

Support to OHCHR: Human Rights Protection in Stabilization and Peace Operations

Key results:

- Better political support amongst Security Council, Member States and Troop Contributing Countries to Human Rights Compliance Framework as a key element of UN and UN endorsed authorised military operations
- Human Rights operational models for peace operations are adapted to new complex conflict environment based on stock-tacking of impact, best practices, gaps and challenges as well as readiness/gap on compliance of various Troop Contributing Countries)
- UN Policy framework on human rights readiness for UN Troop and Police Contributing Countries rewritten

Justification for support:
















- Protection of human rights in the international society's handling of violent conflicts is under pressure, large because of changing conflict structures and the entry of new agents of peace operations.
- Promotion of respect of human rights it is at the core of the mandate of the UN and it is a long-standing priority for Denmark development assistance and foreign policy, and will be an important element in the Danish campaign for a non-permanent seat in the UN Security Council.

Major risks and challenges:

- The protection of human right is under pressure internationally, and undermining – whether politically or budgetary - of other parts of OHCHR could adversely affect the implementation of this project.

File No.	2016-41208			
Country	Global			
Responsible Unit	Ministry of Foreign Affairs (UN Mission New York)			
Sector	152			
Partner	Office of the High Commissioner for Human Rights (OHCHR), New York			
	<i>DKK mill.</i>	2018	2019	2020
Commitment		13.5		
Projected ann. disb.		4.5	4.5	4.5
Duration	2018-2020 (Months)			
Previous grants				
Finance Act code				
Head of unit	Peter Lehmann Nielsen, Chargé d'Affaires			
Desk officer	Anne Schouw			
Financial officer	Søren Nedergaard			

Relevant SDGs *[Maximum 5 – highlight with grey]*

 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:

- Test and develop new models for the protection of human rights
- Promote the inclusion of human rights protection in UN stabilization and peace operations
- Focus particularly on operations in Africa and other developing countries

Justification for choice of partner:

OHCHR has the global mandate to protect and promote the respect for human rights and the political legitimacy to influence the decision-making processes in the Security Council. The project will be undertaken with the OHCHR New York office, which is responsible for, and hold the technical capacity on, human rights compliance in UN military operations.

Summary:

The project will work for the effective integration of human rights norms and standards in the decision-making and operational activities of inter-governmental and inter-agency bodies based at the United Nations headquarters in New York. The project will review, develop and test new models for protection of human rights and promote the inclusion of human rights protection in UN and regional stabilization and peace operations notably in Africa to fit modern conflict structures.

Budget:

OHCHR	13,500,000
Total	13,500,000

Support to OHCHR:

Human Rights Protection in Stabilization and Peace Operations

Project document

The following is a presentation of a proposed 3-years cooperation with OHCHR's New York Office, which works for the effective integration of human rights norms and standards in the decision-making and operational activities of inter-governmental and inter-agency bodies based at the United Nations headquarters in New York. The objective of the project is strengthen the capacity of principally developing countries that contribute to common peace and stabilization efforts in crisis affected regions, first and foremost in Africa. The project will review, develop and test new models for protection of human rights and promote the inclusion of human rights protection in UN and regional stabilization and peace operations to fit modern conflict structures. The overall goal is to ensure adherence to common standards and thus increase the effectiveness of joint engagements in protracted conflicts in developing countries.

Human rights is at the core purpose of the United Nations: peace, security and sustainable development for all societies can only be obtained through advancing the dignity and equality of all human beings. The UN is the leading agent of the international handling of crises that are increasingly complex and demand multi-faceted responses. The work is handled by an expansive network of actors – national governments, regional actors, World Bank, EU as well as an array of UN-organs. To ensure that human rights is integrated and respected by all actors in peace and stabilization efforts, there is a need for a clear, legitimate and operational framework. This is especially important for the regional actors and the national contributors from the developing regions that carry an increasing responsibility for crisis management and handling but also have more limited experience and capacity to integrate and monitoring the respect for human rights and International Humanitarian Law in operational responses to conflict. Experience shows that non-compliance with international human rights standards carries serious risks which can jeopardize the UN's and the international community's work to promote peace, stability and long-term development.

The beneficiaries of more compliant and effective international engagements are citizens in conflicts stricken countries, mainly in Africa. By 2030 between 50% and 80% of the people living poverty will live in conflict stricken countries. The link between ensuring stability and

reducing poverty is set to grow more pronounced, as conflict becomes a relatively more important impediment to development and economic growth.

1. Introduction and context

Thorough analytical and political work is needed to develop models for the human rights dimensions of UN and regional responses to complex conflict environment and promote a broad based political acceptance of human rights protection as a prerequisite for international engagement and financing of long-term development. While innovative practices are emerging, they have yet to be captured, evaluated, systematized and promulgated to relevant/similar contexts - doing so would enable a more proactive strategy for international engagements particularly in these new challenging environments in developing regions.

In parallel, recognizing that the UN may not always be the best placed agent for specific types of missions and engagements, responsibility is increasingly being shifted to regional actors, operating with technical support and/or financing from international actors, including the UN and the EU. In this context, there is an increased recognition, including among the non-human rights community, that violation of human rights or international humanitarian law in the context of crisis situations often have severely adverse effects on efforts to promote stability and long-term development –, fuelling the cycle of violence and prolonging conflict and, hence, further undermining the aim of inclusive development and economic growth.

It is therefore critical that peace and stabilisation efforts, which are an emerging trend of the international community's response to conflict, are carried out on the basis of a strong and effective human rights compliance frameworks and that the UN's human rights response are adapted to these new contexts.

2. Summary of issues to be addressed and institutional context

The Office of the High Commissioner for Human Rights (UN Human Rights) is the leading UN entity on human rights. The General Assembly has entrusted both the High Commissioner and her Office with a unique mandate to promote and protect all human rights for all people. The United Nations human rights programme aims to ensure that the protection and enjoyment of human rights is a reality in the lives of all people. UN Human Rights also plays a crucial role in safeguarding the integrity of the three interconnected pillars of the United Nations – peace and security, human rights and development.

On the basis of its global mandate for the protection human rights, the UN High Commissioner for Human Rights and her office (OHCHR) is the best suited and most

legitimate institution for developing and implementing new models for the protection of human rights in peace and stabilisation operations. OHCHR is responsible for engaging in the work processes that lead to resolutions mandating or supporting UN operations in the field of peace and stability, as well as the definition and development of technical cooperation between the UN and regional partners, particularly in Africa through FC-G5S, AMISOM and the African Union.

While OHCHR in New York will be the driving institution of the project, cooperation and partnership with additional actors and donors will be promoted. EU institutions notably, which remain key, are increasingly interested in “compliance framework approach” as a prerequisite for continued financial support to regional peace operations in conflict stricken developing countries. The “compliance framework approach” also demonstrates the comparative advantage of the UN – and a multilateral approach – by offering technical support to integrating human rights in complex military operations. This also fits in the SG’s priority on partnership with regional organisations.

3. Strategic considerations and justification

This project is related to Denmark’s strategic objectives outlined in “The World 2030”. The establishment and operationalisation of a UN structure to adapt human rights protection procedures to new peace and stabilisation operations and enable UN support to regional engagements is a long-term goal and gradual process that may take many years. However, given the current challenges raised by violent extremist and other armed groups in developing country contexts ranging from Somalia to Nigeria and Mali, the establishment of core OHCHR capacity in UNHQ New York that in turn can enhance the institutional capacity of the involved developing countries is a priority. This core capacity would enable OHCHR to begin its work toward its long-term goal and address issues that will have high impact including in areas of policy, partnerships, and reaffirming the benefits of a multilateral approach. The project would also demonstrate confidence in mechanisms for international problem-solving, at a time when multilateral efforts are under immense stress and questioning.

Countries contributing to existing and future peace efforts have a direct interest in strengthening the integration of human rights in their responses to regional crises; particularly by demonstrating their ability to operate in accordance with international human rights and humanitarian standards. Through its mandate and engagement with previous partners on establishing/implementing human rights compliance, OHCHR has the expertise and institutional credibility to support and assist with human rights integration.

4. Theory of change and key assumptions

Protection of human rights, in itself a universal obligation, is an intricate element of stabilising conflict prone countries and establish the basis for long-term social development and economic growth.

With rapid changes in the crisis contexts in developing countries and elsewhere, new actors are engaged and parts of the responsibility is shifting from the UN to regional and sub-regional organisations. At the same time, this has put additional pressure on the protection of human rights. It has emphasised the need to ensure a solid and legitimate capacity within the UN to map new needs for assistance for contributing countries, principally from developing countries, the majority of which currently are from Africa, as well as work to ensure the political groundwork is laid for broad support and acceptance of robust human rights integration as a prerequisite for international endorsement and resourcing.

This project will allow the OHCHR, as it relates to engagements in conflict stricken developing regions, to strengthen its institutional capacity to promote change both internally and with external partners.

This project is in line with [OHCHR's 2018-2021 Management Plan](#), and OHCHR's overarching goal of "All human rights are achieved for all".

The project will contribute to achieving identified OHCHR organisational results including:

- State laws and policies protect and protect human rights
- State institutions, non-state actors promote, protect and respect human rights
- State accountability mechanisms monitor, investigate and provide redress for human rights violations
- Public support grows for protection of Human Rights
- Member States and other actors engage with UN human rights mechanisms
- International and regional human rights mechanisms and bodies promote and protect human rights effectively
- The international community responds effectively to critical human rights situations and issues
- International human rights law and standards progress
- Human rights are effectively integrated, in UN policies and programmes

The project falls under OHCHR's thematic pillar of preventing violations and strengthening protection of human rights, including in situations of conflict and insecurity, which is itself connected to SDG goals 16 and 17.

The project is based on the assumptions

- that there is continued political support by the United Nations Security Council, member states, bilateral and regional partners
- that relevant parts of the UN system have the capacity/resources to engage on cross-cutting issues and implement the new policies as relevant
- that UN contributing countries are ready to adopt measures pertaining to human rights readiness
- that key political partners are ready to advocate for human rights norms and standards, the benefit of their integration into operational guidelines, and their universal applicability.

In the context of OHCHR's support to regional peace and security operations, political ownership by external partners will need to be built including with regards to the compliance framework approach.

5. Project objectives and summary of results frame

The purpose of the project is to enable the United Nations and its partners, through support to and capacity-building of contributing countries, principally from conflict-stricken developing regions, to respond effectively to new complex crisis environments, notably through adapting human rights operational models, approaches, policies and practices to fit into the new peace operations configurations and efficiently implement United Nations objectives and mandates. It includes stock taking of existing human rights components models, reviewing impact and capturing emerging good practices. Its aims to strengthen OHCHR at New York level to ensure adequate integration of human rights in United Nations mandated and supported response to crises, including by investing in human rights dimensions of contributing nations' institutional capacity, performance and support to regional peace and stability operations.

Key outputs will include:

- Political consensus is reached amongst Security Council, Member States and contributing countries on Compliance Framework as a key element of UN and UN authorised peace and stability operations, the vast majority of which take place in Africa.
- Human Rights operational models for peace and stability operations are adapted to new complex conflict environments, including through a study on adapting human rights operational models to new complex crisis environment in conflict stricken developing countries (taking stock of impact, best practices, gaps and challenges, configurations, blueprint recommendation for future HR configurations in asymmetric threat environments)

- A compilation of good practices for compliance mechanisms in select contributing countries and regional organisations (collections of existing best practices and overview of readiness/gap on compliance of various TCCs)
- UN Policy and Standard-Operating-Procedures on readiness, performance and accountability for UN contributing countries to integrate human rights parameters
- A study on human rights readiness parameters for contributing countries (blueprint for HR readiness policy for the UN, analysis of existing human rights readiness mechanisms and gaps and UN/AU)
- A small surge/start-up methodological capacity to support the deployment of innovative methodologies and strategies within existing missions, particularly in Africa, with a focus on strengthening capacities of contributing developing countries
- Appropriate and detailed analysis is provided to UN leadership and the UN Security Council to enable decisions on the Organization's engagement in complex crisis environment and regional engagements/missions, particularly in Africa;
- Specific measures and mechanisms to allow or enable UN engagement in proposed regional operations are identified, designed and operationalized;
- Models of compliance frameworks are designed on the basis of the context and nature of proposed regional operations with a specific focus on conflict stricken developing regions.

6. Inputs / budget

The overall resources required to enable to accomplish all of the above-mentioned outputs is approximately USD 6.4 million. The project will be phased and divided into packages that will allow more donors to engage and contribute to meaningful under-projects.

The total Danish contribution to the project will allow for work to be completed in the following outputs:

- Political consensus is advanced amongst Security Council, Member States and Troop Contributing Countries on Compliance Framework as a key element of UN and UN authorised military operations
- Human Rights operational models for peace operations are adapted to new complex conflict environment with a view to strengthening the protection of human rights in conflict situations including through
 - a study on adapting human rights operational models for peace operations to new complex conflict environment (taking stock of impact, best practices, gaps and challenges, configurations, blueprint recommendation for future HR configurations in asymmetric threat environments);

- the development of good practices and models of existing military compliance mechanisms in select UN Troop Contributing Countries and regional organisations such as NATO (collections of existing best practices and overview of readiness/gap on compliance of various Troop Contributing Countries)
- UN Policy framework on human rights readiness for UN T contributing countries, with a particular focus on conflict stricken developing nations, to integrate human rights parameters including through a study on human rights readiness parameters

A results framework for the Danish support is included in the Development Engagement document.

The budget for the Danish contribution of DKK 13,5 million (approximately USD 2 million)¹ over a period of 3 years, is as follows²:

	DKK	USD
Personnel and staffing costs	9,100,000	1,387,407
Consultancy	1,350,000	205,824
Workshops	750,000	114,348
Travel	692,000	107,486
Supplies/Consumables	55,000	8,385
Programme Support Costs[1] (13%)	1,553,097	237,048
TOTAL	13,500,000	2,058,241

Because of the innovative nature of the project, the results framework and the budget will be revised as needed, discussed and approved in the biannual meetings between the OHCHR-NY and the Danish Mission.

7. Institutional and management arrangement

The project will be implemented by OHCHR PMSS in New York. The progress of the project and any need for adjustments shall be discussed at bi-annual meetings between the Mission and

¹ Utilising the 1 Dec. 2018 UN Operational Rate of Exchange (6.5 DKK to 1 USD).

² All accounting and financial reporting will be done in DKK.

OHCHR New York, and, if relevant, other countries, organisations and UN entities. The first meeting will take place in May 2019.

8. Financial management, planning and reporting

The financial management, planning and reporting on the project is detailed in the “Development Engagement Document”, as well as procedures for disbursement of the grant.

The Danish UN Mission, New York, shall have the right to carry out any technical or financial mission that is considered necessary to monitor the implementation of the programme.

After the termination of the programme support, the Denmark (responsible institution) reserves the right to carry out evaluation in accordance with this article.

9. Risk management

The protection of human right is under pressure internationally, and undermining – whether politically or budgetary - of other parts of OHCHR could adversely affect the implementation of this project. The main risk is a failure in delivering the assumptions (see chapter 4) of the projects successful implementation.

Quality Assurance checklist for appraisal of programmes and projects¹

File number/F2 reference: 2018-41208

Programme/Project name: OHCHR. *Human Rights Protection in Stabilization and Peace Operation.*

Programme/Project period: 2018-2020

Budget: DKK 13,5 mio

Presentation of quality assurance process:

KFU has found that as that the project is ear marked to specific activities, with low complicity, carried out with a well-known partner organisation, the risk involved is low and it falls within the criteria for self-appraisal (as per page 25 of the guidelines).

The design of the programme/project has been appraised by someone independent who has not been involved in the development of the programme/project.

Comments: See the above

The recommendations of the appraisal has been reflected upon in the final design of the programme/project.

Comments: See the above

The programme/project complies with Danida policies and Aid Management Guidelines.

Comments: Yes

The programme/project addresses relevant challenges and provides adequate responses.

Comments: The project addresses pertinent challenges – the protection of human rights in conflict zones – and strengthening the UN capacity to provide guidelines, screening and monitoring will be a step towards a joint international approach to protecting human rights when handle modern conflicts.

¹ This Quality Assurance Checklist should be used by the responsible MFA unit to document the quality assurance process of appropriations where TQS is not involved. The checklist does not replace an appraisal, but aims to help the responsible MFA unit ensure that key questions regarding the quality of the programme/project are asked and that the answers to these questions are properly documented and communicated to the approving authority.

Issues related to HRBA/Gender, Green Growth and Environment have been addressed sufficiently.

Comments:

Comments from the Danida Programme Committee have been addressed (if applicable).

Comments: N/A

The programme/project outcome(s) are found to be sustainable and is in line with the partner's development policies and strategies. Implementation modalities are well described and justified.

Comments:

The results framework, indicators and monitoring framework of the programme/project provide an adequate basis for monitoring results and outcome.

Comments:

The programme/project is found sound budget-wise.

Comments:

The programme/project is found realistic in its time-schedule.

Comments:

Other donors involved in the same programme/project have been consulted, and possible harmonised common procedures for funding and monitoring have been explored.

Comments: N/A

Key programme/project stakeholders have been identified, the choice of partner has been justified and criteria for selection have been documented.

Comments:

The executing partner(s) is/are found to have the capacity to properly manage, implement and report on the funds for the programme/project and lines of management responsibility are clear.

Comments:

Risks involved have been considered and risk management integrated in the programme/project document.

Comments:

In conclusion, the programme/project can be recommended for approval: yes / no

Date and signature of desk officer: _____

Date and signature of management: _____