

Ministry of Foreign Affairs – (UN Mission Geneva)

Meeting in the Council for Development Policy 27 February 2019

Agenda item 3

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| 1. Overall purpose | For discussion and recommendation to the Minister |
| 2. Title: | Organisation Strategy for UN Office of the High Commissioner for Human Rights 2019-2022 |
| 3. Presentation for Programme Committee: | 7 December 2018 |

Presentation to the Council for Development Policy of the Danish organisational strategy for the Office of the High Commissioner for Human Rights (OHCHR)

Strategic questions:

1. In seeking to strengthen OHCHR through increased voluntary contributions, how should Denmark counter the harmful perception among some that such contributions compromise the independence of the office?
2. Can a strengthened focus on economic, social and cultural rights engage more states in constructive human rights dialogues without compromising a continued focus also on civil and political rights?
3. How can OHCHR best use new partnerships, for example with the private sector, to strengthen the protection and promotion of human rights, and what risks are involved?



MINISTRY OF FOREIGN AFFAIRS OF DENMARK

DANIDA | INTERNATIONAL
DEVELOPMENT COOPERATION

**Strategy for Denmark's engagement with the
United Nations Office of the High Commissioner for Human Rights
2019 – 2022**

February 2019

Strategy for Denmark's engagement with OHCHR 2019 – 2022


<p>Objective The objective for Denmark's engagement with OHCHR is to support it in fulfilling its mandate to promote and protect all human rights for all people.</p> <p>Denmark supports OHCHR because:</p> <ul style="list-style-type: none"> - As the preeminent multilateral institution working to promote and protect human rights for all, OHCHR is exceptionally relevant for Denmark in the effort to promote the principles, values and human rights upon which our own society rests. - Geopolitical shifts and the retreat from multilateralism by some is strengthening those who question the role and universality of human rights. That calls for a renewed effort to promote and protect human rights as a condition for making the SDGs a reality for everyone. - OHCHR has played a critical role in the field that no other actor has played, and has contributed to sustainable human rights outcomes and the mainstreaming of human rights in the UN system. <p>Key results to be achieved:</p> <ul style="list-style-type: none"> - Strengthened implementation of the outcomes of the Human Rights Council and other international human rights mechanisms. - Integration of human rights by states and the UN as they implement the SDGs and other development and poverty eradication efforts. - Effective implementation by businesses of the UN Guiding Principles on Business and Human Rights. - Preventing violations and strengthening protection in situations of conflict and insecurity. - A stronger OHCHR focus on expanding civic space, emerging technologies, and women and young people. - Strengthening of OHCHR's efficient and responsible use of resources. <p>Key challenges and opportunities for OHCHR:</p> <ul style="list-style-type: none"> - Insufficient political and financial support directly affects OHCHR's ability to fulfil its mandate. - A positioning of human rights within UN reforms that reflects their status as one of the three UN pillars is an essential opportunity. - Deeper and wider partnerships with technological companies, businesses and civil society can generate scaleable and more sustainable results. <p>How Denmark will monitor progress:</p> <ul style="list-style-type: none"> - Monitoring and reporting of results will be based on OHCHR's own results framework. - The priorities of this strategy will be the basis for annual high-level consultations. - The mid-term review will be an opportunity to adjust this strategy, as relevant. 	Key information						
	File No.	2018 – 38627					
	Responsible Unit	Denmark's Mission to UN in Geneva					
	<i>DKK mio.</i>	2019	2020	2021	2022	Total	
	Commitment	60	60	60	60	240	
	Projected disb.	60	60	60	60	240	
	Finance Act code	§ 06.32.08.35.					
	Previous grants	2013	2014	2015	2016	2017	2018
	<i>DKK mio.</i>	15	30	30	30	30	60
	Head of unit	Morten Jespersen					
Desk officer	Søren Høgsbro Larsen						
Financial officer	Asger Graae						
 <p>The logo for the Sustainable Development Goals (SDGs) is a circular arrangement of 17 colored segments, each representing a goal. In the center, the text 'SUSTAINABLE DEVELOPMENT GOALS' is written in blue, with a small UN emblem above it.</p>							
<p>Denmark will support OHCHR in working with governments, national human rights institutions and civil society to integrate human rights when they implement, monitor or review the SDGs, and enhance the alignment of development policies with human rights across the UN system.</p>							
OHCHR at a glance							
Established	1993						
Headquarters	Geneva, Switzerland						
High Commissioner (2018 –)	Ms. Michelle Bachelet						
Budget (% donations), 2018	USD 308 mio. (59%)						
Staff, 2018	1320						
Field presences	72						
Budget, DKK mio.							
Core funding	108						
Voluntary Fund for Technical Cooperation (earmarked)	112						
Voluntary Fund for Victims of Torture (earmarked)	20						
Total	240						

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1. Objectives, context and priorities

This strategy for the cooperation between Denmark and the United Nations Office of the High Commissioner for Human Rights (OHCHR) forms the basis for the Danish contributions to OHCHR, and it is the central platform for Denmark's dialogue and partnership with the organisation. It sets up Danish priorities for OHCHR's performance within the overall framework of the organisation's own strategy, the [OHCHR Management Plan 2018-2021](#). It is staggered by one year to allow for full implementation of and reporting on the Management Plan. In addition, this strategy outlines specific goals and results vis-à-vis OHCHR that Denmark will pursue in its cooperation with the organisation. Denmark will work closely with like-minded countries towards the achievement of results.

70 years after the adoption of the Universal Declaration of Human Rights, and the numerous international human rights treaties derived from it, geopolitical shifts and the retreat from multilateralism by some is strengthening those who question the role and universality of human rights. This increases the pressure on the international human rights system. That calls for a renewed effort to promote and protect human rights as a condition for making the Sustainable Development Goals (SDGs) a reality for everyone, leaving no one behind.

For Denmark, protecting and promoting human rights has been an integral part for decades of our foreign policy, development cooperation and humanitarian support, as currently reflected in the strategy [The World 2030](#). One of its aims is that Denmark will be a significant global defender of human rights, democracy and gender equality. It is also reflected in Denmark's successful candidature for membership of the Human Rights Council (HRC) 2019–2021. This strategy's annual budget of DKK 60 mio. – the same as the voluntary Danish contribution to OHCHR in 2018 – is a quadrupling since 2013 and has made Denmark the 6th largest donor. This forms the context of the strong relationship between Denmark and OHCHR.

On the basis of The World 2030 and the analysis in this strategy, the priority areas in box 1 have been chosen from the Management Plan. These priorities will guide annual high-level consultations. Monitoring and reporting will be based on selected OHCHR indicators.

In the following, section 2 provides an overview of OHCHR, section 3 analyses OHCHR's relevance, effectiveness and key strategic challenges and opportunities, section 4 details the priority areas, results to be achieved and communication of results, while sections 5-7 concerns the budget, risks and assumptions as well as monitoring, reporting and review.

Box 1. Chosen priorities for Denmark

1. Strengthened implementation of the outcomes of the international human rights mechanisms
2. Mainstreaming human rights in development and in peace and security
3. Action for organisational effectiveness

Across these, Denmark will support OHCHR's focus on expanding civic space, emerging technologies, and women and young people.

In addition, Denmark will prioritize cooperation and dialogue with OHCHR on fight against torture, indigenous peoples, freedom of religion or belief, and LGBTI persons.

2. OHCHR 's mandate, organisation, funding and results

2.1. Mandate and priorities

OHCHR was established in 1993 by the UN General Assembly. Guided by its founding resolution, the UN Charter, the Universal Declaration of Human Rights and subsequent human rights instruments, the office is mandated to promote and protect all human rights for all people. OHCHR carries out the mandate through assistance in the form of technical expertise and capacity-development to support the implementation of international human rights standards on the ground. It assists governments – which bear the primary responsibility for the protection of human rights – to fulfil their obligations, supports individuals who claim their rights, and speaks out on human rights violations. OHCHR supports the international human rights mechanisms: The Human Rights Council (HRC), which is the key intergovernmental UN human rights body, its Universal Periodic Review (UPR), in which the human rights situation of all UN member states is peer reviewed, independent experts and special rapporteurs (the “special procedures”), working groups and the 10 human rights treaty bodies, which monitor States’ compliance with the treaties. It works to integrate human rights across the UN system, and it cooperates with legislatures, courts, national human rights institutions, civil society, regional and international organizations.

OHCHR pursues its mandate through six pillars defined in its Management Plan 2018-2021: 1) Support for the UN human rights system; 2-3) mainstreaming of human rights within development and in peace and security efforts; and 4-6) advancement of the core human rights principles of non-discrimination, accountability and participation. It aims to contribute to 10 key results with 30 targets. Across the pillars, OHCHR will shift towards prevention, expanding civic space, broadening the global constituency for human rights and explore emerging challenges, namely climate change, digital space and emerging technologies, corruption, inequalities and people on the move. Finally, OHCHR will have a strengthened focus on women, young people and persons with disabilities.

2.2. Organisation

OHCHR is a department of the UN Secretariat and is headquartered in Geneva, with an office in New York (see annex 2). It has 12 regional offices, 14 country offices and supports UN peace missions and other UN country offices through deployment of human rights advisors. In total, it has a field presence in 72 places. In 2018, OHCHR opened an office in Silicon Valley as the first UN organisation, inspired by and in close cooperation with the Office of the Danish Tech Ambassador. OHCHR has 1320 staff, 43 pct. of who are field-based. As OHCHR refers directly to the UN Secretary-General, there is no governing body where member states are represented, but the office consults with member states on a number of topics, including its management plans. OHCHR is led by the High Commissioner for Human Rights, who is appointed by the UN Secretary-General for four-year periods. The current High Commissioner, former Chilean president Michelle Bachelet, took office in September 2018.

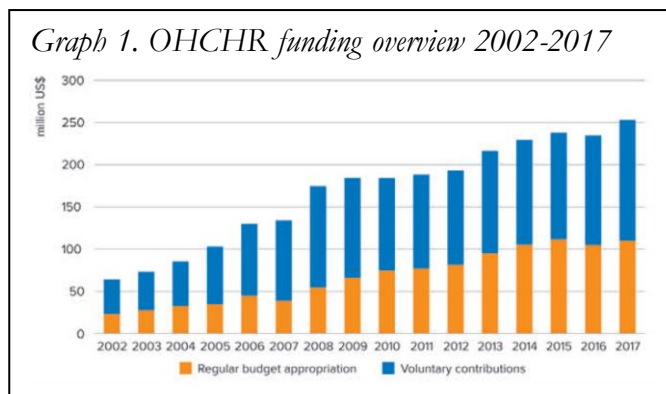
2.3. Funding and results

Even though the human rights pillar is one of the three core pillars of the UN system, the UN regular budget appropriation for the office in 2018-2019 of USD 202 million only amounted to 3.7 pct. of the total budget. Despite OHCHR’s operations being less resource-intensive in nature than those of other UN actors, this makes the office significantly underfunded in relation to what member states request and expect from it. For example, OHCHR had to turn down requests for in-country assistance from 12 member states in 2017. Also, it makes

OHCHR highly dependent on voluntary contributions, not least for its field operations: In 2018, the regular budget appropriation covered only 41 pct. of expenses, with donations – mainly from member states – covering the rest.

Denmark is the 6th largest voluntary donor, with top five being Norway, Sweden, the European Commission, USA¹, and the Netherlands. Around 90 pct. of field operations are financed by voluntary contributions.

Voluntary contributions have increased slightly in the past decade, reaching USD 187 mio. in 2018. This is 28 pct. more than in 2017 and the highest amount ever. Of this, only 32 pct. was unearmarked, a significant reduction from 43 pct. in 2017.



In 2018, Denmark provided DKK 60 mio. in voluntary funding, as well as funding for separate projects (see section 5), which is a quadrupling since 2013, when DKK 15 mio. was provided. In 2014-2017, the level was DKK 30 mio. annually. Furthermore, in 2017 Denmark funded 10 out of the 36 Junior Professional Officers (JPO) working for OHCHR, making Denmark the largest JPO donor. Additionally, Denmark supports the participation of representatives from least developed countries and from indigenous communities in the sessions of the Human Rights Council and other human rights fora, as well as projects to further torture prevention². Finally, Denmark provides limited funding for specific initiatives or events, when additional funding serves a specific purpose.

OHCHR’s Management Plan for 2014-2017 incorporated a results-based management system, which defined expected accomplishments. According to OHCHR, 23 out of 33 assessed targets were achieved or exceeded. Details are available in annex 3 and a case in annex 4.

3. Relevance, effectiveness and key strategic challenges and opportunities

3.1. Relevance and effectiveness in relation to the development and humanitarian agenda

OHCHR has played a critical and highly relevant role in the field that no other actor has played, and has contributed to sustainable human rights outcomes and the mainstreaming of human rights in the UN system, according to a recent [evaluation by the UN Office of Internal Oversight Services](#). Its comparative advantages include the thematic expertise of staff, their links with the international human rights mechanisms and standards, the assistance they provide to countries in fulfilling their human rights commitments and obligations, and the neutrality, authority and legitimacy of the offices, as perceived by stakeholders. At the global level, the key comparative advantage of OHCHR is its support for the international human rights system, which is at the core of its mandate. An [evaluation of Danish support to protection and promotion of human rights 2006-2016](#) did not specifically assess OHCHR, but did note that a well-functioning international human rights system is key in monitoring

¹ While USA has announced intentions to decrease funding for OHCHR, this has not (yet) materialized. As concerns voluntary contributions, USA donated USD 18.7 mio. to OHCHR in 2018, only slight less than the USD 20.2 mio. donated in 2017.

² These activities are supported through the “OHCHR Trust Fund to Support the Participation of Least Developed Countries and Small Island Developing States in the work of the Human Rights Council”, the UN Voluntary Fund for Indigenous Peoples and the UN Special Fund of the Optional Protocol to the Convention against Torture. For 2018-2019, Denmark supported these funds with DKK 4 mio.

implementation, holding states accountable and ensuring credibility³. Looking forward, OHCHR remains an essential organisation for both development and humanitarian action, as reflected in its prioritisation of mainstreaming human rights within the development and the peace and security pillars of the UN.

As concerns *development*, OHCHR emphasises that the SDGs are grounded in human rights and shares The World 2030's recognition that achievement of human rights, democracy, good governance, the rule of law and gender equality is a condition for fulfilling the SDGs. On that basis, OHCHR has committed in their management plan to encourage and support governments, national human rights institutions and civil society to integrate human rights when they implement, monitor or review the SDGs, to advocate for the integration of human rights in SDG processes in intergovernmental fora, and to work to enhance the alignment of development policies with human rights across the UN system (see also annex 5). Also, the legally binding nature of human rights treaties can bring increased accountability to the implementation of the SDGs. As concerns *peace and security*, protection and promotion of human rights has an inherent preventive power, given that human rights violations are among the root causes of conflict. When crises do break out, one consequence is often massive human rights violations, as emphasised in *The World 2030*. OHCHR focuses on prevention through the integration of human rights information and analyses in early warning systems, and seeks to ensure that parties to conflict and actors involved in peace operations increasingly comply with international human rights and humanitarian law. In relation to the UN Secretary-General's *Human Rights Up Front* initiative – launched in 2013 to ensure the UN system meets its prevention responsibilities, following criticism of its role in the war in Sri Lanka – OHCHR supports other UN entities in integrating for example early warning analyses.

While OHCHR is thus uniquely relevant and generally effective, it has structural and organisational weaknesses that prevent it from achieving its full potential, according to the above-mentioned evaluation. OHCHR *field presences* are severely limited and there is a lack of an overall strategic vision for where and how to efficiently deploy the limited resources. Even where they are present, OHCHR has provided only limited support to member states in following up on recommendations from the international human rights mechanisms, due among other things to the high volume of recommendations and a lack of resource allocation. Finally, OHCHR has been unable to carry out *protection activities*, such as monitoring of potential rights violations and advocacy for the protection of those at risk, to the same extent as *promotion activities* due to resource constraints and insufficiently proactive leadership in field offices.

3.2. Relevance in relation to Danish priorities

As the preeminent multilateral institution working to promote and protect human rights for all, OHCHR is exceptionally relevant for Denmark in the effort to promote the principles, values and human rights upon which our own open, democratic society rests. The mandate and priorities of OHCHR positions it as an essential partner in relation to the fourth strategic aim of The World 2030, namely that Denmark seeks to be a significant global defender of human rights, democracy and gender equality.

In its contributions to making the SDGs a reality for everyone, Denmark applies a human rights-based approach, and Danish development cooperation is based on the principles of non-

³ While few other recent evaluations exist, an assessment of OHCHR by the Multilateral Organisation Performance Assessment Network (MOPAN), of which Denmark is a member, is expected in early 2019. Its results will inform the annual high-level consultations with OHCHR as well as the mid-term review of this strategy (see section 7).

discrimination, participation and inclusion, transparency and accountability, and the distinction between rights-holders and duty-bearers. Also, private sector engagement plays an important role in Danish development cooperation in relation to the protection and promotion of human rights. This matches OHCHR's aim of advancing sustainable development through human rights and of furthering the same principles, as well as its focus on the role of the private sector.

Denmark's emphasis on the sexual and reproductive health and rights of women and girls as well as the global youth is shared by OHCHR. The office has committed to focus increasingly on gender equality and gender-based violence, and to protect those who defend and promote human rights, including sexual and reproductive rights. It also shares the view that young people represent a huge resource and are valuable democratic agents of change.

3.3. Challenges and opportunities in relation to global framework conditions and new actors

Ensuring the necessary *political and financial support* remains a key challenge for OHCHR, which impacts directly on its operations, as described above. Geopolitical shifts and the retreat from multilateralism by some is strengthening those who question the role and universality of human rights, increasing the pressure on the aspirations and mechanisms of the international human rights system. This is reflected in the repeated failure to secure support in the UN General Assembly's budget committee for a modest reform proposal, the Change Initiative, which aimed at increasing operational effectiveness and efficiency by deploying a higher proportion of staff to the field, with no budgetary implications. It is also reflected in the growing refusal by an increasing number of member states to grant OHCHR and the human rights mechanisms access (see also section 6.3). The responsibility of countering such challenges in the international framework conditions lies especially with member states, but the High Commissioner and her office can seek to mitigate their effects:

Firstly, within the context of UN reform, and specifically in relation to efforts to strengthen comprehensive UN leadership at the country level, the High Commissioner and her office, with support from member states, should continue to seek to position human rights in a way that reflects its recognised status as one of the three key pillars of the UN system. While this has so far proven challenging, progress would mitigate the effects of scarce financial resources by providing a stronger platform for mainstreaming human rights across the UN system in a cost-efficient way. One way for Denmark to support this could be through secondment of senior advisors to OHCHR, as described in section 5. Secondly, a reinforced effort to ensure access to human rights situations of concern, in parallel with continued exploration of how emerging technologies can strengthen alternative methods of monitoring, would enable the High Commissioner and her office to maximize information and transparency about critical human rights situations, thereby contributing to preventing escalation of human rights violations. Thirdly, deeper and wider partnerships with both new actors (such as technological companies, other business actors and philanthropic organisations) and traditional actors (such as civil society and multilateral development banks), can generate scaleable and more sustainable human rights results. As concerns the corporate sector, the UN Guiding Principles on Business and Human Rights (UNGPs) provide a strong foundation. It would require strengthened communication of results in order to make more compelling cases for investment. Opportunities for strengthening synergies with national human rights institutions should be explored, building on the strong relationship between OHCHR and the Danish Institute for Human Rights.

4. Priority areas, results to be achieved and communication

On the basis of the above, the following of OHCHR's priority areas have been selected as a focus for Denmark's partnership and dialogue with OHCHR. Key results to be achieved are here presented in broad terms, while corresponding indicators and targets selected for monitoring and reporting purposes are presented in annex 1. Where OHCHR has not defined indicators and targets, progress will feature in the dialogue with OHCHR. Additionally, Denmark will seek cooperation and dialogue with OHCHR on other Danish priority issues.

4.1. Priority 1: Strengthened implementation of the outcomes of the international human rights mechanisms

The international human rights mechanisms (see section 2.1), including the Human Rights Council, is the foundation on which global efforts to respect, promote and protect human rights rest. The monitoring and analysis that they produce help to identify strengths and weaknesses in human rights law and practice at the national level, and also highlights opportunities for legislative and institutional reforms, not least to strengthen accountability and the rule of law. OHCHR's impartial support to this system is at the core of its legitimacy and added value. The importance Denmark attaches to this system is reflected in the Danish membership of the Human Rights Council 2019-2021. Rising reporting requirements and the volume of recommendations have created an implementation gap for many states though. The key result to be achieved is therefore that international human rights mechanisms are increasingly effective in promoting and protecting human rights. Denmark will also attach importance to efficiency and reform efforts concerning the Human Rights Council.

4.2. Priority 2: Mainstreaming human rights in development and in peace and security

In light of increasingly uncertain political and financial support, cost-efficient integration of human rights in development and in peace and security is essential. The ongoing UN reform efforts remain a possibility for OHCHR to advance this and strengthen their global leadership and outreach on human rights. It will require increased support from member states, from within the UN system, as well as deeper and wider partnerships outside the UN system, not least with businesses. Concerning *development*, the key results to be achieved are that states and the UN integrate human rights as they implement the SDGs and other development and poverty eradication efforts, and that business actors effectively implement the UNGPs. Concerning *peace and security*, crises in recent years have emphasised the need to strengthen prevention. Also, failure to adhere to international human rights standards weakens peacemaking, peacekeeping and peacebuilding efforts, and global efforts to counter terrorism and prevent the spread of violent extremism suffer from this failure. Therefore, the key result to be achieved in this area is preventing violations, including sexual and gender-based violence, and strengthening protection of human rights in situations of conflict and insecurity. In this, the Platform for Prevention, the Human Rights Up Front Action Plan, the New Way of Working, and initiatives of the Inter-Agency Standing Committee should be leveraged.

4.3. Priority 3: Action for organisational effectiveness

OHCHR recognises that the foundation for effectively delivering human rights results across the thematic pillars, and within the framework of its strategic shifts, is realignment and reinforcement of the organisation. To that end, OHCHR will develop or update a number of organisational effectiveness action plans. Key results to be achieved, which are complementary to those of the other priority areas, are strengthening of OHCHR's efficient and responsible use of resources with the support of effective technologies, encouragement of innovation and

implementation of proven results, and expanded investment and support for OHCHR, with donors expressing confidence in the value delivered by their investments. It will be considered to carry out an organisational capacity analysis as input to the mid-term review (see section 7).

4.4. Cross-cutting focus areas

Across these priorities, Denmark will emphasise the following three areas of increased focus by OHCHR: The *first* is a shift towards expanding the space for civil society, as the framework conditions for civil society are under pressure in a number of countries. Governments, as duty bearers, must ensure that the population is able to express freely their attitudes and opinions and participate in democratic processes. A key result in this area will be for OHCHR to accomplish its goal of integrating a focus on civic space in everything they do; enhancing civil society's visibility, protection and legitimacy; and enabling human rights defenders to play their part without fear, intimidation or attack. The *second* is a shift towards exploring emerging human rights concerns in relation to emerging technologies and the digital space. Technology is driving new opportunities for positive social change, but also for curtailing human rights concerning e.g. privacy and freedom of expression at an unprecedented scale. Furthermore, unequal access to new technologies can contribute to discrimination and inequality. A key result in this area will be for OHCHR to accomplish its goal of contributing to efforts to ensure respect for human rights also in the digital sphere, and assisting technology companies to recognize and assume their responsibility in line with the UNGPs. The *third* is to spotlight the human rights concerns of women and young people. A cross-cutting focus on women and young people is vital to OHCHR's efforts to assist states to implement the SDGs, while leaving no one behind. Key results in this area will be for OHCHR to ensure increased prioritization of women's and girls' rights, including sexual and reproductive health and rights, and of making human rights more relevant and useful to young people.

4.5. Additional Danish priority issues

In addition, Denmark will seek cooperation and dialogue with OHCHR also on other Danish human rights priority issues: *The fight against torture, indigenous peoples, freedom of religion or belief (FoRB), and LGBTI persons*. As concerns the *fight against torture and other cruel, inhuman or degrading treatment or punishment*, collaboration with OHCHR will build on 1) Danish leadership on resolutions against torture; 2) Danish leadership – together with Chile, Morocco, Ghana and Indonesia – of the Convention against Torture Initiative to promote universal ratification and better implementation of the Convention against Torture; 3) the Danish annual contribution to the UN Voluntary Fund for Victims of Torture; and 4) Danish funding for and collaboration with Dignity – Danish Institute Against Torture, and the International Rehabilitation Council for Torture Victims. Regarding *FoRB*, collaboration will focus, among other issues, on gender equality, e.g. through development of national actions plans in selected countries in the Middle East and North Africa and development of guidelines, and build on the work of the Danish Special Envoy for FoRB and the UN Special Rapporteur on FoRB. As concerns both *indigenous peoples, FoRB, and LGBTI persons*, collaboration will take place in the context of OHCHR's work to end discrimination. Finally, Denmark will cooperate with OHCHR, as relevant, in its efforts to ensure protection of the human rights of migrants within the framework of the Global Compact for Migration. Across relevant priority areas, Denmark will seek to leverage the strong relationship between OHCHR and the Danish Institute for Human Rights.

4.6. Communication of results

While the total number of users of OHCHR's social media platforms has doubled since 2014 to

6 mio., OHCHR has committed to further strengthen efforts to ensure that their human rights impact and messages are effectively communicated. The office will organize their communications aiming at visibility, advocacy, mobilization, and education. One example is OHCHR’s global campaign *#standup4humanrights* to mark the 70th anniversary of the Universal Declaration of Human Rights. Denmark will seek to build on and amplify OHCHR’s communication efforts by increasingly integrating their output into our own channels, and as relevant communicate OHCHR’s results proactively and independently.

5. Budget

The total budget of DKK 240 mio. for this strategy is distributed as indicated in table 1. It is subject to annual parliamentary approval, and will be disbursed on an annual basis.

The overall balance between core and earmarked funding reflects the intention in *The World 2030* to maintain core funding as an important instrument, but also to increasingly target funding. Specifically, the funding earmarked for the UN Voluntary Fund for Technical Cooperation (VFTC) reflects the need for strengthened implementation at the national level, including through mainstreaming, as outlined in priority 1 and 2. VFTC finances OHCHR field activities, including some country offices, human rights advisors, human rights mainstreaming projects with other UN organisations, and human rights components of peace missions. The funding earmarked for the UN Voluntary Fund for Victims of Torture (VFVT) reflects the long-standing Danish commitment to the fight against torture, as described in section 4.5. VFVT finances projects around the world which offer remedies and reparations, including rehabilitation, to victims of torture and their families. Financial management of both funds follows OHCHR’s general rules and regulations, and annual financial and narrative reporting is part of OHCHR’s annual reports.

Table 1. Indicative budget for Denmark’s engagement with OHCHR, mio. DKK

	2019	2020	2021	2022	Total
<i>Core funding</i>	27	27	27	27	108
<i>UN Voluntary Fund for Technical Cooperation (earmarked)</i>	28	28	28	28	112
<i>UN Voluntary Fund for Victims of Torture (earmarked)</i>	5	5	5	5	20
Total	60	60	60	60	240

In addition to this, and based on available resources and specific needs and opportunities, Denmark will continue to support the participation of representatives from least developed countries and from indigenous communities in the sessions of the Human Rights Council and other human rights fora, projects to further torture prevention (see section 2.3), Junior Professional Officers, as well as non-governmental organisations supporting and amplifying the work of OHCHR. Denmark will also consider seconding, as appropriate, senior advisors to OHCHR at a strategic level to strengthen collaboration on priority areas, or to other relevant parts of the UN system.

Finally, through separate earmarked funding, Denmark contributes to the following OHCHR projects: DKK 35 mio. for implementation of a human rights framework for the G5 Sahel Joint Force (2018-2020), DKK 13.5 mio. for strengthening protection of human rights in stabilization and peace operations (2018-2020), DKK 10 mio. for strengthening respect for the

human rights of migrants in Morocco, Mauritania and Jordan (2019-2020), and DKK 0.5 mio. to address the challenges faced by human rights defenders and other threats to civic space posed by new technologies (2019).

6. Risks, responses and assumptions

The following key risks, and the necessary responses to mitigate their likelihood and impact, have been identified as the most relevant for Denmark's support to OHCHR. Also, the key assumptions underlying this strategy are outlined.

6.1. Insufficient funding

As described in section 2.3, OHCHR is significantly underfunded in relation to what member states request and expect from it. Without sufficient funding, and not least in case of sudden funding shocks created by large traditional donors, it will be increasingly difficult for OHCHR to fulfil its mandate and the expectations of stakeholders, which can erode its credibility and legitimacy. *Response:* OHCHR will strengthen relations with current and potential donors, seek to broaden the donor base, and explore innovative funding models. Denmark has since 2013 quadrupled its core support to OHCHR, will continuously consider opportunities for additional funding where specific needs might arise, and will encourage increased funding from both traditional and new donors. In case of sudden funding shocks, Denmark will consider extraordinary financial support.

6.2. Insufficient support for reform

As described in section 3.3, OHCHR has repeatedly failed to secure support in the UN General Assembly's budget committee for a modest reform proposal, the Change Initiative. This clearly indicates the difficulties that more ambitious reform proposals would face. Without sufficient support from member states for the necessary continuous reforms in a changing global context, the office increasingly risks not being fit for purpose. *Response:* As described in section 4.3, OHCHR recognises the need for organisational realignment and reinforcement. OHCHR will have to push those reforms, which do not require member state approval, to their limit. Denmark will, together with like-minded donors and through the EU, continue efforts to secure support for OHCHR reform and in parallel encourage the office to explore other ways to continuously increase operational effectiveness and efficiency.

6.3. Insufficient access

OHCHR and the international human rights mechanisms are increasingly denied access to human rights situations of concern, e.g. in Myanmar, Burundi and Nicaragua, as described in section 3.3. While it has proven possible to collect relevant information without physical visits to concerned territories, access remains critical. If denial of access becomes increasingly more legitimate, it will become increasingly difficult for OHCHR to fulfil its mandate. *Response:* The High Commissioner and her office need to reinforce efforts to ensure access, in parallel with continued exploration of how emerging technologies can strengthen alternative methods of monitoring. Denmark, together with like-minded donors and through the EU, will continue to encourage the standing invitations and as relevant speak out on specific access concerns.

6.4. Assumptions

This strategy builds on four key assumptions: *Firstly*, it is assumed that a critical level of public and political support for the international human rights regime in general, and for OHCHR

specifically, is maintained. *Secondly*, it is assumed that OHCHR's overall funding levels are not critically compromised relative to current levels. *Thirdly*, it is assumed that the High Commissioner's and her office's political and operational independence is safeguarded. *Fourthly*, it is assumed that OHCHR has the organisational capacity necessary to avoid, and when necessary promptly react to, financial or other irregularities, to counter misuse of funds and reputational damage.

7. Monitoring, reporting and review

Danish monitoring and reporting of results will be based on OHCHR's own monitoring and reporting framework and cycle, including financial reporting. Selected targets and indicators are presented in annex 1. Challenges, opportunities, risks, results as well as further refinement of OHCHR's results framework, will be discussed at annual high-level consultations and also as part of the ongoing dialogue at a technical level.

The required mid-term review of this strategy will focus on developments within the global and organisational context, the continued relevance of the Danish priority areas, the validity of assumptions, progress against key indicators and donor coordination and dialogue. It could also assess the value and impact of Danish funding for JPOs under OHCHR, in light of Denmark being the largest donor in this area. In assessing normative progress, it can build on the evaluation of Danish support to protection and promotion of human rights 2006-2016 (see section 3.1). The mid-term review is expected to be carried out in late 2019, in order to ensure timely follow-up to the results of the expected upcoming MOPAN assessment (see footnote 3). It will be a priority to seek synergies with OHCHR's own mid-term review of their management plan, as well as cooperation with other donors. As further input to the mid-term review, it will be considered to carry out an organisational capacity analysis within the context of UN reform.

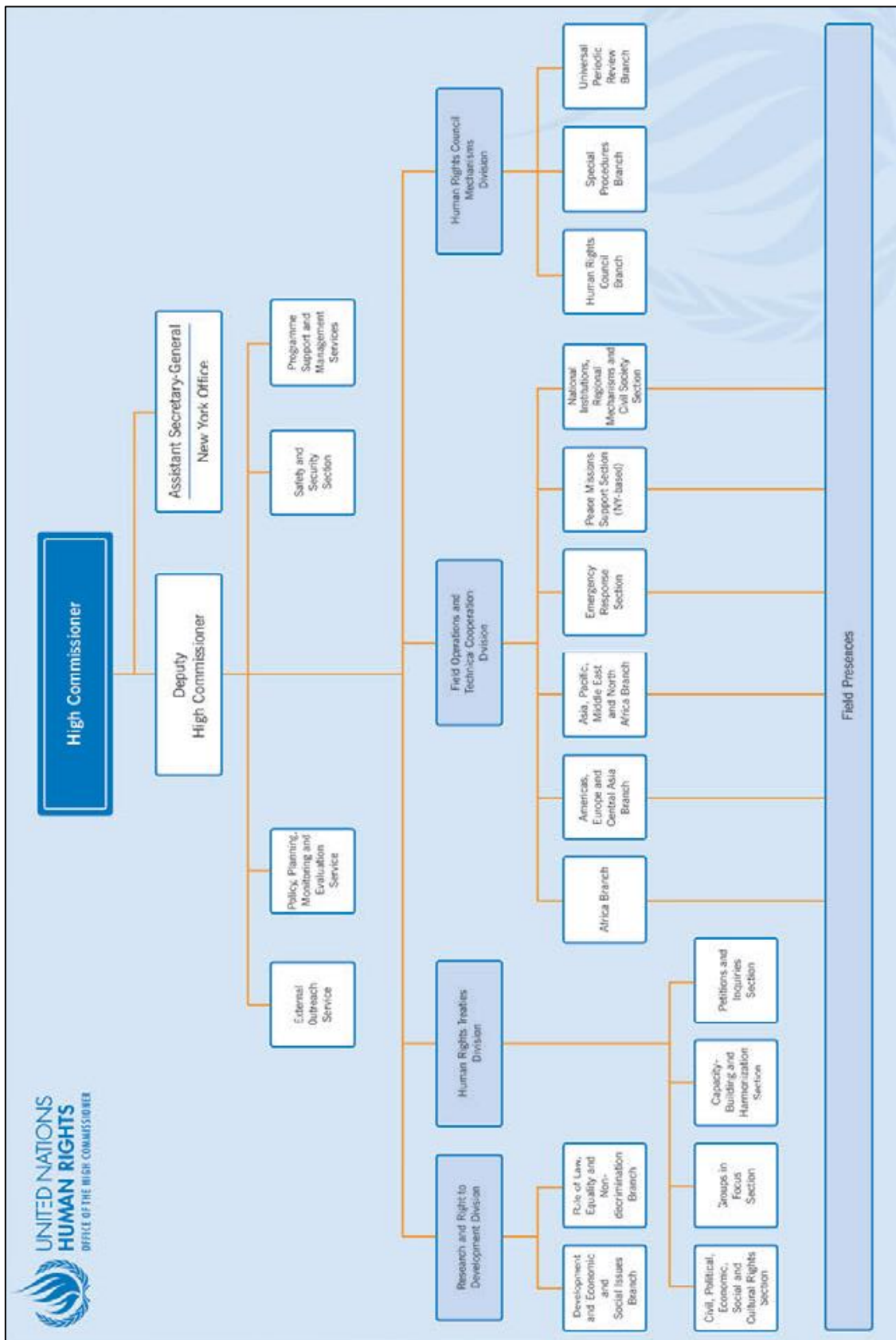
Annex 1: Selected indicators and targets

Out of the 30 indicators and targets defined in OHCHR’s management plan for 2018-2021, the following have been selected for monitoring and reporting purposes for this strategy. Where OHCHR has not defined any quantitative indicator, the status concerning key results to be achieved will feature in discussions with OHCHR. OHCHR has at the time of writing not provided baselines for their indicators.

Danish priority	Key results to be achieved	OHCHR indicators and targets
<i>Strengthened implementation of the outcomes of the international human rights mechanisms</i>	<ul style="list-style-type: none"> International human rights mechanisms are increasingly effective in promoting and protecting human rights 	<ul style="list-style-type: none"> In 68 countries, mechanisms for integrated reporting or implementation of recommendations of international human rights mechanisms will have been put in place or have improved functioning. In 33 countries, an increased number of cases of human rights violations raised by OHCHR will have been positively addressed.
<i>Mainstreaming human rights in development and in peace and security</i>	<ul style="list-style-type: none"> Integration of human rights by states and the UN as they implement the SDGs and other development and poverty eradication efforts Business actors effectively implement the UNGPs. Preventing violations and strengthening protection of human rights in situations of conflict and insecurity. 	<ul style="list-style-type: none"> 50 UN country teams will have satisfactorily integrated international human rights norms, standards and principles, as well as the recommendations of the human rights mechanisms, into their work. UNGPs: Status will feature in discussions with OHCHR. 16 UN peace and political missions will have integrated international human rights norms, standards and principles, as well as recommendations of the human rights mechanisms, into their work.
<i>Action for organisational effectiveness</i>	<ul style="list-style-type: none"> Strengthening of OHCHR’s efficient and responsible use of resources with the support of effective technologies. Encouragement of innovation and implementation of proven results. 	Status will feature in discussions

	<ul style="list-style-type: none"> • Expanded investment and support for OHCHR, with donors expressing confidence in the value delivered by their investments. 	with OHCHR.
<p><i>Cross-cutting focus areas: Civic space, emerging technologies, women and youth</i></p>	<ul style="list-style-type: none"> • Integrating a focus on civic space; enhancing civil society's visibility, protection and legitimacy; and enabling human rights defenders to play their part without fear, intimidation or attack. • Increased prioritization of women's rights. • Making human rights more relevant and useful to young people. 	Status will feature in discussions with OHCHR.
<p><i>Fight against torture</i></p>	<ul style="list-style-type: none"> • Strengthening of the Voluntary Fund for Victims of Torture by making its work better known, simplifying the application process, and expanding partnerships. 	Status will feature in discussions with OHCHR.

Annex 2: Organigram of OHCHR



Annex 3: Voluntary contributions to OHCHR in 2018

Donor		US\$	Donor		US\$
1	Norway	22,300,361	46	Czech Republic	96,407
2	Sweden	21,089,098	47	Estonia	90,987
3	European Commission	19,448,731	48	Chile	75,531
4	United States of America	18,654,743	49	IOM	60,000
5	Netherlands	11,335,834	-	World Bank	60,000
6	Denmark	10,894,009	51	UNICEF	55,684
7	Germany	9,807,472	52	Monaco	41,977
8	UNDP (<i>UN managed pooled and trust funds funding</i>)	9,563,066	53	Ville de Genève	41,195
9	United Kingdom	8,702,887	54	Canton de Genève	40,486
10	Canada	8,386,287	55	Argentina	37,000
11	Switzerland	7,720,869	56	Uruguay	30,000
12	Belgium	5,220,610	57	Bulgaria	29,568
13	Ireland	3,404,968	58	Mexico	28,607
14	Finland	3,357,672	59	Call for Code	25,000
15	France	2,555,168	60	The Nippon Foundation	24,051
16	Italy	2,537,557	61	Andorra	23,844
17	Australia	2,123,042	62	Latvia	23,121
18	New Zealand	2,006,689	63	Lithuania	22,727
19	Russian Federation	2,000,000	64	Geneva Academy	21,627
20	Japan	1,937,444	65	Slovenia	20,455
21	Republic of Korea	1,831,796	66	Angola*	20,000
22	Spain ¹	1,410,014	-	Georgia*	20,000
23	Saudi Arabia	1,149,867	-	Malaysia	20,000
24	Qatar	1,028,347	-	Thailand	20,000
25	Austria	980,748	70	Cameroon	18,417
26	OCHA (<i>incl. CERF</i>)	917,520	71	Cyprus	17,065
27	China	800,000	72	Singapore	15,000
28	Counterpart International	611,887	73	Pakistan	12,800
29	Kuwait	510,000	74	Slovakia*	11,429
30	Microsoft	500,000	75	Costa Rica	10,272
31	Luxembourg	338,989	76	Azerbaijan*	10,000
32	Morocco	300,000	77	Armenia	9,521
33	Poland	254,428	78	Holy See	6,500
34	UNOPS	236,713	79	Montenegro*	5,787
35	UNODC	235,899	80	Kazakhstan	5,000
36	Ford Foundation	197,850	81	Nicaragua	3,600
37	Portugal	186,882	82	Moldova	3,000
38	Liechtenstein	151,320	83	Albania	2,275
39	India	150,000	84	Order of Malta	2,000
-	MacArthur Foundation	150,000	-	UN Women	2,000
-	NHRC of Qatar	150,000	-	UNFPA	2,000
42	OIF	120,293	87	Cuba	1,918
43	Turkey	120,000	88		
44	Algeria	100,000	89		
-	Uzbekistan	100,000	90		
Individual donors / miscellaneous					164,624
Total 186,810,534					

Please note the figures presented in this table are provisional only and some may be subject to minor adjustment once records are finalized in Umoja.

¹ Includes a contribution of €20,000 from the Government of the Autonomous Community of the Basque Country.

* Contributed in response to HC's last appeal of 5 July 2018.

Annex 4: OHCHR's achievement of targets for 2014-2017

	Global Expected Accomplishments	Global Indicators	Targets 2017 ^a	2014-2017 Achievements	
National protection systems	EA 1: Increased compliance of national legislation, policies, programmes and institutions, including the judiciary and national human rights institutions, with international human rights standards	1.1	No. of countries of engagement where NHRIs have been established or improved their compliance with international standards (Paris Principles).	51	50
		1.2	No. of countries of engagement where the level of compliance of legislation/policy with international human rights standards in selected human rights areas has significantly improved.	54	39
		1.3	No. of countries of engagement where the level of compliance of selected State Institutions and programmes with international human rights standards has significantly improved.	29	18
		1.4	No. of countries of engagement where human rights trainings have been institutionalized in one or more selected human rights areas.	27	24
		1.5	No. of countries of engagement where the use of international human rights law in court proceedings and decisions has increased to a significant extent.	18	13
	EA 2: Increased ratification of international and regional human rights treaties and review of reservations of international human rights treaties	2.1	Total no. of international human rights treaties ratified . Baseline: 2,041 outstanding ratifications to reach universality.	200	192
		2.2	Total no. of reservations withdrawn from international human rights treaties.	20	10 withdrawals; 2 partial withdrawals
	EA 3: Establishment and/or functioning of protection systems and accountability mechanisms in compliance with international human rights standards to monitor, investigate and redress the full range of human rights violations	3.1	No. of countries of engagement where oversight, accountability or protection mechanisms have been established or improved compliance with international human rights standards.	40	33
		3.2	No. of countries of engagement where transitional justice mechanisms which conform to international human rights standards have been established or improved compliance with international human rights standards.	22	15
		3.3	No. of countries of engagement where systems/procedures put in place by UN Human Rights at the national level have	5	4
		3.4	No. of countries of engagement where the number of human rights violations' cases raised by UN Human Rights positively addressed by governments has significantly increased.	13	10
	EA 4: Increased compliance of national legislation, policies, programmes and institutions with international human rights standards to combat discrimination, particularly against women	4.1	No. of countries of engagement where the level of compliance with international human rights standards of legislation and policies to combat discrimination has significantly improved.	40	34
		4.2	No. of countries of engagement where selected State Institutions and programmes combating discrimination have significantly improved their compliance with international human rights standards.	16	8
	EA 5: Increased use of existing national protection systems and participation in public processes by rights-holders, especially women and discriminated groups	5.1	No. of countries of engagement demonstrating significant improvement in the level of meaningful participation in selected public processes.	38	37
		5.2	No. of countries of engagement where the use of national protection systems has increased significantly.	15	11
International protection systems	EA 6: Increased compliance and engagement by States with UN human rights mechanisms and bodies	6.1	No. of countries of engagement where mechanisms for integrated reporting and/or implementation of outstanding treaty bodies, special procedures or Human Rights Council recommendations are in place or have improved functioning.	57	49
		6.2	Percentage of countries that submit treaty body reports on time . Baseline: 33 per cent	40%	32%
		6.3	No. of countries of engagement with an improvement in the proportion of reports submitted to the treaty bodies/UPR that substantially or fully conform to reporting guidelines .	23	21
		6.4	No. of countries which have issued a standing invitation to special procedures mandate-holders. Baseline: 108	123	118 plus 1 non-Member Observer State
		6.5	No. of countries for which requests for visits of thematic special procedures have resulted in at least one visit.	62	Visits to 121 countries
		6.6	Rate of responses from governments to special procedures communications . Baseline: 40 per cent	50%	58%

	Global Expected Accomplishments	Global Indicators		Targets 2017 ⁸	2014-2017 Achievements	
International protection systems	EA 7: Increased no. and diversity of rights-holders and other stakeholders making use of UN human rights mechanisms	7.1	No. of countries of engagement with a significant number of substantive submissions or submitting actors to UN human rights mechanisms.	58	65	
		7.2	Total no. of substantive submissions from NHRIs, civil society organizations, UN entities and individuals to UN human rights mechanisms.	13,000	More than 15,000	
	EA 8: Progressive development and strengthening of international and regional human rights institutions, laws and standards	8.1	No. of regional human rights institutions strengthened or established in compliance with international human rights standards.	2	2	
		8.2	No. of thematic areas where international and/or regional human rights law or standards have been developed or strengthened.	12	21	
	EA 9: Enhanced coherence of UN human rights mechanisms and bodies	9.1	Percentage of treaty bodies and special procedures recommendations taken up by the Human Rights Council in the context of the UPR.	50%	n/a ⁹	
		9.2	No. of countries which have submitted or updated common core documents .	56	64	
		9.3	Degree of progress made in improving the harmonization of the work of the treaty bodies .	Medium	Medium	
		9.4	Degree of coordination among the special procedures .	High	Substantive	
	Involvement of other actors	EA 10: International community increasingly responsive to critical human rights situations and issues	10.1	Percentage of critical human rights issues/situations raised by UN Human Rights which have been taken up in international fora in a timely manner.	60%	n/a ¹⁰
			10.2	No. of countries of engagement where the international community has objectively engaged on specific issues raised by UN Human Rights.	18	13
10.3			No. of international and regional fora which have included human rights issues and/or established standing mechanisms/procedures to address human rights situations on an ongoing basis.	10	11 mechanisms	
EA 11: A human rights-based approach, including gender equality and the right to development, increasingly integrated into UN policies and programmes		11.1	No. of countries of engagement with UN peace missions which have integrated international human rights standards and principles, as well as the recommendations of the human rights mechanisms, into their work to a significant extent.	15	14	
		11.2	No. of countries of engagement with humanitarian operations which have integrated international human rights standards and principles, as well as the recommendations of the human rights mechanisms, into their work to a significant extent.	19	20	
		11.3	No. of countries of engagement where UN guidelines incorporating a human rights-based approach have been applied to a significant extent by a number of UN entity programmes.	31	32	
		11.4	No. of countries of engagement where UN common country programmes (i.e., UNDAFs) have satisfactorily integrated international human rights standards and principles, as well as the recommendations of the human rights mechanisms.	47	53	
		11.5	No. of UN policies and programmes at the global level which integrate a human rights-based approach to a significant extent.	10	26	

⁸ Targets were revised in the context of the mid-term review of the OHCHR Management Plan 2014-2017 that was conducted in 2015. These numbers only apply to the current cycle and should not be understood as the baseline for upcoming programming cycles.

⁹ The indicator is not measurable as available data does not allow for a calculation of the percentage. Treaty body recommendations and special procedures recommendations have been taken up by the Human Rights Council in the context of the UPR to a significant extent.

¹⁰ The indicator is not measurable as available data does not allow for a calculation of the percentage. Critical human rights issues/situations raised by UN Human Rights have increasingly been taken up in international fora as indicated in UN Human Rights reports.

Annex 5: Case – OHCHR’s work in Syria

UN Human Rights work on Syria

An important focus of the advocacy and reporting work undertaken by UN Human Rights during 2017 was the evolving human rights and humanitarian situation in the Syrian Arab Republic. UN Human Rights ensured that evidence-based human rights information and analysis was integrated into the Secretary-General’s monthly reports to the Security Council, and also released monthly Human Rights Digests to provide partners with early warning analysis tools aimed at highlighting human rights concerns in Syria. Furthermore, advocacy efforts were stepped up and included the formulation of a number of recommendations targeting parties to the conflict, Member States and UN partners involved in both the political and humanitarian response with a view to enhancing human rights protection in Syria.

Through the deployment of three human rights advisers to Beirut, Amman and Gaziantep, UN Human Rights continued to support the humanitarian leadership for the Syrian crisis, which resulted in increased advocacy around

violations of international law, and the integration of human rights into strategic and operational humanitarian decision-making fora and response plans.

UN Human Rights maintained regular contact with the Office of the Special Envoy as well as Member States in order to provide human rights analysis and early warning input into the political process. It was actively involved in developing the United Nations plan in support of the post-agreement transition phase in Syria, which was aimed at coordinating activities to reinforce transitional arrangements following the conclusion of a peace agreement. The planning process was endorsed by the UN Syria Inter-Agency Task Force (IATF) in March 2017. The Office has also been involved in supporting the engagement of various actors with international human rights mechanisms and the work of the Human Rights Council, including civil society actors, and continued to cooperate with the International Commission of Inquiry on Syria.

Source: OHCHR annual report for 2017, p. 50. “UN Human Rights” designates OHCHR.

Annex 6: OHCHR's contributions to the Sustainable Development Goals



DEVELOPMENT	NON-DISCRIMINATION	PARTICIPATION	PEACE AND SECURITY	ACCOUNTABILITY	HR MECHANISMS
1, 2, 3, 4, 5, 6, 8, 10, 11, 12, 13, 16, 17	4, 5, 8, 10, 16, 17	5, 10, 16	5, 16, 17	5, 8, 10, 16	5, 16, 17
SDGS HR GROUNDED	LAWS, POLICIES AND PRACTICES	LAWS, POLICIES AND PRACTICES	PARTIES TO A CONFLICT COMPLY WITH HR AND PROTECTION OF CIVILIANS	LAWS, POLICIES AND PRACTICES ON LAW ENFORCEMENT AND ADMINISTRATION OF JUSTICE	STRUCTURES FOR INTEGRATED REPORTING AND IMPLEMENTATION
DISAGGREGATED AND HR BASED DATA	MECHANISMS FOR REDRESS	MECHANISMS FOR PROTECTION OF CIVIC SPACE	PVE AND COUNTER-TERRORISM POLICIES HR GROUNDED	MECHANISMS FOR ACCOUNTABILITY AND REDRESS	CIVIL SOCIETY ENGAGEMENT WITH HR MECHANISMS
HR IMPACT ASSESSMENT OF DEVELOPMENT PROJECTS	WOMEN /GIRLS' PROTECTION FROM VIOLENCE	PUBLIC SUPPORT FOR CIVIC SPACE AND RECOGNITION OF HR'S CONTRIBUTION IN RESPONSE TO VIOLENCE	PREVENTION AND RESPONSE TO CONFLICT HR GROUNDED	ACCOUNTABILITY FOR GENDER RELATED CRIMES	POLICY MAKERS, PARLIAMENTS AND COURTS USE OUTCOMES
LAND AND HOUSING POLICIES HR GROUNDED	ERADICATING HARMFUL STEREOTYPES	ASSISTANCE TO VICTIMS	TRANSITIONAL JUSTICE	TRANSPARENCY	DEVELOPMENT OF INTERNATIONAL HR LAW
HEALTH POLICIES HR GROUNDED	HR PROTECTION IN THE DIGITAL SPACE	CIVIC SPACE MONITORED	HR INFORMATION SERVES EARLY WARNING	UN ENGAGEMENT ON RULE OF LAW AND SECURITY ISSUES HR GROUNDED	EFFECTIVENESS OF HR MECHANISMS
ENVIRONMENTAL POLICIES HR GROUNDED	PROTECTION OF MIGRANTS' RIGHTS	PEOPLE HAVE A VOICE	NEW WEAPONS AND TACTICS HR GROUNDED		
	PUBLIC SUPPORT FOR INCLUSIVE SOCIETIES		UN ENGAGEMENT HR GROUNDED		
	RESPONSE GROUNDED				
UN GUIDING PRINCIPLES					

Source: OHCHR Management Plan 2018-2021