



**MINISTRY OF FOREIGN AFFAIRS OF DENMARK**

**DANIDA** | INTERNATIONAL  
DEVELOPMENT COOPERATION




















































Strategy for Denmark's Engagement with  
United Nations Population Fund (UNFPA)  
2022-2025

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# Danish Organisation Strategy for the United Nations Population Fund (UNFPA)

<p><b>Introduction:</b> As the United Nation's sexual and reproductive health agency, UNFPA strives to reach three transformative goals: 1) end preventable maternal deaths; 2) end the unmet need for family planning and 3) end gender-based violence and all harmful practices, including female genital mutilation and child, early and forced marriage.</p> <p><b>Key results:</b></p> <ul style="list-style-type: none"> <li>Advance sexual and reproductive health and rights of every woman, adolescent and youth and strengthen UNFPA's normative role.</li> <li>Advance access to sexual and reproductive health commodities.</li> <li>Promote SRHR and protection from SGBV in humanitarian settings.</li> <li>Organisational effectiveness contributing to UN reform, curbing corruption and leveraging innovation.</li> </ul> <p><b>Justification for support:</b></p> <ul style="list-style-type: none"> <li>UNFPA's mandate and work is highly relevant for key Danish priorities and interests relating to gender equality and ensuring women and girls' rights as enablers for development, reducing inequalities, strengthening resilience and social cohesion and ensuring more peaceful societies.</li> <li>UNFPA has a solid track record of working to ensure universal access to sexual and reproductive health and rights and ending SGBV, even in challenging contexts. UNFPA programming and mandate addresses key Danish priorities and interests relating to empowerment of women and girls, human rights and addressing poverty.</li> </ul> <p><b>How will we ensure results and monitor progress:</b></p> <ul style="list-style-type: none"> <li>Engaging strategically and constructively with UNFPA at HQ, NRO, regional and country level.</li> <li>Monitoring Danish priorities based on UNFPA's results framework and conducting annual consultations and actively participating in the Executive Board.</li> </ul> <p><b>Risk and challenges:</b></p> <ul style="list-style-type: none"> <li>Controversy over its mandate related to SRHR, especially related to sexual rights and the promotion of safe and legal abortion, as well as conservative forces uniting to push back against progressive and women-centric agendas and rights.</li> <li>Effectively drawing on partnerships across the UN System to achieve its goals.</li> <li>Decreasing core contributions relative to earmarked funding.</li> </ul>	<p><b>File No.</b></p> <p>2022-14831</p>																		
	<p><b>Responsible Unit</b></p> <p>FNNY, HCE (humanitarian), MUS (personnel)</p>																		
	<p><i>Mill.</i></p> <table border="1"> <thead> <tr> <th>2023</th> <th>2024</th> <th>2025</th> <th>Total</th> </tr> </thead> <tbody> <tr> <td>396</td> <td>396</td> <td>396</td> <td>1188</td> </tr> <tr> <td>396</td> <td>396</td> <td>396</td> <td>1188</td> </tr> </tbody> </table>	2023	2024	2025	Total	396	396	396	1188	396	396	396	1188						
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	<p><b>Duration of strategy</b></p> <p>2022-2025</p>																		
	<p><b>Finance Act code.</b></p> <p>§06.36.03.10, §06.36.06.16, §06.39.03.10</p>																		
<p><b>Desk officer</b></p> <p>Anne-Sophie Stockmarr Becker</p>																			
<p><b>Financial officer</b></p> <p>Michael Blichfeldt</p>																			
<p>*2022 contributions were granted as part of the 2019-2022 Organisation Strategy</p>																			
<p><b>SDGs relevant for Programme</b></p> <table border="1"> <tbody> <tr> <td> No Poverty</td> <td> No Hunger</td> <td> Good Health, Wellbeing</td> <td> Quality Education</td> <td> Gender Equality</td> <td> Clean Water, Sanitation</td> </tr> <tr> <td> Affordable Clean Energy</td> <td> Decent Jobs, Econ. Growth</td> <td> Industry, Innovation, Infrastructure</td> <td> Reduced Inequalities</td> <td> Sustainable Cities, Communities</td> <td> Responsible Consumption &amp; Production</td> </tr> <tr> <td> Climate Action</td> <td> Life below Water</td> <td> Life on Land</td> <td> Peace &amp; Justice, strong Inst.</td> <td> Partnerships for Goals</td> <td></td> </tr> </tbody> </table>		 No Poverty	 No Hunger	 Good Health, Wellbeing	 Quality Education	 Gender Equality	 Clean Water, Sanitation	 Affordable Clean Energy	 Decent Jobs, Econ. Growth	 Industry, Innovation, Infrastructure	 Reduced Inequalities	 Sustainable Cities, Communities	 Responsible Consumption & Production	 Climate Action	 Life below Water	 Life on Land	 Peace & Justice, strong Inst.	 Partnerships for Goals	
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<p><b>Annual Budget 2020</b></p> <p><b>Core Funding: USD 505.7 million</b></p> <p><b>Other Resources: USD 811.2 million</b></p> <p><b>Total: USD 1,316.9 billion</b></p>																			
<p><b>Danish involvement in governance structure</b></p> <p>Denmark will be member of the Executive Board in 2023 and again in 2025.</p>																			

## Strat. objectives

Contribute to the achievement of Agenda 2030 and follow-up on ICPD+25 by advancing sexual and reproductive health and rights globally, with emphasis on reaching those furthest behind.

## Priority areas

1. Advance SRHR strengthen UNFPA's normative role.
2. Advance access to SRH commodities.
3. Promote SRHR and protection from SGBV in humanitarian settings.
4. Organisational effectiveness contributing to UN reform, curbing corruption and leveraging innovation.

## Core information

**Established:** 1969  
**Headquarters:** New York  
**Country Offices:** Presence in more than 150 countries and territories with 6 regional offices, eight liaison offices and 136 country offices.  
**Human resources:** 4300 staff members in 2020  
**Financial resources in USD mil. (2020):** 1,316.9 mio. USD  
**Executive Director:** Dr. Natalia Kanem  
**Executive Board Sessions:** February, June, September - **DK member of the Executive Board:** 2007-2008; 2009-2012; 2015; 2017-2018; 2020-2021.

## 1. Objective

This Strategy for Denmark's cooperation with the UNFPA forms the basis for the Danish contributions to UNFPA, and is the central framework for Denmark's dialogue and partnership with UNFPA. It sets up Danish priorities for UNFPA's performance within the overall framework established by UNFPA's own strategy. In addition, it outlines specific goals and results vis-à-vis UNFPA that Denmark will pursue in its cooperation with the organisation. Denmark will work closely with like-minded countries towards the achievement of results through its efforts to pursue specific goals and priorities. The strategy will align with UNFPA's Strategic Plan 2022-2025 and form the basis of the Multilateral Partnership Agreement between Denmark and UNFPA, which will enter into force mid-2022 and cover the same period.

Denmark's organisation strategy for its partnership with UNFPA is anchored in Denmark's Strategy for Development Cooperation, "The World We Share" and Denmark's Foreign and Security Policy Strategy 2022. According to the former, *'the UN plays an important role in relation to Denmark's development policy priorities as the UN is a values-based community that guards the norms and frameworks for international rules-based cooperation, including the Sustainable Development Goals and human rights.'* According to the Danish Foreign and Security Policy Strategy, Denmark is working for *'a UN that gives Denmark a bigger voice in the world and makes Denmark safer.'*

## 2. The organisation

**Mission and Mandate:** Mandated as the UN sexual and reproductive health agency, UNFPA covers issues at the heart of the sexual and reproductive health and rights (SRHR) agenda. UNFPA's [Strategic Plan](#) 2022-2025 charts the course towards an inclusive recovery from COVID-19 and the attainment of the SDGs. In the period leading up to 2030, UNFPA works towards three transformative goals: 1) end preventable maternal deaths 2) end the unmet need for family planning and 3) end gender-based violence and all harmful practices, including female genital mutilation and child, early and forced marriage. Within UNFPA's mandate is also the monitoring and implementation of the International Conference on Population and Development (ICPD), its Programme of Action and the outcome documents of its reviews. UNFPA also supports the Commission on Population and Development (CPD) and serves as the global lead of the GBV sub-cluster.

**Governance arrangement:** UNFPA is governed by, and is accountable to, an [Executive Board](#), which is subject to the authority of the Economic and Social Council and provides inter-governmental support and oversight. The Board comprises 36 members representing the five regional groups of UN Member States. It meets three times a year to review and establish policies, approve programmes and decide on administrative and financial plans and budgets. UNFPA is administered by an Executive Director appointed by the UN Secretary-General.

**Organisational structure:** UNFPA is a field-focused organisation with a tripartite organisational structure. The headquarter in New York sets the global policy direction, undertakes the normative work as well as the management and administration of the organisation. UNFPA's six regional offices provide oversight and technical assistance to the 136 country offices, who lead the organisation's collaboration with host governments and programmatic work and implement the policies at local level. In terms of gender parity, UNFPA is a frontrunner. In its senior management, the Executive Director, Dr. Nathalia Kanem and one of the two Deputy Executive Directors are women.

**Finances and funding:** UNFPA is funded entirely by voluntary funds including those channelled through pooled and inter-agency funding mechanisms. UNFPA has over the past five years reported a record-high income, exceeding 1 billion USD annually, with a 1.5 billion USD reported income in 2021. This trend is expected to continue during the period of the Strategic Plan 2022-2025. In 2020, UNFPA saw an 11.6 % increase in core contributions to a total of 416.8 mil. USD. The earmarked funding saw a 14.6 % decline to 850.9 mil. USD. Following four years of absence, the US administration resumed their funding to

UNFPA in 2021. 88% of UNFPA's budget is spent on efforts at country level, with 84% going directly to country programmes. For more information on UNFPA's budget please refer to the latest [Annual Report](#).

Denmark has traditionally been among UNFPA's top donors, both measured in overall funding and core contributions (DKK 225 million in core-contribution, DKK 125 million to UNFPA Supplies, 40 million in humanitarian contribution in 2021) and through secondment of advisors (6 million in 2022). Denmark is also one of the top-contributors to the UNFPA Supplies Partnership, which delivers modern contraceptives and life-saving maternal health medicine.

In 2021, Denmark ranked as the sixth largest government donor in terms of core contributions to UNFPA. Denmark's total disbursement to UNFPA in 2021 was approximately DKK 500 million (including DKK 225 million in core contributions and DKK 125 million in thematic and geographic soft earmarked contributions). In 2020 and 2019, Denmark's total disbursement to UNFPA was approximately DKK 480 million and DKK 600 million respectively.

### 3. Lessons learnt, key strategic challenges and opportunities

Globally, UNFPA's mandate performance has faced significant external challenges in recent years, notably the COVID-19 pandemic and several humanitarian crisis and fragility, increasing inequality and discrimination and an environmental crisis and climate change. UNFPA estimates that the COVID-19 pandemic has disrupted access to family planning services for 12 million additional women, and that it could cause a one-third reduction in progress towards ending gender-based violence and one-third reduction towards ending female genital mutilation by 2030. Reversing the negative impact of COVID-19 pandemic on women and girls around the world and building back better is therefore one of the absolute key challenges for UNFPA in the coming years.

Moreover, UNFPA continues to operate in a difficult political climate, with pushback from a number of conservative states and groups on the SRHR agenda, such as access to contraception and safe abortion, family planning and information to youth/adolescents, comprehensive sexuality education, and enjoyment of sexual rights without discrimination. UNFPA's mandate concerns both development and humanitarian situations, which increases the complexity of UNFPA's operations, but also gives the organisation potential to operate effectively in the humanitarian-development-peace nexus and foster collective actions with the broader UN System.

The latest [Multilateral Organisation Performance Assessment Network \(MOPAN\)](#) from 2018 assessed the overall performance of UNFPA as very positive, with 11 out of the 12 performance indicators ranked highly satisfactory or satisfactory. While UNFPA continues to perform very well and is highly relevant as an organisation, the review also found that UNFPA faced a number of internal challenges. These include: 1) better leveraging its unique mandate and analytical data into more significant gains at the outcome level, 2) more agility in programme implementation, particularly in humanitarian situations, and 3) capitalising on opportunities associated with innovation and digitalisation, 4) a lack of knowledge sharing, content discussion and consultation with partners around appropriate interventions in fragile situations, and 5) evidence of challenges relating to sustainability incl. capacity building interventions not achieving potential return on investments. The latest MOPAN assessment did not cover the UNFPA's performance with regard to protection from sexual exploitation and abuse and sexual harassment (SEAH), but this issue is strongly prioritised by UNFPA management. During the session of the Executive Board on 31 January-4 February 2022, UNFPA informed that management had increased their coordination and response to cases of SEAH. The Executive Board is closely following the work of UNFPA on PSEAH and requests regular updates.

The 2020 [Evaluation of the UNFPA capacity in humanitarian action 2012-2019](#) recommended an update of UNFPA's humanitarian strategy. The evaluation, amongst others, also found that UNFPA's overarching institutional approach remained predominantly development-orientated, which presented disadvantages in humanitarian action and that UNFPA's inclusion analysis within its humanitarian

programming had not evolved to a sophisticated level that is fully aligned with the principle of leaving no one behind.

Finally, deliberations in the Danish MFA's internal UNFPA Contact Group have indicated that UNFPA's implementation of UNDS-reform principles and cooperation with other UN organisations varies from country to country, with some representations reporting room for improvement.

UNFPA has committed to a continuous learning approach to organisational development. Over the years, UNFPA has implemented various reforms to improve effectiveness, efficiency and innovation. UNFPA's Strategic Plan 2022-2025 addresses many of the above challenges, with an increased emphasis on recovering from the COVID-19 pandemic and restoring the gains lost.

UNFPA continues to be an effective organisation when it comes to fundraising. With the new Strategic Plan, UNFPA expects to continue to expand its donor and contribution base to diversify predictable and flexible funding modalities and increase co-financing through its thematic funding mechanisms. In line with the Secretary-General's Funding Compact, UNFPA has made progress in generating revenue from sources other than the direct contributions from traditional donors, notably from International Financing Institutions, UN partnerships, and the private sector. Investments in the management of public-sector partnerships and associated resources remain critical to expanding and diversifying the volume and modalities of UNFPA revenues.

#### 4. Priority areas and results to be achieved

The following priority areas have been selected for Denmark's partnership and dialogue with UNFPA, based on the convergence between Denmark's and UNFPA's strategic priorities as well as lessons learned from the ongoing partnership. While Denmark is fully committed to the Strategic Plan of UNFPA as a whole – including its three interconnected transformative goals (1) end preventable maternal deaths; 2) end unmet need for family planning; and 3) end GBV and all harmful practices) – these priority areas are selected to highlight the most important UNFPA outcomes from a Danish perspective. With a particular focus on these areas, Denmark will hold UNFPA accountable for delivering on its stated commitments and advocate for further strengthening and prioritisation of the below listed areas in consultations with UNFPA and its partners. This will be done in alignment with UNFPA's own Strategic Plan and utilizing its accompanying Integrated Results and Resources Framework (IRRF).

UNFPA has identified six interconnected outputs to be achieved in order to reach their three overarching transformative goals. These outputs are (a) policy and accountability; (b) quality of care and services; (c) gender and social norms; (d) population change and data; (e) humanitarian action; and (f) adolescents and youth. Moreover, UNFPA has identified 12 key strategic shifts in its new Strategic Plan 2022-2025, notably the increased integration of effects of megatrends, such as climate change, demographic shifts, inequalities and digitalization, into programming and an expansion of its humanitarian response capacity. The Plan is fully aligned with the Agenda 2030 principles of "leaving no one behind" and sets as a goal to reach the furthest behind first over the next years, taking into consideration factors and a wide set of socio-demographic characteristics

The four priority areas for Danish support, spanning both core contributions and softly earmarked contributions, to UNFPA during the period 2022-2025 are:

1. Advance sexual and reproductive health and rights of every woman, adolescent and youth and strengthen UNFPA's normative role.
2. Advance access to sexual and reproductive health commodities.
3. Promote SRHR and protection from SGBV in humanitarian settings.
4. Organisational effectiveness contributing to UN reform, curbing corruption and leveraging innovation.



causing discrimination and exclusion, such as gender, ethnicity, race, etc. Denmark fully supports this integrated approach, notably to focus on those furthest behind, including those affected by multiple and intersecting forms of discrimination, such as LGBTI persons. This aligns with Denmark's human-rights based approach and working across the humanitarian-development-peace nexus as the underlying frame of reference.

As overarching priorities, UNFPA will with the outset in the new Strategic Plan prioritize funding, programmes and internal resources dedicated to gender equality, women's rights and leadership, bodily autonomy, inclusive participation, and empowerment and pay specific attention to support women-led movements. The Strategic Plan stipulates increased focus on protecting and promoting the rights and inclusive participation of women, adolescent and youth as agents of change, which requires accelerated and specific actions across humanitarian and development programming and contributions to social cohesion and peace.

Annex 1 provides an overview of UNFPA's strategic objectives and output indicators related to the below selected priority areas.

### Priority Area 1: Advance sexual and reproductive health and rights of every woman, adolescent and youth and strengthen UNFPA's normative role

"The World We Share" specifies the ambition of Denmark to continue to lead the way in the global fight for gender equality and protection of girls and women's rights, with a particular focus on SRHR, as gender equality and women's economic and political empowerment contribute to increasing economic growth and creating more equal and democratic societies. UNFPA's Strategic Plan 2022-2025 calls for urgent action to achieve universal access to SRHR and accelerate the implementation of the Programme of Action of the International Conference on Population and Development. In full alignment with this, Denmark will support UNFPA's critical work to advance sexual and reproductive health and rights and to end sexual and gender-based violence and harmful practices globally, with a particular emphasis on reaching those furthest behind and COVID-19 recovery.

As the leading UN organisation in the work towards ensuring SRHR globally, UNFPA has a unique normative role in advocating for SRHR at national, regional and international levels through e.g. providing policy advice and data analysis. For Denmark it is a priority that UNFPA strengthens this normative role and pro-actively advocates for SRHR, including with governments, in UN cooperation Frameworks at national level (UNSDCF), in humanitarian preparedness and response plans, as well as in international negotiations to improve normative standards on issues falling within its mandate. This includes ensuring follow-up to commitments made by States, UN agencies, civil society organizations and other participants at the ICPD+25 Summit, co-hosted by Denmark and Kenya in Nairobi in 2019.

In line with the one-UN approach, it remains a priority for Denmark to ensure coherence and complementarity between UNFPA's and UN Women's mandates and their normative role to promote gender equality and protection of girls' and women's rights, including SRHR. Denmark also supports international SRHR organisations such as MSI Reproductive Choices and International Planned Parenthood Federation. It remains important to ensure complementarity and synergy of the efforts of UNFPA and other key SRHR organisations.

Within this priority area, UNFPA should particularly focus on: 1) enhancing national and local capacities to integrate sexual and reproductive health and rights into policies and services, including as part of universal health coverage and primary health coverage and ensuring follow-up to the ICPD+25 commitments to uphold accountability; 2) a special focus should be on ensuring access to youth friendly sexual and reproductive health and rights, including education, notably comprehensive sexuality education, for adolescents and youth, and that sexual rights are protected for all; 3) design and effectively implement national-level programmes that prioritise access to SRHR information and services for women,

adolescents and youth who are furthest behind; 4) strengthening UNFPA's normative role as an advocate globally and nationally of the SRHR agenda.

## Priority Area 2: Advance access to sexual and reproductive health commodities

Denmark is a strong supporter to UNFPA's global work to achieve universal access to sexual and reproductive health and rights, including through the provision of SRH services.

In recognition of the importance of promoting SRHR, Denmark is also one of the largest contributors to UNFPA-administered Trust Fund, [UNFPA Supplies](#). UNFPA Supplies is a flagship programme established in 2008, which supports UNFPA's work to help developing countries build stronger health systems and widen access to a reliable supply of contraceptives and life-saving medicines for maternal health. UNFPA Supplies provides over 40 % of all donated modern contraceptives to developing countries and at the same time helps strengthening the capacity of national health systems.

UNFPA Supplies is a partnership of national governments, donors, non-governmental organizations, implementing partners, civil society organizations and other United Nations agencies working together to support countries in their efforts to overcome barriers to family planning and set the stage for sustainability. Denmark is actively engaged in UNFPA Supplies' governance structure. UNFPA Supplies often works in fragile contexts and with some of the world's lowest-income countries where maternal death rates are high, modern contraceptive use is low and economic indicators demonstrate pressing need. The programme has entered its third phase 2021-2030, with a stronger focus on engagement from partner countries: Country compacts define roles and responsibilities and create greater transparency and accountability to ensure stronger engagement by countries and their partners across the Supplies Partnership. The third phase of the programme also places stronger emphasis on building countries' own capacities towards sustainable financing family planning and reproductive health programmes.

The support to family planning creates cost-savings and economic benefits for families and societies, contributes to the empowerment of women and girls, fosters girls' access to education and helps build more resilient societies that fight inequality. Denmark's contribution to UNFPA Supplies will be softly earmarked with a geographic focus, where needed, in line with Denmark's priorities in "the World we Share". In 2022, Denmark supported UNFPA Supplies with a contribution to be used for activities in Western Africa with a special but not exclusive focus on the Sahel-countries (Mali, Burkina Faso, and Niger) and for activities in the Middle East.

Denmark continues to fully support UNFPA Supplies in its efforts to continue to accelerate progress in enhancing the availability of high-quality sexual and reproductive health commodities in countries with the highest rates of unmet needs for family planning through a human-rights based approach. Denmark also supports UNFPA Supplies' focus on ensuring that commodities reach the last mile and the strengthening of its investment in green procurement practices, in reducing carbon footprint and in resilient supply chains. For Denmark, it is likewise important that UNFPA Supplies strengthen countries' own capacities towards sustainable financing and managing family planning commodities, and that UNFPA Supplies support, coordinates and leverages from regional initiatives in this regard.



### Priority Area 3: Promote SRHR and protection from SGBV<sup>1</sup> and harmful practices in humanitarian crises

“The World We Share” specifies Denmark’s intention to support SRHR initiatives in humanitarian crises, including through fighting sexual and gender-based violence (SGBV). Humanitarian crises require prioritisation of SRHR as well as prevention and response efforts to SGBV and harmful practices, including female genital mutilation and child, early and forced marriage, in the overall humanitarian response. Gaps continue to exist in accessing comprehensive sexual and reproductive health services, including emergency contraception, comprehensive clinical and psychosocial care for rape survivors, family planning, and adolescent sexual and reproductive health services.

In 2020, 406.9 mil. USD - which equals 39.6% of UNFPA’s total programme expenses - were dedicated to humanitarian efforts: 199.5 mil. USD to deliver sexual and reproductive health services and 137,4 mil. USD to respond to SGBV. UNFPA’s new Strategic Plan places particular emphasis on expanding UNFPA’s humanitarian response capacity to better safeguard the lives and rights of women, adolescents and youth, especially adolescent girls. The Plan contains a specific Humanitarian action output: “By 2025, strengthened capacity of critical actors and systems in preparedness, early action and in the provision of life-saving interventions that are timely, integrated, conflict- and climate-sensitive, gender-transformative and peace-responsive”.

On this background, UNFPA should ensure sufficient resources to carry out its important role of coordinating effective quality delivery by the GBV sub-cluster, and SRH working groups under the Health Cluster in accordance with GBV Minimum Standards and the Minimum Initial Service Package (MISP). Priority should also be given to the key role of UNFPA for ensuring a focus on SGBV and SRHR at the inter-agency level, from UN country teams to the Inter-Agency Standing Committee (IASC) policies and guidelines.

UNFPA is also expected to facilitate joint context and risk analysis, joint needs assessments, multi-year planning including alignment of UNSDCF’s, Humanitarian Response Plans and Collective Outcomes. UNFPA should continue to strengthen its important role of supporting a holistic approach through coordination of and support to SRHR and SGBV services in humanitarian crises with a HDP nexus approach, where possible and appropriate, which includes preparedness, early and anticipatory action, peace-responsiveness and a gender-transformative approach. In line with Grand Bargain, a special focus will be on strengthening the capacity of local actors, especially women-led organisations, to support localization of aid and promote sustainability in preparedness and response and the development of relevant standards and guidelines, hereunder notably through joint humanitarian and sustainable development cooperation framework plans. UNFPA has set a target of at least 43 % of humanitarian funding going to local and national responders by 2025 and is strengthening its ongoing work building upon and amplifying national capacities through women- and girls-led and women’s rights organizations, grassroots feminists movements and community-based organizations. The increase in UNFPA’s humanitarian budget and efforts require a consistent focus on building humanitarian capacities at HQ and in the field, notably in crises settings. Generally, Denmark will support UNFPA’s efforts to further strengthen its operational capacity for humanitarian response, including through partnerships with other humanitarian actors.

UNFPA’s work to promote SRHR and ensure protection from SGBV in humanitarian and conflict situations aligns with the priorities in the “The World We share” to place girls and women’s rights remain as a cross-cutting priority in humanitarian work and development interventions. UNFPA’s work also aligns with Danish priorities to integrate humanitarian action with stabilisation efforts and long-term

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<sup>1</sup> In this document, the terminology sexual and gender-based violence (SGBV) is used when referring to Danish priorities and policies. The terminology gender-based violence (GBV), which is the preferred terminology by UNFPA, is used when referring directly to UNFPA own documents and strategies and when naming specific initiatives.

development and the commitment in Denmark's National Action Plan on Women, Peace and Security (WPS) to strengthen efforts to combat SGBV in conflict situations and fragile contexts.

#### Priority Area 4: Continuously enhance organisational effectiveness contributing to UN reform, curbing corruption and leveraging innovation<sup>2</sup>

As the Danish expectations relating to *Reporting and Audit; Monitoring & Evaluation; and Fraud, Corruption-related mismanagement and Counter-Terrorism* are outlined in the Strategic Partnership Agreement, this section will focus on other efforts aimed at enhancing organisational effectiveness and efficiency. Denmark expects UNFPA to continuously enhance organisational effectiveness; engage in joint actions spanning analysis, planning and delivery; curbing all forms of corruption; and leveraging the potential of innovation; addressing climate change and reducing its programmatic carbon footprint and ensure that the UN System continuously reforms to be fit for purpose and to reflect emerging challenges.

UNFPA is one of three UN organisations which chairs the largest number of UN country team inter-agency groups and participates in the largest number of joint programmes. As such, it is uniquely positioned to further advance coherence in analysis, planning and programme delivery. In line with its Strategic Plan 2022-2025, UNFPA is committed to continuously invest in becoming a more agile, values-based, effective and efficient organisation that can respond effectively to change and uncertainty, including through strengthened results-based management, organized management of resources and accelerated resource mobilization. Denmark fully supports this.

Delivering against the Strategic Plan's ambitious targets will require a streamlined, adaptable and professional organisation and fit-for-purpose processes, which includes results-based management around the design and delivery of country programmes and for the documentation and evaluation of programmes. To achieve this Denmark expects UNFPA to be able to attract, retain and deploy qualified staff to the field under the auspices of a capable, dynamic and professionally growing leadership at all levels of the organisation. Denmark also expects UNFPA to continuously focus on how to work with local partners and other stakeholders at the national level, including through a capacity development and knowledge sharing approach, with a view to enhance impact and sustainability.

Denmark agrees with the Strategic Plan's focus on exploring both joint programming as well as more joint action around analysis, planning and monitoring as well as establishing collective platforms with the broader UN System.

In line with UN development system reform, Denmark expects UNFPA to continue to work closely with UN partners, including in its work with UN Country Teams under the leadership of the Resident Coordinators, as well as with other actors including governments, civil society organisations, other development partners, the international financial institutions, and the private sector to achieve its objectives, including through joint humanitarian and sustainable development cooperation framework plans. In particular, Denmark expects UNFPA to strengthen localization through partnering with national and local actors, including civil society organizations, whenever possible. In line with the One UN approach, Denmark expects UNFPA to help ensure coherence and complementarity with several other UN agencies. This includes coordinating and promoting gender equality in collaboration with other UN entities, notably UN Women, while avoiding overlap. It also remains a priority for Denmark that UNFPA strengthens its capacity to engage with a range of public and private partners and expands its pool of donors, including from the private sector.

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<sup>2</sup> According to the Ministry of Foreign Affairs' internal Guidelines for Management of Danish Core (including Soft Earmarked) Support to Multilateral and International Organisations all Organisation Strategies must include a priority area that addresses the organisation's effectiveness, including institutional reform processes, adaptive management, efforts to combat corruption and misuse of funds and sexual exploitation and abuse.

Denmark has supported UNFPA's Innovation fund with a total contribution of 90 million DKK in the period 2014-2022 with the goal of promoting a culture of innovation within UNFPA from HQ to country offices, with a particular emphasis on the Danish priorities. A recent review of the Danish support to the innovation fund showed that innovation has gained a strong position within UNFPA since 2014, and that the Innovation Fund has successfully catalyzed the culture of innovation across the organisation. On this basis, the review recommended that future contributions to innovation be provided as part of the overall contribution to UNFPA in support of the new Strategic Plan 2022-2025. It remains a priority for Denmark that UNFPA continuously mainstream a focus on innovation across UNFPA's work.

Finally, UNFPA has committed to integrating the effects of megatrends, including climate change, into programming as a cross-cutting priority in its new Strategic Plan. This includes prioritizing disaster risk preparedness and humanitarian response systems that are flexible, adaptable and resilient to future threats and uncertainties. In addition, reducing negative impacts on the climate and environment of UNFPA programmatic activities, including through sustainable procurement, will be a key priority for Denmark. Denmark will support UNFPA's continued efforts to reduce its carbon footprint while delivering on its mandate for women and girls globally.

## 5. Danish approach to engagement with the organisation

*Doing Development Differently (DDD)* constitutes Denmark's ambition to improve synergies between Danish multilateral and bilateral cooperation, use all the tools in the toolkit, including humanitarian, development, peacebuilding and climate related instruments, break down siloes and strengthen collective outcomes, improve monitoring of results as well as learn from best practices. Denmark's engagement with UNFPA will be based on the principles of DDD. This entails firstly, aiming towards a more holistic approach to and use of Denmark's development instruments, including ensuring stronger cohesion between Danish missions and Copenhagen, multilateral and bilateral development assistance and various partnership instruments. Secondly, striving towards an adaptive approach with an increased emphasis on more effective use of lessons learned and available resources. These principles suggest opportunities for new programme synergies that are based on a more holistic and integrated model of development that address emerging challenges when creating more conducive conditions for desired development outcomes.

Based on the priorities and principles specified above, Denmark will continue to pursue an open and constructive dialogue with UNFPA via its Permanent Mission in New York, informed by the internal MFA UNFPA Contact Group, which serves as forum for discussing and strategizing around the partnership. In the context of the Annual High-Level Consultations between Denmark and UNFPA. Denmark will follow-up on the cooperation over the past year and discuss the way ahead, including with reference to key findings of the MOPAN assessment. Denmark will rely on UNFPA's own reporting, monitoring and evaluation systems for follow-up on priority areas including the annual reporting, specific programme and project reports as well as UNFPA's mid-term review of their Strategic Plan, this will be further outlined in the Multilateral Partnership Agreement between Denmark and UNFP.

Another platform for dialogue is the UNFPA Executive Board meetings, where Denmark engages actively, even in years when Denmark is not a formal member. Denmark will continue to cooperate closely with Nordic and other like-minded countries, including in Western European and Others Group (WEOG), regarding issues related to UNFPA, through regular coordination meetings prior to important discussions and decision-making.

The engagement through dialogues with UNFPA extends to the regional and country level (including the UNFPA Nordic Office in Copenhagen), where Danish representations and MFA departments engage the organisation in discussions around its programming as well as its advocacy work. Efforts are made to facilitate information sharing among the different layers at which the MFA is engaging with UNFPA (New York, Copenhagen and Danish representations at country-level), a.o. through the internal MFA

UNFPA Contact Group, which meets regularly to discuss issues pertaining to Denmark’s collaboration with UNFPA. At country level, Danish representations also engage with UNFPA in discussions around its programming as well as its advocacy work, including regarding bilateral funding from Denmark to UNFPA at country level (in 2022, Denmark has bilateral projects with UNFPA in among others Ethiopia, Niger and Uganda). In order to continue to strengthen coherence and synergies between various types of support (i.e. multilateral support and bilateral support as well as among Danish support for various multilateral organisation), periodic meetings with relevant MFA focal points as well as focal points engaging with UNFPA via bilateral programmes will be held. In addition, feedback loops and quality assurance will be reinforced through contact groups when entering new bilateral partnerships. Denmark also appreciates the close dialogue with the UNFPA Nordic Representation Office, and will continue to work with UNFPA on how to best pursue strategic opportunities, including through secondments during the partnership period.

## 6. Budget

Denmark remains a committed partner of UNFPA and will continue to provide reliable and predictable funding for its activities and programmes, which comes in various forms. A contribution is provided as core funding, while other contributions provided are soft-earmarked thematic and geographic to UNFPA Supplies. A soft-earmarked contribution supports UNFPA’s humanitarian work. Additionally, Denmark provides funding for human resources, which includes the secondment of technical experts (e.g. JPOs and Senior Advisors) at both HQ- and field level to support the activities of UNFPA within prioritised areas of work agreed between Denmark and UNFPA.

### **Danish core contributions (core, soft-earmarked and personnel support) to UNFPA 2022-2025\*\***

<b>Funding as stipulated in the Danish draft Finance Act for 2023 (DKK million)</b>	<b>Finance Act code</b>	<b>2022**</b>	<b>Planned 2023*</b>	<b>Planned 2024*</b>	<b>Planned 2025*</b>
<b>Total core incl. soft earmarked funding hereof:</b>		<b>390</b>	<b>390</b>	<b>390</b>	<b>390</b>
Core funding	§06.36.03.10	225	225	225	225
Soft earmarked thematic and geographic: UNFPA Supplies	§06.36.03.10	125	125	125	125
Soft earmarked: Humanitarian contribution	§06.39.03.10	40	40	40	40
<b>Personnel support</b>	§ 06.36.06.16	<b>6</b>	<b>6</b>	<b>6</b>	<b>6</b>
<b>Total contribution (core, soft earmarked and personnel support)</b>		<b>396</b>	<b>396</b>	<b>396</b>	<b>396</b>

\* Subject to annual parliamentary approval. Core, incl. soft earmarked contributions, follow multilateral guidelines. \*\*2022 contributions were granted as part of the Organisation Strategy 2019-2022.

## 7. Risks and assumptions

UNFPA has identified several risks that may negatively affect the implementation of the Strategic Plan and the realization of its ambition. The below risks pertain specifically to the Danish priorities specified in the above, including:

- insufficient investments in strengthening physical infrastructure
- opposition, false narratives and counter-movements to expanding sexual and reproductive health and rights and services

- increased humanitarian needs due to increasingly protracted crises, including those related to conflict and climate change
- insufficient investments in the education of young people, mainly adolescent girls
- reduced domestic resources and declining levels of official development assistance or humanitarian assistance
- a shrinking space for civil society action
- hostility to women and young people as human rights defenders or participants in social movements.

To mitigate these risks, UNFPA will (a) scale up its advocacy and communications initiatives; (b) promote a multisectoral approach towards achievement of the three transformative results; (c) innovate partnerships and resource mobilization strategies; and (d) expand and mainstream resilience, preparedness and early action in programmes, communications and operations in all country contexts worldwide. Moreover, UNFPA's past track record demonstrates significant capacity for resource mobilisation; organisational focus on developing the capacity of local counterparts and implementing partners; the application of innovative technologies to enhance monitoring and evaluation in challenging contexts; and significant advances in terms of capacities for results-based budgeting and management. The overall assumptions underpinning the plan is the availability of funding to effectively implement activities across all four priority areas.

## Annex 1: Danish priorities and monitoring

In full alignment with UNFPA's own [results framework](#) Denmark will pay particular attention to the delivery of the outputs listed in the table below according to the indicators selected and presented in the table. The outputs are organised under the four thematic Priority Areas prioritised by Denmark with indicators under each of UNFPA's overall outputs.

<b>Priority Area 1: Advance sexual and reproductive health and rights of every woman, adolescent and youth and strengthen UNFPA's normative role</b>		
Relevant output indicators drawn from UNFPA's Integrated Results and Resources Framework		
UNFPA result area-level output	Indicator	Baseline and goals target
Output 1. Policy and Accountability: By 2025, improved integration of sexual and reproductive health and reproductive rights, as well as the prevention of and response to gender-based violence and harmful practices, into universal health coverage-related policies and plans, and other relevant laws, policies, plans, and accountability frameworks	OP1.1. Proportion of countries that have integrated sexual and reproductive health and rights, as well as the prevention and response to gender-based violence and harmful practices into the universal health coverage-related policies and plans, and other relevant laws, policies, plans, and accountability frameworks (WHO)  OP1.8. Proportion of voluntary country commitments set for accelerating the implementation of the Programme of Action of the International Conference on Population and Development and the acceleration of the three transformative results operationalized through a budgeted plan or a programme.	Baseline: 45 % Target: 2022: 48 % 2023: 54 % 2024: 55 % 2025: 85 %  Baseline: 81 % Target: 2022: 83 % 2023: 85 % 2024: 87 % 2025: 90 %

<b>Priority Area 2: Advance sexual and reproductive health commodities</b>		
Relevant output indicators drawn from UNFPA's Integrated Results and Resources Framework		
UNFPA result area-level output	Indicator	Baseline and target
Output 2. Quality of care and services:  By 2025, strengthened capacity of systems, institutions and communities to provide high-quality, comprehensive sexual and reproductive health information and services, including supplies, as well as essential services to address gender-based violence and	OP2.11. Number of women, adolescents and youth, including women and young people with disabilities benefited from the high-quality services related to sexual and reproductive health, prevention and protection from gender-based violence (including services related to mental health and psychosocial support), and harmful practices (UNICEF, UN-Women). 2.11a: Number of women, adolescents and youth benefited from the high-quality services related to sexual and reproductive health	Baseline: 6,9 million Target: 2022: 7 million 2023: 7,5 million 2024: 8 million 2025: 10 million



harmful practice.		
OC1: Annual rate of reduction of unmet need for family Planning.	Direct measurement of the transformative result “end the unmet need for family planning”: Family Planning 2030 core indicator; an indicator of the UNFPA Supplies Partnership programme; UNFPA strategic plan (2018-2021) indicator	Baseline: 0.33% (2001-2021)  2025 target: 13% (2021-2025)

**Priority Area 3: Promote SRHR and protection from SGBV and harmful practices in humanitarian settings**

Relevant output indicators drawn from UNFPA’s Integrated Results and Resources Framework

UNFPA result area-level output	Indicator	Baseline and target
Output 5. Humanitarian action output: By 2025, strengthened the capacity of critical actors and systems in preparedness, early action and in the provision of life-saving interventions that are timely, integrated, conflict- and climate-sensitive, gender-transformative and peace-responsive	<p>OP5.2. Proportion of countries affected by humanitarian crisis that have a functioning inter-agency coordination mechanism or platform to address: (a) gender-based violence; and (b) sexual and reproductive health and reproductive rights (United Nations Office for the Coordination of Humanitarian Affairs [UN-OCHA], WHO, UNHCR) <i>In line with QCPR resolution 75/233 para 39: Strengthening multisectoral and coordinated approaches on prevention and elimination of all forms of violence.</i></p> <p>5.2a: Proportion of countries affected by humanitarian crisis that have a functioning inter-agency coordination mechanism or platform to address gender-based violence</p> <p>5.2b: Proportion of countries affected by humanitarian crisis that have a functioning inter-agency coordination mechanism or platform to address sexual and reproductive health and reproductive rights</p>	<p>Ad OP5.2.a) Baseline: 63 % Target: 2022: 64 % 2023: 69 % 2024: 74 % 2025: 84 %</p> <p>Ad OP5.2.b) Baseline: 63 % Target: 2022: 67 % 2023: 70 % 2024: 71 % 2025: 83 %</p> <p>Baseline and targets will be added by UNFPA at the end of 2022.</p>

	<p>OP5.10. Proportion of collective outcomes between humanitarian, development and peace actors at the national level that address (a) sexual and reproductive health; (b) reproductive rights; (c) gender equality (d) the needs of adolescents and youth; and (e) population dynamics</p> <p>OP5.11. Proportion of countries that performed a readiness assessment to provide Minimum Initial Service Package (MISP) for sexual and reproductive health in Crisis Situations within the past 12 months</p>	<p>Baseline: 26 Target: 2022: 28 2023: 30 2024: 32 2025: 35</p>
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#### Priority Area 4: Continuously enhance organisational effectiveness contributing to UN reform, curbing corruption and leveraging innovation

Relevant output indicators drawn from UNFPA's Integrated Results and Resources Framework

UNFPA result area-level output	Indicator	Baseline and target
OEE 1. Improved programming for results	OE1.4. Percentage of expenditure on programming with a focus on gender equality (QCPR).	<p>Baseline: 15,8 % Target: 2022: 17% 2023: 18% 2024: 19% 2025: 20%</p>
	OE1.22. Proportion of humanitarian funding provided to local and national actors, including women-led and youth-led organizations.	<p>Baseline: 39% Target: 2022: 40% 2023: 41% 2024: 42% 2025: 43%</p>
OEE 3: Expanded partnerships for impact	OE3.6 Number of countries in which UNFPA is contributing to joint initiatives: (a) Joint programmes (b) Joint conflict analysis together with humanitarian country team and/or United Nations Mission (when present).	<p>Ad a) Baseline: 108 Target: 2022: 101 2023: 103 2024: 105 2025: 105</p>
		<p>Ad b) Baseline: 59 Target: 2022: 60 2023: 61 2024: 62 2025: 63</p>