's Expenditure	100,437
Kenya	Increased Requirements for Somali Refugees in Dadaab	532,000
Kenya	Increased Requirements for Refugees in Kakuma	176,560
Kenya	Adjustment to Prior Year's Expenditure	36,655
Liberia	Increased Requirements for Sierra Leonean Refugees	1,802,101
Malawi	Extension of Office Presence	119,722
Mali	Assistance to Mauritanian Refugees	100,000
Mauritania	Influx of Sierra Leonean Refugees	27,300
Mozambique	Extension of Office Presence	106,194
Namibia	Increased Requirements for Angolan Refugees	1,022,000
Senegal	Assistance to Mauritanian Refugees Affected by Floods	45,000
South Africa	Individual Voluntary Repatriation	318,900
South Africa	Programme Delivery Costs	101,600
Swaziland	Extension of Office Presence	64,599
West Africa	Assistance to Refugees from Guinea-Bissau	312,926
Zambia	Increased Requirements for Angolan Refugees	169,200
Zimbabwe	Extension of Office Presence	99,475
EUROPE		
Switzerland	Adjustment to Prior Year's Expenditure	21,175
Turkey	Programme Delivery Costs	83,600
ASIA AND THE MIDDLE EAST		
Bangladesh	Increased Requirements for Urban Refugees	101,630
China	Assistance to Vulnerable North Korean Individuals	70,000
Egypt	Increased Requirements for Resettlement	10,000
Japan	Fluctuation of Exchange Rate	67,015
Kuwait	Increased Requirements for Resettlement	10,000
Syrian Arab Republic	Fluctuation of Exchange Rate	7,923
Uzbekistan	Adjustment to Prior Year's Expenditure	740
Yemen	Relocation of Somali Refugees	1,000,000
AMERICAS		
Colombia	Assistance to Internally Displaced Persons	350,000
VARIOUS		
	Increased Requirements for Non-refugee Legal Matters	1,680
	Preparation of UNHCR's 50th Anniversary	165,000
	Requirements for Roving Refugee Status Determination Teams	95,940
	Voluntary Separation Programme	1,303,600
TOTAL		18,604,698
	Programme Reserve Approved by the 49th Session of ExCom, October 1998	33,400,000
	Total Allocated	(18,604,698)
	Unallocated Balance	14,795,302