



UNHCR
The UN Refugee Agency



UNDERFUNDED REPORT

SEPTEMBER 2022



Sudanese children attend an outdoor class at the school in Kouchaguine-Moura refugee camp in eastern Chad | © UNHCR/Colin Delfosse

Cover photo: UNHCR and partner, Norwegian Church Aid, distribute shelter materials to refugees at El Radoum camp in South Darfur, Sudan | © UNHCR/Behrooz Taleb

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This report follows the publication of “The price the world’s forcibly displaced could pay”, which UNHCR issued in June. That report provided information on UNHCR’s global funding and underfunded needs in 12 operations, which this report updates.

The earlier report may be accessed by clicking on the image.

Introduction

2022 has seen a huge increase in the number of forcibly displaced people around the world, largely a result of the Russian Federation's invasion of Ukraine. Ukrainians have received the kind of welcome that should be accorded to all people forced to flee: access to safety and protection, and freedom to travel, work and study, supported by a great surge of solidarity and generous funding from public and private donors alike.

However, conditions for forcibly displaced people elsewhere in the world have not improved. In fact, the economic repercussions of the war in Ukraine – which are being felt in families across the world including in donor countries – have weighed heavily upon displaced communities, particularly in the world's most forgotten situations. People who were self-reliant before have had their reserves sapped by the COVID-19 pandemic, which added to their marginalization and increased the risk of dropping out of school, being forced into early marriage or suffering gender-based violence. Now the war in Ukraine has caused a global economic shock, disrupting supplies of food and fuel and driving up prices. Food insecurity has worsened significantly, exacerbated by increasingly intense and frequent climate-related events, putting millions on the brink of famine.

All these factors have combined to deepen the vulnerability and increase the numbers of forcibly displaced and stateless people around the world, pushing UNHCR's needs-based budget above \$10 billion for the first time. Donors have responded in a timely and generous fashion – to Ukraine especially, but also to other emergencies. However, there remains an urgent and sizeable gap between funds available and the funds required to meet the most urgent and essential needs of people who have been forced from their homes, especially in those crises that are far away from the spotlight.

The funding situation was already extremely tight at the start of 2022. In 2021, the underfunding rate had reached its highest since 2015, with the largest funding gap ever in absolute terms. UNHCR had been forced to make very tough prioritization decisions. The people that UNHCR serves are

already forced to make heartbreaking choices such as whether to educate their child or buy medicine for older parents. Nobody should be forced to choose between equally life-saving priorities. Nine months into 2022, with even greater underfunding, growing vulnerability and unprecedented forced displacement, UNHCR needs the support of its donors now to prevent even more costly and long-lasting needs in the future. These exceptional circumstances call for exceptional support.

This report looks at the funding situation of 12 of UNHCR's most important operations, countries with large numbers of forcibly displaced people and persistent vulnerabilities. In these countries alone, UNHCR has \$612 million less in funding in 2022 than it spent in 2021. These 12 countries account for around half of UNHCR's most acute underfunding. Globally, just to maintain the same level of assistance as UNHCR provided in 2021 would require a further \$1.15 billion in funding by the end of 2022.

As shown in this report, UNHCR has already been forced to reduce its assistance, but a lack of funding may mean its plans have to be scaled back further, just as inflation, food shortages and – in some climates – winter begin to bite.

Fuel costs have soared as a consequence of the war in Ukraine. In the first half of 2022, UNHCR spent 45% more on fuel than it did in the same period of 2021. Cost planning scenarios – based on diesel prices and overall inflation – now show that UNHCR is expected to spend between \$65.8 million and \$82.8 million on fuel in 2022, more than double the planned expenditure of \$31.7 million. The shortfall in funding for fuel, which is concentrated almost entirely in Africa and Asia, will mean reallocating resources. Even higher price spikes may result from emergencies such as the flooding in Pakistan, where fuel and electricity prices were 63% and 123% higher in August than a year earlier, and disrupted food supplies are likely to accelerate inflation. The Government has said it will restrict its expenditure in view of limited resources.

Forcibly displaced people in the countries detailed in this report have very differing needs: some are experiencing the sharpest consequences of disruptions to the food supply chain. Others are less exposed to food insecurity specifically but still desperately in need of funding that will allow refugees to build better and sustainable lives, thereby reducing their future reliance on UNHCR's donor-funded assistance.

UNHCR's donors have been steadfast: in the three months since UNHCR first highlighted the pressing needs for these 12 operations, their overall funding level has more than doubled from 17% to 37%. Nevertheless, except for the Afghanistan and Ukraine situations, UNHCR's operations in all regions are more underfunded now than at the same point in 2021.

Donors have also given UNHCR more discretion in how their funds are used – a welcome and vital shift that helps tackle emergencies and meet the most acute needs. Around 40% of the funds received globally so far this year have been flexible – not earmarked for a particular use.

The latest tranches of donor funding have allowed UNHCR to provide cash-based assistance in the Middle East and North Africa, continue operating in Bangladesh, meet increased fuel costs globally, and maintain partner agreements for health, education, gender-based violence and child protection services. UNHCR's border monitoring has also been sustained. But without fresh funding, all these activities are at risk of being reduced or cut altogether later in 2022 or in 2023. Already, many operations have undertaken austerity measures to cope with fewer funds. Some have reduced their plans to procure core relief items, with supplies set to last only until the end of September. Others have reduced the scope of services or goods they provide, or have reduced the provision of basic goods in order to ensure sufficient supplies for the coming winter months.

This report shows how continued underfunding may result in cuts to the assistance that UNHCR is able to provide, including life-saving support for the most vulnerable but also crucial support to help forcibly displaced people to return to their homes and resume a more normal life.

Among the countries highlighted in the report, UNHCR is particularly concerned about the funding gaps in Lebanon, Jordan and Yemen. These countries will have far less money for cash assistance, compared even with last year. At a minimum UNHCR will have to provide approximately \$180 million less in cash in the region – affecting 1.7 million people. The effects could be greater. Other hard-hit operations include Ethiopia and Uganda, which lie in a region facing conflict and a drought that has put 20 million people into acute food insecurity, and where UNHCR is short of \$125 million for the purchase of core relief items and shelter. Without additional funds for Uganda, UNHCR will not be able to pay salaries for teachers and medical workers in the fourth quarter of the year, and is short \$4 million for purchasing medicines. The 15,000 Burundians who wish to return to Burundi and resume their lives there will not receive assistance to do so. Another country highlighted in this report is Bangladesh, where recent advances – such as in the provision of education and water supplies – could be undermined by severe underfunding in areas such as health, infrastructure and sanitation.

This report gives an updated snapshot of the needs in a sample of major countries. It is not an exhaustive list. UNHCR's operations in many other countries, such as the Central African Republic and Somalia, are also experiencing acute underfunding and need the support of UNHCR's donors to ensure the most vital protection and assistance for millions of people.

FUNDING LEVELS FOR 12 UNHCR OPERATIONS

Although major donors have answered UNHCR’s urgent call for funding in 2022, the picture for the 12 important operations shows that there is a strong risk of the funds available falling even further behind the assessed needs. By the end of August, none of the 12 operations had reached a 50% funding level, and all had a significant deficit to make up if they were to maintain annual expenditure at 2021 levels. In the case of Iraq and Jordan, this gap was almost \$100 million.

The absolute level of needs in each country varies from year to year, but the gap remains even if viewed in percentage terms. The funding level of UNHCR’s operation in Yemen, for example, reached 65% in 2021. In 2022, the funding level at the end of August was only 36%, leaving a large gap if the prior year’s funding level is to be sustained.



Saadya Sidik is pictured in front of the recent extension of Milé refugee camp on the Chad border with Sudan | © UNHCR/Xavier Bourgois

2022 funding situation of 12 selected country operations

2022 funding situation (\$ million)

Operation	Needs (2022 budget)	Funding (end August 2022)	2022 funding level	2022 funding gap
Bangladesh	285	120	42%	165
Chad	160	57	36%	103
Colombia	122	50	41%	72
D.R. Congo	225	74	33%	151
Ethiopia	335	135	40%	200
Iraq	347	106	31%	241
Jordan	408	151	37%	257
Lebanon	534	213	40%	321
South Sudan	215	81	38%	134
Sudan	349	118	34%	231
Uganda	343	132	38%	211
Yemen	291	104	36%	187
TOTAL	3614	1341	37%	2273

For comparison

2021 Expenditure (full year)	Gap between current 2022 funding and 2021 full year expenditure	2021 funding level (full year)	Gap between current 2022 funding level and 2021 full year funding level
149	-29	52%	-10%
83	-26	59%	-24%
66	-16	57%	-16%
112	-38	56%	-23%
190	-55	56%	-15%
204	-98	45%	-15%
242	-91	59%	-22%
267	-54	51%	-11%
119	-38	52%	-15%
166	-48	48%	-14%
185	-53	49%	-10%
170	-66	65%	-29%
1953	-612	53%	-16%

Bangladesh

This year marks five years since more than 700,000 Rohingya women, men and children fled Myanmar for Bangladesh, joining the hundreds of thousands of other Rohingya who sought and found refuge in the country in previous years. With the latest exodus from Myanmar being officially declared a protracted situation, more robust and sustained international support for refugees and the Bangladeshi communities, which continue to generously host them, is needed.

For the 936,700 Rohingya refugees in Bangladesh, conditions in Cox's Bazar – one of the country's poorest districts and home to the world's largest refugee camp – are overcrowded, with many remaining fully reliant on humanitarian assistance for their survival. The impact of the Ukraine crisis is also being felt among the Bangladeshi communities who host them. High levels of inflation, depreciating local currency and price hikes for basic goods and commodities have been recorded, heightening existing vulnerabilities among those already at risk. Moreover, the COVID-19 pandemic, and socioeconomic impact of the arrival of 700,000 Rohingya in 2017, have also made life harder for Bangladeshis living in nearby communities and the Rohingya refugees who had arrived earlier. Service

delivery and critical protection interventions in the refugee camps have been greatly affected. In 2022, UNHCR has also faced the cost of setting up essential services for 28,000 refugees relocated to Bhasan Char island by the Government of Bangladesh.

Until safe, dignified and sustainable returns to Myanmar are possible, there is a need to invest in education, skills development and livelihoods opportunities, which render refugees more resilient, contribute to a safer camp environment, and enable them to maintain dignity and purpose in their lives.

More support is needed across several sectors, particularly health, housing and basic needs, and water, sanitation and hygiene, which remain greatly underfunded. This includes enhancing the existing malnutrition and psychosocial support programmes, building critical infrastructure and increasing the number of latrines, bathing areas and faecal sludge treatment sites. Despite the progress made – including the initiation of a large-scale water supply project that aims to supply water to some 225,000 people – support must be stepped up by the international community to ensure the Rohingya are not forgotten.

936,700
forcibly displaced
and stateless people
all of whom are refugees

Budget: \$285 million
Funding: 42%
Funding gap: \$165 million

Operational areas at critical risk in Bangladesh

Top 3 largest areas with the highest funding gap constitute \$133 million or 81% of the funding gap.



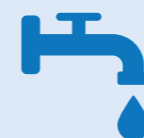
Health - \$44 million

One in six people targeted under a community-managed malnutrition programme will not be included, and one in eight individuals targeted for psychosocial support will not get it. More urgent support is urgently needed to ensure no one is left behind.



Sustainable housing and basic needs - \$54 million

Critical infrastructure will go unbuilt: this includes half of planned roads and a third of drainage systems; in addition, only half of the refugee shelters in need of repair will receive it. With global price hikes and shortages of liquified petroleum gas, refugees will be forced back to relying on firewood. This will lead to deforestation and increase the risks of women and girls to gender-based violence as they struggle to collect 700 tons of firewood needed each day. More urgent support is needed to improve refugees' living conditions and enhance their protection.



Clean water, sanitation & hygiene - \$35 million

UNHCR will be forced to cut the number of latrines it plans to build for refugees by more than one third, and the number of bathing facilities by more than half. More urgent support is needed to ensure the latrines meet minimum standards and reduce the risk of water contamination and disease outbreaks.

Funds available for the operation must reach 2021 levels of \$155 million, if not more.



How donors can help in Bangladesh

\$3,600 can provide a liquefied petroleum gas (LPG) cooking kit to 100 Rohingya families in Bangladesh for clean cooking and to reduce environmental damage.

\$115 is enough to provide a WASH kit to five Rohingya families in Bangladesh.

\$4 could provide a mosquito net to a Rohingya family affected by the wet monsoon weather in Bangladesh.

Chad

More than 1 million people are forcibly displaced in Chad, one of the poorest countries in the world and heavily impacted by humanitarian, political and socioeconomic crises.

The war in Ukraine has compounded the already dire conditions in this landlocked country, with economic fluctuations, fuel shortages along with sharply rising fuel costs, export limitations from neighbouring countries, and heavy reliance on imported grain. Already struggling populations have been pushed to the brink by the lingering economic effects of the COVID-19 pandemic, and the worst lean season in a decade has prompted the Government to declare an emergency. An estimated 1.3 million children are at risk of acute malnutrition and 2.1 million people could experience severe food insecurity. On top of this food crisis, floods affected more than 600,000 people to date.

Chad hosts around 568,919 refugees, including around 387,753 Sudanese who fled conflict in Darfur, almost 124,488 from the Central African Republic and around 20,218 Nigerians and 1,323 other nationals. December 2021 saw an influx of around 35,137 Cameroonians fleeing violence sparked by intercommunal tensions between herders, fishermen and farmers. Around 381,289 Chadians are internally displaced, predominantly in the Lake Chad Province, which continues to see regular violence by non-state armed groups. The large scale and long-term nature of displacement has strained services, natural resources and social cohesion.



1.1 million
forcibly displaced
and stateless people
of whom **580,000 (54%)**
are refugees



Budget: \$160 million
Funding: 36%
Funding gap: \$103 million

On top of this, the lean season, the 50% reduction of the food ration in refugee camps as partner agencies are forced to cut vital assistance to Sudanese refugees, the high level of inflation and the rising prices of basic goods and commodities have severely affected the most vulnerable people and those with specific needs.

Subsequently protection risks have increased, including – but not limited to – gender-based violence and child protection.

The humanitarian response to these dire and complex crises is severely underfunded. With current resources, UNHCR will not be able to support provision of clean water, sanitation and hygiene for families in need, ensure access to education for refugee children, or ensure adequate shelter for every displaced household. UNHCR will also not be able to meet needs for nutritional support, cash or core relief items. Efforts to improve refugees' livelihoods and self-reliance are also severely underfunded. It is vital to overcome the socioeconomic exclusion and the lack of arable land and fishing areas, a consequence of climate change and violence from non-state armed groups. Enhanced livelihoods support in the areas of agriculture and livestock is urgently needed to prevent the cycle of dependence on increasingly limited humanitarian assistance.

Operational areas at critical risk in Chad

Top 3 largest areas with the highest funding gap constitute **\$58.6 million** or **57%** of the funding gap.



Clean water, sanitation & hygiene - \$22.8 million

Almost 500,000 refugees urgently need water, sanitation and hygiene assistance. As Chad is disproportionately affected by climate change, access to water is pivotal for peaceful coexistence and preventing intercommunal tension that can lead to deadly conflict and displacement, as in the recent Far North Cameroon emergency. Furthermore, in most camps, water is supplied through thermal pumps whose operations have been greatly reduced due to fuel scarcity. Without additional funding, plans to provide household latrines will be scaled back dramatically. **Household latrines** greatly improve sanitation outcomes and are important investments to increase safety for women and girls and prevent water borne diseases. Additional funding would allow construction and rehabilitation of water points to improve access to clean water for thousands of refugees and IDPs along with host communities. **\$5 million would cover the most pressing needs related to water, sanitation and hygiene**, including improving access to potable water, improving hygiene conditions, and solarizing water points to reduce fuel dependence and impacts on climate change.



Education – primary, secondary and tertiary, and inclusion in national systems - \$18.4 million

More than half of refugee children of primary and secondary school age will not be enrolled. The quality of education will be impaired, with some schools struggling to accommodate almost 120 children per class due to lack of classrooms. Moreover, thousands of refugee children would not receive educational materials or important financial support to continue their education. **\$5.5 million would cover the most pressing education needs** in Chad.



Well-being and basic needs such as cash, core relief items and food assistance - \$17.4 million

Only 1 in 6 refugees in need will receive the cash assistance they need. Without further funding the vast majority of people will not receive the support to cover their basic needs and to transition to cleaner energy and cleaner cooking fuels. Important energy projects, including lighting installations to improve safety for women and children, will not be completed. **\$3.8 million will cover the most pressing basic needs** to support the well-being of displaced populations and host communities, including assistance to persons with specific needs, core relief items for refugees and IDPs, and improved access to energy.

Funds available for the operation must reach 2021 levels of \$84 million, if not more.



How donors can help in Chad

\$18,000 could fund a solar-powered borehole to provide sustainable access to clean water for a community.

\$3,200 is enough to cover the rehabilitation of a classroom, including those impacted by severe flooding.

\$200 can provide urgently needed cash assistance to allow especially vulnerable refugee families in Chad to meet their basic needs, including families affected by floods.

Refugee Agency

Colombia

Colombia is the country most impacted by the Venezuela situation, hosting more than 2.4 million of the 6.8 million Venezuelans who have sought refuge outside their country. Conflict has also displaced more than 754,000 people within Colombia since the signing of the Peace Agreements in 2016. In the first half of 2022, more than 30,800 people were uprooted by large scale displacement and over 43,000 were confined in their communities by conflict involving illegal armed groups.

The highest inflation in 20 years is making it harder for Venezuelan refugees and migrants and Colombian returnees, IDPs and host communities to cover their basic needs. Cash assistance would ensure food security and support livelihoods,



9.1 million
forcibly displaced
and stateless people
of whom **6.7 million**
(**73%**) are IDPs



Budget: \$122 million
Funding: 41%
Funding gap: \$72 million

health care and other key services. The current underfunding means cash assistance will need to be reserved for specific protection cases in highly vulnerable conditions, rather than the planned multi-purpose cash grants.

Underfunding affects critical aspects of the support provided within UNHCR's multi-year strategy to displaced communities in direct need and at risk of new displacement – particularly indigenous and Afro-Colombian communities.

Underfunding will scale back the support for the Temporary Protection Status (TPS) implementation which aims finalize the regularization of over 2.3 million Venezuelan refugees and migrants.

Operational areas at critical risk in Colombia

Top 3 largest areas with the highest funding gap constitute **\$52 million**, representing **72%** of the funding gap.



Well-being and basic needs - \$21 million

Fewer survivors of gender-based violence and children at risk will have timely access to life-saving and specialized protection services. Cash assistance, core relief items, psychosocial support and shelter assistance will be among the many areas cut.



Status determination - \$16 million

Underfunding will mean depriving hundreds of thousands of forcibly displaced and stateless people of the chance to be registered and helped to obtain temporary protection documentation and to undergo stateless determination or asylum processes.



Access to territory registration & documentation - \$15 million

UNHCR will have to reduce its protection monitoring capacity, especially in border areas, critically impacting access to territory.

Funds available for the operation must reach 2021 levels of \$71 million, if not more.

The Democratic Republic of the Congo

The Democratic Republic of the Congo hosts one of the most complex humanitarian crises in the world, with 520,000 refugees and asylum-seekers and 5.6 million IDPs, the largest internal displacement crisis in Africa. In addition, more than 1 million Congolese refugees and asylum-seekers are sheltered across the African continent.

Around 76% of the population live in poverty and 27 million people are food insecure. Since a fresh surge in violence began in April 2022, tens of thousands of Congolese have been displaced anew as a result of armed groups active in the provinces of Ituri, North Kivu and South Kivu. In North Kivu alone, fighting between the Congolese Army and non-state armed groups forced more than 200,000 people to flee their homes.

For such a dire and long-running crisis, the humanitarian response is severely underfunded, at only 33% of the \$225 million in UNHCR's needs-based budget, as of the end of August 2022. Some

of these costs could be avoided in future if there were funds now to help refugees in the country, and Congolese refugees outside the country, to return to their place of origin. The conditions are right for 12,100 Congolese refugees to return from Angola, South Africa and Zambia and reintegrate into their home communities. 35,700 Central African refugees and 15,700 Burundians who sought asylum in the Democratic Republic of the Congo could also fulfil their wish to return home, if UNHCR had the funds to cover the costs of their voluntary repatriation.

For refugees and asylum-seekers from Burundi, the Central African Republic, Rwanda and South Sudan, the areas at critical risk due to underfunding are education, self-reliance and voluntary repatriation. For IDPs, underfunding has put protection (including women's empowerment) and shelter (sustainable housing and settlements) at critical risk.



6.1 million forcibly displaced and stateless people of whom **5.6 million (92%)** are IDPs



Budget: \$225 million
Funding: 33%
Funding gap: \$151 million

Operational areas at critical risk in the Democratic Republic of the Congo

Top 3 largest areas with the highest funding gap constitute **\$81 million** or **54%** of the funding gap.



Community empowerment and women's engagement
- \$39 million

47,000 people will not receive the legal assistance needed to overcome obstacles to exercising their land rights, and unaccompanied children, children associated with armed forces and survivors of gender-based violence will not be identified, referred, or cared for in a timely manner.



Self-reliance, economic inclusion and livelihoods
- \$25 million

75% of the refugee population living in host communities will not receive support for self-reliance and economic inclusion, with the result that no tools will be available to farm 500 hectares of arable land, which has been made available by the local community in South Kivu. **Only 6% of the South Sudanese refugees** will attain sufficient economic capacity to cover their basic needs.



Sustainable housing and settlements - \$17 million

Four out of five IDPs will not receive adequate shelter, being forced to sleep in churches, schools and stadiums, out in the open, or may resort to returning to their homes despite the high risk of being targeted by armed groups.

Funds available for the operation must reach 2021 levels of \$115 million, if not more.

Ethiopia

Ethiopia, a long-standing refugee host country, is suffering one of the world's most acute displacement emergencies. The conflict that erupted in Tigray in late 2020 has spread, creating huge internal displacement and sending refugees into Sudan. Although a humanitarian truce was declared in March 2022, hostilities resumed on 24 August 2022. Since then, intensive clashes have triggered further displacements coupled with humanitarian access challenges and extremely stretched basic services. In addition, the country is facing its worst drought in the past 40 years, affecting at least 36 million people, including 24.1 million in Ethiopia. The affected population includes IDPs, refugees and their host communities – people who are already suffering a dramatic reduction in food assistance due to funding

shortfalls and a global economic crisis that has seen drastic increases in commodity prices. After four consecutive failed rainy seasons that have brought the threat of starvation to communities in parts of Ethiopia, Kenya and Somalia, the World Meteorological Organization is now forecasting that the drought will continue into a fifth year.

As well as the catastrophic drought, conflicts and flash floods are worsening the humanitarian situation. Refugees who had been in well-established camps have been forced to flee to safe areas, requiring considerable investment in new sites, and there are increasing numbers of IDPs in need of assistance. The frequency of shocks has made it more difficult for people to recover.



7.1 million
forcibly displaced
of whom **6.2 million**
(**88%**) are IDPs



Budget: \$335 million
Funding: 40%
Funding gap: \$200 million

Operational areas at critical risk in Ethiopia

Top 3 largest areas with the highest funding gap constitute **\$118 million** or **59%** of the funding gap.



Well-being and basic needs - \$58 million

More funds would allow UNHCR to increase cash assistance, particularly for vulnerable displaced refugees in urban settings – a lifeline for those who have experienced multiple displacements and trauma. Basic items, including dignity kits for women and girls, bolster the protection of newly displaced people and the most vulnerable in protracted displacement. For the well-being of refugees affected by conflict and drought, safe and clean water and sanitation are top priorities.



Sustainable housing and settlements - \$40 million

Lack of funding will have a broad and deep impact on the provision of emergency shelter to both refugees and IDPs in response to conflict- and drought-induced displacement.



Health - \$20 million

Funding gaps for health will include worse malnutrition rates, diminishing access to perinatal care for mothers and babies, and fewer primary and emergency consultations – including reduced services for rape survivors, and fewer referrals for secondary care.

Funds available for the operation must reach 2021 levels of \$189 million, if not more.



How donors can help in Ethiopia

\$18,750 is enough to provide emergency shelter to 50 displaced families, to help them live in safety and dignity.

\$290 can provide a kitchen set of cooking and serving utensils to 10 displaced families.

\$30 could train 15 community health workers to be able to provide counselling to parents on feeding infants and young children.

Iraq

Despite three years of relative stability and an ongoing transition from a humanitarian emergency response toward one rooted in recovery and development plans, Iraq continues to have humanitarian needs. The political and security environment remains unpredictable, while the socioeconomic situation remains fragile despite the substantive expansion of the Government's fiscal space.

Iraq generously hosts over 300,000 refugees and asylum-seekers, mostly Syrians with limited return prospects. Some 1.2 million Iraqis remain internally displaced with significant return barriers. They face insecurity and limited access to basic services while contending with destroyed properties and infrastructure.

Over 25% of IDPs and 16% of IDP returnees lack at least one key identity document, based on the 2021 Multi-Cluster Needs Assessment. Missing civil documentation impedes people's ability to access basic services such as education, health care and social security benefits and can lead to restricted freedom of movement and increased risk of arrest and detention, among other negative impacts.

The United Nations and the international community have assessed that strategic development approaches would be more appropriate, to address in an equal manner the needs of all Iraqis and not only those who were directly affected by conflict or forcibly displaced.

In line with the UN's shift towards longer-term development approaches in Iraq and with its own

commitment to play a catalytic role to engage development actors and primarily relevant public institutions, UNHCR promotes refugee self-reliance and strengthens their integration – along with IDPs and IDP returnees – into national systems and social safety nets. Efforts include turning refugee camps into neighbourhoods served by public institutions and finding dignified solutions for those who cannot return to their country of origin.

Funding remains essential to ensuring adequate support to Iraqi authorities that are increasingly delivering services to populations in need, as part of the responsible transition from humanitarian to development support and further integration of refugees. Particularly vulnerable displaced and host community individuals will continue to need specialized assistance pending the strengthening of public systems.

UNHCR's financial requirements for Iraq are only 31% funded as of September 2022, compared to 42% at the same time in 2021. This is mainly attributed to the shift adopted by all humanitarian partners, including donors, to rely further on authorities to deliver basic services to displaced populations, and common advocacy thereon. The underfunding of UNHCR's operation would mean that remaining critical humanitarian needs would not be met in the last quarter of 2022, such as cash assistance and winter cash assistance for 100,000 displaced families. Underfunding would also hamper UNHCR's integration and solution programmes, including the construction and rehabilitation of schools and health facilities.



6.4 million
forcibly displaced
and returnees
of whom **1.2 million** are
IDPs and **5.0 million** are IDP
returnees



Budget: \$347 million
Funding: 31%
Funding gap: \$241 million

Operational areas at critical risk in Iraq

Top 3 largest areas with the highest funding gap constitute **\$74 million** or **31%** of the funding gap.



Local integration and other solutions - \$21 million

Underfunding will hamper implementation of UNHCR's Area-Based Programming for Protection and Solutions (A2PS), benefitting refugees, IDPs, IDP returnees and host communities. The A2PS approach works within specific geographic areas to promote the sustainable (re)integration of displaced populations and encourage peaceful coexistence. Projects under this programming seek to support the provision of basic services through relevant public institutions, especially in urban areas, with the objective of transforming refugee and IDP camps into formal settlements connected to public services. Projects include for example the construction and rehabilitation of National Identification Documents Centres to strengthen access to civil documentation, the construction of public health facilities to strengthen access to quality health services and the rehabilitation of water treatment plants and construction of irrigation pumps for agricultural purposes to strengthen the management of water and provide livelihood opportunities.



Education

Within this, UNHCR's efforts to integrate refugees into national systems on par with nationals, primarily in terms of access to education, will also be affected. With the launch of the [Refugee Education Integration Policy](#), Syrian refugee children attending grades 1 to 4 can now enrol in public schools in the Kurdistan Region of Iraq – where 97% of refugees reside – as of the 2022-2023 academic year. To ensure the sustainable implementation of the policy, UNHCR needs financial resources for equal and sustainable access to formal and non-formal education for refugee children, adolescents, and youth through school construction and rehabilitation; increased capacity of the education system through training for teachers, engagement of parents and provision of school materials; and further investment in local communities that host refugees.



Well-being and basic needs - \$53 million

If additional funding is not forthcoming, UNHCR's multi-purpose cash assistance and winter assistance will be reduced. Over **130,000 refugee, IDPs, and IDP returnee families**, of whom **84,000** are particularly vulnerable households, will not receive winter cash grants to cope with the upcoming cold months. Meanwhile, **23,500 vulnerable Syrian families** will not receive multi-purpose cash to meet their essential needs. This will increase vulnerabilities and drive people to resort to harmful coping mechanisms, such as accumulating debt, child labour and early marriage.



How donors can help in Iraq

\$250 per month can provide multi-purpose cash assistance to a vulnerable refugee household in Iraq.

\$330 could provide a family of refugees or asylum-seekers with a one-off package of winter cash assistance in Iraq.

Children standing near their shelter after playing in the snow at Essian IDP camp near Duhok, Iraq | © UNHCR/Rasheed Hussein Rasheed

Jordan

A regional anchor of stability facing challenges such as a struggling economy, dependence on fossil fuel imports and a lack of water resources, Jordan hosts around 760,000 mainly Syrian refugees, as well as Iraqis, Yemenis and others, making it the country with the second largest number of refugees per capita. Most refugee families generate some income, but most are also below the poverty line and poverty levels are rising. Overall, the unemployment rate is high in the country.

Due to regional and global economic shocks, consumer prices have been on the rise in Jordan over the past months. While fuel and bread are subsidized, prices have nonetheless increased. Energy prices have also increased, and more than half of refugees reported being unable to afford their electricity bills. Data from UNHCR's analysis of the situation of refugees in Jordan indicates that the average monthly expenditure per refugee household has continued to decrease since [Q3 2021](#).



760,000
 forcibly displaced
 people all
 of whom are refugees
 and asylum-seekers



Budget: \$408 million
Funding: 37%
Funding gap: \$257 million

With the socioeconomic situation deteriorating fast for refugees in Jordan, the number of families resorting to crisis and emergency coping strategies (such as selling productive assets, withdrawing children from school, accepting high-risk jobs, begging, child labour, or child marriage) has been increasing since Q3 2021. A majority is also resorting to either less preferred meals, reduced portions or reduced number of meals. Refugees living outside of camps are facing three times the number of eviction threats as in 2018, a number which has increased significantly also between Q1 and Q2 of 2022.

Leaders of the refugee communities continue to voice concerns about increased vulnerability, with higher demand for cash assistance to help pay for rent, debt, food, basic needs and health care costs. 60% of the refugee population are youth, but funding for projects supporting youth and for scholarships is seriously limited.

Operational areas at critical risk in Jordan

Top 3 largest areas with the highest funding gap constitute **\$80 million** or **31%** of the funding gap.



Multi-purpose cash assistance - \$15 million

Reduced funding will mean that **one in five refugees** needing cash assistance in Jordan will not receive it. As a result, there will be an increase in the already rising number of refugees resorting to negative coping strategies, such as eating less, child labour and begging with related school dropout, which would have dire consequences on the health and wellbeing of those refugees.



Health - \$19 million

Due to the current funding gap, more than **16,500 refugee women, men and children** who are in need of urgent medical interventions and are facing life-threatening situations will not be able to obtain the treatment they need. UNHCR cash assistance supports critical health care transactions, as well as primary health care consultations and referrals to secondary or tertiary care. In refugee camps, limited access to health care facilities and interventions will make already vulnerable refugees even more vulnerable.



Winter assistance - \$46 million

At current funding levels, over **114,000 households** will not receive winter cash assistance. With temperatures reaching freezing point and shelters being poorly insulated or heated, many refugees living in sub-standard housing will become susceptible to flooding and other extreme weather events. Support is therefore needed to purchase essential winter-related items, including fuel for heating, warm clothes, and blankets. Without additional assistance, refugees will be unable to cover additional utility fees, especially with the current increase in energy prices.

Funds available for the operation must reach 2021 levels of \$240 million, if not more.



How donors can help in Jordan

\$13,500 can help provide cash assistance for a month to 75 refugee families in Jordan.

\$741 is enough to provide a patient with a referral to secondary or tertiary health care services.

\$12 could provide a refugee women or girl in Jordan with sanitary products for a year.

Lebanon

Lebanon is the world's biggest refugee-hosting country per capita. The Government estimates that the country hosts 1.5 million Syrians, including 831,100 registered with UNHCR, along with 13,300 refugees of other nationalities. The socioeconomic downturn coupled with the COVID-19 pandemic and the Port of Beirut explosion have all contributed to nine out of 10 refugees living in extreme poverty. The sharp contraction of the economy and spiralling inflation rates (281% between June 2019 and June 2021) have pushed people to the brink and led to an exponential rise in extreme poverty and protection risks for those already marginalized. The deterioration in the Lebanese lira persisted in 2021, with the local currency trading in the parallel market at an average of more than 90% below the official exchange rate.

Lebanon's economic woes have been further aggravated by the negative impact of the war in Ukraine, especially in the areas of food security due to shortages in crucial food imports; shortages in fuel due to the global rise in energy prices, leading to a further deepening energy crisis; and



869,000
forcibly displaced
and stateless people
of whom **844,000 (97%)**
are refugees



Budget: \$534 million
Funding: 40%
Funding gap: \$321 million

challenges to maintain the humanitarian funding levels of previous years. These impacts are severely affecting Lebanese, refugees and migrants alike, and push refugees to resort to harmful coping mechanisms.

UNHCR's protection monitoring findings covering the second quarter of 2022 show that 96% of Syrian refugee families are food insecure, and access to basic services, including water, education and health is severely strained. Eviction threats and actual evictions – notably due to the inability to pay rent – remain a major concern, leading to increased exploitation.

Funding gaps encompass all areas of intervention for UNHCR in Lebanon, with significant consequences for the most vulnerable refugee families. If the funding situation does not improve soon, UNHCR is concerned that it will not be possible to sufficiently support refugees in accessing their rights and meeting their most basic needs in Lebanon.

Operational areas at critical risk in Lebanon

Top 3 largest areas with the highest funding gap constitute **\$315 million** or **98%** of the funding gap.



Well-being and basic needs - \$234 million

160,000 vulnerable families depend on UNHCR's monthly multi-purpose cash programme to cover their most basic needs. Without additional funding, this support will need to be reduced. In addition, approximately 70,000 vulnerable households in need are already not receiving cash assistance due to limitations in funding, and 277,000 households are at risk of not receiving cash to cover winter-related basic needs.



Health - \$63 million

Health services will be reduced, including basic procedures such as vaccinations. Without additional funding, over **70% of those in need** will lose access to primary health care and over **75% of refugees** will not be able to receive urgent hospital care supported by UNHCR.



Access to territory registration & documentation - \$19 million

Two thirds of individuals due to have their registration files renewed will not be supported with registration activities and approximately **60,000 individuals** will not receive the assistance and the legal aid they require to obtain civil status registration and documentation.

Funds available for the operation must reach 2021 levels of \$280 million, if not more.

How donors can help in Lebanon

\$60 can help UNHCR provide cash assistance for a month to a family in Lebanon.

\$550 can subsidize emergency or obstetric care for a patient in Lebanon.

\$1,500 could cover the costs of a late birth registration lawsuit in addition to legal counselling which could be a solution for a specific group of stateless persons in Lebanon.

South Sudan

South Sudan's refugee crisis remains the largest in Africa, with over 2.3 million South Sudanese refugees in neighbouring countries. An estimated 2.2 million South Sudanese are internally displaced, while South Sudan itself hosts over 340,000 refugees, mainly from Sudan, the Democratic Republic of Congo and Ethiopia.

Wracked by civil war for most of its short history, South Sudan is afflicted by widespread intercommunal violence, the devastating effects of climate change, and severe food insecurity that affects 60% of the population of 11 million. Food prices have soared and the currency has been devalued, exacerbating a protracted humanitarian crisis. Climate change-driven floods affect about 1 million people every year and make roads impassable. Many people have been tipped into food insecurity as droughts have killed livestock and disrupted crop cycles. To escape both flooding and drought, pastoralists have moved their animals far beyond the traditional transhumance routes, bringing them into conflict with sedentary communities.

These compounded factors are threatening a fragile peace in the country. Despite some progress, implementation of crucial elements of the 2018 peace agreement ending the civil war, such as security sector reform, constitutional and electoral reform, and transitional justice, have lagged. A 24-month extension of the transitional Government was announced on 4 August 2022, delaying elections.

In addition, South Sudan is seeing a rising price of commodities, devaluation of the local currency, and

soaring food prices linked to the war in Ukraine. The Government has limited capacity to respond to humanitarian needs, and most IDPs, refugees and returnees are in remote areas in a country with limited connectivity and infrastructure, and where roads are seasonally inaccessible due to heavy flooding.

Underfunding limits UNHCR to providing basic humanitarian assistance that enables refugees to survive. UNHCR provides education to school age refugee children but close to half are out of school. Projects to promote vocational training, higher education, livelihoods and income-generating projects are not possible. Underfunding has also prevented UNHCR's "stepped-up engagement" in South Sudan's IDP situation, which would include flood mitigation and resilience projects to help people wishing to return to their areas of origin. Most people in South Sudan have no access to medical care. UNHCR is providing medicine and equipment and renovating clinics, and supporting primary health care in the refugee-hosting communities of Maban and Jamjang.

Three quarters of IDPs are hosted in the community and the vast majority of their needs are largely uncovered. In addition, some 600,000 refugee returns have been recorded (including some pendular movements), with families seeking lives with dignity in their homelands, economic opportunities, and schooling. Through the "Pockets of Hope" initiative, UNHCR hopes to provide basic services, create sustainable livelihood opportunities and promote economic self-reliance in areas of return.



2.5 million
forcibly displaced and stateless people
of whom 340,000 (14%) are refugees



Budget: \$215 million
Funding: 38%
Funding gap: \$134 million

Operational areas at critical risk in South Sudan

Top 3 largest areas with the highest funding gap constitute **\$58 million** or **43%** of the funding gap.



Access to food and essential items - \$18 million

Core relief items are in urgent need. People who have been forced to leave their homes need essentials such as blankets, plastic sheets, nets, containers for water, cooking utensils and hygiene and sanitary kits. The current funding gap of 86% means UNHCR will be unable to meet those needs.



Sustainable housing and settlements - \$29 million

There is great need for safe shelter and housing for forcibly displaced people. The cost of construction materials, which are mainly imported, is rising. With 89% of the comprehensive housing needs not funded, families are at the risk of residing in hazardous homes that do not meet humanitarian standards, characterized by overcrowding, lack of privacy, safety, and access to water and sanitation.



Community-based protection - \$11 million

UNHCR supports community structures for forcibly displaced populations, facilitating peace-building projects and community-based interventions aimed at child protection and reducing gender-based violence and sexual exploitation and abuse, something which is critically important in South Sudan. A funding gap of 61% will prevent UNHCR from carrying out this work.

Funds available for the operation must reach 2021 levels of \$117 million, if not more.

Sudan

Political uncertainty, inflation, a poor economic outlook and harsh environmental conditions have resulted in a steep increase in food and non-food prices, shortages of essential goods including bread and fuel, and alarming rates of food insecurity in Sudan. Inflation skyrocketed in 2020, peaked in 2021 and remains very high compared to pre-COVID-19 levels, putting strain on the general public, and disproportionately impacting the forcibly displaced population, especially those already in a poor economic conditions and without any financial support.

Insecurity and displacement have increased, not only in the Darfur states following the UNAMID withdrawal in 2021, but nationwide. Outbreaks of intercommunal violence, driven by competition for land and water, lack of jobs, and other socioeconomic factors, have put pressure on humanitarian agencies to meet the increasing needs of not only the displaced population but also their host communities.



4.1 million
 forcibly displaced
 and stateless people
 of whom **3 million (73%)**
 are IDPs



Budget: \$349 million
Funding: 34%
Funding gap: \$231 million

International financial support for debt relief and progress in development programmes were halted following the October 2021 military coup. Given the fragile security situation in the country and in the region, the displaced population faces challenges in meeting durable solutions and will reasonably continue to rely on humanitarian assistance.

Funding therefore remains critical for UNHCR to provide adequate protection programming, including gender-based violence and child protection services to refugees across the country. With limited opportunities for resettlement or complementary pathways, community-based support projects that provide health and education, water and sanitation, shelter, livelihood opportunities, and the development of return areas will continue to be needed.

Operational areas at critical risk in Sudan

Top 3 largest areas with the highest funding gap constitute **\$164 million** or **71%** of the funding gap.



Sustainable housing and settlements - \$74 million

Resource constraints mean most plans for emergency, transitional or durable shelters will not go ahead, amidst a backdrop of increasing climate shocks including drought and extensive flooding. Interventions cannot be undertaken at the scale needed and UNHCR's response will be limited in geographic scope and quantity.



Local integration and other solutions - \$60 million

Only one in five refugees in need of legal documentation will receive it. Existing and planned projects supporting refugee integration will be suspended. Support to self-reliance and resilience will be affected due to limited livelihood activities.



Community engagement and women's empowerment - \$30 million

Two thirds of protection monitoring work for IDPs will not take place. Around half of community mobilization and leadership training for refugees and IDPs will not take place. Community-based support projects will be limited, hampering efforts to strengthen peaceful co-existence among displaced and host communities, which is critically needed as pressures continue to mount for UNHCR and the broader humanitarian community to include local communities in programmes amidst the dire economic outlook in the country.

Funds available for the operation must reach 2021 levels of \$170 million, if not more.

Uganda

Africa's largest refugee-hosting country is a global leader in its approach to peaceful coexistence and settlement of refugees with host communities. Uganda hosts over 1.5 million in settlements, where they are provided with plots of land for housing and cultivation, and they go to the same health centres and schools as members of the host community. But Uganda is still recovering from the impact of COVID-19 and the refugee response is severely underfunded, limiting UNHCR's capacity to provide critical protection services, basic humanitarian assistance, durable solutions, and the promotion of refugees' inclusion in national systems such as health, water and sanitation. Funding has been stretched further in 2022 as 96,000 Congolese and South Sudanese have arrived in Uganda, fleeing insecurity and violence.

Severe underfunding is directly affecting the timeliness and quality of protection services and has obliged UNHCR to make drastic cuts in the level of humanitarian assistance provided to refugees. Since July 2022, UNHCR has been forced to stop the procurement of soap and hygiene kits. This leads to poor hygiene conditions that have negative effects on refugees' physical and mental health. This need is particularly acute for women and girls of reproductive age, whose access to sanitary pads decreases the risk of



1.6 million
forcibly displaced
and stateless people
of whom 1.5 million
(94%) are refugees



Budget: \$343 million
Funding: 38%
Funding gap: \$211 million

infections and psychological stress and improves their access to education and job opportunities.

Prioritizing life-saving needs means UNHCR is unable to rehabilitate roads and conduct the investments required to open new zones in congested settlements. Existing health, WASH and education infrastructure cannot meet the needs of an increased population (with over 100 children per classroom, a lack of health staff and medical equipment/supplies, an average 13 litres per day of drinking water). The lack of services means new arrivals cannot easily be relocated away from the border (more than 20,000 refugees are in reception/transit centres) or they abandon the plots they are allocated in the settlements.

UNHCR cannot replenish its contingency stock of core relief items due to lack of funds, and expects to run out in late 2022.

If no additional funding is received, further operational cuts are also expected and could be disastrous, as it could compel the Government to roll back and review its progressive asylum policy and its leading role as a champion for the GCR, or curtails vital services (e.g. education and health) for refugees and host communities.

Operational areas at critical risk in Uganda

Top 3 largest areas with the highest funding gap constitute **\$150 million** or **71%** of the funding gap.



Self-reliance, economic inclusion and livelihoods - \$65 million

Refugees who have been on a path toward greater self-reliance will see this process curtailed with a sudden reduction in livelihood support, including agricultural inputs that are critical to make use of allocated land.



Education - \$43 million

Without funds to pay salaries, declining teacher numbers will result in an additional burden on already overcrowded classrooms and schools. The risk of children – especially girls – dropping out of school will increase, with all the implications that has for issues such as early child marriage or gender-based violence.



Health - \$42 million

Achievements made in reducing under-5 and maternal mortality will be rolled back, while infant malnutrition will increase. The impact of underfunding goes beyond 2022, as UNHCR does not have sufficient resources to procure a new stock of medicines needed for health facilities in 2023.

Funds available for the operation must reach 2021 levels of \$168 million, if not more.

Yemen

Since 2015, war has devastated what was already the weakest economy in the region. It has created a vast humanitarian crisis with two thirds of the population dependent on humanitarian assistance and 7.3 million people expected to be at emergency hunger levels by the end of 2022, including most of the 4.4 million who are forcibly displaced. Shifting front lines and mass casualty incidents have continued to claim civilian lives and drive new displacement, although civilian casualties have declined since a truce was signed in April.

UNHCR's support has been vital, with cash assistance for 1.23 million people in 2021, when improved funding allowed a shift from one-off to multi-instalment assistance, overcoming a major gap. However, chronic underfunding of the response for refugees, mainly Somalis and Ethiopians, left huge protection and assistance gaps.

UNHCR's operation in Yemen is now almost twice as underfunded as it was a year ago. If funds are not urgently received, 70% of the 90,000 vulnerable displaced Yemeni households (540,000 individuals) needing cash support to cover their basic needs will not receive it. Refugees spend most of UNHCR's cash assistance on food, so a lack of funding will push them further into poverty and raise the risk of hunger and harmful coping

mechanisms such as child labour and begging.

Cash is also much needed for 33,500 families (201,000 individuals) in a precarious shelter situation, supporting them to repair their shelters, pay rent and cover the security of their tenure. More than 45,000 vulnerable displaced Yemeni families (270,000 individuals) risk not having access to basic shelter and basic items such as kitchen sets, mattresses and blankets.

Funding cuts will also compel UNHCR to terminate its activities in 12 community centres across Yemen and to halt essential protection services such as psychosocial support and legal counselling.

Without much needed funds, over 68,000 (almost 70%) of refugees and asylum-seekers will be denied primary and life-saving health care as well as cash support to access health services.

UNHCR is the one of the few service providers for refugees and asylum-seekers in Yemen. Most depend on UNHCR's support and services and have little prospect of inclusion or local integration, with pressure from authorities for them to return to their countries of origin. Resettlement opportunities are few, despite the continuous advocacy by UNHCR with resettlement countries to increase their quotas.

4.4 million forcibly displaced and stateless people of whom 4.3 million (98%) are IDPs

Budget: \$291 million
Funding: 36%
Funding gap: \$187 million

Operational areas at critical risk in Yemen

Top 3 largest areas with the highest funding gap constitute **\$135 million** or **72%** of the funding gap.

Well-being and basic needs such as cash, core relief items and food assistance - \$55 million

Cash and basic goods for refugees will be cut back, while half the infrastructure projects planned to improve conditions in refugee settlements will not take place.

Sustainable housing and settlements - \$55 million

The vast majority of emergency shelter work is at risk, affecting tens of thousands of shelters and hundreds of thousands of people. Almost **half of refugees** will not have the minimum standard of water supplies, and with fewer community health workers, hygiene awareness campaigns will reach fewer people.

Operational support (supply chain and logistics) - \$25 million

UNHCR's support for partner costs will be scaled back and its warehouse capacity cut, affecting its own operation and those of partners.

Funds available for the operation must reach 2021 levels of \$176 million, if not more.



How donors can help in Yemen

\$20,000 could provide 100 families each with a kit of core relief items including mattresses and blankets for each family member as well as household items like buckets, kitchen supplies, and a solar lamp.

\$980 is enough to provide four enhanced emergency shelters for displaced families in Yemen.



UNDERFUNDED REPORT

2022

ISSUED IN SEPTEMBER 2022

For more information

Visit [Global Focus](#), UNHCR's main operational reporting portal for donors and other key partners. The site provides an overview of the protection risks that refugees and other populations of concern to UNHCR face across the world, as well as regularly updated information about programmes, operations, financial requirements, funding levels and donor contributions.

