

reporting.unhcr.org
www.unhcr.org

Use of
**UNEARMARKED
FUNDING**
2016



Published by UNHCR
P.O. Box 2500
1211 Geneva 2
Switzerland

For information and inquiries
please contact:
DRRM
hqfr00@unhcr.org

Contents

INTRODUCTION	3
THE IMPORTANCE OF UNEARMARKED CONTRIBUTIONS	4
WHERE DID IT COME FROM?	7
When did it come?	8
Where and how was used?	11
Note on 7 per cent programme support costs	12
How it was used	12
Kick-starting emergency response	14
Bolstering underfunded operations	16
Enabling operations to implement programmes as fully as possible	19
ATTRIBUTING SUCCESS	22
Acknowledgment and visibility for unearmarked funding	22
CONCLUSION	25
ANNEXES	26
Indicative use of 2016 unearmarked funds	26
Unearmarked funding by donor (contributions over \$100,000)	27



INTRODUCTION

2016 was a year of extremes for the people of concern to UNHCR, with new or protracted crises across the world, on all continents. It was also one of financial extremes for UNHCR as it worked to protect people and mitigate the effects of conflict or displacement. It saw the Office end the year with its highest budget, of \$7.509 billion, up from \$6.546 billion at the beginning of the year.

Unearmarked funding helps ensure UNHCR's neutrality and independence, and strengthens UNHCR's reputation as a trusted partner.

It was also a year of extremes for support. UNHCR received its highest ever level of voluntary contributions at \$3.902 billion as 145 governmental and private donors, a range of pooled funding mechanisms, as well as income from the UN Regular Budget, supported the Office's work.

This included \$562.6 million in unearmarked contributions, of which \$389.9 million came from governmental donors, and \$172.6 million from the private sector. This report sets out to acknowledge the generosity of those donors who provided UNHCR with unearmarked contributions, and to add depth and detail to how this most valuable of financial resources was used.

When UNHCR refers to "unearmarked contributions" it is referring only to unearmarked voluntary contributions from donors. This definition therefore excludes secondary income, Regular Budget, programme support costs, etc

Côte d'Ivoire. Ivorian returnees arrive at the UNHCR Voluntary Repatriation Transit Centre in Tabou.

THE IMPORTANCE OF UNEARMARKED CONTRIBUTIONS

Unearmarked funding allows UNHCR to be more efficient, flexible, and faster in responding to needs, with less time and effort in reporting and more on response.

Unearmarked funding strengthens results-based management and supports UNHCR's core mandate and mission.

Unearmarked funding gives UNHCR the ability to have a consistent approach to governments on international protection.

UNHCR received \$562.6 million in unearmarked contributions in 2016 from 87 donors committed to providing this quality of income and with whom UNHCR has strong institutional partnerships that help it make the case for why it is needed. The amount received in 2016 was a nine per cent increase on the \$514.1 million received in 2015, which was a most positive trend. However, this has to be set against the general decline in the overall percentage of unearmarked contributions against total contributions received.

Only 14 per cent of UNHCR's voluntary contributions were unrestricted, or unearmarked, the most valuable type of funding allowing the Office to spend it as and where it saw fit in accordance with prioritized needs. The remainder had varying levels of earmarking attached to it, with the largest percentage

—65 per cent—being what is referred to as more tightly earmarked to a country or below, whether to specific location within the country or to a sector. More broadly earmarked funding, to the regional, subregional, situational or thematic level, constituted the remaining 20 per cent.

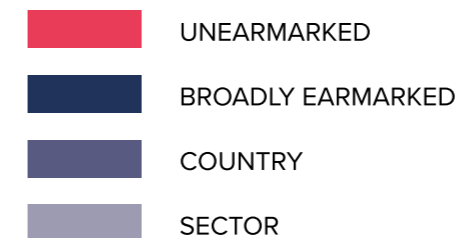
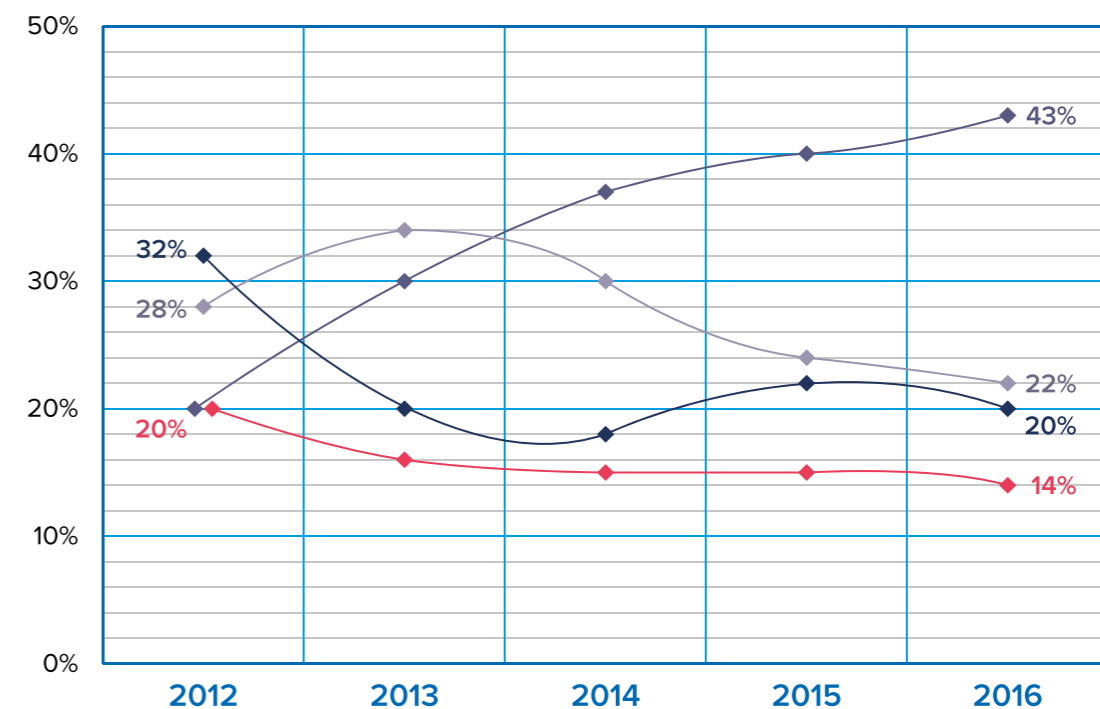
Unearmarked contributions provide UNHCR critical flexibility. All UNHCR offices benefit to varying degrees from the allocation of these resources, with the largest share spent on delivering programmes directly in the field. The balance is used to support the global programmes—what can be referred to as the standing response capacity of the organization—which are designed to support vital projects in some of the most critical areas of need of people of concern to UNHCR, and without which the Office would not be able to deliver on its mandate.

The flexibility of unearmarked contributions enables UNHCR to plan strategically across the breadth of its activities. Allied to predictability—with most unearmarked contributions being received in the first half of the year—unearmarked contributions gave UNHCR unparalleled ability to channel resources to where they were most needed to meet the needs of people of concern—refugees, asylum-seekers, stateless people, and internally displaced—more efficiently and effectively. Predictability is essential to help UNHCR engage in more stable relationships with partners, such as host governments and NGOs, and allows for better planning. Importantly, it also helps ensure a robust and more secure commitment to, and relationship with, the people UNHCR serves.

Flexible funding facilitates swifter response to urgent needs and investment in fragile, potentially volatile situations, emergencies and disaster preparedness, as well as enabling response to needs in situations of protracted and neglected conflicts. It strengthens decision-making bodies which include key stakeholders such as affected and refugee-hosting states as well as donors. It supports management systems and the use of cost-efficient tools as well as reduces the amount of resources spent on grant-specific administration, notably procurement and reporting.

Grand Bargain, work stream on reducing the earmarking of donor contributions

Graphic 1 | **EARMARKING TREND* 2012 – 2016**
(PERCENTAGE OF TOTAL CONTRIBUTIONS)



* UN Regular Budget excluded



WHERE DID IT COME FROM?

In all, 87 donors contributed \$562.2 million in unearmarked income in 2016. The top three donors of unearmarked income were Sweden with \$94.9 million or 17 per cent of all unearmarked income; private donors in Spain with \$58 million or 10 per cent, all of which was channelled through the National Partner, *España con ACNUR*; and the Netherlands with \$46.1 million or eight per cent. Respectively, this unearmarked income accounted for 78 per cent and 69 per cent of total Dutch and Swedish contributions to UNHCR. These three donors accounted for \$199.1 million of UNHCR's unearmarked income, or 35 per cent of the total.

© UNHCR / J. HUYLEBROEK

Khan Ahmad from Ghor province sits in his mud house in Police Rah informal settlement near Herat city, Afghanistan.

Looking further, unearmarked income from the top ten donors providing it was \$392 million or 70 per cent of total unearmarked income. Within that subtotal, member States provided \$274.3 million, and four private sector donors, including two of UNHCR's six National Partners, provided \$117.7 million, or 21 per cent of all such contributions received.

The presence of one of UNHCR's National Partners in the top three donors underscores the success of UNHCR's strategic investment, through its Global Programmes, to develop its private sector fundraising relations and functions, allied with the growing interest of private entities and individuals in engaging in response to global humanitarian issues. In 2016, UNHCR raised \$351.7 million from the private sector. Of this, 48 per cent—some \$172.6 million, accounting for 31 per cent of all unrestricted income—was

unearmarked. Overall, National Partners provided \$109.7 million, or 20 per cent of all UNHCR's unearmarked income.

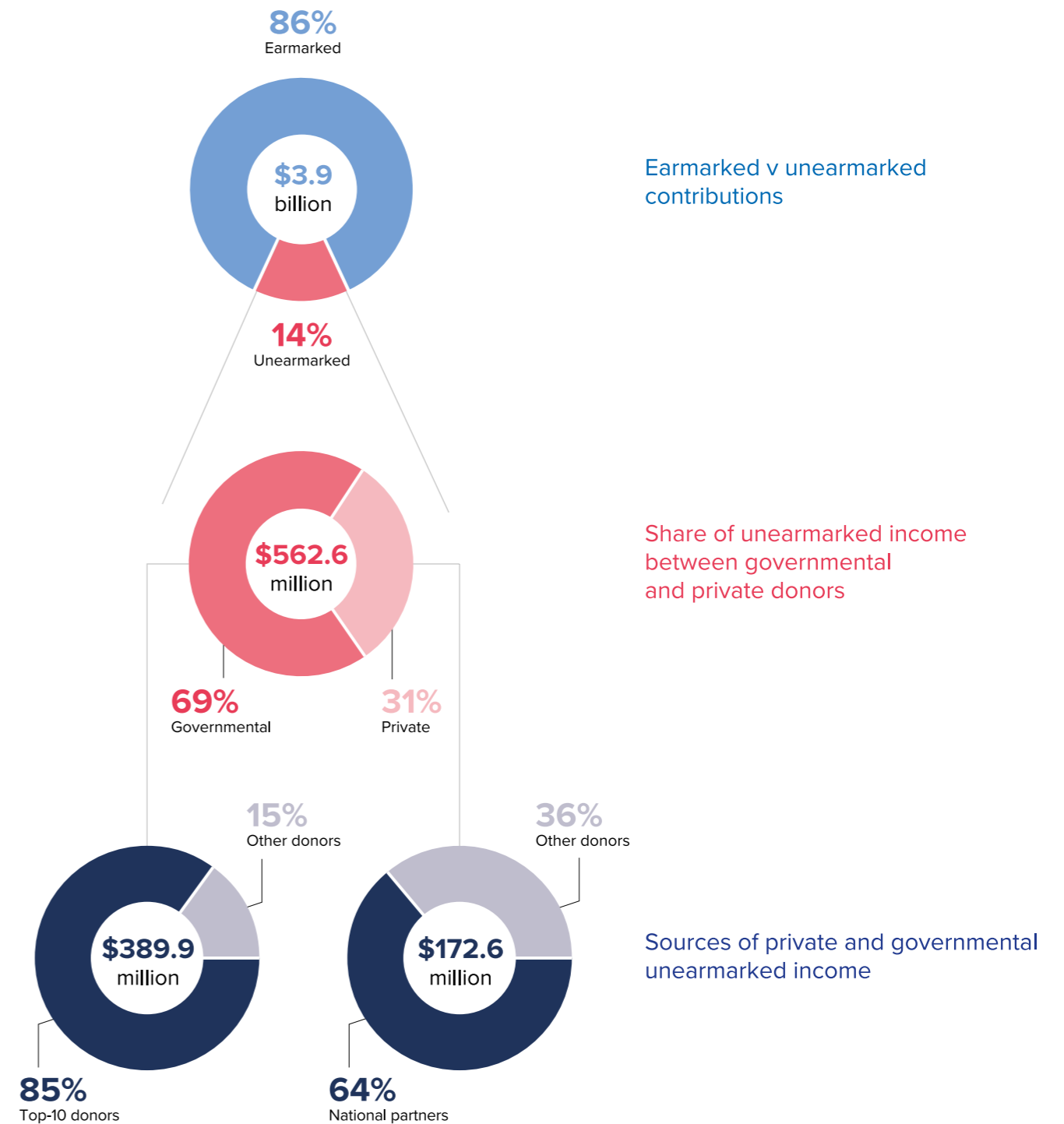
When did it come?

Of the total unearmarked contributions in 2016, 11.2 per cent or some \$63.4 million, came as part of multi-year unearmarked agreements. Critically, 17 per cent of the contributions received in the first half of the year was unearmarked (amounting to 73 per cent of all the unearmarked contributions received in 2016). This gave invaluable flexibility in allowing UNHCR to allocate resources pending receipt of earmarked or broadly earmarked contributions later in the year.

SUMMARY INFORMATION ON UNEARMARKED CONTRIBUTIONS	USD	% OF TOTAL UNEARMARKED CONTRIBUTIONS
Total voluntary contributions	3,943,430,550	—
Total unearmarked contributions	562,617,449	14% of total contributions
Subtotal unearmarked from top 3 donors*	199,108,811	35%
Subtotal unearmarked from top 10 donors*	392,015,807	70%
Subtotal unearmarked from 47 donors contributing over \$100,000*	561,848,483	99.9%
Subtotal unearmarked from 40 donors contributing under \$100,000*	768,966	less than 1%
Subtotal unearmarked from multi-year contributions	63,384,188	11.2%
Total unearmarked from governmental donors	389,932,628	69%
Subtotal unearmarked from top 10 governmental donors	331,628,568	85% (of governmental contributions)
Total unearmarked from private sector	172,684,821	31%
Subtotal unearmarked from National Partners	109,755,068	64%
Unearmarked income received in first quarter	314,772,058	56%
Unearmarked income received in first half of the year	410,480,228	73%
Number of donors contributing 100% unearmarked	21 donors, which contributed \$4.9 million (New Zealand was largest with \$4 million)	

* All private donors in a country are counted as one donor.

Graphic 2 | SOURCES OF UNEARMARKED CONTRIBUTIONS IN 2016





WHERE AND HOW WAS IT USED?

Where it was used

In 2016, the majority of unearmarked funds —59 per cent—was used to fund expenditure incurred directly in the field, and covered the full breadth of UNHCR’s activities, from the provision of international protection, to emergency humanitarian assistance, to solutions to displacement. The remainder was used to fund expenditure incurred by global programmes which serve and support the field, but for which the budgets are under Headquarters Divisions.

Portrait of Nour, a Lebanese student working as a teacher for Syrian refugees since October 2016 in Saida, Lebanon.

© UNHCR / D. IBARRA SANCHEZ

How it was used

By the end of 2016, no unearmarked funding was used to fund expenses at Headquarters.

Unearmarked funding is moved multiple times during the year and is critically important in allowing UNHCR to undertake prioritization. As UNHCR manages funding at the programme level, it does not trace how individual unearmarked contributions were used, as that would be contrary to the principle of flexible funding. Rather, UNHCR looks at the total unearmarked revenue as one pot and traces how the entire amount was used. The projected contributions are regularly reviewed

and earmarked contributions are matched against the spending authorities given to individual operations. UNHCR then reviews how much unearmarked funding remains and corresponding amounts are used to fill gaps. This is where, for example, unearmarked funding is critical in supporting underfunded operations.

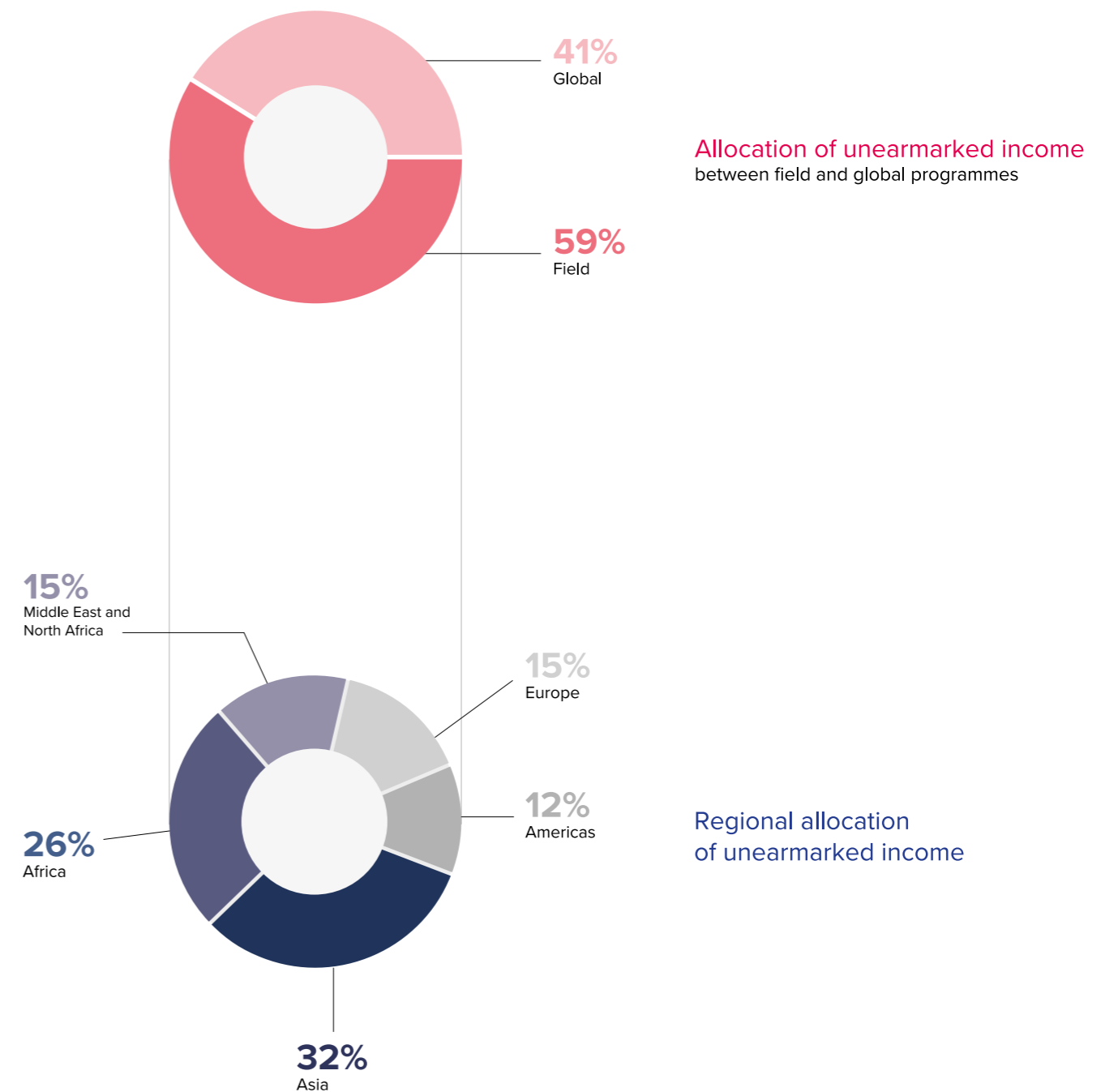
Unearmarked contributions benefitted all populations of concern to UNHCR, but were overwhelmingly used to support refugee programmes, that is, programmes under Pillar 1. Taken together with programmes supporting returnees (Pillar 2), these two pillars accounted for 80 per cent of expenditure funded with unearmarked funds. However, as a portion of final expenditure for programmes related to statelessness and reintegration (Pillars 2 and 3) very significant portions—34 per cent and 60 per cent respectively—were covered by unearmarked funds.

UNHCR uses its unearmarked funding flexibly throughout the year, allocating it according to need and priority. In general, there are three main aspects to how UNHCR uses unearmarked income in the field, and where this type of income has the greatest impact. These are situations where UNHCR uses unearmarked funding to kick-start a response, often in an emergency setting; to bolster an otherwise forgotten or under-resourced crisis; and to enable the implementation of programmes, with unearmarked income critical to the successful implementation of UNHCR's global programmes.

Note on seven per cent programme support costs

UNHCR now applies a 7 per cent programme support component to all earmarked contributions received, in-kind contributions and JPOs. The objectives that guided this policy were to achieve stable, adequate and transparent funding of Headquarters costs; equitable programme support contribution across budgetary pillars; and better aligning UNHCR's practice with the policies of the UN System. This policy was adopted with the intent of ensuring transparent, equitable and predictable coverage of Headquarters costs through a means that more accurately reflects the distribution of income and expenditure in UNHCR's operations across all four budget pillars. In 2016, this policy generated \$204 million, of which 87 per cent was used to fund Headquarters expenditure and 13 per cent was redirected to fund expenditure in the field. To note in conclusion, by the end of the year, no unearmarked voluntary contributions were used to fund expenses at Headquarters. Expenditure on global programmes, which are budgeted for and managed at Headquarters but are designed to be implemented at the field level, was not covered by this policy.

Graphic 3 | ALLOCATION OF UNEARMARKED CONTRIBUTIONS





Uganda. Refugees from South Sudan arrive in Northern Uganda.

© UNHCR / W. SWANSON

Kick-starting emergency response

Unearmarked contributions allow UNHCR to initiate its emergency response before receiving funding earmarked for a particular emergency situation.

Fewer unearmarked contributions would reduce UNHCR's agility in responding to new emerging needs.

By the end of the year, six UNHCR emergency declarations were in place, covering more than 20 countries affected by large-scale internal displacement or refugee influxes. These situations generated complex, new, and overlapping needs affecting multiple operations, including in some of the largest humanitarian emergencies in places like Burundi, Iraq, South Sudan, Uganda, and Yemen. UNHCR provided skilled staff and material support to protect and assist people of concern, as well as strengthen operational delivery and coordination countries experiencing new or deteriorating situations of displacement. As earmarked funding for these emergencies was announced by donors, unrestricted resources were redeployed to cover other funding gaps.

Two emergencies in particular—South Sudan, and Syria—were emblematic of how this type of support is so important. In South Sudan, in June, renewed fighting triggered significant new displacement. UNHCR was able to immediately allocate millions in unearmarked support in the second and third quarters of the year, to respond to the urgent needs of refugees and IDPs, until sufficient earmarked funds were made available. Similarly, in Syria, in the final quarter of the year, unearmarked funding was invaluable for the provision of cash grants.

Refugees fleeing South Sudan pass 1 million mark

With this milestone, South Sudan joins Syria, Afghanistan and Somalia as countries which have produced more than a million refugees.

16 September 2016

The number of South Sudanese refugees sheltering in neighbouring countries has this week passed the 1 million mark, including more than 185,000 people who have fled since fresh violence erupted in the country in Juba on 8 July.

With this milestone, South Sudan joins Syria, Afghanistan and Somalia as countries which have produced more than a million refugees.

UNHCR briefed that “Most of those fleeing South Sudan are women and children. They include survivors of violent attacks, sexual assault, children that have been separated from their parents or travelled alone, the disabled, the elderly and people in need of urgent medical care,”

UNHCR noted more than three quarters – 143,164 – of recent arrivals have crossed into Uganda, but a growing number of people have entered Ethiopia’s western Gambella region in the past week and others have been heading to Kenya, the Democratic Republic of the Congo (DRC) and Central African Republic (CAR), all countries which have commendably kept their doors open.

The renewed fighting triggered new waves of displacement and suffering, with humanitarian organizations finding it difficult for logistical, security and funding reasons to provide urgent protection and assistance to the hundreds of thousands in need, including 1.61 million internally displaced people.

Uganda is hosting the lion’s share of South Sudanese refugees, with 373,626, more than a third of them arriving since early July. They keep coming; over the past week more than 20,000 new arrivals were recorded, primarily through the Oraba crossing in the northwest.

A surge of people, more than 11,000, crossed into Gambella during the past week, bringing the number of South Sudanese refugees in Ethiopia to more than 292,000. The majority were women and children, including some 500 children travelling alone.

Neighbouring Sudan hosts the third largest number of South Sudanese refugees, 247,317, and people continue to come to the country’s East Darfur, South Darfur and White Nile states. Those in the two Darfurs cite growing unrest and heightened food insecurity, especially in the north-western states of Northern Bahr El Ghazal and Warrap, as their reasons for flight.

Many refugees arrive exhausted after days walking in the bush and going without food or water. Many children have lost one or both of their parents, some forced to become primary caregivers to younger siblings. An estimated five per cent of the children are unaccompanied, and many women and girls said they were sexually assaulted during their flight. UNHCR field staff report that new arrivals are camped in schools and churches, while the less fortunate sleep in the open. Refugees lack food and basic household items.

Smaller numbers have been fleeing to Kenya, the DRC and CAR since the return to conflict in July. About 300 people a week have been crossing into Kenya, citing insecurity, economic instability and drought. Kenya has over 90,000 South Sudanese refugees. DRC is experiencing an influx into Ituri province close to the border with South Sudan and Uganda. An estimated 40,000 South Sudanese refugees are said to be in the country.

Insecurity in South Sudan’s Central Equatoria has also significantly affected UNHCR’s ability to access and assist thousands of refugees inside South Sudan itself. In Lasu settlement, some 40 kilometres south of Yei, nearly 10,000 refugees from the DRC, CAR and Sudan have not received their monthly food rations since late June this year.

Without further funding and support, UNHCR and its partners will struggle to assist the needy with even the most basic assistance. UNHCR is calling on donors to provide US\$701 million for South Sudan refugee operations, of which 20 per cent has been funded.



Colombian refugee Carmen hand-crafts each pair of gladiator sandals in her workshop. Her youngest daughter keeps her company.

© UNHCR / S. ARCOS VEINTIMILLA

Bolstering underfunded operations

Less unearmarked funding would compromise the Office's ability to deliver on core commitments to populations of concern.

For overlooked or forgotten crises, which attract little or no media or donor interest, unearmarked contributions are often the only source of funding required to maintain protection and assistance.

There were underfunded operations around the globe in 2016, and all regions and all populations of concern benefitted

throughout the year from allocations of unearmarked funding. Unearmarked funding was used to help reduce statelessness in Central Asia, to assist returnees in South-West Asia, for the internally displaced in South-Eastern Europe, and for the protection of refugees in countries around the world.

For the purposes of this report, the Americas has been chosen as illustrative of how unearmarked funding allowed UNHCR to maintain its activities. While total voluntary contributions to the region came to \$37.5 million, including 7 per cent programme support costs, 50 per cent of the expenditure incurred in the region was funded by unearmarked funding. This was especially relevant and important in three locations.

The first was Colombia, which has the largest population of internally displaced people in the world. With the Government registering 68,000 new IDPs in 2016, unearmarked funding was critical in enabling UNHCR to remain a key partner for the Government to maintain an adequate level of assistance and support to populations of concern, and in enabling UNHCR to remain a key partner for the Government in the search for durable solutions.

The second was Ecuador, host to the largest refugee population in Latin America, most of whom have fled Colombia. UNHCR used unearmarked funding to maintain protection and mixed solutions to refugees, many of whom have expressed the wish to remain in Ecuador. Unearmarked funding enabled UNHCR to promote successful and innovate local integration processes allowing refugees to become active contributors to Ecuador's development. In the absence of dedicated financial contributions, unearmarked funding will also be vital to the success of Ecuador's 2016-2018 multi-year, multi-partner strategy, which aims to include people of concern in national policies and programmes, and improve their access to and enjoyment of rights, enabling them to live a dignified,

productive life, under equal conditions as nationals, regardless of the type of solution they seek.

The third was the operations of the Regional Office in Panama, in particular its support to populations of concern within northern Central America—Honduras, Guatemala and El Salvador. Unearmarked funding was invaluable in, for example, adopting a regional approach to protection and solutions, in building up governmental and NGO capacity, and in protecting and sheltering people in need across the subregion. As an example, unearmarked funding was used in the identification of resettlement cases at risk, especially those of women and girls.



Denmark. UNHCR core relief items ready to be airlifted.

© UNHCR / V. PESENTI

UNHCR chief highlights Ecuador's commitment to solutions for refugees

Filippo Grandi said Ecuador can be a global player offering solutions for refugees who wish to integrate in the country and for those who continue fleeing war and persecution.

5 July 2016

QUITO, Ecuador | During his first visit to Ecuador, UN High Commissioner for Refugees Filippo Grandi praised the innovative approach taken by the Andean nation that allows thousands of Colombians fleeing decades of conflict at home to rebuild their lives here.

Ecuador shelters around 60,000 recognized refugees (95 per cent of them from Colombia) and over 200,000 other Colombians who have fled violence and a prolonged civil war that has killed at least 220,000.

Highlighting a new era of hope for peace in Colombia, the High Commissioner also acknowledged the important contribution that refugees can make to the development of the country that has given them asylum.

As Yenny, a 21-year-old mother of two who fled Colombia one year ago, said, "We want to stay in Ecuador. We have much to offer to this country that has welcomed us."

In a context where many refugees will choose to stay in Ecuador, finding solutions remains critical. To offer a comprehensive response to their needs, UNHCR is working with Ecuadorian authorities and its humanitarian partners to help the forcibly displaced rebuild their lives and provide for themselves in Ecuador.

In 2015, UNHCR and its partners launched an innovative poverty reduction programme, the Graduation Model. Aimed at supporting the most vulnerable households to find sustainable and

dignified livelihoods, it seeks to lift 1,500 families out of poverty in 2016. The programme is designed to benefit both refugees and Ecuadoran families, in line with the Government's poverty reduction goals, and is seen as key to integrating the forcibly displaced in their host communities.

"We have much to offer to this country that has welcomed us."

"As UNHCR, we believe Ecuador can become a reference in terms of hosting and finding solutions for refugees," Grandi said. "We're committed to working hand in hand with the country in strengthening this process."

He signalled the upcoming Law on Human Mobility to be debated in the National Assembly as a further opportunity for Ecuador to be at the forefront in refugee protection. "People don't want to be refugees forever, so we need to invest in building their skills and capacities so that sustainable solutions are available to them.

The Human Mobility law can be a powerful tool to change the lives of refugees and others on the move," Grandi said. "We hope this law will soon be approved. It will be an important step to grant refugees and asylum-seekers access to proper documentation and rights," he added.

María del Mar is a 22-year-old refugee and mother of a three-year-old child who studies medicine thanks to a scholarship in Quito. She said that Ecuador is where she wants to be. "Here in Ecuador I have learned to be independent, to be self-sufficient and to provide for my family."

"Ecuador can become a reference in terms of hosting and finding solutions for refugees."



© UNHCR / E. SOTERAS JALIL

Two Burundian women share a joke outside a shelter in the refugee assembly point in Sange.

Enabling operations to implement programmes as fully as possible

Unearmarked funding is essential for the organization to plan, budget and implement activities in a timely and efficient manner, and strengthens the organization's response capacity and global reach.

Unearmarked funding supports UNHCR's work globally, enabling it to deliver protection and assistance programmes in 470 locations across 128 countries. As noted by the Grand Bargain in its work stream on reducing earmarking, reducing earmarking should be considered as a means to achieving humanitarian collective outcomes, and increasing donors' confidence in the quality of aid

organizations' own prioritization processes will encourage donors to increase the flexibility of their contributions.

Examples of how unearmarked funding was used to support global programmes, which were allocated just over 41 per cent of unearmarked funding, are many and varied. The benefits it brings to UNHCR's protection mandate are illustrative of its value. UNHCR's work to ensure access to protection—in addressing mixed movements, in ensuring access to territory, in status determination, and finding alternatives to detention—and in providing protection responses—including reception,

Less unearmarked funding limits UNHCR's global presence and its ability to reach the most marginal and vulnerable, especially in overlooked, forgotten or protracted situations.



Uganda. South Sudanese Refugees.

emergency response, internal displacement, specific needs, and self-reliance and inclusion—is underpinned by allocations of unearmarked funding.

For example, unearmarked funding allowed UNHCR to sustain its support to the Syria situation through emergency response methods and training which were reflective of contextual protection concerns. UNHCR finalized a review of gender equality in its operations, looking at the challenges and good practices to improve gender equality integration. Gender equality technical assistance was provided to operations, for example through a comprehensive gender equality needs assessment in Rwanda, and UNHCR completed a study on sexual violence against refugee men and boys in the Syria conflict to better understand the problem and strengthen interventions by humanitarian actors.

Unearmarked funding was instrumental in ensuring UNHCR was able to support or facilitate improvements which enhance

protection-sensitive border controls. For example, regional guidelines on identification and referral mechanisms for asylum-seekers and refugees at borders in Central Asia were jointly developed by Kazakhstan, Kyrgyzstan, Tajikistan and Turkmenistan under the auspices of the Almaty Process. In North Africa and northern Europe, UNHCR worked to improve protection-sensitive entry systems through training and capacity-building for authorities involved in border monitoring. UNHCR maintained its advocacy efforts to ensure international protection standards were reflected in the European Union’s border management policy.

UNHCR and partners worked with States to advance civil registration and documentation for stateless persons. In order to improve the protection afforded to stateless persons, the collection and analysis of data needs to be prioritized. Unearmarked funding was of especial value in UNHCR’s work to better understand both the causes of statelessness and the options for resolving it, with two subregions—Central Asia, and South-Eastern Europe—benefitting in particular.

Against a background of protracted and escalating conflicts, it is critical that UNHCR gives priority to maintaining and building capacity to mobilize rapidly, reliably and effectively in response to emergencies, and to strengthening emergency preparedness. Unearmarked funding enabled the Office to maintain its global support to emergency response, for example in training, logistics, and the maintenance, supply, and dispatch of global stocks of relief times which, in 2016, were dispatched to emergencies from Burundi, to Yemen. With emergencies increasingly complex, and with UNHCR needing to be more agile and adaptable,

unearmarked funding was important in the search for, and identification of, innovative solutions in, for example, communication with communities, community engagement, connectivity, education, energy, data and information management.

UNHCR’s global programmes support the Office worldwide in addressing the needs of refugees and other people of concern in the areas of public health; HIV/AIDS; water, sanitation and hygiene; education; shelter and settlement; energy and environment; and livelihoods. Guided by five-year strategies in each of these areas, global programmes are supported by information management, and identity management and registration. The “Policy on alternatives to camps” and the “Policy on cash-based interventions” provide strategic direction for activities implemented by the field, with headquarters support and in collaboration

with a broad range of partners, including governments, other United Nations agencies, NGOs, foundations and the private sector. Other global programmes benefitting from the allocation of unearmarked funding includes innovation, refugee connectivity, renewable energy, and biometric registration. Unearmarked funding also supported achievements in a range of standards, from food security to livelihoods to registration and population data management.

A final key aspect of the use of unearmarked funding supporting global programmes included the sustained investment in UNHCR’s private sector outreach—investment which is now reaping significant dividends when the quantity and quality of funding from private sector sources is considered.

Uganda. Refugees in Nakivale settlement.



Unearmarked funding is vital to UNHCR’s normative work in developing and strengthening legal frameworks and setting international standards, in protection dialogue, advocacy, and in policy development.



Pakistan. Afghan refugee children in Balochistan.

© UNHCR / D. KHAN

ATTRIBUTING SUCCESS

Acknowledgment and visibility for unearmarked funding

UNHCR acknowledges the importance of giving visibility and recognition to unearmarked funding. UNHCR's Global Reports and the Global Focus website in particular are the main channels for showing all donor contributions. Both the Reports and Global Focus offer specific details on unearmarked funding, with the website also offering information and acknowledgment through its donor profiles, and through information provided on its financial pages. UNHCR's external funding updates, as well as updates on situations, emergencies and operations, all offer recognition for donors providing unearmarked (as well as broadly earmarked) funding. As well, initiatives such as the website, Twitter and YouTube account maintained by UNHCR's Regional Representation for Northern Europe office in Stockholm, Sweden, offers innovative, informative and interactive visibility for unearmarked funding from donors from Northern Europe. Through these online mediums, the Stockholm office provides Government donor visibility and

communicates the impact of contributions suited for various audiences such as the general public (tax payers), policy decision makers and important policy influencers. Social media platforms, including those managed by UNHCR operations, also provide visibility and acknowledgment for unearmarked contributions.

However, UNHCR understands its donors are increasingly under pressure to demonstrate the impact of their unearmarked contributions. In addition to the visibility it already provides, UNHCR is further developing the information products it currently uses, and to designing others specifically to demonstrate the value of unearmarked funding and to improve the recognition for donors that contributed it. This will include, for example, augmentations to the Global Focus website that will provide dedicated information on unearmarked funding, and a commitment to improving the use of social media channels to acknowledge unearmarked support.

Examples of visibility given through the use of UNHCR's various online and social media platforms



https://twitter.com/UNHCR_NE



https://www.youtube.com/channel/UCtGXyqKS_aFXy1JvJ5wLpzA/videos

Regional government donor visibility website for Northern Europe:



<http://www.unhcr.org/neu/government-donors>

'Leaving no one behind': Norway's unearmarked core support to the UNHCR saves refugees

In 2016, Norway became the largest donor to the United Nations High Commissioner for Refugees (UNHCR) per capita, the seventh largest donor country to UNHCR in total and the fourth largest donor of unearmarked support.

By: Katrine Steingrimsen | 1 May 2017



Women, UNHCR aid convoys reach Makhla. Thousands of displaced Yemenis from villages in the district of Makhla receive mattresses, sleeping mats, blankets, kitchen sets and wash-buckets at a UNHCR distribution point. © UNHCR / Adam Shalom

<http://www.unhcr.org/neu/11820-leaving-no-one-behind-norways-non-earmarked-core-support-to-unhcr-rescues-refugees.html>

Sweden's unearmarked core support to UNHCR saves refugees' lives

Sweden is one of UNHCR's most important donors and the largest donor of unearmarked funds which UNHCR can use where the needs are the greatest. Sweden donates its unearmarked support as a core contribution at the beginning of each year and in 2016 Sweden has increased its unearmarked support to a record high SEK 815 million which has saved lives and created durable solutions for many people forced to flee.

By: Lisa van Hogerlinden, UNHCR Stockholm | 19 Dec 2016



© Fata Mado poses with her grandchild at the Fulfulbe communal camp in Nigeria's Adamawa State. She was among some 2.2 million Nigerians who fled their homes during a campaign by Boko Haram militants to eradicate western education influence. © UNHCR/George Ouedi May 2016.

<http://www.unhcr.org/neu/8858-swedens-unearmarked-core-support-to-unhcr-saves-refugees-lives.html>



Sweden empowers refugee women and girls

<http://www.unhcr.org/neu/government-donors/swedish-government/sweden-empowers-refugee-women-and-girls>



Norway protects refugees through education

<http://www.unhcr.org/neu/government-donors/norwegian-government/norway-protects-refugees-through-education>



Finland empowers the invisible and marginalised refugees

<http://www.unhcr.org/neu/government-donors/finnish-government/finland-empowers-the-invisible-and-marginalised-refugees>



© UNHCR / B. AHMED

Iraq. Displaced from Mosul, families prepare for winter in a camp.

CONCLUSION

There is no doubt that the scale and severity of major crises in recent years have attracted specific earmarking as donors endeavoured to respond to large-scale humanitarian emergencies. In these challenging times, UNHCR relies more than ever on early, predictable and unrestricted donor support to provide uninterrupted protection and assistance for populations of concern. As the gap between needs and available humanitarian resources widens ever further, unrestricted support has become even more crucial in providing both the flexibility to implement emergency interventions as soon as possible, and the ability to continue to address ongoing operations including forgotten, protracted situations.

The implications of reduced unearmarked funding are clear. There would be less revenue to be allocated flexibly within the framework of approved planning and programming. UNHCR's ability to deliver on its core mandate and commitments would be compromised, as would its agility and flexibility in responding to emergency needs and protracted or underfunded operations. Importantly, less unearmarked funding would be a roll-back of commitments by donors, reiterated most recently at the World Humanitarian Summit through the Grand Bargain.

Less unearmarked funding would carry reputational risk for UNHCR if its ability to begin timely humanitarian action or scale-up its response were to be curtailed because of lack of flexible funds.



A young Colombian refugee plays among the sandal straps in her mother's workshop.

© UNHCR / A. LOOR

Table 1 | INDICATIVE USE OF 2016 UNEARMARKED FUNDS – FUNDING AND EXPENDITURE | USD millions

Region	2016 total expenditure	2016 earmarked contributions and carry-over from prior year	UN Regular Budget, secondary income and programme support income	Total estimated expenditure covered by earmarked funding	Total estimated expenditure covered by unearmarked funding	% of estimated expenditure covered by unearmarked funding
Headquarters	221.5	15.2	206.3	221.5	–	0.0%
Africa	1,193.5	1,073.4	38.2	1,111.5	82.0	15.4%
Middle East and North Africa	1,310.5	1,244.5	18.3	1,262.8	47.7	9.0%
Asia and the Pacific	375.7	275.8	0.5	276.3	99.4	18.7%
Europe	448.5	399.5	3.1	402.5	46.0	8.7%
Americas	73.2	35.8	1.0	36.8	36.4	6.9%
Global Programmes	337.6	94.7	23.6	118.3	219.3	41.3%
TOTAL	3,960.5	3,138.8	290.8	3,429.7	530.8	100.0%

NB: Funding and expenditure figures exclude Junior Professional Officers (JPOs)

Table 2 | UNEARMARKED FUNDING BY DONOR (CONTRIBUTIONS OVER \$100,000)

Rank	DONOR (ranked by size of unearmarked contribution)	2016				2015			
		Total contribution (\$)	Unearmarked contribution (\$)	Unearmarked contribution as % of donor's total contribution to UNHCR	Donor's unearmarked contribution as % of total unearmarked contribution to UNHCR	Total contribution (\$)	Unearmarked contribution (\$)	Unearmarked contribution (%)	% increase / decrease in 2016
1	Sweden	136,825,609	94,922,585	69%	16.9%	110,291,728	79,772,850	72%	16%
2	Private Donors in Spain	68,785,024	58,032,379	84%	10.3%	51,857,064	45,104,024	87%	22%
3	Netherlands	59,454,390	46,153,846	78%	8.2%	71,042,335	45,392,022	64%	2%
4	United Kingdom	222,110,112	45,305,509	20%	8.1%	262,284,115	53,435,115	20%	-18%
5	Norway	118,461,282	40,243,762	34%	7.2%	87,814,024	44,007,628	50%	-9%
6	Japan	164,726,114	24,116,790	15%	4.3%	172,455,365	18,289,510	11%	24%
7	Denmark	60,314,999	23,560,595	39%	4.2%	72,435,211	27,981,812	39%	-19%
8	Private Donors in the Republic Of Korea	24,571,637	21,441,713	87%	3.8%	16,353,538	13,889,492	85%	35%
9	Private Donors in Italy	22,818,561	19,799,844	87%	3.5%	21,391,898	18,522,273	87%	6%
10	Private Donors in Japan	29,345,471	18,438,782	63%	3.3%	20,643,253	15,612,974	76%	15%
11	Private Donors in Sweden	21,191,149	17,663,314	83%	3.1%	28,879,734	12,636,210	44%	28%
12	Private Donors in the United States of America	37,907,675	16,068,362	42%	2.9%	24,023,792	8,342,507	35%	48%
13	Australia	39,897,527	15,444,215	39%	2.7%	51,296,866	23,760,331	46%	-54%
14	Switzerland	40,767,378	15,243,902	37%	2.7%	51,223,748	15,608,741	30%	-2%
15	France	43,466,805	14,000,000	32%	2.5%	41,729,368	14,000,000	34%	0%
16	Germany	360,121,870	12,637,363	4%	2.2%	142,006,801	8,655,184	6%	32%
17	Italy	31,328,670	10,204,082	33%	1.8%	20,511,803	1,083,424	5%	89%
18	Canada	116,255,394	9,019,327	8%	1.6%	70,086,271	9,913,454	14%	-10%
19	Belgium	23,614,572	8,503,401	36%	1.5%	19,620,692	8,503,401	43%	0%
20	Private Donors in China	8,257,768	7,751,196	94%	1.4%	7,962,243	6,706,752	84%	13%
21	Finland	28,052,847	7,692,308	27%	1.4%	28,719,175	8,760,951	31%	-14%
22	Ireland	14,512,489	7,675,439	53%	1.4%	10,951,823	6,338,798	58%	17%
23	Private Donors in Switzerland	9,667,517	5,596,822	58%	1.0%	13,828,318	5,407,036	39%	3%
24	Private Donors in Canada	5,861,989	4,214,498	72%	*	5,486,359	3,351,599	61%	20%
25	New Zealand	4,008,016	4,008,016	100%	*	4,341,534	4,341,534	100%	-8%
26	Republic Of Korea	22,572,250	3,141,620	14%	*	15,467,692	3,087,692	20%	2%
27	Luxembourg	9,255,956	1,648,352	18%	*	9,502,758	1,877,347	20%	-14%
28	Private Donors in the Netherlands	38,369,937	1,635,263	4%	*	33,563,756	1,554,711	5%	5%
29	Saudi Arabia	14,426,790	1,000,000	7%	*	29,572,657	1,000,000	3%	0%
30	Kuwait	17,066,762	1,000,000	6%	*	121,996,762	1,000,000	1%	0%
31	Private Donors in the United Kingdom	5,184,978	836,490	16%	*	4,829,703	391,296	8%	53%

Rank	DONOR (ranked by size of unearmarked contribution)	2016				2015			
		Total contribution (\$)	Unearmarked contribution (\$)	Unearmarked contribution as % of donor's total contribution to UNHCR	Donor's unearmarked contribution as % of total unearmarked contribution to UNHCR	Total contribution (\$)	Unearmarked contribution (\$)	Unearmarked contribution (%)	% increase / decrease in 2016
32	China	2,817,942	800,000	28%	*	941,841	800,000	85%	0%
	Private Donors in the Philippines	653,684	638,013	98%	*	318,958	303,173	95%	52%
34	Austria	6,871,349	593,407	9%	*	4,187,917	675,845	16%	-14%
35	Russian Federation	2,000,000	500,000	25%	*	2,000,000	500,000	25%	0%
36	Argentina	523,420	400,000	76%	*	123,420	–	0%	100%
37	Portugal	385,231	385,231	100%	*	269,261	20,000	7%	95%
38	Turkey	1,000,000	300,000	30%	*	300,000	300,000	100%	0%
39	Qatar	696,164	200,000	29%	*	3,471,843	200,000	6%	0%
40	United Arab Emirates	2,762,598	200,000	7%	*	5,109,523	200,000	4%	0%
41	Poland	1,335,154	156,193	12%	*	1,174,662	113,360	10%	27%
42	Private Donors in India	150,762	145,795	97%	*	–	–	0%	0%
43	Romania	285,066	112,740	40%	*	310,000	100,000	32%	11%
44	Private Donors in Mexico	122,189	112,143	92%	*	50,397	50,397	100%	55%
45	Private Donors in Saudi Arabia	986,211	105,185	11%	*	352,593	4,251	1%	96%
46	Algeria	100,000	100,000	100%	*	100,000	100,000	100%	0%
47	Israel	100,000	100,000	100%	*	100,000	100,000	100%	0%
SUB TOTAL ALL DONORS OVER \$100,000		1,819,991,308	561,848,483	100%	–	1,640,980,801	511,895,815	100%	10%
ALL OTHER DONORS		40,775,497	768,966	–	–	32,406,096	801,720	–	–
GRAND TOTAL		1,860,766,805	562,617,449	–	–	1,673,386,897	512,697,535	–	–

* Contribution less than 1%