

Meeting in the Council for Development Policy on 24 June 2022

Agenda Item No. 2

1. Overall purpose: *For discussion and recommendation to the Minister*

2. Title: *Organisation Strategy for Denmark's Engagement with The United Nations Children's Fund (UNICEF) 2022-2025*

3. **Presentation for Programme Committee:** 28 April 2022

4. **Previous Danish support to UNICEF presented to UPR** 11 September 2018



MINISTRY OF FOREIGN AFFAIRS OF DENMARK

DANIDA | INTERNATIONAL
DEVELOPMENT COOPERATION

Strategy for Denmark's Engagement with
United Nations Children's Fund (UNICEF)
2022-2025



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Danish Organisation Strategy for the United Nations Children's Fund (UNICEF)

Introduction:

The present Organisation Strategy outlines Denmark's strategic approach to our collaboration with UNICEF with the aim of supporting UNICEF in implementing their Strategic Plan 2022-2025. UNICEF has a unique double mandate spanning both humanitarian and development settings to protect the rights of every child globally. Across more than 190 countries and territories UNICEF works to help children survive, thrive and fulfil their potential from early childhood through adolescence.

Key results:

- Effectively deliver health, education, child protection and WASH-services to children and their families in humanitarian and development settings while ensuring cross-cutting results on gender equality.
- Organisational effectiveness contributing to UN reform, curbing corruption, reducing the carbon footprint of programmatic activities and leveraging innovation.

Justification for support:

- UNICEF's normative mandate to work towards the realization of the rights of all children in all settings is highly relevant for key Danish priorities and interests relating to human rights, gender equality and addressing fragility, poverty and irregular migration.
- UNICEF has a global presence, with offices in over 190 countries.
- UNICEF plays a key role in the global response to COVID-19, both in addressing the socioeconomic impacts for children and their families and in the global vaccine roll-out in collaboration with COVAX.
- UNICEF has a solid track record of leaving no child behind and reaching those furthest behind even in challenging contexts.

How will we ensure results and monitor progress:

- Engaging strategically and constructively with UNICEF at HQ-, regional- and country-level, and through the UNICEF Supply Division and Global Innovation Hub for Sustainable WASH in Copenhagen and the Danish National Committee.
- Monitoring Danish priorities based on UNICEF's results framework and taking note of collective performance of the UN Development System.
- Conducting annual consultations and actively participating in the Executive Board.

Risk and challenges:

- Effectively drawing on partnerships across the UN System to achieve its goals.
- Decreasing core contributions relative to earmarked funding.
- Conservative push-back against human rights, including SRSR.

File No.	2022-11800				
Responsible Unit	FNNY, HCE (Humanitarian), MUS (Personnel, WASH-innovation hub)				
	<i>Mill.</i>	2023	2024	2025	Total
Commitment		250	250	250	750
Projected ann. Disb.		250	250	250	750
Duration of strategy	2022-2025*				
Finance Act code.	§06.36.02.10, §06.39.03.10, §06.36.06.16				
Desk officer	Rinie Siesbye				
Financial officer	Michael Blichfeldt				

*2022 contributions were granted as part of the 2019-2022 Organisation Strategy

SDGs relevant for Programme



Annual Budget 2021

Core Funding: USD 1.3 billion

Other Resources: USD 6.9 billion

Total: USD 8.2 billion

Danish involvement in governance structure

- Denmark is a member of the Executive Board in 2022-2025 and vice-president of the Executive Board in 2022 and president in 2023.

Strat. objectives	Priority Areas	Core information
<p>To support UNICEF in the implementation of their Strategic Plan 2022-2025, particularly on elements related to Danish strategic priorities, and contribute to the achievement of Agenda 2030's commitment to "leave no one behind" and to the achievement of child-related Sustainable Development Goals particularly relating to SDG 1, 2, 3, 4, 5, 6 and 8.</p>	<ul style="list-style-type: none"> • Child-centred health • Quality education • Child protection • Water, Sanitation and Hygiene (WASH) services • Organisational effectiveness contributing to UN reform, curbing corruption and leveraging innovation <p>In addition gender equality will be a cross-cutting priority.</p>	<p>Established: 1946 Headquarters: New York Country Offices: Presence in more than 190 countries and territories with 7 regional offices including its Supply Division, based in Copenhagen Human resources: 15,745 staff members in 2020 Financial resources in USD mil. (2021): 8.2 billion Executive Director: Catherine Russell Executive Board Sessions: February, June, September DK member of the Executive Board: 1946-1950, 1984-1987, 1990-1993, 1996-1997, 1999-2001, 2003-2004, 2006-2007, 2009-20014, 2016-2017, 2019-2020, 2022-2025</p>

1. Objective

This Strategy for Denmark's cooperation with the United Nations Children's Fund (UNICEF) forms the basis for the Danish core and softly-earmarked contributions to UNICEF, and is the central platform for Denmark's dialogue and partnership with UNICEF. It sets up Danish priorities for UNICEF's performance within the overall framework established by UNICEF's own strategy. In addition, it outlines specific goals and results vis-à-vis UNICEF that Denmark will pursue in its cooperation with the organisation. Denmark will work closely with like-minded countries towards the achievement of results. The strategy will run in parallel with UNICEF's Strategic Plan 2022-2025 and will be supplemented by the new Multilateral Partnership Agreement between UNICEF and Denmark 2022-2025.

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

2. The organisation

Mission and Mandate: UNICEF was created by the United Nations (UN) General Assembly in 1946. Its mission is to advocate for the protection of children's rights, to help meet children's basic needs, and to expand opportunities for children to reach their full potential. Guided by the Convention on the Rights of the Child, UNICEF strives to establish children's rights as enduring ethical principles, set international standards of behaviour towards children, and mobilise political will and resources to deliver policies and services to children and their families. The organisation's work is guided by the [Strategic Plan](#) 2022-2025, which charts the course towards an inclusive recovery from COVID-19 and the attainment of the SDGs.

Governance arrangement: UNICEF is administered by an Executive Director appointed by the UN Secretary-General. Moreover, UNICEF is governed by and accountable to an Executive Board, which is subject to the authority of the UN Economic and Social Council and provides inter-governmental support and oversight. The Board comprises 36 members representing the five regional groups of UN Member States. It meets three times a year to review and establish policies, approve programmes and decide on administrative and financial plans and budgets. In addition each regional group appoints one representative to the Bureau, which is a coordinating organ that meets once a month with UNICEF management.

Organisational structure: UNICEF is headquartered in New York, which provides the overall management, administration and global policy direction for the organisation, with additional corporate offices in Brussels, Budapest, Copenhagen, Florence, Geneva, Seoul and Tokyo. UNICEF is a highly decentralised and field-driven organisation employing 15,745 individuals (70% national staff) in more than 190 countries, with seven regional offices providing oversight and technical assistance to the country offices (COs) leading the organisation's implementation in partnership with host governments based on jointly formulated country programme documents. UNICEF is supported by 33 National Committees which are established as independent local non-governmental organisations and serve as the public face and advocacy voice of UNICEF locally.

Finances and funding: UNICEF is funded entirely by voluntary funds including those channelled through the Central Emergency Response Fund (CERF) and other pooled funding mechanisms. Governments contribute two thirds of its resources; private groups and some six million individual donors contribute the rest. For instance, this is done through UNICEF's National Committees (the Danish National Committee is among the world's largest per capita). Core contributions to UNICEF have seen a relative decline over the past years with an increase in earmarked funding. In 2021, UNICEF's

total income reached more than USD 8 billion for the first time, making it one of the largest UN organisations measured in terms of budget size. For more information on UNICEF's budget please refer to the latest [Annual Report](#).

Denmark has traditionally been among UNICEF's top donors, in terms of overall funding as well as core contributions. In 2021 Denmark ranked as the 12th largest government donor in terms of core. Denmark's total engagement with UNICEF in 2021 was approximately DKK 500 million (including DKK 40 million in core contributions and DKK 100 million in thematic soft earmarked contributions). In 2020 and 2019 Denmark's total collaboration with UNICEF was approximately DKK 480 million each year.

3. Lessons learnt, key strategic challenges and opportunities

Globally, the world has witnessed significant progress for children across a variety of areas, such as increase in school enrolment and decrease in the under-5 mortality rate. However, UNICEF's mission on behalf of the world's children has faced significant external challenges in recent years, including sustainable development gaps, persistent and complex humanitarian crises and fragility, the global outbreak of COVID-19, increasing inequality and discrimination, a global learning and human development crisis and an environmental crisis and climate change.

The [2021 Multilateral Organisation Performance Assessment Network \(MOPAN\)](#) found UNICEF's developmental and humanitarian activities to be relevant, inclusive, sustainable and efficient, which underlines the organisation's relevance in the current developmental context. Similarly, the latest [Annual Results Report](#) generally found UNICEF to be on track with regards to delivering against Danish priorities such as education, child protection and organisational reform. However, the MOPAN assessment also found that UNICEF faced a number of internal challenges including translating programme results into more significant gains at the outcome level and UNICEF's performance on results showed room for improvement on gender equity and human rights. The MOPAN Assessment also found that UNICEF could be doing more to combat sexual exploitation and abuse (SEA) and sexual harassment (SH) and capitalising on opportunities associated with innovation, shared services and digitisation. Deliberations in the MFA UNICEF Contact Group have indicated that UNICEF's implementation of UNDS-reform principles and cooperation with other UN organisations varies from country to country, with some representations reporting room for improvement.

UNICEF adopts a continual learning approach to organisational development and over the years, UNICEF has implemented various reforms to improve effectiveness, efficiency and governance. UNICEF's Strategic Plan 2022-2025 addresses many of the above challenges, with an increased focus on addressing the planetary crises of climate change, environmental degradation through a focus on adaptation and resilience in the most vulnerable countries and a stronger focus on outcome-based results and improved results-based management approaches and systems. Moreover, UNICEF has identified nine change strategies as key to accelerating progress towards achievement of the SDGs and realizing children's rights in the Strategic Plan. In developing the Strategic Plan, UNICEF also had a strong focus on building on lessons learnt from the COVID-19 response. The UNICEF response to COVID-19 and the socioeconomic impacts of mitigation measures have highlighted opportunities that can be built upon, including remote service delivery, especially through digital means, and flexible, community-based approaches, which emerged as essential adaptations for service continuity during the pandemic. These measures are also potential game changers in *leaving no child behind*, by making health, education, WASH, climate adaptation and social service systems more accessible and equitable and expanding access to children unreached by more traditional approaches. Moreover, gender equality is a cross-cutting priority across all UNICEF's Goal Areas and UNICEF aims to integrate gender equality commitments throughout its programming and systems and with targeted actions to improve adolescent girls' wellbeing and agency in particular. For the first time, the Strategic Plan addresses sexual and reproductive health and rights (SRHR) and comprehensive sexuality education and applies a gender transformative approach

to address the underlying drivers of gender inequality. However, experience has shown that UNICEF continues to experience conservative push-back on SRHR and programmatic activities related to gender equality at country level and in the Executive Board. Therefore, Denmark together with like-minded partners will continue to support UNICEF in standing firm on its mandate. In addition, Denmark has initiated technical support, in the form of a secondment to the Gender-team, to advance gender equality principles and programme strategies across programme priorities in 2022. Following a report in 2018 by an independent task force on workplace gender discrimination, sexual harassment and abuse of authority within the organisation, UNICEF has updated their policies pertaining to *Protection from Sexual Exploitation, Abuse and Sexual Harassment* (PSEAH). UNICEF has for instance developed a charter promoting core values and behaviour, created a post to coordinate the roll-out of mandatory training and has established an internal task team on anti-racism and discrimination. The Executive Board is following the work on PSEAH closely. Denmark expects UNICEF (and the UN System as a whole) to stand firm on its principle of zero tolerance towards sexual exploitation and abuse and sexual harassment, and to implement the required institutional and cultural changes in a coherent and system-wide manner. As part of this, Denmark expects UNICEF to have appropriate mechanisms and procedures in place to allow for complaints, reporting and investigation, and to ensure support and protection for victims.

Despite the global uncertainty created by the COVID-19 pandemic, UNICEF reported annual income of more than USD 8 billion in 2021. However, the proportion of unrestricted income (regular resources) to total income decreased from nearly 50 percent in the early 2000s to 17 percent in 2021. The MOPAN assessment also highlighted challenges relating to working with increasingly high levels of earmarked funding and insufficient core resources. Public sector regular resources as a proportion of total public sector income has declined, below the 30 per cent funding compact commitment. To address the issue of decreasing core resources, UNICEF is increasingly making use of innovative financing, including by investing in private fundraising through the use of financial debt instruments in collaboration with the World Bank. UNICEF continues to be among the most effective organisations when it comes to fundraising. Moreover, with the new Strategic Plan UNICEF is shifting its focus beyond what the organisation can do alone, towards using its mandate to mobilize other actors to maximize collective impact. Against this background the 2021 Midterm Review of the Organisation Strategy for Denmark's engagement with UNICEF recommended that Denmark maintain a blend of core and soft earmarked financing modalities to reflect Danish priorities.

UNICEF's specific relevance to Danish foreign, development and humanitarian priorities is outlined in the following section as well as how Denmark sees the comparative advantages of UNICEF in the broader multilateral system and how the organisation complements other aspects of Denmark's international engagement. Denmark's support to UNICEF reflects the commitment in Denmark's Strategy for Development Cooperation to the Sustainable Development Goals (SDGs). UNICEF's mandate and its strategic plan are well aligned with the 2030 Agenda. Particularly with regards to SDG 2 on zero hunger, SDG 3 on good health and well-being, SDG 4 on quality education, SDG 5 on gender equality and women's and girls' rights, SDG 6 on clean water and sanitation, and SDG 8 which includes the elimination of the worst forms of child labour, and recruitment and use of child soldiers. Denmark further sees UNICEF as relevant in relation to SDG 16 on peaceful, just and inclusive societies responding to the needs of children in fragile and conflict-affected contexts. Moreover, UNICEF is well positioned to deliver on the five preconditions for a good life as set out in Denmark's strategy for development cooperation, particularly in relation to ensuring fundamental rights, a healthy physical and mental life, access to education and social safety nets. Denmark's collaboration with UNICEF is also highly relevant in delivering on the objectives set out in the Denmark's Strategy for Development Cooperation, particularly concerning the objectives related to *i.) preventing poverty, fragility, conflicts and violence, and creating sustainable alternatives to irregular migration and displacement, ii.) preventing humanitarian crises*

and delivering safety and security through peace-building and stabilization and iii.) strengthening action to support climate change adaptation, nature, the environment, and resilience in the poorest and most vulnerable countries.

Globally the number, scale and intensity of humanitarian crises spanning, both man-made and natural emergencies and protracted crisis, are the highest witnessed in decades and have resulted in the highest number of displaced people since the Second World War. UNICEF's experience with humanitarian response is critical in this context as is the organisation's dual mandate enabling UNICEF to integrate a focus on resilience and medium-term and longer-term development objectives into its responses. UNICEF is also increasingly ensuring that all its humanitarian and development interventions are delivered using risk-informed approaches. UNICEF works to ensure that all of its programmes are conflict-sensitive, and when appropriate, make an explicit contribution to peacebuilding and strengthening of social cohesion. UNICEF thus contributes to mitigating the refugee crises and addressing the root causes of migration, including through its work with education, child protection and social inclusion in humanitarian settings and through building resilience in vulnerable societies. This is well aligned with the objectives of Denmark's Strategy for Development Cooperation.

UNICEF is also an important strategic partner of the global alliance "Call to Action on Protection from Gender-based Violence in emergencies" (Call to Action), led by Denmark 2021-2022. The alliance now has 100 members, states, donors, UN organizations and NGOs. UNICEF is engaged with ambitious commitments to the joint Call to Action Road Map 2021 – 2025 scaling up its support to countries to institutionalize GBV response, prevention and risk mitigation. This includes localizing humanitarian response, investing in capacity development, expanding gender expertise, and using gender analysis and evidence in programme design and execution.

UNICEF's Strategic Plan 2022-2025 works across the full humanitarian-development nexus with goals spanning from the challenge of ensuring that children survive humanitarian crisis to building high-quality education systems and learning outcomes as an enabler for longer-term development. UNICEF is designated as global lead for the WASH, Nutrition and Education clusters respectively (the latter jointly with Save the Children). With its normative, programmatic and coordinating leadership role in both humanitarian and development contexts, UNICEF is uniquely positioned to deliver and operate across the humanitarian-development-peace nexus. UNICEF is committed to the "Delivering as one" approach and the system-wide coherence principles contained in the Standard Operating Procedures. UNICEF's Strategic Plan is also guided by the resolution on the Quadrennial Comprehensive Policy Review of operational activities for the UN development system (QCPR), which focuses on creating a UN development system that responds to the changing world and through working in increasingly effective ways to deliver on the SDGs.

UNICEF is also committed to key Agenda 2030 principles such as "leaving no one behind" and "reaching the furthest behind", which explicitly permeates UNICEF's Strategic Plan and its objectives – for example including reaching children with disabilities. The Strategic Plan also responds to the outcomes of the Addis Ababa Action Agenda; the Paris Agreement under the United Nations Framework Convention on Climate Change; and the Sendai Framework for Disaster Risk Reduction 2015-2030. UNICEF must accordingly deliver development programmes that are adaptable to high-risk environments in fragile contexts, hence helping to stem instability and displacement. In accordance with the New Way of Working and Grand Bargain, UNICEF has committed to working across traditional silos for collective outcomes, bridging the divides between the humanitarian and the development system. UNICEF is therefore expected to facilitate joint context and risk analysis, joint needs assessments, multi-year planning and programming in crises and building the capacity of local actors to help localization of aid and promoting sustainability in preparedness and response.

As outlined in Denmark's Strategy for Development Cooperation, Denmark works actively across the humanitarian-development-peace nexus, which aligns well with UNICEF's overall approach of delivering on its mandate (the five Goal Areas) in all settings and contexts. Further, Denmark's development

policy's human rights-based approach (HRBA) entails the realisation of children's rights globally and places particular focus on the most marginalised and vulnerable, including girls' rights. To this effect, UNICEF's focus on health and education as two critical aspects of children's rights aligns well with Denmark's priorities in which health and education are highlighted as key enablers of social progress, including with regards to addressing inequality, lack of social cohesion and causes of migration. In addition to its focus on protecting children's rights, UNICEF works actively to promote gender equality and the rights of girls and boys respectively. Building on the UNICEF Gender Action Plan 2022-2025, as well as system-wide efforts to promote gender equality, gender results are integrated into each of the five Goal Areas of the Strategic Plan. This aligns well with Danish development policy, where gender equality is a key priority. Denmark will continue to expect UNICEF to deliver gender-disaggregated data and results with a focus on girls' rights.

4. Priority areas and results to be achieved

Denmark will, over the coming four-year period, focus its cooperation with UNICEF on the five priority areas detailed below. The priority areas have been selected based on the linkages between Denmark's and UNICEF's strategic priorities as well as lessons learned during the preceding partnership period. While Denmark stays fully committed to the Strategic Plan of UNICEF as a whole, the priority areas are selected to highlight the most important priorities from a Danish perspective relating to both core and non-core contributions. In addition to the five priority areas and in line with UNICEF's Strategic Plan and UNICEF's Gender Action Plan 2022-2025, gender equality and ensuring equal rights of women and girls will be a cross-cutting priority for Denmark's work with UNICEF. Given increasing global humanitarian needs, and UNICEF's humanitarian mandate and cluster leadership for several clusters, it is the expectation that UNICEF will deliver on the listed priority areas in both humanitarian and development settings and contribute to the hum-dev-peace-nexus. This means that Denmark will also follow UNICEF's efforts to further strengthen its humanitarian assistance delivery mechanisms and models. With a particular focus on these areas and with the Danish human rights-based approach and focus on working across the humanitarian-development nexus in line with NWOW and The Grand Bargain, Denmark will hold UNICEF accountable for delivering on its stated commitments.

Annex 1 provides an overview of UNICEF's strategic objectives and output indicators related to these priorities.

Priority Area 1: Child-centred health in development and humanitarian settings

COVID-19 has emphasised the importance of strong and robust health systems, including primary health care services, and has exacerbated existing health-related vulnerabilities and inequalities. Denmark will in our collaboration with UNICEF focus on ensuring child-centred health in development and humanitarian settings, including access to nutritious diet and prevention, early detection and treatment of malnutrition, strengthening quality primary health care, including routine immunisation programmes, and high-impact health interventions, providing quality and safe maternal and newborn care services and practices, addressing the spread and implications of HIV/AIDS with a special focus on key populations, and improving mental health and psychosocial well-being (MHPSS) for children and adolescents.

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

1. Child-centred health in development and humanitarian settings
2. Quality education in development and humanitarian settings
3. Child protection in development and humanitarian settings
4. Water, Sanitation and Hygiene (WASH) services in development and humanitarian settings.
5. Organisational effectiveness contributing to UN reform, curbing corruption and leveraging innovation

In addition gender equality will be a cross-cutting priority.

Denmark will in our collaboration with UNICEF also put a special emphasis on sexual and reproductive health and rights (SRHR) as a key change strategy across the life cycle. Denmark expects UNICEF to collaborate with UNFPA and other relevant UN entities and civil society organisations and NGOs on ensuring universal access to SRHR. UNICEF also plays a central role in the procurement and roll-out of COVID-19 vaccines, diagnostics and treatment through the COVAX-initiative, including addressing country-level obstacles to roll-out of vaccines in collaboration with the Global Coordinator.

The focus of UNICEF's Strategic Plan 2022-2025 on child-centred health is both a crosscutting concern and specifically articulated in its Goal Area 1, which aims to ensure that *"Every child survives and thrives"*. This priority area supports Denmark's priorities in Denmark's Foreign and Security Policy Strategy and *"The World We Share"* particularly objectives 1, 2 and 3 and the second precondition for a good life, since *"a healthy physical and mental life is essential for enabling people to unlock their life opportunities, for example through participation in the labour force. Access to basic healthcare services is important for preventing disease and for helping people in urgent need. This access has become even more imperative during the COVID-19 pandemic, which has exacerbated the pressure on already weak health systems and reduced the life opportunities of millions of people – particularly vulnerable and marginalized groups."* Moreover, access to basic healthcare services and strengthened health systems are important for preventing disease and future pandemics.

Priority Area 2: Quality education in development and humanitarian settings

Even before the outbreak of COVID-19, the world was experiencing a "learning crisis", with millions of children out of school globally and too many children leaving school without basic literacy- and numeracy skills. The school closures due to COVID-19 have exacerbated the learning crisis further. Children in conflict affected countries and girls in particular, are adversely affected and more likely to be out of school, entailing increased risk of protection issues such as child marriage, sexual exploitation and abuse and other forms of gender-based violence. Access to quality education, including early learning, in development and humanitarian settings will be a key priority in Denmark's collaboration with UNICEF. Denmark expects UNICEF to work with governments to strengthen their education systems for learning outcomes including in fragile contexts. This includes support to early learning policies and standards, learning assessment systems, teachers and teaching, including advocacy for comprehensive sexuality education and child rights education, and community participation at the school level for increasing demand and social accountability for quality service delivery. Half of the world's refugee children do not attend school and Denmark will have a strong emphasis on reaching the children left furthest behind, including refugee and migrant children in fragile and conflict-affected contexts, countries and regions and children with disabilities. Denmark will also have a special emphasis on equal access to education and promoting gender equality *in* and *through* education. Denmark expects UNICEF to advance the role of education in addressing harmful social and gender norms and stereotypes through evidence-based social and behavior change strategies and gender transformative approaches in line with UNICEF's Education strategy for 2019-2030 and Strategic Plan. In our collaboration with UNICEF we will also emphasize the importance of a cross-sectoral and holistic approach to education and the increased use of innovative partnerships, including with Global Partnership for Education (GPE) and Education Cannot Wait (ECW) and private sector partners, such as the LEGO-Foundation. Finally, education is also key in providing climate adaption skills and creating awareness of climate change and education for sustainable development will be a priority for Denmark in our collaboration with UNICEF. Denmark will continue to be a strong supporter of UNICEF's efforts in ensuring meaningful engagement of young people, supporting youth advocacy in climate action, involving young people in programme design and implementation, and supporting young people to develop the full range of skills (foundational, transferable, digital, job-specific, entrepreneurial) they need for school, work, and life. Denmark will also continue to support and advocate for scaling up innovative technologies to reach marginalized children with quality digital learning opportunities.

The focus on quality education is most explicitly articulated in UNICEF's Strategic Plan's Goal Area 2, which aims to ensure that *"Every child learns and acquires skills for the future"*, which supports Denmark's priorities as stated in *"The World We Share"* particularly objectives 1, 2 and 3 and the third precondition for a good life as *"quality education is important for enabling each individual to exercise their rights. The ability to read makes it easier for a citizen to claim their rights to health treatment, engage in meaningful political participation and start their own company"*. Like health, quality education is a fundamental building block for developing democratic societies and is crucial for ensuring children equal opportunities in the future and a foundation for peace, tolerance and sustainable development.

Priority Area 3: Child protection in development and humanitarian settings

Factors such as poverty, forced displacement and crises exacerbate the risk of children experiencing rights violations such as violence, exploitation and abuse during childhood. UNICEF has a proven track record of identifying, developing, supporting and strengthening formal and informal child protection mechanisms at all layers of society and in all contexts. Denmark expects UNICEF to ensure protection of the rights of children across development and humanitarian settings, in alignment with its Strategic Plan and UNICEF's Core Commitments for Children in Humanitarian Action (CCC). This includes upholding normative standards for child protection when working with other UN entities and partners creating synergies and accountabilities across sectors, to protect children from violence, including gender-based violence such as sexual exploitation and eliminate harmful practices against girls, including child-marriage and female genital mutilation. Besides the provision of psychosocial support, child protection must also focus on the protection of unaccompanied children in displacement crises, the reintegration of child soldiers and providing support for children-led households in an effort to meet the needs of the most vulnerable children. Children in vulnerable situations such as conflict, natural disaster, and/or displacement are particularly negatively impacted and at risk of violence, exploitation and abuse, including trafficking and smuggling. Denmark expects UNICEF to further advance child protection at global, regional, national and local level by transforming harmful social and gender norms using evidence-based social and behavioural change interventions and gender transformative approaches and enhancing children's access to justice. As well as by enhancing the capacities of response- and accountable authorities, such as the social service workforce, to strengthen the protective environments for children and address the multidimensional nature of child protection issues. Schools are critical in providing access to services for children in need of protection and Denmark will work with UNICEF to strengthen protection of children in schools and the role of schools in detection and referral of children. This work entails working with both governments on policy and legislative changes as well as communities on effective dialogue, behavioural change and informal protection mechanisms in families and communities - working, whenever possible, directly with children as part of the solution through empowerment and civic participation. In addition, UNICEF plays an important formal role in conflict contexts, where child protection issues are particularly critical, in co-managing the Monitoring and Reporting Mechanism (MRM) to document and report on children's rights violations.

Child protection is articulated in UNICEF's Goal Area 3, which seeks to ensure that, *"Every child, including adolescents, is protected from violence, exploitation, abuse, neglect and harmful practices"* which supports the precondition for a good life as stated in *"The World We Share"*. This corresponds well with Danish priorities related to the promotion of peace, stability, protection and increased resilience in developing countries and fragile settings as stated in objectives 1, 2 and 3. Effective protection of children against abuse and exploitation increases their prospects of growing into healthy, happy and resilient individuals thus forming the basis for sustainable development.

Priority Area 4: Water, Sanitation and Hygiene (WASH) services in development and humanitarian settings.

Children, especially the most vulnerable, bear the brunt of the impact of climate change and environmental degradation, including increasingly frequent and severe natural disasters like floods and

droughts which put pressure on the world's water resources. Moreover, COVID-19 has spotlighted Water, Sanitation and Hygiene-services (WASH) as key to infection prevention and control (IPC), including for safe school reopening. In Sub-Saharan Africa 4 out of 10 people lack access to potable water and other WASH-services. Denmark has a strong political commitment to climate change adaptation and improved access to clean water and has strong expertise and a world-leading ecosystem within the WASH-area. Therefore, a fourth priority area for Denmark's collaboration with UNICEF is to provide increased access to climate-resilient and sustainable WASH-services in particularly schools and health facilities in development and humanitarian settings. Access to water is key to tackling food insecurity, IPC and preventing health crises and conflicts. Improved water access is also key to advance gender equality and women and girls' sexual and reproductive health and rights and protection from violence and abuse. WASH plays a key role for girls' access to education for example in relation to menstrual hygiene management, access to safe toilets and sanitation facilities, and because access to water lowers the burden of domestic labor that women and girls are often expected to undertake. Denmark expects UNICEF to enhance work that identifies and addresses linkages between gender and WASH, including through the use of gender transformative approaches in WASH to advance gender equality and SRHR. Denmark's engagement with UNICEF on WASH will build on existing bilateral programmes in ex. Ghana and Burkina Faso. Moreover, the new agreement on hosting the UNICEF Global Innovation Hub for Sustainable WASH in the UN City in Copenhagen will provide a unique opportunity for UNICEF to draw on Danish solutions and know-how on WASH, establishing innovative partnerships with civil society, the business community, academia and public authorities. Denmark welcomes the advancement of UNICEF's efforts to engage the private sector in new innovative modalities for investment in and operationalisation of WASH-facilities also at country-level.

UNICEF's programmatic activities on WASH-services is articulated in Goal Area 4, which is aimed at ensuring that, *"every child, including adolescents, uses safe and equitable WASH services and lives in a safe and sustainable climate and environment"*. This corresponds well with the strategic aims of Denmark's Security Policy Strategy 2022 and *"The World We Share"*, *"because climate change and degraded ecosystems trigger and intensify conflicts and fragility, which in turn exacerbates poverty and inequality"*. UNICEF's programmatic activities on WASH contributes to the realization of objectives 1-5 in Denmark's Strategy for Development Cooperation relating to climate change adaptation, fighting irregular migration and preventing poverty, fragility and conflicts.

Priority Area 5: Continuously enhance organisational effectiveness contributing to UN reform, curbing corruption and leveraging innovation¹

The Danish expectations relating to *Reporting and Audit; Monitoring & Evaluation; and Fraud, Corruption-related mismanagement and Counter-Terrorism* are outlined in the Multilateral Partnership Agreement, however Denmark will follow UNICEF's continued efforts to combat corruption and address financial irregularities on an ongoing basis through dialogue with UNICEF and the Executive Board. Denmark will encourage continued transparency in terms of ongoing financial investigations and concluded cases and will assess anti-corruption efforts during midterm reviews and UNICEF's efforts to fight corruption and financial irregularities will be reviewed on an annual basis and uploaded on MFA dedicated anti-corruption website for multilateral aid.

Denmark also expects UNICEF to continue to enhance organisational effectiveness; engage in joint actions spanning analysis, planning and delivery; and leveraging the potential of innovation; addressing

¹ According to the Ministry of Foreign Affairs' internal Guidelines for Management of Danish Core (including Soft Earmarked) Support to Multilateral and International Organisations all Organisation Strategies must include a priority area that addresses the organisation's effectiveness, including institutional reform processes, adaptive management, efforts to combat corruption and misuse of funds and sexual exploitation and abuse.

climate change and reducing its programmatic carbon footprint and ensure that the UN System continuously reforms to be fit for purpose and to reflect emerging challenges.

UNICEF's work on innovation focuses on creating new or improved solutions that address the most pressing problems facing children, adolescents and their families, taking them to scale and driving demand in collaboration with partners, including businesses and Government. UNICEF is also investing in digital transformation to improve programming and operations. In 2014 UNICEF established a Venture Fund with the purpose of investing in start-ups working with innovative solutions relevant to UNICEF's mandate. [Denmark has since the establishment of the Venture Fund been a significant contributor, but moving forward Denmark's financial collaboration with UNICEF on innovation will focus on the establishment of the new Global Innovation Hub for Sustainable WASH in Copenhagen.] We will continue to advocate for mainstreaming innovation in the organisation and scaling-up solutions globally through our dialogue with UNICEF and in the Executive Board.

The ability to identify, develop and sustain strong partnerships within the selected priority areas will remain an area of particular focus for Denmark in line with UNICEF's Strategic Plan. Denmark thus agrees with the Strategic Plan's focus on exploring both joint programming as well as more joint action around analysis, planning and monitoring as well as establishing collective platforms with the broader UN System, including in the context of the UNSDCF. The 2018 adoption of resolution 72/279 on the repositioning of the United Nations Development System represents a milestone achievement. The aim of the reform is to strengthen the UN system's collective capability to support Member States in realising the 2030 Agenda through greater efficiency, effectiveness, coherence and synergy. Denmark expects all parts of the UN Development System to support the adopted reform by implementing the provisions of resolution 72/279, loyally and in close and constructive cooperation with their sister agencies. Denmark further expects UNICEF to continue to work closely with other actors including governments, civil society organisations, other development partners, the international financial institutions, and the private sector to achieve its objectives. With outset in UNICEF's dual mandate and the CCCs, Denmark expects UNICEF to lead the operationalisation of the HDP-nexus and to document good practises and approaches for the rest of the UN System to learn from, including when it comes to localization.

Delivering against the Strategic Plan's ambitious targets will require a streamlined, adaptable and professional organisation and fit-for-purpose processes, which includes results-based management around the design and delivery of country programmes and for the documentation and evaluation of programmes. To achieve this Denmark expects UNICEF to be able to attract, retain and deploy qualified staff to the field under the auspices of a capable, dynamic and professionally growing leadership at all levels of the organisation. Denmark agrees with the Strategic Plan's focus on improving human resource management and development as well as its focus on leadership advancement and cultural change, including on preventing PSEAH

Finally, UNICEF has elevated action on climate change and environmental degradation to a cross-cutting priority in its new Strategic Plan. UNICEF's focus is on two primary areas; building adaptive capacity and resilience to climate and environmental impacts and supporting young people to be climate and environmental champions. In addition reducing negative impacts on the climate and environment of UNICEF's programmatic activities will be a key priority for Denmark. Denmark will support UNICEF's continued efforts to reduce its carbon footprint while delivering on its mandate for children globally.

5. Danish approach to engagement with the organisation

Doing Development Differently (DDD) constitutes Denmark's ambition to improve synergies between Danish multilateral and bilateral cooperation, use all the tools in the toolkit, including humanitarian, development, peacebuilding and climate related instruments, break down siloes and strengthen collective outcomes, improve monitoring of results as well as learn from best practices. Denmark's engagement with UNICEF will be based on the principles of DDD. This entails firstly, aiming towards a more holistic

approach to and use of Denmark's development instruments, including ensuring stronger cohesion between Danish missions and Copenhagen, multilateral and bilateral development assistance and various partnership instruments. Secondly, striving towards an adaptive approach with an increased emphasis on more effective use of lessons learned and available resources. These principles suggest opportunities for new programme synergies that are based on a more holistic and integrated model of development that address emerging challenges when creating more conducive conditions for desired development outcomes.

Based on the priorities specified above, Denmark will continue to pursue an open and constructive dialogue with UNICEF via our Permanent Mission in New York informed by the internal MFA Contact Group which serves as a forum for discussing and strategizing around the partnership, and in the context of the Annual High-Level Consultations between Denmark and UNICEF. These consultations will be used to follow-up on the cooperation over the past year, including on Danish priorities and discuss the way ahead. The consultations will also be an opportunity to discuss the findings of the most recent MOPAN-assessment.

Another platform for dialogue is the UNICEF Executive Board meetings, where Denmark is actively engaged, even in years when Denmark is not a formal member. Denmark is vice-president of the UNICEF Board in 2022 and president in 2023, providing a unique platform for further engagement with UNICEF management and the representatives of the other regional groups. Denmark will continue to cooperate closely with Nordic and other like-minded countries, including in the regional group for Western European and Other States (WEOG), regarding issues related to UNICEF, including through regular coordination meetings prior to important discussions and decision-making. The engagement through dialogues with UNICEF also extends to the regional and country level, where Danish representations engage UNICEF in discussions around its programming as well as its advocacy work. Denmark will also actively work with UNICEF on decisions on how to best pursue strategic opportunities through secondments during the partnership period. UNICEF's presence in Copenhagen with Supply Division and a Global Innovation Hub for Sustainable WASH serve as important platforms for further cooperation and engagement.

6. Budget

Denmark remains a committed partner of UNICEF and will continue to provide reliable and predictable funding for its activities and programmes, which comes in various forms. A contribution is provided as core funding, while other contributions provided are softly-earmarked thematically for child protection, education and health and geographically in line with Danish development priorities. A contribution supports UNICEF's humanitarian work, as children experience particular risks and are disproportionately affected during humanitarian crises. Additionally, Denmark provides funding for human resources, which includes the secondment of technical experts (e.g. JPOs and Senior Advisors) at both HQ- and country level to support the development activities of UNICEF within prioritised areas of work agreed between Denmark and UNICEF. A significant backbone of UNICEF's global operations is its Supply Division in Copenhagen – which includes the largest humanitarian warehouse in the world – for which Denmark contributes to both rent and operational costs. During the partnership period, Denmark will be entering into an agreement with UNICEF on hosting of the Global Innovation Hub for Sustainable WASH in Denmark. Finally, Danish contributions are allocated bilaterally through Danish embassies, including in Burkina Faso, Egypt and Ghana.

Danish core contributions (core, soft earmarked and personnel support) to UNICEF 2022-2025

Funding as stipulated in the Danish draft Finance Act for 2022* (DKK million)	Finance Act code	2022*	Planned 2023**	Planned 2024**	Planned 2025**
Total core incl. soft earmarked funding hereof:					
Core funding	§06.36.02.10	40	40	40	40
Soft earmarked thematic and geographic*** funding:	§06.36.02.10				
Health		25	25	25	25
Education		50	50	50	50
Child protection		25	25	25	25
Soft earmarked: Innovation Fund	§06.36.02.10	10	10	10	10
Soft earmarked: Innovation Hub on WASH	§06.36.02.10	20	33	33	33
Personnel support	§06.36.06.16	7	5-7	5-7	5-7
Soft earmarked: Humanitarian	§06.39.03.10	60	60	60	60
Total contribution (core, soft earmarked and personnel support)		237	250	250	250

*The 2022 contributions were granted as part of the Organisation Strategy 2019-2022

**Technical projection and subject to annual parliamentary approval. Core incl. soft earmarked contributions follow multilateral guidelines.

*** In 2022 the thematic contributions were geographically earmarked for Burkina Faso, Mali and Niger.

7. Risks and assumptions

The below risks may negatively affect the implementation of the Strategic Plan and the realization of its ambition and pertain specifically to the Danish priorities specified in the above and include:

- Insufficient resources to implement an ambitious agenda towards achievement of the SDGs due to a potential long-term economic recession and declining core contributions;
- Increasing scale of recurring and new humanitarian crises and sudden-onset global crises' impact on essential supplies and services;
- Escalation of localized humanitarian crises due to natural disasters and conflict, and their impact on fragile states;
- Fluctuating levels of government commitment to child rights and investment in children's well-being and shrinking civil space and conservative push-back against especially women and girls' rights, including SRHR and CSE;
- Constraints on humanitarian access;
- UNICEF's ability to collaborate effectively with other relevant UN entities at country- and regional level;
- Sexual exploitation and abuse and sexual harassment.

The change strategies and enablers outlined in the Strategic Plan represent the first line of defence in mitigating the above risks. The decline in core contributions risks impacting UNICEF's ability to respond efficiently and flexibly to emerging crises. However, UNICEF's past track record demonstrates significant capacity for resource mobilisation and despite the global uncertainty created by the Covid-19 pandemic, UNICEF reported annual income of more than USD 8 billion in 2021. Denmark will continue to advocate together with UNICEF for the fulfilment of the funding compact. UNICEF also has a strong

track record when it comes to gaining access to conflict-affected areas and complex. As stated above UNICEF has updated their policies pertaining to *Protection from Sexual Exploitation, Abuse and Sexual Harassment* (PSEAH), developed a charter promoting core values and behaviour, created a post to coordinate the roll-out of mandatory training and has established an internal task team on anti-racism and discrimination. The Executive Board is following the work on PSEAH closely. Similarly, Denmark together with like-minded will continue to support UNICEF to stand firm on its mandate in the face of conservative push-back against human rights, including in the Executive Board and development of new country programme documents. The new reference to SRHR in the Strategic Plan is an important advancement in this regard. Similarly, Denmark will continue to advocate for increased cross sectoral collaboration with other UN entities and civil society organisations and local partners at country- and regional level.

Annex 1: Danish priorities and monitoring

In full alignment with UNICEF’s own results framework, Denmark will pay particular attention to the delivery of the outputs listed in the table below according to the indicators selected and presented in the table. The outputs are organised under the four thematic Priority Areas prioritised by Denmark with indicators under each of UNICEF’s overall outputs as well as one Priority Area related to organisational effectiveness and efficiency.

Priority area 1: Child-centred health in development and humanitarian settings		
Relevant outcome and output indicators drawn from UNICEF’s Integrated Results and Resources Framework		
Goal Area (outcome) and Result Area (output)	UNICEF Indicator	Baseline and goal targets
<u>Goal Area 1 (outcome): Every child, including adolescents survives and thrives, with access to nutritious diets, quality primary health care, nurturing practices and essential supplies.</u>	1.13 Proportion of women aged 15 to 19 years who make their own informed decisions regarding sexual relations, contraceptive use and reproductive health care (SDG 5.6.1.) (UNFPA, UN-Women, WHO)	Baseline: 33 % Milestones (2025): 43 % Goal target (2030): 60 %
<u>Result Area 1 (output): Children, including adolescents, benefit from programmes that improve their health and development, in development and humanitarian contexts.</u>	1.4.2. Number of countries integrating adolescent health priorities, including sexual and reproductive health, in primary health care services or through school and digital platforms (UNFPA, UNAIDS, WHO).	Baseline: 27 2022: 30 2023: 34 2024: 38 2025: 42
<u>Goal Area 1 (outcome): Every child, including adolescents survives and thrives, with access to nutritious diets, quality primary health care, nurturing practices and essential supplies.</u>	1.15 Percentage of children and adolescents living with HIV who receive antiretroviral therapy (UNAIDS, UNDP, WHO)	Baseline: 0-14 years: 54% 10-19 years: 54% Milestones (2025): 0-14 years: 95% 10-19 years: 95% Milestones (2030): 0-14 years: >95% 10-19 years: >95%
<u>Result Area 3 (output): Children, including adolescents, and pregnant and breastfeeding mothers, have access to interventions that fast-track the end of HIV/AIDS, in development and humanitarian contexts.</u>	1.3.4 Number of countries in which UNICEF is supporting combination HIV-prevention interventions, including pre-exposure prophylaxis, targeting adolescent girls and young women and/or adolescents and young key populations.	Baseline: 102 2022: 108 2023: 112 2024: 114 2025: 115

Priority Area 2: Quality education in development and humanitarian settings		
<u>Goal Area 2 (outcome): Every child, including adolescents, learns and acquires skills for the future.</u>	2.1. Percentage of countries with gender disparity in education (Education Cannot Wait, GPE, UNESCO, UNGEI, World Bank)	Baseline: Female disadvantaged Primary: 16% Lower secondary: 33% Upper secondary: 30% Male

		disadvantaged Primary: 37% Lower secondary: 38% Upper secondary: 51%
<u>Results Area 2 (output): Improved learning, skills, participation and engagement for all children and adolescents in development and humanitarian contexts</u>	2.2.5. Percentage of countries with gender-responsive systems for learning and skills development	Baseline: 41% 2022: 50% 2023: 61% 2024: 69% 2025: 78%

Priority Area 3: Child protection in development and humanitarian settings		
<u>Goal Area 3 (outcome): Every child, including adolescents, is protected from violence, exploitation, abuse, neglect and harmful practices.</u>	3.9. Percentage of girls, boys, women and men aged 15 to 49 years who believe that female genital mutilation should be eliminated (UNFPA, UN-Women)	Baseline: Female: 69% Male: 64% Milestone (2025): Female: 77% Male: 71% Goals target (2030): Female: 88% Male: 81%
<u>Results Area 3 (output): Children, including those affected by humanitarian crises, benefit from the prevention of harmful practices.</u>	3.3.1. Number of girls and women who receive prevention and protection services on female genital mutilation through UNICEF-supported programmes	Baseline: 159 000 2022: 184 000 2023: 209 000 2024: 234 000 2025: 259 000
	3.3.3. Number of adolescent girls receiving prevention and care interventions to address child marriage through UNICEF-supported programmes.	Baseline: 7.6 million 2022: 9.3 million 2023: 11.5 million 2024: 14.1 million 2025: 17.4 million

Priority Area 4: Water, Sanitation and Hygiene (WASH) services in development and humanitarian settings.		
<u>Goal Area 4: Every child, including adolescents, has access to safe and equitable water, sanitation and hygiene services and supplies, and lives in a safe and sustainable climate and environment.</u>	4.1. Proportion of population using at least: (a) basic drinking water services (b) basic sanitation services (c) basic hygiene services (UNHCR, WHO, World Bank)	Baseline: (a) 88% (b) 75% (c) 70% Milestones (2025): (a) 94% (b) 88% (c) 85% Goals target (2030) (a) 100% (b) 100% (c) 100%

<u>Results Area 1: Sustained access to and use of safe water, sanitation and hygiene practices for all children and adolescents, particularly the most disadvantaged and those living in humanitarian and fragile contexts.</u>	4.1.4. Number of schools reached with basic WASH services, through UNICEF-supported programmes (UNHCR, WHO, World Bank)	Baseline: 0 2022: 4500 2023: 12 000 2024: 21 000 2025: 30 000 (cumulative)
	4.1.6. Number of women and adolescent girls reached whose menstrual health and hygiene needs are addressed through UNICEF-supported programmes (UNHCR, UNFPA, UN-Women)	Baseline: 0 2022: 6 million 2023: 16 million 2024: 28 million 2025: 40 million (cumulative)

Priority Area 5: Continuously enhance organisational effectiveness contributing to UN reform, curbing corruption and leveraging innovation

<u>H6. Innovation</u>	H6.1. Proportion of UNICEF global innovation portfolios with at least one innovation that has attained multi-country scale and reach of more than 1 million people.	Baseline: 0 2022: 67% 2023: 89% 2024: 89% 2025: 100%
<u>E2. Agile and responsive business model</u>	E2.4. Percentage of UNICEF offices in United Nations common premises (QCPR) (funding compact)	Baseline: 53% 2022: 55% 2023: 57% 2024: 59% 2025: 61%
<u>E3. Decentralized and empowered internal governance and oversight</u>	E3.7. Percentage reduction in carbon footprint	Baseline: 0% 2022: 27% 2023: 29% 2024: 32% 2025: 34%