

Identifying Needs and

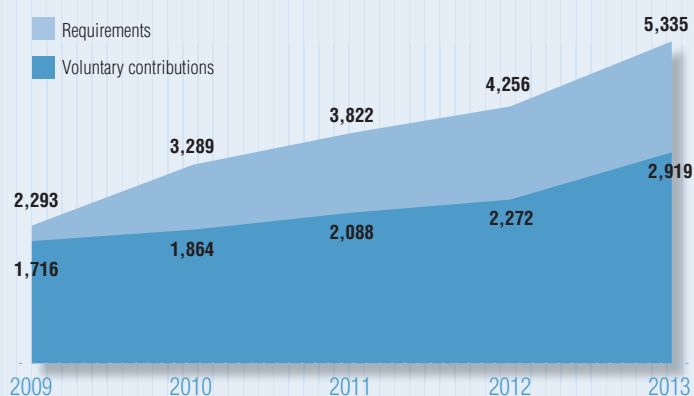
This chapter provides an update of UNHCR's revised requirements for its programmes in 2015. It recalls the planning process, which is the basis for establishing the programmes and corresponding budgets for 2015, and examines the critical challenges that UNHCR and other humanitarian actors are struggling with to obtain the financial support required to respond to the needs of people forcibly displaced across the world today.

It was at the request of its Executive Committee (ExCom) that, in 2009, UNHCR introduced a new needs-based approach to planning and budgeting for the 2010-2011 budgetary cycle. The Global Needs Assessment (see next section on the planning process) was intended as a measure to end the perpetual cycle of end-year reports of insufficient funding to meet the real needs, and to prevent the disruptive effect of budget freezes or cuts midway through the year which had characterized the previous resource-based budgeting approach.

This new approach enabled the High Commissioner to present a comprehensive picture of the needs of refugees and other people of concern worldwide. Since 2009, UNHCR's requirements have increased by 130 per cent, due in part to this new presentation of globally assessed needs, but also to the unforeseeable surge in humanitarian crises. In comparison, annual income from voluntary contributions has grown by 70 per cent since 2009 (see [Figure 1](#)). This is a remarkable rise in the amount of resources made available through voluntary contributions to the Office; however in 2013, the funding gap for UNHCR's operations corresponded to 45 per cent of overall requirements.

This gap has a serious impact on the ability of UNHCR, and partner agencies alike, to provide protection and assistance for displaced people when even their most essential needs cannot always be covered. It reflects the growing challenge of financing humanitarian action today.

FIGURE 1 UNHCR's annual requirements vs. voluntary contributions 2009–2013 | USD • millions



| The planning process |

For 2015, comprehensive assessments of the needs of people of concern to UNHCR continue to provide the basis for the Office's planning and budgeting process. The Global Needs Assessment enables the organization to present a comprehensive picture of what it realistically expects to be able to deliver in a given period, subject to the availability of funding. It also allows UNHCR to identify the consequences of not meeting basic needs.

The planning process starts in each country with assessments by multifunctional teams of the needs of the people that UNHCR is mandated to protect and assist. Each assessment also builds on previous partner and inter-agency assessments, as well as on protection monitoring reports and other relevant sources of data. Information is gathered in consultation with all stakeholders, including beneficiaries, representatives of host communities,

Funding Requirements

government officials, donors, NGOs and other UN agencies. Assessments are designed to take into account age, gender and diversity considerations.

In early 2014, operations prepared plans and budgets for 2015, updating the initial indications provided the previous year for the 2014-2015 biennium and taking into consideration revised projections of population numbers (as estimated at that time) and the results of needs assessments. In line with the 2014-2015 Global Strategic Priorities, field offices prioritized interventions to deliver life-saving assistance; ensure core protection activities; improve access to education and livelihood activities in protracted displacement situations; identify opportunities for alternatives to camps; ensure emergency preparedness and response; and facilitate durable solutions.

Plans emphasized effective and efficient delivery and the pursuit of innovative approaches for UNHCR to carry out its responsibilities. Particular emphasis was placed in the 2015 plans on identifying opportunities in line with UNHCR's campaign to end statelessness within a decade. The respective divisions at Headquarters then presented their revised plans and budgets for 2015, in line with the principles of ensuring efficiency, accountability and cost effectiveness.

In May and June 2014, all country and regional operation plans for 2015 were reviewed at Headquarters. Regional bureaux

and technical support units scrutinized the plans and budgets for overall coherence, consistency with guidelines and priorities and a realistic expectation that the proposed activities could be implemented within the planning year. It is important to note that the population figures used as the basis for these plans and corresponding budgets can evolve considerably (upwards or downward) in the course of the planning and implementation cycles. Thus, for operations affected by evolving emergencies in the course of 2014 (e.g. Iraq or South Sudan), the numbers and make-up of the population of concern may have changed significantly from those used as the "baseline" for 2015 by the time this appeal is published. Such variations are indicated in the country operation chapters and, where applicable, the likelihood of any additional requirements which will be presented in a supplementary appeal in 2015 is flagged.

As in the past, at the beginning of 2015, the Office will not know the exact level of voluntary contributions that will be received for the year. This means that a phased approach to the implementation of activities will be required, based on careful prioritization and management of income and budgets. UNHCR will monitor implementation and periodically review the situation of people of concern in critical areas throughout the year. As income levels evolve, budgets will be reviewed and areas of intervention gradually expanded.

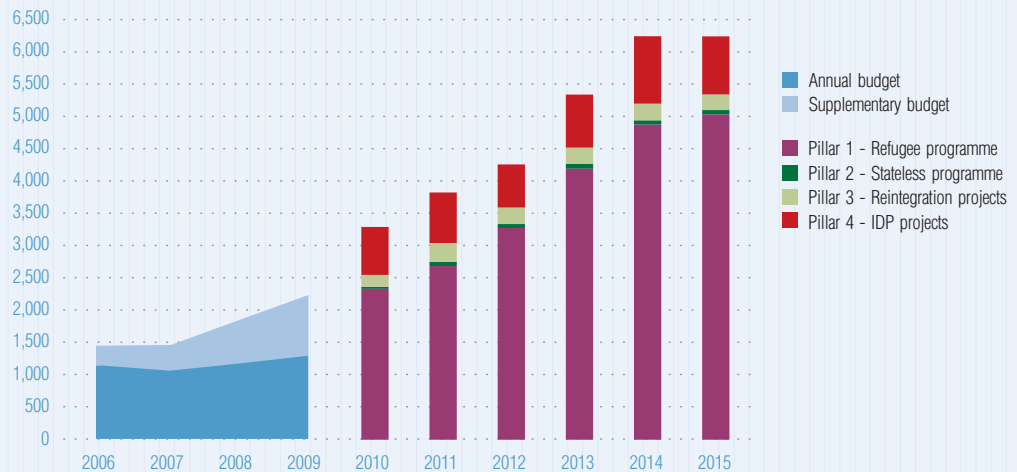
| Overview of 2014-2015 requirements |

At its sixty-fourth session in October 2013, the Executive Committee (ExCom) approved a budget for 2015 amounting to USD 5.18 billion, comprising: USD 4.76 billion for the programmed activities; USD 385.2 million for the Operational Reserve; USD 20 million for the NAM Reserve; and USD 12 million for the Junior Professional Officers scheme. The original requirements for 2015 were later

revised, and at its sixty-fifth session in October 2014, ExCom approved a revised budget for 2015 of USD 6.23 billion, of which USD 5.74 billion are for programmed activities.

Figure 2 illustrates the evolution of UNHCR's financial requirements since 2006. The significant increases in the Office's requirements as of 2010, compared to previous years are explained by the adoption of the needs-based methodology

FIGURE 2 UNHCR's requirements 2006-2015 | USD • millions



to planning and budgeting, in contrast with the previously used resource-based methodology.

Figure 3 illustrates the distribution of the 2015 revised requirements by region and pillar.

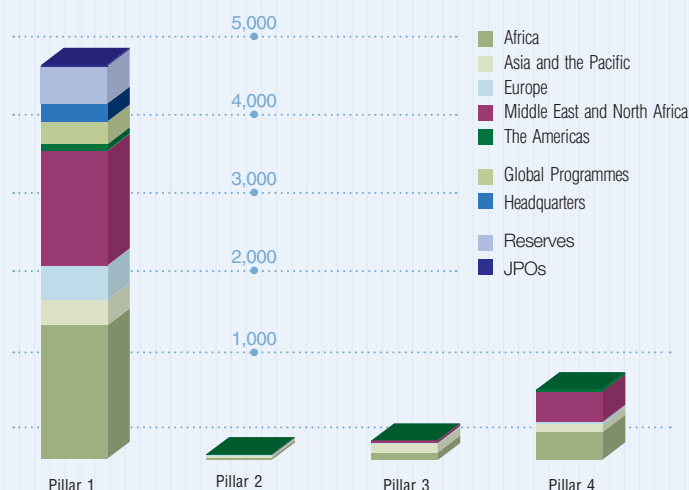
Pillar 1, the refugee programme, remains the largest component of the 2015 revised requirements at over USD 5 billion (80.6 per cent). Approximately one third of the requirements for Pillar 1, some USD 1.71 billion (34 per cent), are in Africa, which remains the region with the highest levels of displacement. This is followed by the Middle East and North Africa (MENA), accounting for 29 per cent (USD 1.46 billion). Asia and the Pacific, Europe and the Americas account for 6.5 per cent, 8.6 per cent and 1.5 per cent of the Pillar 1 requirements, respectively. Most of

the requirements in the MENA region and in Europe are directly related to the emergency response to the Syria situation and its impact in the neighbouring countries and in Eastern Europe. The remainder covers Global Programmes (6 per cent), Headquarters (4.5 per cent), the reserves and JPOs (10 per cent).

Pillar 2, the stateless programme with some USD 70.1 million, accounts for 1.1 per cent of total 2015 revised requirements. Thirty-five per cent of UNHCR's financial requirements for stateless people continue to be in Asia and the Pacific, followed by 30 per cent in Africa, 15 per cent in Europe, 14 per cent in the Americas and 6 per cent in the Middle East and North Africa.

Reintegration projects, budgeted at USD 239.9 million in Pillar 3, account for 3.8

FIGURE 3 2015 budget by region and pillar | USD • millions



per cent of total 2015 revised requirements. Almost half (45 per cent) of the requirements for pillar 3 are in Asia and the Pacific, followed by Africa (37 per cent), the Middle East and North Africa (15 per cent) and Europe (3 per cent).

Projects for internally displaced people (IDPs), included in Pillar 4, account for 14.4 per cent (USD 898.4 million) of the total 2015 revised requirements. Over 42 per cent of IDP-related requirements or USD 382.5 million are in the MENA region, followed by sub-Saharan Africa with USD 349 million or 39 per cent, underscoring the scale of internal displacement issues in these regions. These are followed by Asia and the Pacific (12 per cent), with Europe and the Americas accounting for 4 per cent and 3 per cent, respectively, of the requirements included in this pillar.

Figure 4 illustrates the global geographic distribution of 2015 revised requirements. Of the 10 largest operations in the field, five are located in Africa (the Democratic Republic of the Congo, Ethiopia, Kenya, South Sudan and Uganda), four in the Middle East and North Africa (Lebanon, Jordan, the Syrian Arab Republic and Iraq) and one in Europe (Turkey). Most of them have requirements across several pillars, amounting in total to over USD 3 billion, which corresponds to 59 per cent of the total revised field budget for 2015.

FIGURE 4

2015 budget by region

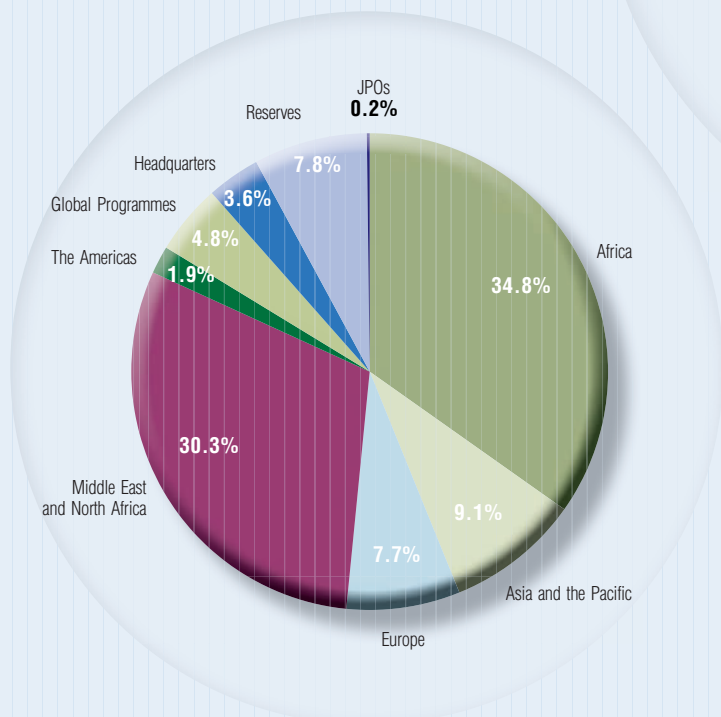


Figure 5 shows the 2015 revised budget for programmed activities in the field by rights group, amounting to USD 5.22 billion. Of the total budget, the basic needs and essential services rights group continues to form the largest portion of these activities, accounting for some 52 per cent (USD 2.74 billion). Key protection work carried out by UNHCR (durable solutions, community empowerment and self-reliance, fair protection processes and documentation, security from violence and exploitation and favourable protection environment) accounts for 33 per cent (USD 1.75 billion) of total programmed requirements in the field for 2015.

FIGURE 5

2015 field budgets | USD • millions

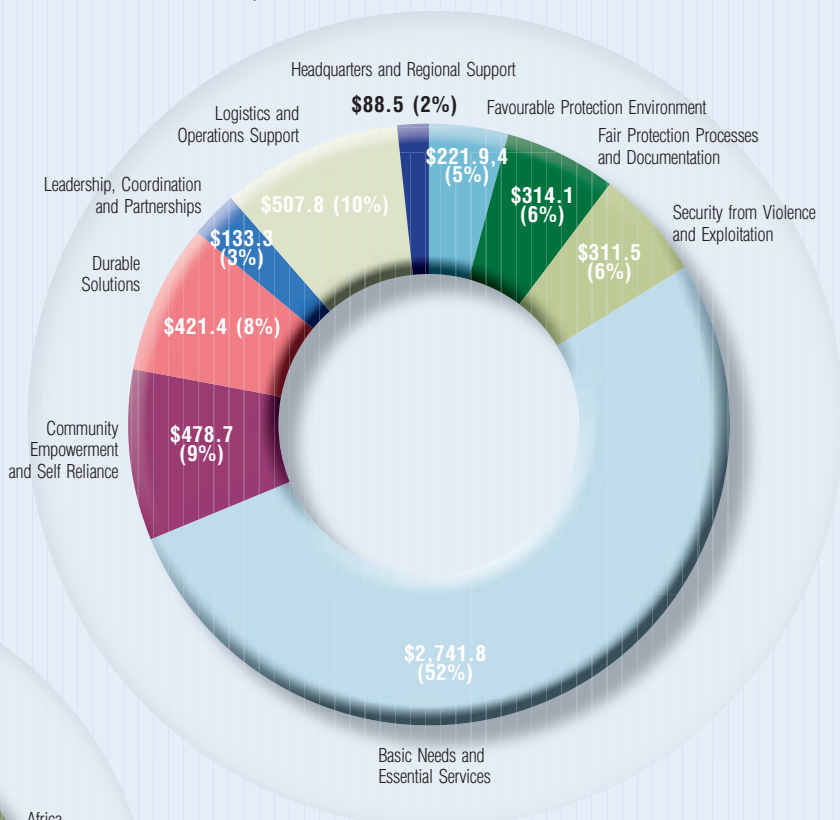


FIGURE 6 2015 programmed activities by region and theme | USD • millions



Figure 6 shows the 2015 revised programmed activities including for Global Programmes and Headquarters, by rights

group and region, amounting to USD 5.74 billion.

| Inter-agency appeals |

In complex emergencies which require international support from more than one agency, UN agencies, NGOs, other international organizations and governments work together to ensure a swift, efficient and appropriate response to the needs and scale of any given crisis. For members of the Inter-Agency Standing Committee (IASC), a strategic response plan is developed jointly through the UN Country Team and under the guidance of the Humanitarian Coordinator. This enables an integrated approach to needs assessment, planning, implementing, monitoring and appealing for funds. Through this approach agencies endeavour to ensure that their activities have a maximum impact while avoiding duplication in the response.

For new refugee emergencies, UNHCR assumes the lead role and will, when appropriate, coordinate a joint funding appeal with other agencies. As for the inter-

agency appeals for complex emergencies, UNHCR, together with its partners, will prepare a submission in response to the needs of the refugee crisis. In 2015, UNHCR will coordinate the inter-agency Regional Refugee and Resilience Plan (3RP) for the Syria situation, the South Sudan Regional Refugee Response Plan and the Central African Republic Regional Response Plan.

In 2015, UNHCR will work together with UN Country Teams on the humanitarian country strategies in: South Sudan, the Central African Republic, the Democratic Republic of the Congo, the Sahel region countries, Somalia, Sudan, Syria and Yemen, among others still under discussion. In addition, UNHCR will take part in any other inter-agency appeals and responses to emergencies that may affect people of concern to the Office in the coming year.

| Resource mobilization: a growing challenge |

As presented in the Global Report 2013, UNHCR's overall income in 2013 reached USD 2.96 billion, of which 52 per cent was provided by its top three donors and 82 per cent by the top 10 donors. Efforts to expand the donor base continue to form an important part of the Office's resource mobilization strategy, notably with new and emerging donors and in the private sector.

UNHCR is very grateful to all donors, hosting countries and other supporters for enabling it to pursue its programmes worldwide. While in 2013, total fresh contributions increased to USD 2.92 billion, the USD 2.6 billion in contributions already recorded as of August 2014 are a laudable reflection of the international community's efforts and trust in the Office's work to protect and assist the rapidly escalating numbers of people of concern.

In turn, UNHCR has continued to plan and operate in the spirit of the structural and management reforms undertaken between 2006 and 2012 in order to maximize the resources it devotes to supporting those in need. The organization's headquarters costs dropped from 13.7 per cent in 2006 to 8 per cent in 2012, and reached 6.5 per cent in 2013. Similarly, total staff costs for UNHCR went down from 41 per cent in 2006 to 22 per cent in 2013.

These reform measures have been echoed by increased efforts from donors to provide sufficient and flexible funding in a timely manner. The quality of funding is also vital to ensure that UNHCR and partners can save lives and improve the basic well-being of the millions of uprooted people forced to depend on international humanitarian support until they can find new homes and durable solutions.

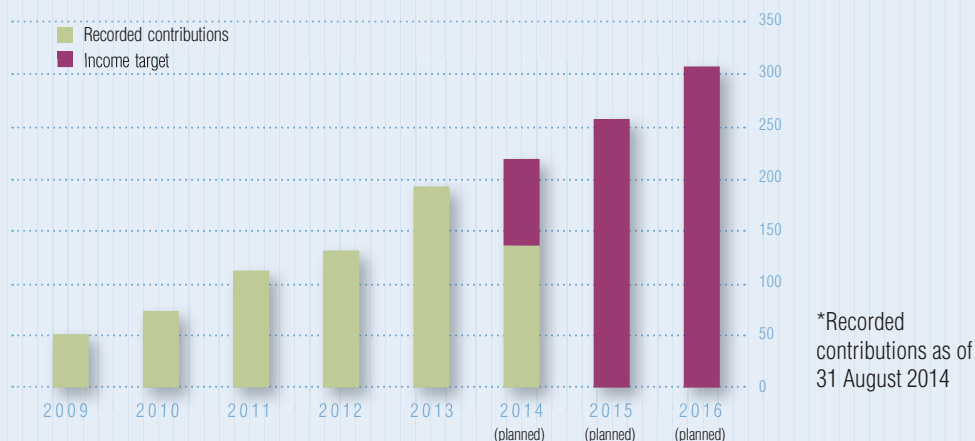
PRIVATE-SECTOR CONTRIBUTIONS

As of 31 August 2014, UNHCR had received some USD 135 million from private donors for its operations in 2014, which is expected to increase to more than USD 215 million by the end of the year. This represents around 7 per cent of UNHCR's overall projected voluntary contributions, and is an increase of some 300 per cent compared to the amount raised from the private sector in 2009.

Through the complementary Individual Giving and Leadership Giving programmes, private-sector fundraising efforts are undertaken in 27 countries, through a network of UNHCR country offices and six National Fundraising Partners (see chapter *Mobilizing the Private Sector*).

A strategic and continued focus on recruitment of individual donors has built a growing base of more than 900,000 donors,

FIGURE 7 Contributions from the private sector 2009 - 2016 | USD • millions



and UNHCR is confident that it can reach a target of 2.5 million individual donors by 2018.

During 2014, a key part of UNHCR's private-sector fundraising team has relocated to Copenhagen following the offer of the Danish Government to host some of UNHCR's services. This move will provide the organization with a cost-efficient and dynamic working environment to continue strengthening support from the private sector in the years to come.

INCREASED HUMANITARIAN NEEDS, GREATER FINANCIAL REQUIREMENTS

Notwithstanding the aforementioned achievements and ongoing efforts to expand UNHCR's funding base, financing humanitarian action is becoming extremely challenging. With the scale of humanitarian crises now reaching such dramatic levels, even more extraordinary measures are needed to close the gap between available funding and actual needs. The levels of funding, as of late October 2014, of UNHCR's 2014 supplementary appeals (including through the inter-agency appeals) for emergency situations underscore the seriousness of the funding shortfall (see **Figure 8**).

FIGURE 8

Funding levels of UNHCR Supplementary Appeals in 2014 | as of 28 October 2014

Afghanistan Refugee Response Plan (July 2014) UNHCR appeal requirements: USD 9 million Funding received: USD 2.7 million	30% funded
Emergency Response for the Central African Republic Situation (Revised Supplementary Appeal – Aug 2014) UNHCR appeal requirements: USD 254.8 million Funding received: USD 85.2 million	33% funded
Emergency Response for the Iraq Situation (Revised Supplementary Appeal – Sep 2014) UNHCR appeal requirements: USD 358.4 million Funding received: USD 128 million	36% funded
Emergency Response to the Nigeria Situation (Supplementary Appeal – Sep 2014) UNHCR appeal requirements: USD 25.2 million Funding received: USD 10.3 million	41% funded
Emergency Response for IDPs from North Waziristan Agency in Pakistan (Supplementary Appeal – July 2014) UNHCR appeal requirements: USD 16.2 million Funding received: USD 4.2 million	26% funded
Emergency Response for the South Sudan Situation (Revised Supplementary Appeal – Aug 2014) UNHCR appeal requirements: USD 566.5 million Funding received: USD 210 million	37% funded
Syria Humanitarian Assistance Response Plan (SHARP) 2014 – UNHCR UNHCR appeal requirements: USD 273.4 million Funding received: USD 106.6 million	39% funded
2014 Syria Regional Refugee Response Plan (RRP6) (Mid-Year Update) UNHCR appeal requirements: USD 1.26 billion Funding received: USD 726.3 million	57% funded
Internally displaced people in Ukraine (Supplementary Appeal – Aug 2014) UNHCR appeal requirements: USD 11.3 million Funding received: USD 10.5 million	93% funded

In 2013, humanitarian financing for crises worldwide from public and private funding sources rose to USD 22 billion (see [Figure 9](#)). This increase was very welcome; however, with UNHCR's programme requirements alone – at more than USD 5.8 billion – representing one quarter of the total humanitarian funds available globally in 2013, it becomes clear that traditional humanitarian aid structures and funding patterns no longer match the realities of today.

Moreover, despite the overall growth in humanitarian financing available between 2009 and 2013, the increase has not been commensurate with humanitarian needs worldwide. While UNHCR's requirements for refugees and other people of concern expanded by 103 per cent between 2009 and 2013, humanitarian funding went up by just 30 per cent.

FIGURE 9 UNHCR's requirements vs. global humanitarian funding* from governmental and private donors | USD • billions



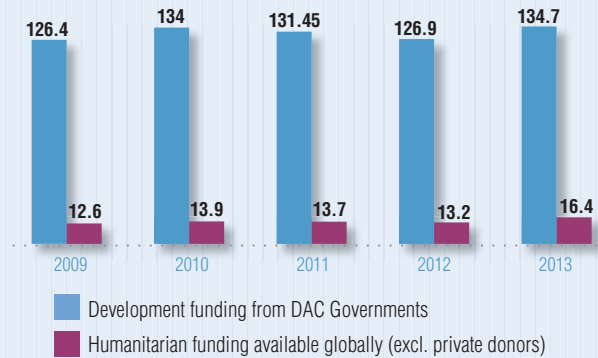
*Source: Global Humanitarian Assistance Report 2014 (Development Initiatives)

HUMANITARIAN FUNDING VERSUS DEVELOPMENT FUNDING

In 2013, members of the Development Assistance Committee (DAC) group of the Organization for Economic Cooperation and Development (OECD) alone provided

over USD 134 billion (see [Figure 10](#)) for development activities. This corresponds to eight times the amount of funding made available by the same group of governmental donors for humanitarian needs in 2013.

FIGURE 10 Humanitarian funding vs. development funding* | USD • billion



*Source: Global Humanitarian Assistance Report 2014 (Development Initiatives)

RETHINKING HUMANITARIAN FUNDING

Displaced people are often amongst the most vulnerable members of society even before the upheaval of displacement. As humanitarian needs grow – often as a result of conflicts in the very countries where development funding might have been spent to help people become more resilient and self-sufficient – should consideration not be given to a possible readjustment of the allocation of such funds?

The idea of creating an emergency response fund for large-scale crises has been suggested by the High Commissioner. In addition to this, could concerned governments envisage the possibility of redesigning the framework of development financing to include broader

and more fundamental issues of human security - in terms of food and water, health and welfare, shelter and safe environments - to support growing numbers of uprooted people and affected hosting communities to rebuild lives, learn and develop livelihoods together?

These are some of the questions that UNHCR is posing today. The Office counts on its donors, host countries and other supporters and partners, to come together to help find new solutions to the dilemma of ensuring flexible, predictable financing for critical humanitarian needs across the globe. Only in this way will there be a better chance of helping preserve the lives of so many at risk of forced displacement in these times of great turmoil. ■

UNHCR'S FINANCIAL REQUIREMENTS | USD

Operation	2014 Revised Budget (as of 30 June 2014)	2015				TOTAL
		PILLAR 1 Refugee programme	PILLAR 2 Stateless programme	PILLAR 3 Reintegration projects	PILLAR 4 IDP projects	
West Africa	265,071,891	198,705,603	5,547,898	18,671,616	10,533,984	233,459,101
East and Horn of Africa	1,652,732,707	1,151,685,265	10,599,810	16,146,330	222,575,669	1,401,007,074
Central Africa and the Great Lakes	494,378,430	288,531,538	3,730,164	53,283,535	115,909,567	461,454,804
Southern Africa	71,808,845	72,179,247	1,352,035	0	0	73,531,283
Middle East	1,563,691,679	1,285,348,911	3,897,994	35,763,788	381,075,716	1,706,086,409
North Africa	194,519,094	178,950,799	0	0	1,450,833	180,401,632
South-West Asia	359,324,523	182,674,955	304,241	106,538,716	55,262,387	344,780,298
Central Asia	16,680,100	9,052,161	3,959,898	0	1,657,546	14,669,605
South Asia	38,207,233	30,979,116	2,015,723	2,523,477	652,398	36,170,713
South-East Asia	159,110,944	92,606,996	17,724,931	0	46,644,125	156,976,052
East Asia and the Pacific	13,786,402	12,204,212	425,746	0	0	12,629,958
Eastern Europe	353,033,895	353,739,292	2,425,566	0	9,527,290	365,692,148
South-Eastern Europe	45,654,517	14,330,924	3,799,064	5,793,306	22,755,682	46,678,975
Northern, Western, Central and Southern Europe	68,075,927	62,431,037	4,479,646	1,191,163	0	68,101,847
North America and the Caribbean	20,427,258	12,959,737	9,024,219	0	0	21,983,956
Latin America	90,199,086	64,144,918	810,726	0	30,360,765	95,316,409
Global programmes	248,858,927	297,190,481	0	0	0	297,190,481
Headquarters ¹	210,143,401	225,943,207	0	0	0	225,943,207
<i>Subtotal</i>	5,865,704,859	4,533,658,397	70,097,662	239,911,930	898,405,960	5,742,073,950
Operational Reserve	339,476,978	460,375,613	0	0	0	460,375,613
<i>Subtotal</i>	6,205,181,837	4,994,034,010	70,097,662	239,911,930	898,405,960	6,202,449,563
NAM Reserve	19,036,973	20,000,000	0	0	0	20,000,000
Junior Professional Officers	12,000,000	12,000,000	0	0	0	12,000,000
Total	6,236,218,810	5,026,034,010	70,097,662	239,911,930	898,405,960	6,234,449,563

¹ The Annual Programme Budget includes allocations from the UN Regular Budget of USD 45.25 million for 2014 and USD 45.97 million for 2015. The values are provisional and subject to the approval of the final United Nations Programme Budget.