

Ministry of Foreign Affairs – (Geneva UN Mission)

Meeting in the Council for Development Policy 26 September 2017

Agenda item 4

- 1. Overall purpose** For discussion and recommendation to the Minister
- 2. Title:** Strategy for Denmark's Co-operation with United Nations High Commissioner for Refugees, UNHCR
- 3. Presentation for Programme Committee:** 18 May 2017

4. Executive Summary:

The organisation strategy for the cooperation between Denmark UNHCR defines Danish priorities in relation to UNHCR's work and outlines the basis for the Danish cooperation with and financial support to UNHCR. It builds on the new "Humanitarian Partnership Framework Agreement 2017-2021" between Denmark and UNHCR signed in March 2017.

UNHCR has for many years been a key partner in Danish humanitarian assistance. The organization contributes directly to the implementation of the priorities of Danish humanitarian and development cooperation by protecting conflict affected populations and helping to address complex challenges related to displacement and forced migration as well as to finding durable solutions for refugees and IDP's. Denmark's relations with UNHCR are guided by the Sustainable Development Goals (SDG's) and the overall priorities of the new strategy for Denmark's development cooperation and humanitarian assistance that was adopted in January 2017, "The World 2030", in particular those parts related to the response to conflict and fragility, including the protection of conflict-affected populations with a focus on vulnerable people and groups.

UNHCR was established in 1951. At the time, there were an estimated 1 million refugees to care for globally. The number of people worldwide living forcibly displaced from their home by conflict or persecution has vastly increased since then. By 2016, an unprecedented total of more than 21 million people were refugees, the highest level on record. UNHCR works in 128 countries and is mandated to provide international protection and assistance to refugees, returnees and stateless persons.

The organisation strategy has been discussed in the Programme Committee on 18th of May 2017 and it is now awaiting the endorsement by the Council before it is forwarded to the Minister for the final approval.

Danish Organisation Strategy for UNHCR

Introduction:

UNHCR was established in 1951. At the time there were an estimated 1 million refugees globally. The number of people worldwide living forcibly displaced from their home by conflict or persecution has vastly increased since then. By 2016, the number of refugees amounted to more than 21 million people – with more than double this number displaced as IDP's, and with total global displacement at an unprecedented level. UNHCR works in 128 countries and is mandated to provide international protection and assistance to refugees, returnees and stateless persons.

Key results:

- Funding to UNHCR is humanitarian assistance providing protection primarily for refugees but also for IDP's.
- Funding to UNHCR also contributes to finding durable solutions for refugees and IDP's as the ultimate protection goal.

Justification for support.

- Support to UNHCR contributes directly to the implementation of the priorities of Danish humanitarian and development cooperation by protecting conflict affected populations and helping address complex challenges related to displacement and forced migration as well as to finding durable solutions for refugees and IDP's.
- UNHCR's work is based on humanitarian principles of neutrality, independence and impartiality which are essential for preserving humanitarian space.
- UNHCR's primary purpose is to safeguard the rights and well-being of refugees

How will we ensure results and monitor progress

- Monitoring Danish priority areas based on UNHCR's own Global Strategic Priorities (GSPs) that set out the key objectives of the organisation. They are assessed through a number of impact indicators. There is a high degree of convergence between UNHCR's GSPs and the priorities of Danish Humanitarian Assistance.
- Active participation in ExCom and Standing Committee meetings, regular meetings with other major donors and UNHCR staff.
- Annual consultations in line with the Humanitarian Partnership Agreement with UNHCR, which also lays down a number of reporting obligations for UNHCR.

Risk and challenges

- Risk of deterioration of the global protection environment.
- Diminishing possibilities for resettlement.
- Maintaining the high levels of donor contributions.
- Preserving humanitarian space and staff security..

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|-----------------------------|--------------------|-------------|-------------|-------------|--------------|
| File No. | 118.C / 2017-19405 | | | | |
| Responsible Unit | FN-Genève | | | | |
| | <i>Mill.</i> | 2017 | 2018 | 2019 | Total |
| Commitment | | 320,5 | 320,5 | 320,5 | 961,5 |
| Projected ann. Disb. | | 320,5 | 320,5 | 320,5 | 961,5 |
| Duration of strategy | 2017-2021 | | | | |
| Finance Act code. | 06.39.01.10 | | | | |
| Desk officer | Monica Eimert | | | | |
| Financial officer | Mads Ettrup | | | | |

SDGs relevant for Programme*

* Overall goal to *leave no one behind*

| Preliminary Budget Overview | | | |
|--|--------------|--------------|--------------|
| Danish Contribution to UNHCR | 2017 | 2018 | 2019 |
| Core funds (un-earmarked) | 160 | 160 | 160 |
| Innovation funds (earmarked) | 20 | 20 | 20 |
| Emergency Response Fund (flexibly earmarked) | 50,5 | 50,5 | 50,5 |
| Contribution to UNHCR's efforts in protracted situations (earmarked) | 90 | 90 | 90 |
| Totals | 320,5 | 320,5 | 320,5 |

Danish involvement in governance structure

- Denmark has been a member of the ExCom since its establishment in 1958.
- Denmark was chair of the ExCom in 2015-2016.

| Strat. objective(s) | Priority Results | Core information | |
|--|--|---------------------------------------|---|
| Addressing complex challenges related to displacement and forced migration, incl. strengthening protection of refugees and IDP's and finding durable solutions for refugees and IDP's. | Favourable protection environment; Fair protection processes and documentation; Security from violence and exploitation. | Established | 1951 |
| | Basic needs and Services; Community empowerment and self-reliance. | HQ | Geneva |
| | | High Commissioner | Filippo Grandi |
| Durable solutions. | Basic needs and Services; Community empowerment and self-reliance. | Human Resources | 11,846 staff working in 470 offices/local offices |
| | | Country presence | Around 128 countries |
| | Durable solutions. | Denmark member of Executive Committee | Vice Chair: 2014, 1 st Vice Chair: 2015 Chair: 2016 |

MINISTRY OF FOREIGN AFFAIRS OF DENMARK

DANIDA

INTERNATIONAL DEVELOPMENT
COOPERATION



DRAFT

**Strategy for Denmark's Co-
operation with United Nations
High Commissioner for Refugees
(UNHCR)**

2017-2021

July 2017

1. Objective

This strategy for the cooperation between Denmark and the Office of United Nations High Commissioner for Refugees (UNHCR) defines Danish priorities in relation to UNHCR's work, and outlines the basis for the Danish cooperation with and financial support to UNHCR. In doing so it builds on the new "Humanitarian Partnership Framework Agreement 2017-2021" between Denmark and UNHCR which was signed in March 2017.

Denmark's relations with UNHCR are guided by the Sustainable Development Goals (SDG's) and the overall priorities of the new strategy for Denmark's development cooperation and humanitarian assistance that was adopted in January 2017, "The World 2030", in particular those parts related to the response to conflict and fragility, including the protection of conflict-affected populations with a focus on vulnerable people and groups.

2. The organisation

When the Office of the United Nations High Commissioner for Refugees (UNHCR) was established in 1951, there were an estimated 1 million refugees to care for, the majority of whom were European post World War II. The number of people worldwide living forcibly displaced from their home by conflict or persecution has vastly increased since then. By 2016, an unprecedented total of more than 65 million persons were displaced, the highest level of displacement on record. Among those displaced, most were internally displaced (IDP's), but nearly 21.3 million were refugees, over half of whom under the age of 18. Around 16.1 million of these refugees are under the mandate of UNHCR, with the remaining 5.2 million Palestinians under the mandate of UNRWA.

The work of UNHCR is based on the humanitarian principles of neutrality, independence and impartiality which are essential for preserving humanitarian space. The understanding of refugee protection as humanitarian work, meaning that actions are taken with the sole concern of ensuring the safety and welfare of the refugees, allow countries of asylum to respond to the needs of refugees without passing judgment on the country of origin. It also helps to ensure broad political support for the work of the UNHCR. Through its work related to the nexus between humanitarian and development issues, UNHCR also contributes to global development efforts, including the achievements of the SDG's among populations of concern. Among the strengths of the organization are a broad-based partnership network, long-standing and wide field experience and presence, and a commitment to effectiveness and reform.

2.1 The mandate of the High Commissioner for Refugees

UNHCR's mandate empowers it to provide international protection and humanitarian assistance to refugees and other persons of concern, while seeking lasting solutions to their plight. It aims to ensure that everyone can exercise the right to seek asylum and to find safe refuge in another country with the option to return home voluntarily, integrate locally or resettle permanently in a third country.

UNHCR works in 128 countries and is mandated to provide international protection and assistance to refugees, returnees and stateless persons. While UNHCR does not have a general or exclusive mandate for internally displaced people (IDPs), the organization has been authorized by the United Nations General Assembly to be involved operationally under certain circumstances in enhancing protection and providing humanitarian assistance to this group as well¹.

The mandate of the High Commissioner for Refugees, and thus the role and functions of UNHCR, is set out in the statute of the Office from 1950, the 1951 Refugee Convention and its 1967 Protocol and has been elaborated in subsequent resolutions of the United Nations General Assembly. UNHCR's core mandate is to pursue protection, assistance and solutions for refugees.

UNHCR has been given an additional mandate concerning issues of statelessness through Article 11 of the 1961 Convention on the Reduction of Statelessness. Through this, the Office has been requested by the General Assembly to promote the 1954 and 1961 Statelessness Conventions, and to help prevent statelessness by providing technical and advisory services to States on nationality, legislation and practice.

¹ UNHCR: "Note on the Mandate of the High Commissioner for Refugees and his Office", 2013

2.2 Governance of UNHCR

The High Commissioner reports annually to the General Assembly, and the annual resolution on the Office is traditionally facilitated by the Nordic countries. UNHCR is advised by an Executive Committee (ExCom), which formally is a subsidiary organ of the UN General Assembly, and which is open to all member states who wishes to support the Office. At its next session in October 2017, ExCom will include 101 members, 17 observer states and 37 observer organizations. The Committee's main function is to approve the budget of the High Commissioner's assistance programmes, advise the High Commissioner in the exercise of his functions (including through policy guidance and the adoption of conclusions on international refugee protection), and oversee the Office's finances and administration. ExCom meets in plenary session for one week every year, and has inter-sessional Standing Committee meetings every three to four months. Due to the size of the ExCom, activities are led by a bureau of 4 officials elected for a one-year period, with members representing Europe, Africa, Asia and the Americas respectively. Denmark served on the bureau from 2013-15 and chaired ExCom 2015-16.

2.3 UNHCR's budget

In 2010 and with the full support of member states UNHCR moved from a budget based on estimated donor contributions to a budget based upon an assessment of global humanitarian needs related to displacement and what UNHCR could meaningful do if it had the necessary funds. The change from income- to needs-based budgeting has resulted in a significant growth in the budget leading to a wider funding shortfall in which income is now generally only around 60% of the budget². The increasing gap between the identified need and UNHCR's ability to respond creates a more visible situation of needs left unmet. It also emphasizes the need to focus on how the organization prioritizes and plans as well as changes priorities during the course of the year to adjust to developments.

Voluntary contributions from donors are crucial for UNHCR as only 3% of income comes from the regular UN-budget. Donor support for UNHCR's activities has increased significantly in recent years as global needs have evolved. This upward trend is expected to continue in 2017 as the needs based budget for 2016 was at an all time high of USD 7.5 billion, with income close to 4 billion USD³. For 2017, the budget is slightly lower – at 7.4 billion USD⁴ – with projected income at 3.5 billion USD. These are many unknowns, however, in this equation, not least developments in and around Syria and Iraq or sudden new situations of mass influx.

2.4 The MOPAN assessment

According to the latest Multilateral Organization Performance Assessment Network (MOPAN) assessment from 2014 UNHCR is recognized for taking key steps to apply the Inter-Agency Standing Committee (IASC) Transformative Agenda.⁵

Moreover UNHCR is recognized for having a good reputation for the quality of its policy dialogue and how it uses advocacy to enhance protection for refugees and other persons of concern as well as for using reliable needs-assessments to inform its humanitarian operations. However, the assessment also suggests that UNHCR could better link its corporate results framework with its strategic plan, so that organisation-wide results can be clearly articulated and measured. Greater structural independence may be required for the evaluation function, in combination with adequate financial support and management buy-in. UNHCR should also develop a regular and systematic process for follow-up on evaluation recommendations. UNHCR has been working actively to improve its relationships with its implementing and operational partners but further improvements are needed.

² <http://reporting.unhcr.org/financial>

³ 3,9 billion USD in 2016, <http://reporting.unhcr.org/financial>

⁴ EC/68/SC/CRP.10, decision on budgets and funding for 2016 and 2017 adopted at the 68th meeting of the UNHCR Standing Committee 14-17 March 2017

⁵ MOPAN: Assessment of UNHCR, 2014

3. Key Strategic Challenges and Opportunities

3.1. Relevance and Justification of Future Danish Support

UNHCR has for many years been a key partner in Danish humanitarian assistance. The organization contributes directly to the implementation of the priorities of Danish humanitarian and development cooperation by protecting conflict affected populations and helping to address complex challenges related to displacement and forced migration as well as to finding durable solutions for refugees and IDP's. UNHCR's activities related to IDP's have increased in magnitude in recent years. This reflects that as a result of the UN-led humanitarian reform process some ten years ago, UNHCR has been designated as cluster lead for protection, emergency shelter, and camp coordination and management in situations of conflict. It also provides important support to other clusters.

Both Denmark and UNHCR recognize the Agenda 2030's commitment to "leave no one behind", requiring that the most vulnerable, including those affected by crises and forced displacement, are included in the achievement of the Sustainable Development Goals. Similarly, the parties are also committed to implementing the *Grand Bargain*⁶ and the *New Way of Working*⁷, including by increasing collaboration focused at "collective results"; working with others to achieve a comprehensive, cross-sectoral, methodologically sound, and impartial overall assessment of needs; increasing the investment in national first responders; and through the donor commitment to decrease earmarking where possible and accept more streamlined reporting requirements as outlined in the *Grand Bargain*. The parties are also committed to strengthen the engagement in joint multi-year planning and programming in response to protracted crises, to strengthen flexibility in line with changes in operational contexts, and to reduce management costs and strengthen harmonised results reporting.

Within the broader objective of protecting conflict affected populations, it is a particular priority for Denmark's humanitarian assistance to address complex challenges related to displacement and forced migration, to strengthen protection of refugees and IDP's, and to find durable solutions for refugees and IDP's as the ultimate protection goal. UNHCR's Result Based Management contains 64 objectives in of which the key objectives constituted the above mentioned GSP's. This entails that in addition to the GSP's, many elements related to organizational management and performance are measured and monitored by the organization, however, although not part of the GSP's.

Within the framework of the human rights-based approach to development, Denmark has welcomed UNHCR's efforts to integrate human rights across its operations for displaced people – and with a particular cross-cutting emphasis on e.g. age and gender specific rights. The latter is one of the key priorities in "The World 2030", where the focus on girls and women within development cooperation engagement is increased and advancement of sexual and reproductive health and rights is prioritized. The Evaluation of the Strategy for Danish Humanitarian Action 2010-2015 of May 2015 concludes that the Danish government's partnership with UNHCR is a good example of how a relatively small donor can exert considerable influence by combining funding with active involvement from both Copenhagen and Geneva.⁸ UNHCR is generally positively assessed and reviewed by other donors.

UNHCR's Global Strategic Priorities: Main objectives for 2016-17

In carrying out its operations as well as performing as an organization, UNHCR has developed a number of "Global Strategic Priorities" (GSPs) that are intended as a common set of key priorities and a "blueprint" for planning in UNHCR's operations worldwide. The GSP's are divided in two categories: the operational GSP's, which direct activities in the field with a focus on critical areas of concern in protecting, assisting and seeking solutions for people of concern for UNHCR; as well as support and management GSP's, which guide work at headquarters and regional offices. The latter is

⁶ "The Grand Bargain: A Shared Commitment to Better Serve People in Need" is an agreement between more than 30 of the biggest donors and aid providers, which aims to get more means into the hands of people in need. <https://consultations.worldhumanitariansummit.org/bitcache/075d4c18b82e0853e3d393e90af18acf734baf29?vid=580250&disposition=inline&op=view>

⁷ Former UN Secretary-General Ban Ki-moon and the heads of UNICEF, UNHCR, WHO, OCHA, WFP, FAO, UNFPA and UNDP, with the endorsement of the World Bank and the International Organization for Migration, signed at the World Humanitarian Summit a "Commitment to Action" document, in which they agreed on a New Way of Working in crises. Its aim is not only to meet humanitarian needs, but also to reduce needs, risks and vulnerability over time. <http://www.agendaforhumanity.org/initiatives/5358>

⁸ Evaluation of the Strategy for Danish Humanitarian Action 2010-2015. Ministry of Foreign Affairs. May 2015

intended to improve the organization's effectiveness in areas such as protection, financial accountability, emergency response and humanitarian coordination.

The GSP's set out the key objectives for the organization. They are assessed through a number of "impact indicators" providing important insight into how UNHCR is performing. Furthermore, "Global Engagements" are presented in order to provide reporting on progress and achievements. There is a high degree of convergence between UNHCR's GSP's and the priorities of Danish Humanitarian Assistance, which is elaborated in Chapter 6 below on "*Monitoring and reporting*".

New-York Declaration, the Comprehensive Refugee Response Framework (CRRF) and a Global Compact on Refugees

The New York Declaration for Refugees and Migrants (New York Declaration)⁹ – which was adopted by the UN General Assembly on 16 September 2016 – is a milestone for global solidarity and refugee protection at a time of unprecedented displacement. The set of commitments agreed by the UN Member States reflect that protection of those who are forced to flee, and support for the countries that shelter them, are a shared international responsibility. The New York Declaration calls upon UNHCR to develop and initiate the application of the **Comprehensive Refugee Response Framework (CRRF)** in particular situations, in close coordination with relevant States, other UN agencies and stakeholders. The CRRF specifies key elements for a comprehensive response to any large movement of refugees. These include rapid and well-supported reception and admissions; support for immediate and on-going needs (*e.g.* protection, health, education); assistance for local and national institutions and communities receiving refugees; and expanded opportunities for solutions. The practical application of the CRRF will also inform the consultations and negotiations of a **Global Compact on Refugees**, to be adopted by the General Assembly in 2018.

The CRRF has the potential to transform the manner in which affected governments and the international community responds to refugee situations. It calls for inclusive, solutions-focused approaches, and through the New York Declaration it has the support of UN member states to an extent not seen before. The concept embodies key lessons and best practices from decades of work with refugees. The CRRF is not simply an add-on to UNHCR's existing portfolio – it is a New Way of Working, seeking to comprise all existing and new initiatives in support of an inclusive approach to managing protracted refugee situation and promoting durable solutions for refugees.

Both in connection with the CRRF and in general it is critical that UNHCR continues to focus on its core mandate and not spread its operation to the wider development agenda. This is in line with Denmark's position on the CRRF, which if successful, should see UNHCR "leading from behind" and primarily having a catalyst role in operational terms, while still upholding its protection mandate.

3.2. Major Challenges and Risks

UNHCR faces several important challenges. Some challenges are primarily externally driven, while others are internal. Among the most important at present are:

Risk no. 1: Deterioration of the global protection environment

In performing its functions, UNHCR is depending on the generosity of countries hosting refugees. Hosting refugees creates strains on countries' economy, society, services, infrastructure, environment and security. In 2015, for the second year in row, Turkey was the country hosting the largest number of refugees (2.5 million), followed by Pakistan (1.6 million)¹⁰. The war in Syria alone has produced over 5 million registered refugees since 2011¹¹ – more than from any other country. In relation to population size, Lebanon hosts the highest number of refugees per 1.000 inhabitants (183), followed by Jordan (87)¹². In exercising its mandate effectively, UNHCR is dependent upon the continuing commitment from member states to cooperate with the office. This also entails member states to exert pressure on each other to uphold and respect their obligations vis-à-vis the Office, not least in respect of the key principle of '*non-refoulement*'. This underlines the importance of preserving asylum space, safeguarding access to protection and

⁹ UNGA resolution A/RES/71/1

¹⁰ UNCHR Global Trends 2015: <http://www.unhcr.org/576408cd7.pdf>

¹¹ <http://www.unhcr.org/syria-emergency.html>

¹² UNCHR Global Trends 2015: <http://www.unhcr.org/576408cd7.pdf>

ensuring freedom of movement consistent with international refugee law. Governments have an important role to play in supporting UNHCR in this respect.

Risk no. 2: Diminishing possibilities for resettlement

While voluntary return to the country of origin remains the preferred, and also the most realistic, durable solution in mass-influx refugee situations, local integration in the host country and resettlement in third countries remains an essential part of the concept of durable solutions and a politically important element in maintaining a "balance" between the various durable solutions. In 2015 UNHCR submitted 134.000 refugees to States for resettlement and States admitted 107.100 refugees for resettlement during the year with or without UNHCR's assistance¹³. However, the financial crisis, changes of sentiment towards refugees around the globe and other factors may further diminish the possibilities for resettlement in the future, thus impairing use of this durable solution.

Risk no. 3: Maintaining the high level of donor contributions

UNHCR has managed over the last five years to increase the level of donor contributions, with record levels being achieved in both 2015 and 2016. However, donor governments are under pressure to reduce spending, in part also because of rising asylum costs in some countries. It is therefore uncertain whether the current all time high (2016) level of contributions can be sustained, let alone increased in 2017 and beyond. This is compounded by significant uncertainties related to future US contributions, given the changing priorities of the new Trump-administration. As the US is covering close to 40 % of UNHCR's budget at present, the impact of this could be significant.

UNHCR is for the same reason expanding its efforts to attract private funding, with a level of USD 239¹⁴ million achieved in 2016 and an ambition to reach 500 million USD within a few years. Also, efforts are made to attract funds from non-traditional donors, not least from the Gulf countries.

Risk no. 4: Humanitarian space and staff security

Due to the increasingly complex global political and security situation there has been a steady and incremental erosion of humanitarian space over the past decade with leading to growing insecurity of humanitarian staff. An analysis has shown that more civilian humanitarian aid workers are killed by acts of violence than in accidents and that almost half of the non-accidental deaths of aid workers were the result of ambushes on vehicles and convoys¹⁵. This risk applies to all humanitarian agencies working in conflict zones. UNHCR has lost 16 staff members during the last ten years¹⁶.

Risk no. 5: Misuse of funds

During the past five years there has been a significant increase in UNHCR's budget for operations and activities. Simultaneously, the number of NGO-implementing partners has grown to more than 900¹⁷. These partners, the majority of which are national organizations, vary considerably in size and capacity. Within the same period, UNHCR has undergone considerable administrative reforms, shrinking the amount of functions and staff at headquarter level. While it is generally assessed that the risk of corruption – in the sense that UNHCR-staff would take bribes in conducting their work – generally is not high (although specific cases are known), the growing budget and increasing involvement of external partners do increase the risk of embezzlement of funds. As noted, UNHCR applies a zero-tolerance policy on cases of misconduct. The cases are reported via the Inspector General or Board of Auditors to the Executive Committee as well as the General Assembly. It is critical that UNHCR continues its fight against any type of corruption as it is a daily challenge given the circumstances under which UNHCR operates. Denmark places great

¹³ UNCHR Global Trends 2015: <http://www.unhcr.org/576408cd7.pdf>

¹⁴ Contributions to UNHCR from non-governmental organizations, foundations and private donors for budget year 2016 as at 19 September 2016: <http://www.unhcr.org/partners/donors/575e771a4/contributions-unhcr-budget-2016-breakdown-country-non-governmental-organizations.html>

¹⁵ IASC Background document "Preserving Humanitarian Space, Protection and Security", New York 2008

¹⁶ Report of the United Nations High Commissioner for Refugees, part II, Strategic Review pursuant to General Assembly Resolution 58/153

¹⁷ <http://www.unhcr.org/partnerships.html>

emphasis on transparency in this connection and will continue to follow up with UNHCR on this issues.

4. Priority Results of Danish Support

Denmark has a long-standing relationship with UNHCR, dating back to Denmark's signing of the 1951 Convention and membership of the UNHCR Executive Committee since its establishment in 1958. Denmark takes active part in the annual sessions of the Executive Committee as well as participates in other formal and informal meetings during the year. As stated, Denmark served as vice-chair of the Bureau for the 65th and 66th sessions and as Chair of the Committee for the 67th session in 2015-2016.

According to UNHCR's Global Report 2016, Denmark continues to be ranked as the 10th largest governmental donor overall with a total contribution of USD 60.3 million. Looking only at the un-earmarked funding, Denmark was the 5th largest donor with a contribution of USD 23.6 million.¹⁸

In 2017 Denmark's relationship with UNHCR has been further strengthened with the signing of the "*Humanitarian Partnership Framework Agreement 2017-21*" – a continuation of a similar agreement covering the period 2013-2016, thereby affirming the close relationship between the two parties¹⁹. In doing so, it provides UNHCR with improved humanitarian funding predictability and operational flexibility paired with an enhanced structured dialogue between the Parties on priorities, performance and results. Since 2013, UNHCR has received a yearly, predictable funding from Denmark of DKK 320.5 million falling into four categories:

- A **core contribution** of DKK 160 million to support UNHCR in fulfilling its mandate of providing international protection and humanitarian assistance to refugees and other persons of concern, while seeking lasting solutions to their plight. This contribution is un-earmarked and supports all four pillars (refugees, stateless, solutions and IDP's) of UNHCR's work.
- A contribution of DKK 20 million affiliated with the core contribution but restricted for creative, solutions-oriented activities of a strategic nature. These **innovation funds** are meant to innovate, experiment and catalyse efforts to resolve protracted displacement and to support solutions with a tested menu of tools, methodologies and partnerships that UNHCR can draw upon across geographic contexts when developing solutions strategies in protracted situations and responding in emergencies to reduce the creation of new protracted situations. During the annual consultations, the overall strategic framework for the continued use of the funds is discussed and approved, with the understanding that it is guided by a high degree of flexibility and willingness to take risks.
- A softly earmarked contribution of DKK 50.5 million to an **Emergency Response Fund**, administered and used by UNHCR at its own discretion for emergency response purposes during the course of the financial year. The Partnership Agreement includes general stipulations on the use of these funds, including with regard to the need to inform Denmark about allocations for subsequent media usage. Allocations for more than USD 1 million will not be made without consultation with Denmark
- Earmarked contributions amounting to DKK 90 million to UNHCR's efforts in support of selected operations of a protracted nature and with a focus on **supporting durable solutions**, either through local integration or voluntary repatriation and re-integration. UNHCR's selection of operations takes its point of departure in the geographical priorities guiding Danish engagement in protracted displacement crises. The funding may in particular support the development of multi-year planning frameworks for protracted displacement situations. Until the end of 2021 at least DKK 27 million out of the DKK 90 million allocated to protracted displacements will continue to be earmarked to the UNHCR reintegration programme in Afghanistan and surrounding countries.

As per the agreement, **annual consultations** will be held in order to discuss:

¹⁸ http://reporting.unhcr.org/sites/default/files//donor_ranking/2016%20-%20UNHCR%20Donor%20Ranking.pdf

¹⁹ Among the priorities in the Humanitarian Strategy is e.g. responding to the needs of people affected by armed conflict; addressing the underlying causes of vulnerability through building better links between relief and development; and promoting durable solutions for displaced people through comprehensive means.

- i) UNHCR's utilization of the specific Danish contribution for solutions;
- ii) Plans for use of the specific Danish contributions for the upcoming year;
- iii) Achievements in the current calendar year and selection of operations to which funds from the Danish contributions to UNHCR's efforts in protracted displacement situations and in support of durable solutions shall be allocated in the upcoming calendar year;
- iv) Danish policy priorities, including sustainable solutions for protracted displacement situations;
- v) Possibilities for strengthening thematic coherence and synergy between multilateral and bilateral assistance;
- vi) Possible concerns of Denmark in relation to UNHCR's performance;
- vii) Key issues emanating from UNHCR's strategies and/or implementation of the annual action plans;
- viii) Employment of Danish nationals in UNHCR; as well as
- ix) any other topic considered relevant.

Moreover, the annual consultations is an opportunity for Denmark to raise issues such as continually working on efficiency improvement within the organization, the fight against corruption, including transparency in this regard, increasing the number of Danish citizens working in UNHCR by increasing the number of JPO's and the use of secondments. Furthermore, it could be considered if the Innovation funds could potentially be used to ensure focus on the particular challenges faced by women and girls.

UNHCR's Global Strategic Priorities (GSP's) for 2016-17²⁰ emphasize areas of critical concern to the Office with regard to provide protection and assistance and to seek solutions for refugees and other people of concern. In the biennium of 2016-2017 which build on the previous biennium achievements and affirm the overall validity and relevance of the 2014-2015 GSP's UNHCR has 8 operational GSP's and 8 support and management GSP's . The following table points to the key indicators from a Danish perspective and highlights the strong convergence between UNHCR's GSP's and Danish policy priorities:

| Danish Policy Priority | UNHCR GSP | UNHCR Impact Indicator |
|---|---|---|
| Providing international protection and humanitarian assistance to refugees and other people of concern | <u>Favourable protection environment</u> Ensuring access to territorial protection and asylum procedures; protection against <i>refoulement</i> ; and the adoption of nationality laws that prevent and/or reduce statelessness. | <ul style="list-style-type: none"> - Extent law is consistent with international standards relating to refugees - Extent law and policy is consistent with international standards relating to internal displacement - Extent law and policy is consistent with international standards on prevention of statelessness and % of stateless people for whom nationality is granted or confirmed. |
| | <u>Fair protection processes and documentation</u> Securing birth registration, profiling and individual documentation based on registration | <ul style="list-style-type: none"> - % of children under 12 months old who have been issued with a birth certificate by the authorities. - % of people of |

²⁰ <http://www.unhcr.org/publications/fundraising/564da0e30/unhcr-global-appeal-2016-2017-global-strategic-priorities-2016-2017.html>

| | | |
|---|--|--|
| | | concern registered on an individual basis. |
| | <p><u>Security from violence and exploitation</u></p> <p>Reducing protection risks faced by person of concern, in particular discrimination, sexual and gender based-violence and specific risks faced by children.</p> | <ul style="list-style-type: none"> - Extent known SGBV survivors receive appropriate support. - Extent community is active in SGBV prevention and survivor centred protection. - % of unaccompanied and separated children for whom a Best Interest Determination process has been initiated or completed. - Extent children of concern have non-discriminatory access to national child protection and social services. |
| | <p><u>Basic needs and services</u></p> <p>Reducing mortality, morbidity and malnutrition through multisectoral interventions.</p> <p>Meeting international standards in relation to shelter, domestic energy, water, sanitation and hygiene.</p> | <ul style="list-style-type: none"> - Prevalence of global acute malnutrition (GAM) (6-59 months) - Under-5 mortality rate - % of households living in adequate dwellings - Average number of litres of potable water available per person per day. |
| | <p><u>Community empowerment and self-reliance</u></p> <p>Promoting active participation in decision making of persons of concern and building coexistence with hosting communities. Promoting human potential through increased opportunities for quality education and livelihoods support.</p> | <ul style="list-style-type: none"> - % of active female participants in leadership/management structures. - Extent local communities support continued presence of person of concern. - % of people of concern (28-59 yrs.) with own business/self-employed for more than 12 months. - % of primary school-aged children enrolled in primary education. |
| <p>Finding durable solutions to protracted displacement situations</p> | <p><u>Durable solutions</u></p> <p>Expanding opportunities for durable solutions for people of concern, particularly those in protracted situations, including through strengthening the use of comprehensive approaches and contributing to sustainable reintegration and local</p> | <ul style="list-style-type: none"> - Extent return has been voluntary, and in safety and dignity. - Extent returnees have same access to rights as other citizens. - Extent social and economic integration is realized. - % of people of |

| | | |
|--|--------------------------------|--|
| | settlement in third countries. | concern, identified in need of resettlement, submitted for resettlement. |
|--|--------------------------------|--|

In general, Denmark bases its monitoring on UNHCR's own monitoring and reporting framework and does not require specific progress reports covering the Danish contribution. Denmark will assess and discuss policy priorities through participation in formal and informal meetings, engaging in thematic briefings as well as in connection with the annual consultations in line with the Humanitarian Partnership Agreement. It has been agreed that UNHCR will provide Denmark with the following reports:

- UNHCR's annual Global Report, including detailed country chapters with achievements against priority targets. This will be accepted by Denmark as UNHCR's consolidated reporting mechanism;
- UNHCR's annual financial report and audited financial statements (and audit report), as submitted to UNHCR's Executive Committee and to the Fifth Committee of the General Assembly of the United Nations;
- For the Specific Danish Contribution/innovation fund (DKK 20 million), narrative progress report of the same year will be presented to Denmark at the annual consultations meetings;
- The Partnership Agreement further outlines specific but simple financial reporting requirements for the different types of loosely ear-marked contributions allocated to UNHCR.

Within this framework, the Mission will report on developments under the Organization Strategy in accordance with the new multilateral guidelines.

5. Preliminary Budget Overview

| Danish contribution to UNHCR | 2017 | 2018 | 2019 |
|---|-------|-------|-------|
| Core funds (un-earmarked) | 160 | 160 | 160 |
| Innovation funds (earmarked) | 20 | 20 | 20 |
| Emergency Response Fund (flexibly earmarked) | 50,5 | 50,5 | 50,5 |
| Contribution to UNHCR's efforts in protracted situations (earmarked) ^{1'} | 90 | 90 | 90 |
| Totals²¹ | 320,5 | 320,5 | 320,5 |

(Contribution in DKK million).

In addition to the contributions provided under the partnership agreement, UNHCR can also receive extraordinary contributions during the financial year. In 2016, such contributions amounted to more than DKK 50 million.

²¹ The numbers for 2018-2019 are preliminary and subject to parliamentary approval

Annex 1: <http://www.unhcr.org/publications/fundraising/564da0e30/unhcr-global-appeal-2016-2017-global-strategic-priorities-2016-2017.html>

Global Strategic

UNHCR's Global Strategic Priorities (GSPs) for 2016 and 2017 represent important areas where the Office is making concerted efforts through its operations to strengthen protection, improve the quality of life and seek solutions for refugees and other people of concern.

Intended as a common set of key priorities and a “blueprint” for planning in UNHCR operations worldwide, they target the achievement of consistent progress towards meeting international standards.

The operational GSPs are firmly established as a core tool to guide UNHCR and its partners in developing country-level operational plans and in prioritizing activities within budgetary parameters. Each GSP is linked to an objective and a specific impact indicator within UNHCR's results framework.

A separate set of support and management GSPs represent UNHCR's commitments to improving its organizational effectiveness. These include protection, results-based management, financial accountability, emergency response and humanitarian coordination. They also guide the work of headquarters and regional offices in oversight, policy development and support for field operations.

PLANNING AND TRACKING

The implementation of the 2016-2017 GSPs will build on the previous biennium achievements which have brought tangible differences to the lives of many refugees and others of concern. UNHCR's focus on the GSPs is continuous. Each operation reviews its GSP commitments during the detailed planning process in October and November, in consultation with partners, and ensures that the GSPs are integrated into implementation

planning. During the year, UNHCR Representatives in the field and their teams, together with partners, track progress and make adjustments. At Headquarters, the GSP results are an important “lens” for reviewing and approving operations plans.

When analysing the operational GSPs and their impact on the lives of people of concern, the 22 impact indicators provide important insight into their situation and challenges and the organization's efforts to address these. UNHCR's institutional commitment is to pursue the 2016-2017 GSPs as comprehensively as possible, with both field operations and headquarters entities shaping their planning accordingly.

GSPs 2016-2017

In setting the Global Strategic Priorities for 2016-2017, the High Commissioner has affirmed the overall validity and continued relevance of the GSPs established for the 2014-2015 biennium. Following a broad consultative process, the latter had been extended to strengthen coverage of prevention and response to sexual and gender-based violence; child protection; the empowerment of women in leadership structures; host community support; and self-reliance. However, participants in the consultative process had also emphasized the importance of maintaining continuity over time to help assess where UNHCR was achieving meaningful progress.

Thus, for 2016-2017 only a few changes to the GSP indicators have been introduced, based on recommendations by UNHCR technical experts who analyse the GSP process and results. An additional GSP indicator has been added to measure progress towards the eradication of statelessness. The engagement to promote the issuance of birth certificates for refugee children under 12 months of age has been broadened to apply to all

people of concern, including IDPs. Finally the indicators used to measure progress on solutions have been revised to provide a more meaningful and qualitative measurement of UNHCR's solutions work. The support and management GSPs have been adjusted where necessary to ensure that they remain relevant and aligned with the strategies and orientation of the respective Headquarters Divisions.

CHALLENGES

There are a number of challenges in ensuring that the organization's priorities for the protection and well-being of people of concern are carried out across all operations and over a time period that enables UNHCR and its partners to analyse progress and the impact of these efforts.

Efficient coordination and engagement in partnership with all concerned parties - displaced people themselves and their hosting communities, States, as well as the Office's other partners, including non-governmental organizations, UN agencies and national organizations – are required to create an enabling environment. And in some cases, it is contingent upon States themselves to enact the necessary legislation to permit the changes that will make such a difference for refugees, IDPs and stateless people.

The need for UNHCR to remain adaptable and flexible in the face of new emergency situations may also disrupt some ongoing operations and affect the anticipated programme implementation including in GSP areas – both from operational and financial management perspectives. Finally, it is clear that the growing gap between the organization's financial requirements and available funding for humanitarian aid remains a key constraint which will undoubtedly affect UNHCR's capacity to implement the 2016-2017 priorities. ■

Priorities 2016-2017

OPERATIONAL

IMPACT INDICATOR

ENGAGEMENT*

Favourable protection environment

1. Ensuring access to territorial protection and asylum procedures; protection against refoulement; and the adoption of nationality laws that prevent and/or reduce statelessness

- ▼ Extent law consistent with international standards relating to refugees
- ▼ Extent law and policy consistent with international standards relating to internal displacement
- ▼ Extent law and policy consistent with international standards on prevention of statelessness
- ▼ % of stateless people for whom nationality granted or confirmed

Seek improvements in national law and policy in 80 countries, so as to be consistent with international standards concerning refugees and asylum-seekers

Seek improvements in national law and policy in 20 countries, so as to be consistent with international standards concerning IDPs

Seek improvements in citizenship laws in 41 countries, so as to be consistent with international standards on the prevention of statelessness

Seek to increase the percentage of stateless people who acquire or confirm nationality in 16 situations

Fair protection processes and documentation

2. Securing birth registration, profiling and individual documentation based on registration

- ▼ % of children under 12 months old who have been issued with a birth certificate by the authorities
- ▼ % of people of concern registered on an individual basis

Seek to increase the systematic issuance of birth certificates to newborn children in 53 situations

Seek to maintain or increase levels of individual registration in 96 refugee situations

Security from violence and exploitation

3. Reducing protection risks faced by people of concern, in particular, discrimination, sexual and gender-based violence and specific risks faced by children

- ▼ Extent known SGBV survivors receive appropriate support
- ▼ Extent community is active in SGBV prevention and survivor-centred protection
- ▼ % of unaccompanied and separated children for whom a best interest process has been initiated or completed
- ▼ Extent children of concern have non-discriminatory access to national child protection and social services

Provide and seek improved provision of support to known SGBV survivors in 91 refugee operations

Provide and seek improved provision of support to known SGBV survivors in 10 situations where UNHCR is operationally involved with IDPs

Provide and seek improved provision of support to known SGBV survivors in 3 returnee situations

Seek improved community involvement in SGBV prevention and protection of survivors in 58 refugee situations

Seek improved community involvement in SGBV prevention and protection of survivors in 8 situations where UNHCR is operationally involved with IDPs

Seek improved community involvement in SGBV prevention and protection of survivors in 4 returnee situations

Seek to maintain or increase the proportion of unaccompanied or separated refugee children for whom a best interest process has been completed or initiated in 74 refugee situations

Seek increase in the non-discriminatory access to national child protection and social services in 37 refugee situations

Seek increase in the non-discriminatory access to national child protection and social services in 4 situations where UNHCR is operationally involved with IDPs

Seek increase in the non-discriminatory access to national child protection and social services in 3 returnee situations

* At time of publication, these engagements were under review and the numbers may be subject to adjustment

IMPACT INDICATOR

ENGAGEMENT*

Basic needs and services

4. Reducing mortality, morbidity and malnutrition through multi-sectoral interventions

▼ Prevalence of global acute malnutrition (GAM) (6-59 months)

Seek to maintain UNHCR standards or reduce level of GAM in 36 situations where refugees live in camps or settlements

▼ Under-5 mortality rate

Seek to maintain UNHCR standards or reduce mortality levels of children under 5 years old in 44 situations where refugees live in camps or settlements

5. Meeting international standards in relation to shelter, domestic energy, water, sanitation and hygiene

▼ % of households living in adequate dwellings

Seek to maintain or increase the percentage of households living in adequate dwellings in 48 refugee situations

Seek to maintain or increase the percentage of households living in adequate dwellings in 15 situations where UNHCR is operationally involved with IDPs

Seek to maintain or increase the percentage of households living in adequate dwellings in 7 returnee situations

▼ Average number of litres of potable water available per person per day

Seek to maintain or increase the level of water supply in 46 refugee situations

Community empowerment and self-reliance

6. Promoting active participation in decision-making of people of concern and building coexistence with hosting communities

▼ % of active female participants in leadership/management structures

Seek improved participation of women in leadership/management structures in 54 refugee situations

Seek improved participation of women in leadership/management structures in 4 situations where UNHCR is operationally involved with IDPs

▼ Extent local communities support continued presence of people of concern

Seek improvements in relations between people of concern and local communities in 65 refugee situations

7. Promoting human potential through increased opportunities for quality education and livelihoods support

▼ % of people of concern (18-59 years) with own business/self employed for more than 12 months

Seek to maintain or increase the percentage of people of concern who are supported to improve their business/self-employment opportunities in 38 operations

▼ % of primary school-aged children enrolled in primary education

Seek improved enrolment rate of primary school-aged children in 96 refugee situations

Durable solutions

8. Expanding opportunities for durable solutions for people of concern, particularly those in protracted situations, including through strengthening the use of comprehensive approaches and contributing to sustainable reintegration, local settlement and successful resettlement in third countries

▼ Extent return has been voluntary, and in safety and dignity

Support refugees to return voluntarily, and in safety and dignity, in 42 situations where conditions permit

▼ Extent returnees have same access to rights as other citizens

Support returnees in 16 situations to reintegrate in a sustainable manner, with the same access to rights as other citizens

▼ Extent social and economic integration is realized

Support local integration in 42 refugee situations where conditions permit

▼ % of people of concern, identified in need of resettlement, submitted for resettlement

Seek to maintain or increase the percentage of people submitted for resettlement, among those identified in need of resettlement, thereby supporting solutions in 74 situations

SUPPORT AND MANAGEMENT

IMPACT INDICATOR

1. UNHCR's programmes are carried out in an environment of sound financial accountability and adequate oversight
 - ▼ Financial management at UNHCR Headquarters and in the field is strengthened, and adequate internal control infrastructure is in place
 - ▼ Accounts are recorded in full compliance with IPSAS, and UNHCR endeavours to benefit from it to the maximum extent
2. UNHCR's operations deliver quality protection and facilitate solutions to people of concern and effectively advocate for their rights
 - ▼ Global protection and solutions capacity and response is strengthened through direct operational support and enhanced monitoring
3. Programme implementation is supported by timely, effective and predictable delivery of information and telecommunications services
 - ▼ Field operations have access to reliable, fast and secure information and communications technology networks and tools
4. UNHCR makes effective use of and contributes to improving inter-agency humanitarian coordination mechanisms
 - ▼ Effective coordination and leadership is established for refugee responses and UNHCR-led clusters at global and operational levels
5. UNHCR's operational performance on key programmatic areas is supported to reflect strong results orientation, and results are monitored and analysed to inform operational decision-making and resource allocation
 - ▼ Operational performance is monitored and analysed with a focus on results, and support is provided to the field for enhanced results orientation
 - ▼ UNHCR's global strategies for public health, settlement and shelter, livelihoods, and safe access to energy inform operational planning and implementation of activities in these technical areas
6. UNHCR effectively prepares for and responds to emergencies
 - ▼ Core relief items are stocked to provide emergency assistance for up to 600,000 people
 - ▼ Relief items are dispatched within 48 hours
 - ▼ Active standby capacity (including through standby rosters), with appropriate leadership, coordination experience and protection training, is available for deployment within 72 hours of declaration of emergency. Community-based approach is promoted to support accountability to people of concern.
 - ▼ A qualified security workforce is maintained and security staff are deployed to emergencies
7. UNHCR has a diverse and gender-balanced workforce, which performs effectively
 - ▼ Overall gender balance is achieved
 - ▼ Staff members meet their learning needs
 - ▼ Assignments are made in an efficient and timely manner
 - ▼ Compliance is achieved in respect of performance reporting
 - ▼ Staff are committed and satisfied with their work
8. UNHCR mobilizes political, financial and operational support from public and private sectors through effective strategic partnerships, multimedia communication, targeted campaigns and fundraising strategies
 - ▼ Resource mobilization strategies are enhanced to increase funding towards UNHCR's budget from public and private sources
 - ▼ Partnerships with member States of the Executive Committee, UN agencies, NGOs and the humanitarian system are enhanced
 - ▼ Strategic external communication is strengthened through targeted multimedia campaigns and timely public updates
 - ▼ Information on operations is made accessible to external stakeholders in a transparent manner