



# UNHCR'S USE OF UNEARMARKED FUNDING IN 2015

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**UNHCR**  
The UN Refugee Agency

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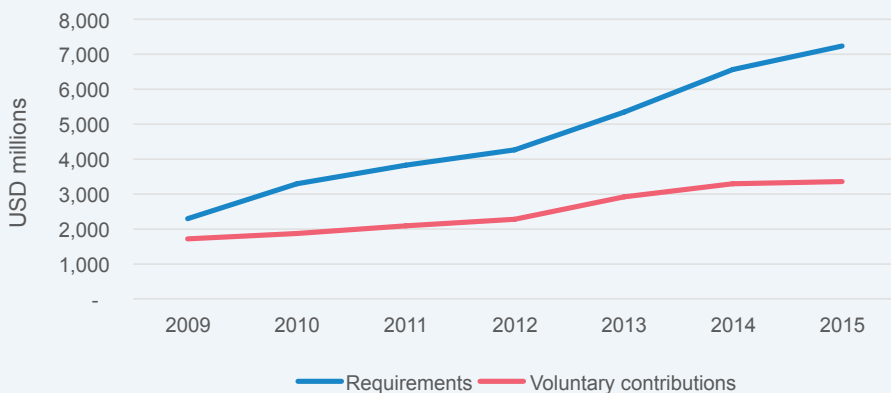
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# Introduction

There is no doubt that the scale and severity of major crises in recent years have attracted specific earmarking as donors endeavored to respond to large-scale humanitarian emergencies, such as in Iraq, South Sudan, the Syrian Arab Republic, and the emerging situation in Europe.

However, 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 operations as soon as possible, and the ability to continue to address ongoing operations, including forgotten or protracted situations.

Figure 1 - UNHCR's requirements vs. voluntary contributions | 2009 - 2015



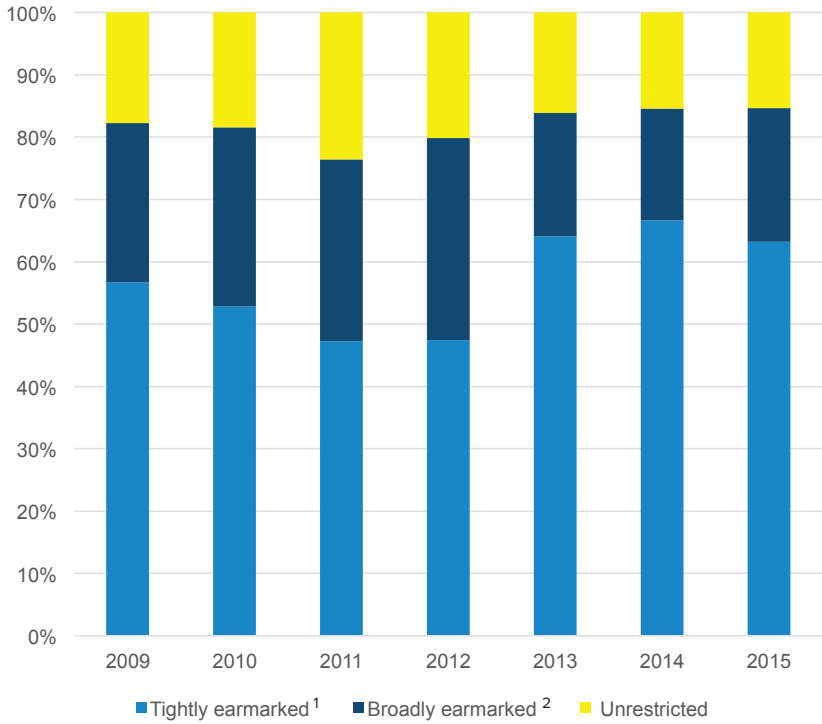
# Importance of unrestricted funding

In 2015, the world once again witnessed record levels of displacement. The refugee crisis that unfolded on Europe's shores caught the world's attention, prompting UNHCR to launch its biggest humanitarian operation on the continent since the conflicts in the former Yugoslavia in the 1990s. In other parts of the world, new crises erupted in Burundi and Yemen, forcing hundreds of thousands of people to flee their homes and seek safety further afield, while ongoing conflict and instability in places like the Central African Republic, Iraq, Nigeria, South Sudan and the Syrian Arab Republic continued unabated.

Support from donors for UNHCR's work was again remarkable throughout 2015. The Office received voluntary contributions of USD 3.36 billion during the year – USD 68.8 million more than 2014 – including USD 514 million in unrestricted funding. Nevertheless, the funding gap has grown from 36 per cent in 2010 to 49 per cent in 2015.

As in 2014, only 15 per cent of voluntary contributions received in 2015 were unearmarked. There was a slight decrease in the share of tightly earmarked funds, from 67 per cent in 2014 to 63 per cent in 2015, balanced by an increase in the level of broadly earmarked contributions from 18 per cent in 2014 to 22 per cent in 2015. Notably, some 130 million of the USD 284 million UNHCR raised from the private sector in 2015 was unearmarked (46 per cent).

Figure 2 - Earmarking trend - percentage of total contributions | 2009-2015



1. Contributions earmarked at the country or sector level

2. Contributions earmarked at the regional, subregional or thematic level

Figure 3 - Unrestricted voluntary contributions in 2015  
(USD 100,000 and above)

Donor	Unearmarked Contributions (USD)	Total Contributions (USD)	Unearmarked contributions % of total
Sweden	79,772,850	110,504,583	72%
United Kingdom	53,435,115	262,284,115	20%
Netherlands	45,392,022	71,989,866	63%
Private donors in Spain	45,104,024	51,857,064	87%
Norway	44,007,628	88,438,654	50%
Denmark	27,981,812	73,149,458	38%
Australia	23,760,331	51,296,866	46%
Private donors in Italy	18,522,273	21,391,898	87%
Japan	18,289,510	173,500,535	11%
Private donors in Japan	15,612,974	20,643,253	76%
Switzerland	15,608,741	51,539,206	30%
France	14,000,000	42,129,813	33%
Private donors in Republic of Korea	13,889,492	16,353,538	85%
Private donors in Sweden	12,636,210	28,879,734	44%
Canada	9,913,454	70,086,271	14%
Finland	8,760,951	29,461,180	30%
Germany	8,655,184	142,859,377	6%
Belgium	8,503,401	19,620,692	43%
Private donors in the United States of America	8,342,507	24,023,792	35%
Private donors in China (Hong Kong SAR)	6,706,752	7,962,243	84%
Ireland	6,338,798	10,951,823	58%
Private donors in Switzerland	5,407,036	13,828,318	39%
New Zealand	4,341,534	4,341,534	100%
Private donors in Canada	3,351,599	3,351,599	100%
Republic of Korea	3,087,692	15,956,557	19%

Luxembourg	1,877,347	9,659,080	19%
Private donors in the Netherlands	1,554,711	33,563,756	5%
Italy	1,083,424	20,666,283	5%
Morocco	1,000,000	1,024,656	98%
Saudi Arabia	1,000,000	29,572,657	3%
Kuwait	1,000,000	121,996,762	1%
China	800,000	941,841	85%
Austria	675,845	4,187,917	16%
Russian Federation	500,000	2,000,000	25%
Private donors in the United Kingdom	391,296	4,829,703	8%
Private donors in Venezuela (Bolivarian Rep. of)	305,488	305,488	100%
Private donors in Philippines	303,173	318,958	95%
Turkey	300,000	300,000	100%
South Africa	221,643	342,371	65%
United Arab Emirates	200,000	5,109,523	4%
Qatar	200,000	3,471,843	6%
Poland	113,360	1,183,537	10%
Estonia	100,125	377,867	26%
Romania	100,000	310,000	32%
Algeria	100,000	100,000	100%
Israel	100,000	100,000	100%
Other	819,932	1,646,764,211	
<b>TOTAL</b>	<b>514,168,229</b>	<b>3,361,002,654</b>	<b>15%</b>

# How unearmarked contributions are used

## Kick-starting emergency response

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

As earmarked funding for these emergencies was announced by donors, unrestricted resources could then be redeployed to cover other funding gaps.

In 2015, UNHCR responded to **11 emergency situations** affecting operations in **30 countries**, including new displacement in Burundi, Nigeria, Ukraine and Yemen, and the crises in Europe. Emergency preparedness and response were enhanced through trainings and contingency planning, involving staff from UNHCR, governments and partner organisations.

## Bolstering underfunded operations

For forgotten crises, which attract little or no media or donor interest, unearmarked contributions are often the only source of funding in order to maintain adequate (albeit often insufficient) assistance.

## Enabling operations to implement programmes as fully as possible

Predictable funding is essential for the organization to plan, budget and implement operations in a timely and efficient manner. Unearmarked funding provides a valuable source of predictability and allows UNHCR to flexibly prioritise and allocate funds to where they are needed, leading to greater organisational efficiency.





A refugee from El Salvador enjoying a rainy day outside her house in Chiapas, Mexico. Her family escaped gang violence and have been recognized as refugees in Mexico.

In 2015, a significant portion of UNHCR's programmes in **Latin America** were realized with unearmarked funds. The deterioration of the situation in Central America continued to steadily push thousands of people to search for international protection in Mexico. UNHCR made 176 visits to 15 different migration detention facilities across 11 states to provide detainees with information on how to access asylum and reinforced efforts to prevent refoulement. More than 30 shelters were supported to provide basic assistance to migrants and asylum-seekers and the conditions of 13 shelters in southern Mexico and Mexico City were improved, benefiting asylum-seekers, children, and families.

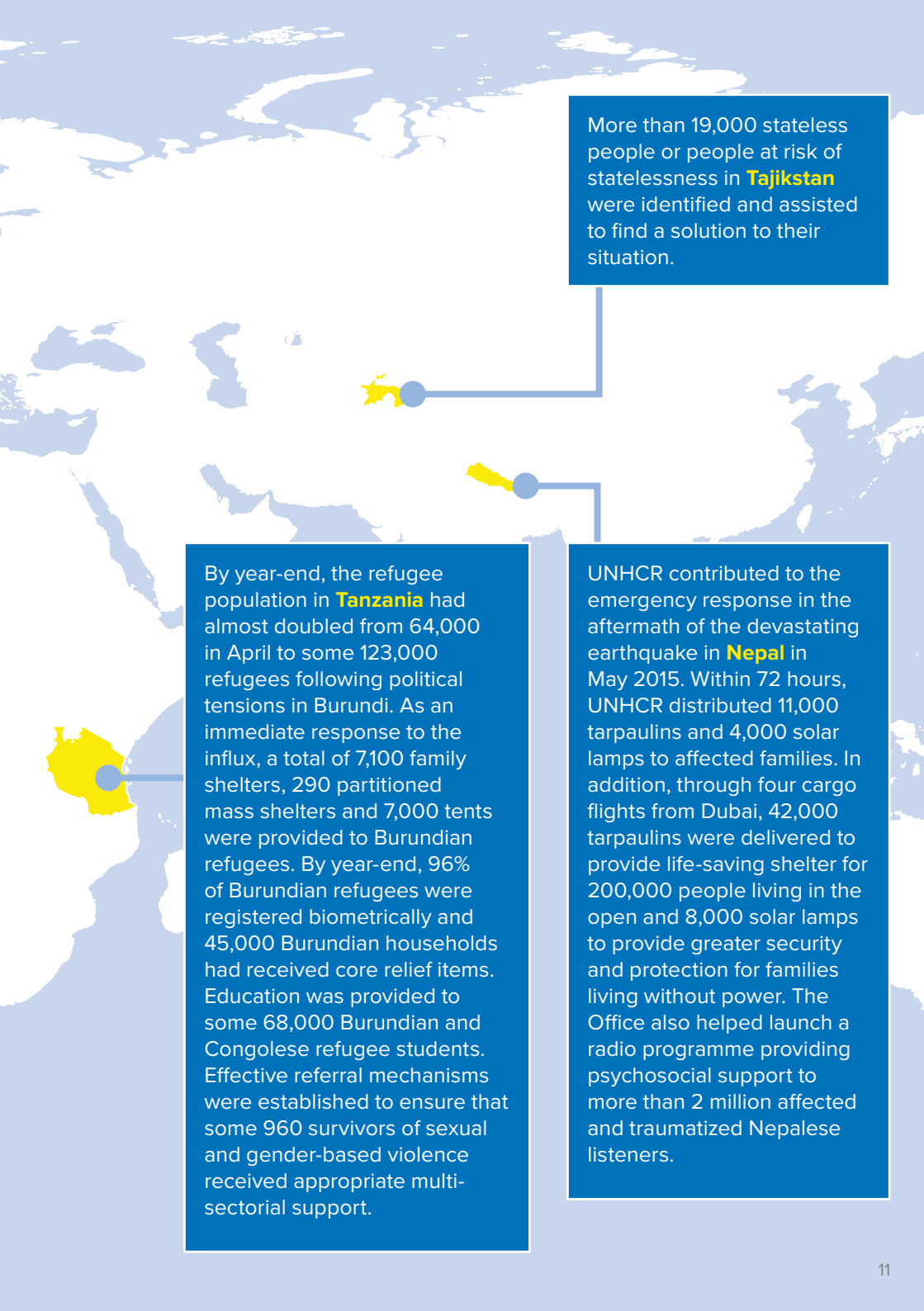
# Examples of impacts of unearmarked funding in 2015

More than 63,000 refugees from the Central African Republic were hosted in **Chad** at the end of 2015. UNHCR strengthened livelihood activities by providing agricultural production assistance to more than 12,600 people and establishing a new vocational training centre in Dosseye refugee camp, benefitting more than 5,000 people. Ongoing efforts to engage communities and reduce stigmatization resulted in a 34% increase in the number of reported SGBV cases. All 622 known survivors received comprehensive assistance as appropriate. Attendance rates in primary education also increased from 52% in 2014 to 58% in 2015.

School enrolment rates for Nigerian refugees in the Far North region of **Cameroon** significantly increased in 2015, from 61% to 90%. UNHCR and partners have been running a bilingual curriculum to conform to the education system of Cameroon.

**All of this, and much more, was made possible through the use of unearmarked funding.**

In the **Republic of the Congo**, all registered people of concern obtained a valid identity document. Food assistance was provided to 17,000 refugees, including 770 infants aged 0 to 59 months and 620 pregnant/breastfeeding women; acute malnutrition rates fell from 16% to 10%. 12 classrooms were constructed to improve educational facilities for refugees in Betou.



More than 19,000 stateless people or people at risk of statelessness in **Tajikistan** were identified and assisted to find a solution to their situation.

By year-end, the refugee population in **Tanzania** had almost doubled from 64,000 in April to some 123,000 refugees following political tensions in Burundi. As an immediate response to the influx, a total of 7,100 family shelters, 290 partitioned mass shelters and 7,000 tents were provided to Burundian refugees. By year-end, 96% of Burundian refugees were registered biometrically and 45,000 Burundian households had received core relief items. Education was provided to some 68,000 Burundian and Congolese refugee students. Effective referral mechanisms were established to ensure that some 960 survivors of sexual and gender-based violence received appropriate multi-sectorial support.

UNHCR contributed to the emergency response in the aftermath of the devastating earthquake in **Nepal** in May 2015. Within 72 hours, UNHCR distributed 11,000 tarpaulins and 4,000 solar lamps to affected families. In addition, through four cargo flights from Dubai, 42,000 tarpaulins were delivered to provide life-saving shelter for 200,000 people living in the open and 8,000 solar lamps to provide greater security and protection for families living without power. The Office also helped launch a radio programme providing psychosocial support to more than 2 million affected and traumatized Nepalese listeners.

# Indicative use of 2015 unearmarked contributions

As shown in the table in **Figure 4**, the greatest proportion of field expenditure from unearmarked funds – 32 per cent – was in **Africa**. The region continued to host the vast majority of refugees worldwide and more than 18 million people of concern to UNHCR received assistance across the continent in 2015. Eight major emergencies in 2015 were in Africa, which accounted for almost half of UNHCR's requirements in the region.

Some 42 per cent of unrestricted funding was allocated to **Global Programmes**, which supports vital projects in some of the most critical areas of need of people of concern to UNHCR.

UNHCR's Global Programmes are guided by specific five-year global strategies for public health, settlement and shelter, livelihoods, and safe access to fuel and energy (SAFE), all of which were in their second year of implementation in 2015; as well as by the education strategy, which was launched in 2012. The 2009 *UNHCR policy on refugee protection and solutions in urban areas* and the 2014 *UNHCR policy on alternatives to camps* also inform the development and implementation of global programmes.

In addition to setting strategic direction for UNHCR, the Office's Global Programmes also facilitate rapid and effective responses to emergencies in technical areas, including public health; nutrition; water; sanitation and hygiene (WASH); shelter; and education. Global programmes are implemented in close collaboration with a broad range of United Nations and non-governmental organization (NGO) partners, academic institutions and the private sector, and support UNHCR's engagement as co-lead of the Global Shelter Cluster and the Camp Coordination and Camp Management (CCCM) Cluster.

Furthermore, recognizing the need to expand the organization's resources and donor base, UNHCR invests through Global Programmes initiatives to develop its private sector fundraising relations and functions, as well as the growing interest of private entities and individuals in engaging in response to global humanitarian issues. In 2015, UNHCR raised USD 284 million through the private sector, of which 46 per cent – some 130 million – was unearmarked.

Of the total estimated expenditure covered by unearmarked funding in 2015, some 10.7 per cent was allocated to Headquarters. Divisions and bureaux at UNHCR's Headquarters continued to provide leadership and support for field operations, including through their responsibilities for key functions such as: articulating strategic direction; monitoring, measuring and reporting; oversight, and ensuring organization-wide emergency, security and supply management.

Figure 4 - Indicative use of 2015 unearmarked contributions from donors\*  
| USD millions

	2015 total expenditure	2015 Earmarked contributions and carry-over/brought forward	UN Regular Budget, secondary income and programme support income	Total estimated expenditure covered by earmarked funding	Total estimated expenditure covered by unearmarked funding	Percentage of estimated expenditure covered by unearmarked funding
Headquarters	213.0	20.5	138.6	159.1	53.9	10.7%
Africa	1,097.7	932.6	7.0	939.6	158.1	31.6%
Middle East and North Africa	1,151.7	1,134.1	17.6	1,151.7	-	0.0%
Asia and the Pacific	256.4	237.1	-	237.1	19.3	3.9%
Europe	243.7	207.4	7.3	214.7	29.1	5.8%
The Americas	59.1	30.9	-	30.9	28.2	5.6%
Global Programmes	266.5	54.3	-	54.3	212.1	42.4%
<b>Total</b>	<b>3,288.1</b>	<b>2,616.9</b>	<b>170.5</b>	<b>2,787.4</b>	<b>500.7</b>	<b>100%</b>

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

UNHCR is very grateful for the financial support by donors who contributed in 2015. **Thank you.**

AFGHANISTAN

ALGERIA

ANDORRA

ARGENTINA

ARMENIA

AUSTRALIA

AUSTRIA

AZERBAIJAN

BAHRAIN

BANGLADESH

BELGIUM

BOTSWANA

BRAZIL

BULGARIA

CANADA

CHILE

CHINA

COSTA RICA

CROATIA

CYPRUS

CZECH REPUBLIC

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EUROPEAN UNION

FINLAND

FRANCE

GEORGIA

GERMANY

GREECE

HOLY SEE

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ICELAND

INDIA

INDONESIA

IRELAND  
ISRAEL  
ITALY  
JAPAN  
KAZAKHSTAN  
KUWAIT  
KYRGYZSTAN  
LATVIA  
LIECHTENSTEIN  
LITHUANIA  
LUXEMBOURG  
MALTA  
MEXICO  
MONACO  
MONTENEGRO  
MOROCCO  
MOZAMBIQUE  
NAMIBIA  
NETHERLANDS  
NEW ZEALAND  
NIGERIA  
NORWAY  
PERU  
PHILIPPINES  
POLAND  
PORTUGAL  
QATAR  
REPUBLIC OF KOREA  
ROMANIA  
RUSSIAN FEDERATION  
SAUDI ARABIA  
SERBIA  
SINGAPORE  
SLOVAKIA  
SLOVENIA  
SOUTH AFRICA  
SPAIN  
SRI LANKA  
SWEDEN  
SWITZERLAND  
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