

Ministry of Foreign Affairs – Department for Migration, Stabilisation and Fragility (MNS)

Meeting in the Council for Development Policy on 25 November 2021

Agenda Item No. 3

- | | |
|---|---|
| 1. Overall purpose: | For discussion and recommendation to the Minister |
| 2. Title: | UNMAS Organisation Strategy 2022-2025 |
| 3. Presentation for Programme Committee: | 26 October 2021 |
| 4. Previous Danish support to UNMAS presented to UPR | No, the UNMAS organisation strategy for 2017-2020 was approved by the Minister for Development Cooperation. |

Danish Organisation Strategy for UNMAS 2022-2025

Key results

- Mine action enables and facilitates humanitarian action from protection to early recovery. Mine action also enables peace and stabilisation efforts within the field of mine action in fragile areas.
- Enhanced protection of civilians, especially the most vulnerable, as well as enhanced participation of women in mine action efforts.
- Enhanced political and public awareness and knowledge about UNMAS' mine action as a basic enabler of humanitarian, development and peace/security efforts (HDP).
- A more efficient, effective and results-based UNMAS as a global mine action response, which is fit for purpose.

Justification for support

- UNMAS's capacity to deliver mine action services in fragile states contributes to Danish principal priorities such as prevention of forced displacement, efforts within the HDP-nexus and promotion and protection of the rights of girls and women as outlined in Denmark's new strategy for Development Cooperation (2021-25), Danish foreign and security policy priorities, Denmark's National Action Plan for WPS (2020-24) as well as international commitments.
- UNMAS's geographical priorities are largely in line with Danish priorities in the MENA region and Sahel, as well as Afghanistan and Somalia.

Major risks and challenges

- Volatile security situations, political instability and simultaneous crises in operation areas can potentially result in postponement or cancellation of programme activities.
- Donors prefer to provide one-time contributions for earmarked programmes instead of multi-year core funding which affects the flexibility and planning needed to deliver mine action services in ever-evolving contexts.
- Lack of qualified personnel, as well as poorly maintained infrastructure and equipment in the affected countries.
- Affected states fail to adopt security sector reform, legal frameworks and national mine action standards and assume responsibility for management of mine action at national level.
- Covid-19 pandemic may lead donors to reduce contributions, cause travel restrictions, affect the health of UNMAS personnel, and worsen the socio-economic conditions among beneficiaries.

File No.	2021-34000				
Responsible Unit	MNS				
Sector	Mine Action				
Partner	United Nations Mine Action Service (UNMAS)				
	DKK million	2022	2023	2024	2025
Commitment	15	15	15	15	60
Projected disbursement	15	15	15	15	60
Duration	Four years				
Previous grants	UNMAS core contribution 2017-2020 (+1)				
Finance Act code	06.39.01.17				
Head of unit	Marianne Kress				
Desk officer	Kristine Dyregaard Nielsen				
Reviewed by CFO	Steffen Bramm Krog				

Relevant SDGs

 No Poverty	 No Hunger	 Good Health, Wellbeing	 Quality Education	 Gender Equality	 Clean Water, Sanitation
 Affordable Clean Energy	 Decent Jobs, Econ. Growth	 Industry, Innovation, Infrastructure	 Reduced Inequalities	 Sustainable Cities, Communities	 Responsible Consumption & Production
 Climate Action	 Life below Water	 Life on Land	 Peace & Justice, strong Inst.	 Partnerships for Goals	

Strategic objectives

1. Enhance the protection of civilians, especially the most vulnerable and make a particular effort to promote and protect the rights of girls and women, especially during and after the conduct of hostilities. This should be done by working to ensure that coherent gender responsive approaches to mine action are delivered with a prioritised focus on the rights and potential of girls and women in line with UN Security Council resolution 1325.
2. Address forced displacement by ensuring that mine action enables peace and stabilisation in fragile states and areas. The objective is not only to meet immediate humanitarian needs, but also to reduce vulnerability and improve the resilience, self-reliance and protection of internally displaced people, refugees, and in turn to contribute to preventing irregular migration. It should be done by delivering safety and security through facilitating humanitarian operations and stabilisation and peace efforts within the field of mine action in fragile areas.

Justification for choice of partner:

Denmark and UNMAS share the general view that mine action is a prerequisite for humanitarian, development and peace efforts and activities. Denmark has been a long-time supporter of UNMAS. Denmark will provide core funding for the budget of UNMAS 2022-2025 to ensure its continued lead role in the global coordination of mine action and uphold its flexibility to respond to emergencies at the request of member states and UN partners.

Summary:

Denmark supports the global role played by UNMAS in maintaining a rapid response capability enabling it to deploy to emergencies in fragile states and conflict areas. Denmark will provide funding for the budget of UNMAS 2022-25 to ensure its continued lead role in the global coordination of mine action. The overall objective of Denmark's support to UNMAS is twofold and aims to 1) enhance the protection of civilians and make a particular effort to promote and protect the rights of girls and women through mine action efforts and 2) protect internally displaced people and in turn contribute to preventing forced displacement and irregular migration by delivering safety through mine action efforts.

Budget

Core contribution	59,400,000 DKK
Thematic midterm review, etc.	600,000 DKK
Total	60,000,000 DKK

Denmark's Organisation Strategy for United Nations Mine Action Service (UNMAS) 2022-2025

November 2021

File No.: 2021-34000

Table of contents

I. Objective.....	3
II. The Organisation	5
<i>UNMAS's coordination role</i>	6
<i>The United Nations Voluntary Trust Fund for Assistance in Mine Action</i>	6
<i>Management and Governance of the UN VTF</i>	7
<i>Transparency and Accountability</i>	8
III. Lessons learnt, key strategic challenges and opportunities	8
<i>Lessons learnt</i>	9
<i>Strategic challenges and opportunities</i>	11
IV. Priority areas and results to be achieved	13
V. Budget.....	14
VI. Risks and assumptions	16
Annex 1: Results framework.....	18
Annex 2: UNMAS presence	20
Annex 3: UNMAS organisational chart	21

I. Objective

This strategy for the cooperation between Denmark and the United Nations Mine Action Service, UNMAS, forms the basis for the Danish core contribution to UNMAS¹ (2022-2025). The strategy constitutes the central platform for Denmark's dialogue and partnership with UNMAS. It sets up the Danish priorities for UNMAS within the overall framework established by UNMAS own strategy, taking into account the UN Mine Action Strategy 2019-2023. In addition, this strategy outlines specific goals and results vis-à-vis UNMAS that Denmark will pursue in its cooperation with the organisation.

Danish support to global mine action services is one of several instruments that contribute to securing peace, stabilisation and development as well as responding to humanitarian needs. Denmark applies a comprehensive approach to humanitarian, development and peace efforts (HDP-nexus), including within the field of mine action. A core contribution to UNMAS underlines this approach. This is because mine action is both an enabler and facilitator for humanitarian action and an instrument, which enables stabilisation, development and peacebuilding activities in fragile states and areas.

Besides the financial contributions to UNMAS from the Danish Ministry of Foreign Affairs (MFA), other Danish agencies, such as the Ministry of Defense (MoD) and a number of civil society organisations receiving funding from the Danish government, carry out counter-IED and other mine action services in conflict-affected regions around the world.

Denmark supports the global role played by UNMAS in maintaining a rapid response capability enabling it to deploy to emergencies at the request of Member States and UN leadership. Denmark will provide funding for the budget of UNMAS 2022-25 to ensure its continued leading role in the coordination of United Nations mine action.

The overall objective of Denmark's support to UNMAS is twofold and aims to:

- (1) Enhance the protection of civilians, especially the most vulnerable and make a particular effort to promote and protect the rights of girls and women, especially during and after the conduct of hostilities. This should be done by working to ensure that coherent gender responsive approaches to mine action are delivered with a prioritised focus on the rights and potential of girls and women in line with UN Security Council resolution 1325.
- (2) Address forced displacement by ensuring that mine action enables peace and stabilisation in fragile states and areas. The objective is not only to meet immediate humanitarian needs, but also to reduce vulnerability and improve the resilience, self-reliance and protection of internally displaced people, refugees, and in turn to contribute to preventing irregular migration. It should be done by delivering safety and security through facilitating humanitarian operations and stabilisation and peace efforts within the field of mine action in fragile areas.

¹ Denmark has supported UNMAS mine action activities since 2010 through both core funding as well as earmarked funding. The current Organisation Strategy includes strategic considerations for the core funding only.

Civilian Danish mine action activities take their point of departure in the HDP-nexus between humanitarian, development and peace efforts. These policies are mandated in Denmark's new strategy for Development Cooperation: The World We Share (2021-25), as well as the Danish foreign and security policy priorities. They contribute to Denmark's international commitments, such as the 2030 Agenda for Sustainable Development Goals, as well as other relevant Danish policies e.g. Denmark's National Action Plan for Security Council Resolution 1325 on Women, Peace and Security (WPS) (2020-2024).

The two overall objectives of Denmark's support to UNMAS are consistent with the Danish priorities, policies and commitments in foreign policy and development cooperation. In the Danish strategy for Development Cooperation (2021-2025), democratic values and human rights constitute the foundation of Denmark's development cooperation, including gender equality, and the rights of girls and women. Furthermore, the new strategy aims to prevent and fight poverty and inequality, conflict and displacement, irregular migration and fragility. In addition to the focus on prevention of conflicts and stabilisation, the strategy outlines that Denmark will promote sustainable reintegration of returnees and internally displaced people. Mine action plays an important role as an enabler, letting refugees, internally displaced people and irregular migrants return home. Thus, allowing the affected population to regain access to areas where they live and work. If displaced people are unable to return home, it hampers sustainable development, poses a threat to human security and is an obstacle to peace.

Furthermore, Danish foreign and security policy stresses the importance of strengthening Denmark's support to the UN's efforts to promote peace and stability, including in the Middle East and Africa, to prevent instability, terrorism, forced displacement and irregular migration. Multi-year core funding to UNMAS is one tool among others to contribute to this agenda; both by supporting UNMAS capacity to deliver direct mine action services in fragile areas, but also to increase the capacity of local and national authorities to deliver effective mine action services.

The overall goal of Denmark's action plan on WPS (2020-2024) is

- 1) to ensure the full, equal and meaningful participation of women in peace efforts (from prevention and conflict management, to peacebuilding and sustaining peace);
- 2) to incorporate the consideration of gender equality, women and girls' rights, interests, vulnerabilities and needs into all aspects of the work for sustainable peace.

Core funding to UNMAS is one way of supporting and promoting the WPS agenda. Throughout its work, UNMAS promotes gender equality (e.g. through the United Nations Gender Guidelines for Mine Action Programmes). Gender-responsive approaches and gender mainstreaming are vital to ensure that mine action programmes properly consider the needs of different groups in a community. Moreover, they aim to ensure employment opportunities are equally available to all. Gender-responsive approaches and gender mainstreaming in programming also aim to have an equal impact on beneficiaries regardless of their gender. Another objective is to ensure that women and men have improved access to decision-making roles related to the prioritisation of mine action programmes.

In the context of the 2030 Agenda for Sustainable Development Goals (SDGs), mine action is considered a vital enabler for peace, stability and development. Several of the SDGs are of direct

or indirect relevance to mine action. It is not only about physical removal of mines or saving lives in emergencies, but also restoring livelihood capacities, building resilience and creating opportunities for economic development. SDG 16 to “Promote just, peaceful and inclusive societies” provides the most direct entry point for mine action. Particularly in target 16.1, which seeks to “significantly reduce all forms of violence and related death rates everywhere”. SDG 1 to “End poverty in all its form everywhere” is also highly related to mine action services as fragile areas in need of UN mine action services often have high levels of poverty. Both of these SDGs are central to the Danish strategy for Development Cooperation.

Finally, UNMAS underpins the UN’s broader peace and security architecture, which aims to prevent and address conflict and insecurity, and build the conditions for sustainable peace. Denmark has a policy ambition of strengthening our UN engagement and support to these efforts, notably in terms of conflict prevention, peacebuilding and WPS, enhancing the efficiency of UN peace operations as well as promoting the nexus across humanitarian, development and peace actions.

II. The Organisation

Established in 1997 by the UN General Assembly, UNMAS works to eliminate the threat of mines, explosive remnants of war and improvised explosive devices. UNMAS coordinates United Nations mine action, leads operational responses and supports the development of standards, policies and norms.

In its capacity as the coordinator for mine action within the United Nations system, UNMAS collaborates with United Nations departments, agencies, programmes and funds. The aim is to ensure an effective, proactive and coordinated response to mitigate the threat of landmines, explosive remnants of war and an increasingly wide range of explosive hazards, including improvised explosive devices. UNMAS provides direct support and assistance to 21 countries/territories/missions including Abyei (UNISFA), Afghanistan, Burkina Faso, Central African Republic (MINUSCA), Colombia, Cyprus (UNFICYP), Democratic Republic of Congo (MONUSCO), Ethiopia, Iraq, Lebanon (UNIFIL), Libya (UNSMIL), Mali (MINUSMA), Niger, Nigeria, Somalia (UNSOM), South Sudan (UNMISS), State of Palestine, Sudan (UNITAMS), Syrian Arab Republic, Western Sahara (MINURSO), and Yemen.

UNMAS leads, coordinates and implements operational and programmatic interventions in complex environments, including in conflict or immediate post-conflict situations. In several countries, UNMAS is part of an integrated peacekeeping operation or special political mission. In this role, it conducts humanitarian interventions and supports the capacity-development of national mine action institutions.

UNMAS operates under UN legislative and executive mandates (UN General Assembly, UN Security Council etc.). It deploys at the requests of the UN Secretary-General or his designated official, or of an affected country, mostly in response to a humanitarian emergency.

UNMAS's coordination role

UNMAS coordinates advocacy and policy initiatives related to the implementation of multilateral conventions. These include the Anti-Personnel Mine Ban Convention, the Convention on Cluster Munitions, the Convention on Certain Conventional Weapons, and the Convention on the Rights of Persons with Disabilities. UNMAS leads the development of United Nations Mine Action policies that inform the evolution of broader normative frameworks set by Member States.

UNMAS coordinates the Inter-Agency Coordination Group on Mine Action (IACG-MA). It brings together 12 UN departments, agencies, programmes and funds involved in mine action at both principal and working levels. It aims to ensure an effective, proactive and coordinated response to the problems of landmines and explosive remnants of war, including cluster munitions, and improvised explosive devices. The objective is to actively monitor emerging threats and prepare appropriate responses, develop or revise policies and strategies, set priorities among UN actors and share information. Through the IACG-MA, UNMAS coordinates advocacy related to the various treaty bodies pertinent to mine action.

In 2020, UNMAS convened a Coordinating Task Force on a Whole-of-System Approach to IEDs. This was a response to the Secretary-General's call for improved UN response to the problem of IEDs in his Agenda for Disarmament. The Task Force meets on a regular basis, including at the level of principals. It brings together representatives of United Nations security, political, humanitarian, development and counter-terrorism entities and is chaired by UNMAS. The Task Force is increasing IED response coherence by facilitating a common understanding of the threat and enhancing consistency in the use of related terminology. The Task Force constitutes a dedicated forum for sharing internal data. Moreover, it provides a forum for discussions on issues such as doctrinal developments, operational principles, technical knowledge and best practices.

Furthermore, UNMAS is also the coordinator for the Mine Action Area of Responsibility and is 'the provider of last resort' for mine action within the Global Protection Cluster. UNMAS engages with UN partners and NGOs to ensure that mine action is at the center of humanitarian planning and responses. The goal is to better coordinate and prioritise mine action activities to save more lives. Moreover, it aims to facilitate the safe delivery of life-saving assistance by other humanitarian actors active in providing food, health, education, shelter, water or protection programmes.

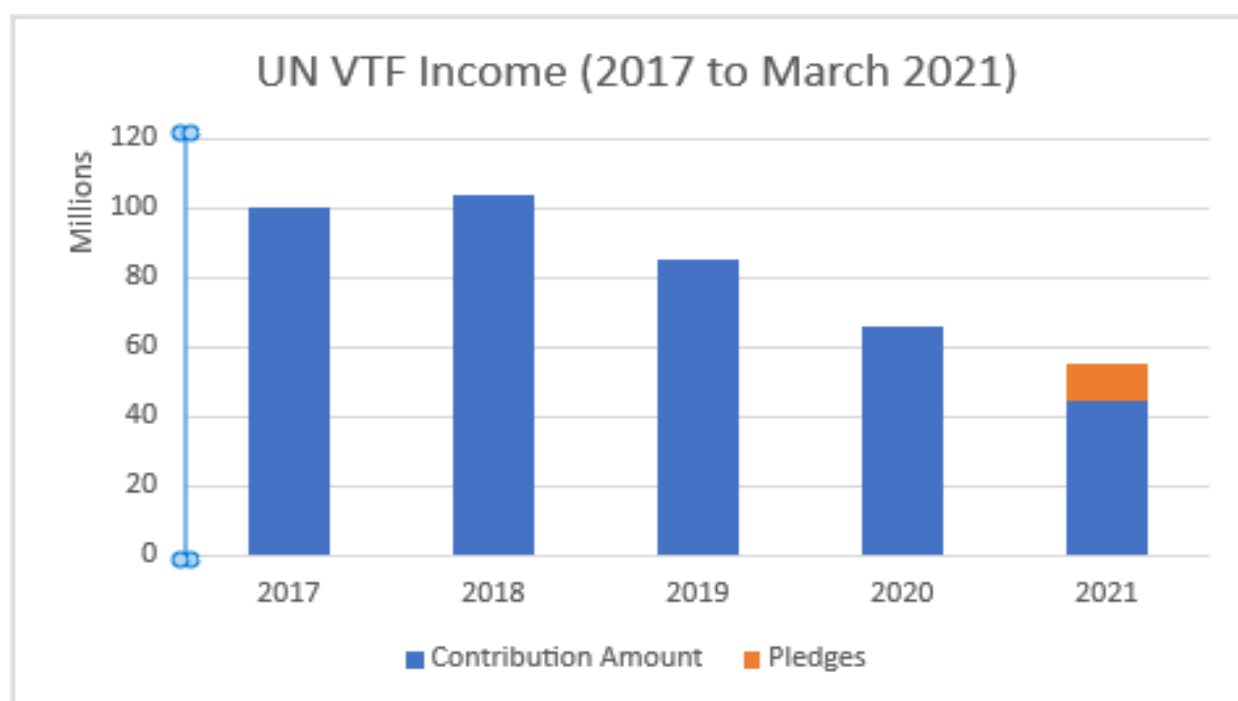
Finally, UNMAS serves as the custodian of the International Mine Action Standards (IMAS).

The United Nations Voluntary Trust Fund for Assistance in Mine Action

Funding to UNMAS is channeled through the United Nations Voluntary Trust Fund for Assistance in Mine Action (UN VTF). The UN VTF functions as the United Nations "one stop shop" to support emergencies and other mine activities in situations where funding is not immediately available. The purpose of the UN VTF is to support a coherent multilateral HDP-response to risks posed by mines and explosive remnants of war.

The UN VTF has been used to both channel support to other UN partners such as UNICEF and UNDP as well as national programmes and NGOs. In the spirit of robust coordination, UNMAS collaborates with UN partners to deliver coherent, multi-dimensional responses. UNMAS also assists national mine action authorities in affected states to develop their own technical capabilities to address the threat of mines and ERW and the needs of victims.

The total funding to the UN VTF for 2020 was USD 69 million including a contribution from Denmark of DKK 30 million (approximately USD 4.9 million) including both core and earmarked support. This represents approximately 7 percent of the total expected UN VTF budget. Other contributors include the United Kingdom (USD 12.9 million), the United States (USD 10.1 million), Germany (USD 9.7 million), Netherlands (USD 5.9 million), European Union (USD 5.4 million), Australia (USD 4.7 million), Canada (USD 3.6 million), and Italy (USD 2.7 million).



Management and Governance of the UN VTF

Under the authority and with overall oversight of the United Nations Secretariat Controller, the Director of UNMAS is responsible for the management of the UN VTF. The United Nations Office of Program Planning, Finance and Budget, under the Department of Management, Strategy, Policy and Compliance is mandated to provide UNMAS with relevant advisory support.

The United Nations Financial Regulations and Rules govern the UN VTF. This is promulgated by Secretary-General's Bulletin ST/SGB/2013/4 dated 1 July 2013, as well as by ST/SGB/188 on the "Establishment and Management of Trust Funds" and ST/AI/284 on "General Trust Funds".

Transparency and Accountability

Donor contributions are formalised through agreements signed by the Director of UNMAS. They are recorded in Umoja. This is an enterprise resource planning system that provides a harmonised approach to the management of finance, procurement and assets across the United Nations system. Income and expenditure are subject to audited financial statements of the UN VTF, certified by the United Nations Secretariat Accounts Division, and sent to the Danish MFA (in accordance with deadlines specified in the Agreement between the United Nations and the MFA).

UNMAS, as part of the United Nations Secretariat, uses International Public Sector Accounting Standards (IPSAS). IPSAS is a publicly recognised set of financial principles applied by public sector and non-profit entities. The Accounts Division publishes audited financial statements of UN VTF income and expenditures annually. Financial information as well as programmatic achievements are reflected in UNMAS annual reports. Both the audited financial statements and annual reports will be provided to the Danish MFA on an annual basis as described in the yearly grant agreements.

The UN VTF is subject to United Nations internal and external audit and oversight mechanisms. This is done through the United Nations Office of Internal Oversight Services and the United Nations Board of External Auditors elected by Member States. By virtue of having UNOPS as the implementing partner of UNMAS, Mine Action operations are already fully compliant with the International Aid Transparency Initiative (IATI) and have been since 2012.

As a United Nations Secretariat entity, UNMAS is governed by the Anti-Fraud and Anti-Corruption Framework of the United Nations Secretariat (ST/IC/2016/25). It provides guidance and information on how UNMAS must act to prevent, detect, deter, respond to and report on fraud and corruption. In this regard, UNMAS makes every reasonable effort to prevent and detect fraud and corruption in respect to funds provided by donors. No offer, payment, consideration or benefit of any kind, which could be regarded as an illegal or corrupt practice, should be made as an inducement or reward in relation to activities funded by the Danish contribution. Any such practice will be grounds for the immediate cancellation of the Danish support to UNMAS. If the United Nations determines that, there are credible allegations of embezzlement or other corrupt activities, Denmark must be informed without undue delay.

As in the past, UNMAS should provide information on any partners awarded contracts/grants using Danish funds.

III. Lessons learnt, key strategic challenges and opportunities

Denmark and UNMAS share the view that mine action is a prerequisite for humanitarian and development activities and is essential in promoting peace and stability. Denmark has been a long-time supporter of UNMAS, and contributed approximately DKK 315 million since 2010 in a combination of core funding (DKK 176 million) and earmarked support in Iraq (DKK 139 million).

Lessons learnt

In recent years, UNMAS has experienced a decrease in the overall level of donor contributions to the UN VTF. The demand for mine action services, however, has remained high. Humanitarian assistance is still needed because of protracted crises, and delivery of the needed aid remains hampered by insecurity. In parallel, the nature of conflict has evolved, becoming more intractable and asymmetric. While landmines and explosive remnants of war (ERW) still pose enormous dangers, improvised explosive devices (IEDs) have emerged as a serious threat to civilians and peacekeepers. Therefore, continued Danish support to UNMAS is of great importance from a humanitarian, stabilisation and peacekeeping perspective as well as for sustainable development because the Danish approach to multilateral support through core contributions fills a critical gap and enables UNMAS to continue and strengthen its operations and efforts within the field of mine action.

The current geographical presence of UNMAS is depicted in the map in Annex 2. Based on requests by Member States and United Nations partners, these geographic areas are subject to change. UNMAS will also target vulnerable internally displaced people and refugee communities returning home to listed priority countries (for example, Syrian refugees in Jordan, Iraq and Lebanon).

UNMAS geographical priorities are largely in line with Danish priorities in the MENA region and Sahel, as well as Afghanistan and Somalia. Thus, Danish stabilisation and humanitarian initiatives often function in the context of UNMAS presence. Taking Iraq as an example, Denmark is (1) deploying civilian experts to the EU civilian Advisory Mission in Iraq (EUAM), (2) contributing to the global coalition against Daesh through NATO Mission Iraq (NMI), (3) providing substantial humanitarian assistance and (4) running a large regional stabilisation program, which includes an engagement with UNMAS in Iraq. The Danish contribution to UNMAS activities in Iraq is funded directly under the Danish Syria/Iraq Regional Stabilisation Program (2019-2021). A new phase of the Syria/Iraq Regional Stabilisation Programme (2022-2025) currently under formulation will include support for UNMAS activities in Iraq including implementation of its Iraq exit strategy.

Denmark supports and emphasises the importance of the coordinating role of UNMAS in the field of mine action services both globally and at country level. Together with the government of the recipient country, UNMAS plays a key role in coordinating mine action, from emergency and humanitarian efforts to more long-term stabilisations efforts, including with international and local NGO's. Denmark will maintain its support for UNMAS in order to strengthen the ability of the UN to coordinate, especially in countries where the local authorities are not yet in a position to do so. Consequently, this also means, that Denmark supports UNMAS's priority to work on strengthening localisation and national capacity by getting the national institutions in the recipient countries to lead and manage mine action functions and responsibilities in the future.

UNMAS also has a close cooperation with Danish civil society organisations undertaking humanitarian mine action and risk education in conflict-affected and fragile countries, especially Danish Refugee Council/Danish Demining Group and DanChurchAid (DCA), which are very competent civil society partners especially within the field of mine action.

Furthermore, UNMAS is expected to continue to work with diverse beneficiary groups including refugees, internally displaced people and conflict-affected communities. UNMAS works holistically to address immediate humanitarian needs as well as to lay the foundation for longer-term development, including realisation of the SDGs. For the moment, UNMAS priorities are guided by the Strategy of the United Nations on Mine Action 2019-2023.

The Danish MFA has had good cooperation with UNMAS throughout the period of the last organisation strategy from 2017-2020 (+1). There is a sound and direct dialogue between the MFA and UNMAS at desk officer level and there have been meetings at managerial level during the years to discuss the priorities of Denmark in the field of mine action and the priorities of UNMAS. The following results from the previous organisation strategy period can be highlighted:

- 1) The need for an agile, mobile capacity to allow UNMAS to respond to emerging needs and threats has, over the last strategic period, been abundantly clear. Requests from UN resident coordinators, national authorities and UN peace operations have led UNMAS to expand its programmatic areas, with deployments to Cameroon, Nigeria, Burkina Faso in 2017; Papua New Guinea, Haiti and Nigeria in 2018; Burkina Faso again and Gaza in 2019; and Ethiopia and the South Caucasus in 2020. Thus, unearmarked funding from Denmark under the new organisation strategy would allow continued flexibility to respond to emerging needs and threats.
- 2) A growing demand for mine action coordination in humanitarian settings has been seen with the incorporation of mine action into humanitarian response plans increasing from 12 in 2018 to 17 in 2019 and 18 in 2020. In addition, building upon past successes and strengthened by lessons learnt, mechanisms established for the Mine Action Area of Responsibility (MA AoR) led by UNMAS, under the auspices of the Global Protection Cluster rose from 12 in 2018 to 15 in 2019 and 16 in 2020. In Burkina Faso, a MA AoR established in 2020 is facilitating coordination efforts on behalf of national authorities. Lessons learnt here are expected to benefit neighbouring Niger where national authorities and the United Nations are planning for an MA AoR in 2021. At the global level in 2020, UNMAS and the Humanitarian Disarmament and Peacebuilding unit within the Danish Refugee Council launched consultations on a global strategy for the MA AoR incorporating best practices and experience gained to ensure harmonisation across multiple country-level coordination platforms. Continued core funding would leave UNMAS better prepared to help in meeting growing demands for global and in-country humanitarian coordination, and in ensuring harmonisation of such coordination across different countries and territories.
- 3) During the last reporting period, UNMAS enhanced UN monitoring and evaluation (M&E) to be more rigorously data-driven and to follow a strengthened methodology. Over four workshops in 2018, UNMAS led inter-agency development of the 2019-2023 UN Mine Action Strategy, featuring dedicated sessions on M&E to review past approaches. Along with renewed inter-agency commitment to M&E best practices, the next UN Strategy is grounded in a – first ever – Theory of Change. Lessons learnt

advocated for greater streamlining of indicators across UN partners and in UNMAS strategic planning. The UN M&E mechanism continued to benefit from/contribute to other M&E best practices in the sector whilst avoiding duplication of effort. The annual data collection exercise validates the survey questions collected from UN mine action programmes across the globe and identifies new data to be collected in response to evolving threats. After a rigorous data cleaning (2020), UNMAS designed and launched a UN Strategy interactive dashboard, following another best practice to enhance trends analysis and easy access to and understanding of the datasets. These efforts would not have been possible without flexible, core funding from key donors like Denmark.

- 4) Formally designated as service provider to all Secretariat entities for mine action services in 2020, UNMAS is managing on average some USD 200 million per year. In response to audit recommendations made by the United Nations Office of Internal Oversight Services (OIOS) and the United Nations Board of Auditors (BoA) in 2020 and 2021, UNMAS has undertaken measures to reduce dependency on its implementing partner, UNOPS; correct fundamental aspects of the mine action delivery system; and improve project performance monitoring and the internal control environment. As a result, in the second part of 2021, OIOS has closed all the recommendations targeting UNMAS in its audit 2019/152. At the request of the General Assembly, endorsing a recommendation by the BoA, UNMAS has also commissioned an independent review of its delivery model and its partnership with UNOPS, which will inform accordingly approaches to mine action delivery in peace operations and non-mission settings.

The comparative advantage of UNMAS lies in its unique mandate (coordination, operational and normative) and its accumulated experience in complex settings across humanitarian, development and peace efforts. The mix of political, programmatic, managerial and technical expertise available to UNMAS allows for rapid and flexible operational responses in adverse environments. This includes the provision of effective capacity-building assistance in contexts of fragile states and institutions. UNMAS also draws on its experience at country level to better assess and analyse emerging threats and challenges to inform the development of appropriate programmatic, policy and normative responses. Lastly, UNMAS works to ensure that global mine action efforts adapt to, and effectively support, the priorities of the peace and security, humanitarian and development agendas of the United Nations. Thus, UNMAS is also applying a very adaptive method in its activities responding to the key strategic challenges, political agendas and the current realities in the affected areas and countries, and thereby a Danish core contribution to UNMAS aligns well the Danish approach to multilateral support (cf. Doing Development Differently- DDD).

Strategic challenges and opportunities

Despite the successes of the last 25 years in the fight against mines (such as worldwide support to the Anti-Personnel Mine Ban Convention), cluster munitions and explosive remnants of war, major challenges remain to be tackled at the humanitarian, stabilisation and development level. Continued involvement on the ground and in the international political arena an ongoing necessity.

2019 was the fifth year in a row with high numbers of recorded casualties (at least 5,554 casualties of mines/ERW were recorded in 2019) due to the indiscriminate use of antipersonnel mines and antivehicle mines, including improvised types, as well as cluster munition remnants and other explosive remnants of war (ERW). The continuing high total recorded since 2014 is mostly the result of a large number of casualties recorded in countries facing intensive armed conflict and involving the large-scale use of improvised mines² Mine action actors are thus increasingly working in complex environments where armed conflicts are ongoing, and the threat is constantly evolving.

The rise in the number of intra-state conflicts and the expansion in the range of explosive hazards have presented new challenges, in particular:

(1) the indiscriminate use of explosive weapons in populated areas, which has a devastating impact on civilians and leaves a legacy of explosive remnants of war for decades; and (2) the increasing use of improvised explosive devices, which have become a major threat to civilians and a significant obstacle to peace and humanitarian operations. These new threats also present normative, policy, programmatic and operational challenges for mine action actors.

Unplanned explosions resulting from unsafe and unsecured conventional weapons and ammunition stockpiles, including those located in populated areas, continue to wreak havoc in many countries. Appropriate assistance in the management of conventional weapons and ammunition stockpiles is especially necessary in post-conflict environments to prevent looting, diversion, and use of explosive material for the making of IEDs.

UNMAS is increasingly called upon by Member States to conduct emergency responses and technical assessments. Unfortunately, the organisation lacks sufficient core resources to conduct these activities. As shown earlier, the overall level of donor contributions to UNMAS has decreased in recent years. In addition, donors now prefer to provide one-time contributions for earmarked programming instead of multi-year core funding. Member states' core funding for mine action has therefore declined significantly over the last years. This greatly affects the flexibility and planning needed to deliver and effectively backstop mine action in challenging, ever-evolving contexts.

In 2020, UNMAS strengthened its coordinative role. The United Nations Department of Peace Operations, and by delegation UNMAS, was assigned the role of service provider to Secretariat entities for the purposes of mine action. UNMAS HQ in NY engaged with secretariat entities in the field, specifically with the leadership of peace operations and Resident Coordinators in non-mission countries where UNMAS delivers programmes to exchange information and discuss potential areas for UNMAS support.

Also in 2020, UNMAS embarked on both an internal re-engineering of work processes and a revision of aspects of the partnership with its principal implementing partner, UNOPS. Efforts to correct fundamental aspects of the mine action delivery system include:

- 1) As of 1 July 2021 the mine action field programmes are led by United Nations Secretariat staff members. This is to ensure that UNMAS can assess the threat environment, design

² <http://www.the-monitor.org/en-gb/reports/2020/landmine-monitor-2020/major-findings.aspx>

- appropriate responses, and engage with the implementing partner with adequate field-based knowledge and independence;
- 2) UNMAS improved its monitoring and evaluation system and put in place measures to strengthen project performance monitoring and its financial control environment;
 - 3) UNMAS established a multi-disciplinary Review Committee to ensure thorough review of programme strategies, work plans and budgets, donor proposals, and financial agreements with UNOPS.

By the second part of 2021, OIOS³ had closed all recommendations targeting UNMAS in their audit 2019/152. UNMAS continues to strengthen its expertise in explosive ordnance threat assessment, programme design and oversight to reduce the over-dependency on UNOPS as observed by the Board of Auditors. Moreover, UNMAS continues to ensure that the Service has the skills to lead the policy, strategy, management, representation and oversight of its programmes. At the request of the General Assembly UNMAS has also commissioned an independent review of its delivery model to assess the current partnership between UNMAS and UNOPS and considers alternative approaches to mandate delivery in peace operations and non-mission settings. Thus, UNMAS as such demonstrates that the organisation is continuously working on becoming more efficient.

IV. Priority areas and results to be achieved

UNMAS is engaged in a range of activities that operationalise the general priorities of the UN strategy on mine action. These in turn are relevant for the priorities related to Danish peace and stabilisation as well as developmental and humanitarian efforts in conflict-affected countries. Moreover, Danish multi-year core support to UNMAS contributes to the overall ambition of strengthening Denmark's engagement and support to the UN's peace and security efforts.

Based on Denmark's strategy for Development Cooperation "The World We Share" and the overall objective for Denmark's support to UNMAS, as well as [UNMAS own Multi-Year Strategic Plan](#) (2019-2023) and work plan, four strategic priority areas has been defined for this Organisation Strategy. The outlined priority areas are mainly carried on based on the experiences from the previous organisation strategy (2017-2020+1), because these priority areas are still relevant and a part of the Danish political priorities.

First priority area: Ensuring that mine action efforts promotes and protect the rights of girls and women. This is done by applying and delivering coherent approaches to mine action with a prioritised focus on the rights and potential of girls and women in line with UN Security Council resolution 1325, thus, ensuring the full, equal and meaningful participation of women in mine action efforts and in turn contribute to more sustainable results.

Second priority area: Ensuring that mine action enables and facilitates humanitarian operations as well as peace and stabilisation efforts in fragile states and areas. This is done by mitigating the

³ In response to findings and recommendations by the Office of Internal Oversight Services (OIOS) in their audit of UNMAS (2019/152) and those of the Board of Auditors in their report on the United Nations peacekeeping operations (A/75/5, Vol. II).

risk of explosive hazards to affected communities, thus, enabling the return and resettlement of internally displaced people, refugees and in turn contributing to preventing irregular migration and the resumption of basic socio-economic recovery.

Third priority area: Ensuring that the political and public awareness and knowledge about UNMAS mine action efforts is enhanced. The communication of results in the mine action field shall be improved. This is crucial to enhance the political and public knowledge of the importance of mine action efforts as the basic enabler of HDP-efforts.

Fourth priority area: Organisational efficiency and effectiveness relate to how UNMAS delivers on its mandates and plans. Denmark will continue to support institutional reform processes, improved efficiency and results delivery.

These four priority areas will be the focus areas of Denmark through the period of this new organisation strategy. The rationale behind these priorities and the results to be achieved in each of these priority areas are outlined in the results framework in Annex 1.

V. Budget

As mentioned in the above, Denmark is a substantial donor to UNMAS.

Most recently, The Danish Government provided DKK 30 million for 2019 and 2020 to support UNMAS core activities. Among other things, funds were allocated to activities in Afghanistan, Burkina Faso, Libya, Nigeria, the State of Palestine, Sudan, Syria as well as coordination activities globally.

For the period of this strategy (2022-2025), an annual disbursement of DKK 15 million is planned pending annual parliamentary approval. This funding will complement any potential other earmarked support to UNMAS during this period. UN VTF program support costs amount to three percent. Should recipients of UN VTF funds, including implementing partners, decide to charge associated program support costs, the total costs shall not exceed the thirteen percent ceiling established by the United Nations General Assembly.

The Danish MFA will monitor UNMAS use of the Danish core contribution on a regular basis. This monitoring will be based on, but not necessarily limited to, the annual reports of UNMAS as well as financial reporting. In addition to the annual reports, the Danish MFA will engage with UNMAS for instance through participation in meetings of the Mine Action Support Group (MASG), though decentralised consultations and/or at country level.

Funding was set aside in the previous period for a review (2017-2020+1), but the review was not implemented. Thus, funding will be set aside in order to allow for a review of UNMAS in mid-2023, or aspects of UNMAS work, to be carried out as part of this organisation strategy. If possible, Denmark will seek to cooperate with other UNMAS donors on a joint review, preferably focusing on one of the thematic priority outlined in this organisation strategy. If such a review is not carried out, the funds will be channeled to UNMAS as part of the core contribution instead.

The funds will be automatically released upon the request of UNMAS via UNVTF, according to the signed yearly grant agreements signed between the Government of Denmark and UNMAS.

Amount (in million DKK) / Year	2022	2023	2024	2025
Core funds	15	14,4	15	15
Review	0	0,6	0	0

VI. Risks and assumptions

Risk/Event	Impact	Risk management/mitigation
Volatile security situation and political instability in UNMAS Areas of Operation	Insecurity has the potential to result in postponement or cancelation of programmatic activities.	To minimise direct attack against UNMAS and its implementing partners, UNMAS will strictly adhere to UN Security Management System rules and procedures. In case of postponement or suspension of programmatic activities, UNMAS will look at shifting assets to other priority activities and develop measure to reasonably reduce future events. All UNMAS programmes develop risk plans and plan for contingencies.
Insufficient funding and overreliance earmarked funding	Member State donors have, in recent years, cut dedicated budgets for mine action and moved away from core funding support for their implementing partners. For UNMAS, reductions in budget influence its ability to fulfil core-mandated activities, to deliver mine action where it is needed most and to backstop programmes. The overreliance on earmarked funding reduces UNMAS ability to plan multi-year responses and its flexibility to respond to emergencies at the request of Member States and UN partners.	Concerted efforts in resource mobilisation will therefore be required while maintaining a healthy balance between core and earmarked resources. Should UNMAS fundraising fall significantly short of its core funding targets, mitigation measures include managing staff vacancy rates with a particular focus on capacity at field level; reviewing and limiting discretionary cost increases; freezing recruitment of new posts; and maximising to the extent possible direct project costing where appropriate.
Simultaneous crises	UNMAS has limited capacity (financial, personnel and material) to respond to the multitude of crises requiring mine action interventions. In addition to its ongoing responses in the Middle East and North Africa, UN partners and Member States have encouraged UNMAS responses to Yemen and Myanmar and Boko Haram in western Africa.	UNMAS will liaise closely with Member States and UN partners to emphasise funding needs for its Rapid Response and Technical Support Capacity that enable the organisation to deploy in just days on an emergency basis.
National and/or local authorities do not prioritise mine action to address community needs	If national authorities lack a community and development focused prioritisation framework, UNMAS resources risk being dedicated to low priority or non-priority clearance tasks.	UNMAS country programme strategies, where relevant, have strategic objectives focused on supporting national mine action authorities to coordinate prioritised, principled and effective mine action programmes. In these programmes, we are measuring progress in terms of the extent to which

and development priorities		mine action is integrated into plans that prioritise community needs and development priorities.
Affected states fail to adopt security sector reform, legal frameworks and national mine action standards and assume responsibility for management of mine action at national level.	If this risk materialises, it will extend the length of time that international support is required and delay handover to full national ownership.	UNMAS will work with donors and other mine action partners to establish clear goals for our national capacity building efforts and to advocate for, monitor and report on progress.
Covid-19 pandemic may lead donors to reduce contributions, cause travel restrictions, affect the health of UNMAS personnel and beneficiaries, and worsen the socio-economic conditions among beneficiaries.	With reduced voluntary contributions, a lower number of beneficiaries would benefit from UNMAS humanitarian assistance. Travel restriction would impede strategic programme reviews and assessments, which might reduce UNMAS organisational effectiveness. Less in-person events, conferences and meetings might reduce UNMAS ability to develop new partnerships. Negative effects on the health of UNMAS personnel and beneficiaries could reduce UNMAS organisational effectiveness and survivors' access to social services.	UNMAS will proactively engage with donors to demonstrate the importance of maintaining contributions to humanitarian mine action during the pandemic. UNMAS will carry out strategic reviews and engage with donors virtually. UNMAS will implement the UN policy and guidance for management of personnel during the pandemic.

Annex 1: Results framework

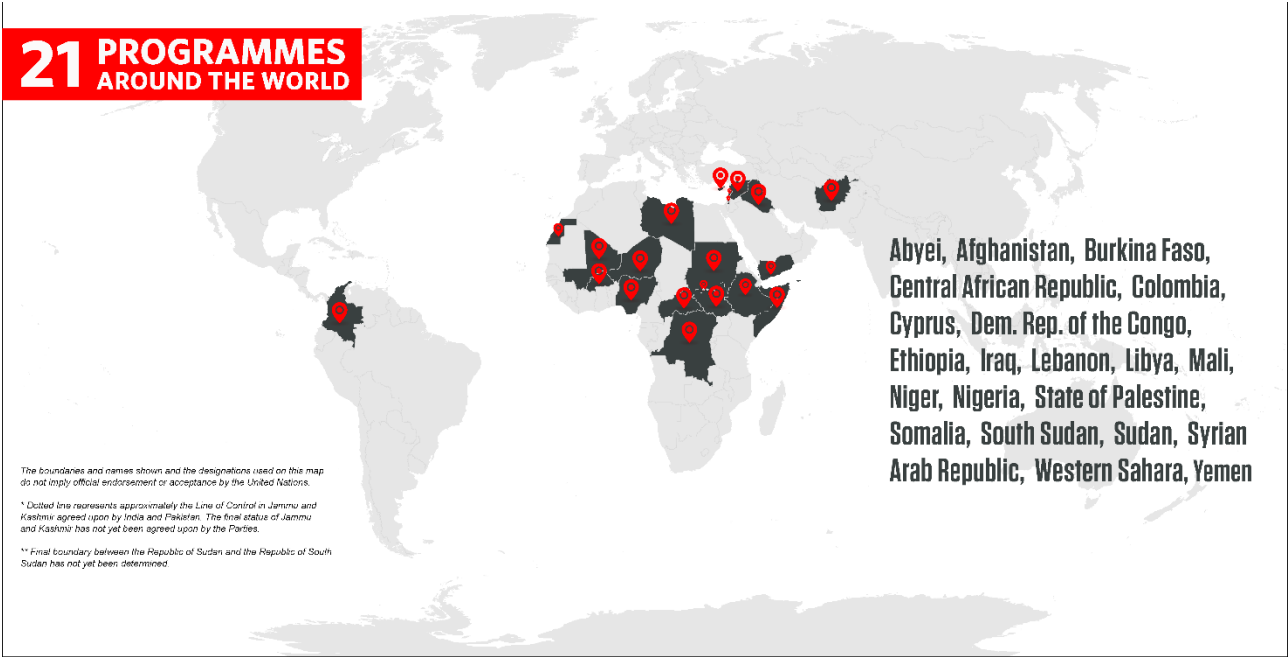
According to the multilateral guidelines, the results framework is based on UNMAS own Results Framework, with selected indicators and results covering the four selected priority areas of DK's particular interest.

Priority areas and results to be achieved:

Priority areas and results	Outcomes	Indicators
First priority area: Ensuring that coherent approaches to mine action are delivered with a prioritised focus on the rights and potential of girls and women in line with UN Security Council resolution 1325.	Coherent gender-responsive approaches to mine action are delivered.	% of mine action programmes in which mine action data is disaggregated by age and sex % of countries/territories supported by UNMAS that integrate gender into national mine action strategy % of countries/territories supported by UNMAS that have a quality assurance mechanism in place to ensure gender-responsive programming and programmes' cycles
Second priority area: Ensuring that mine action enables humanitarian efforts as well as peace and stabilisation in fragile states and areas.	Protection from the risks and impact of explosive ordnance is strengthened. Victims of explosive ordnance have equal access to relevant social services and participate fully in social and economic life. Relevant authorities in mine/ERW- affected locations have strengthened capacities to deliver effective mine action.	% of requests responded to from UN partners and member states for assessment missions, emergency responses and support projects by UNMAS. # of km of land and roads made safe of explosive ordnance # of explosive ordnance risk education beneficiaries who demonstrate increase in knowledge of how to reduce the risk of EO (boys, girls, women and men)
Third priority area: Ensuring that the political and public awareness and knowledge about UNMAS' mine action efforts is enhanced	UN and Member State decision-makers mainstream mine action systematically into relevant strategic and policy frameworks, inter-governmental processes, mandates, plans and resourcing requests.	# of Secretary-General reports and resolutions from UN legislative bodies that recognise or mandate mine action in support of peace and security # of well attended 4 April events around the world

	Public awareness of UNMAS efforts is enhanced	% of increase in the number and diversity of followers of UNMAS social media pages
Fourth priority area: A more efficient and effective UNMAS a global mine action response, which is fit for purpose	Organisational accountability and effectiveness are enhanced.	% of implementation of the recommendations of the independent review of UNMAS delivery model 100% reviews by the multi-disciplinary Review Committee take place at key stages of mine action planning (i.e. programme strategies, work plans and budgets, donor proposals, and financial agreements) # of field missions to support M&E and oversight of implementing partners activities

Annex 2: UNMAS presence



Annex 3: UNMAS organisational chart

