

Annex 1 – Terms of Reference



EVALUATION SERVICE TERMS OF REFERENCE

MULTI-COUNTRY STRATEGIC EVALUATION

Key Information at a glance about the evaluation	
Title of evaluation:	Multi-Country Strategic Evaluation of UNHCR's Operations in Northern Europe
Proposed Countries:	Northern Europe Multi-Country Office covering Denmark, Iceland, Norway, Finland, Sweden, Estonia, Latvia and Lithuania
Time-frame covered:	2017-2020
Type of evaluation:	Country Strategic Evaluation
Evaluation commissioned by:	UNHCR Evaluation Service

1. INTRODUCTION

UNHCR's country operations around the world aim to work effectively to pursue protection and solutions, to support the inclusion of internally displaced, refugees and stateless people in national and local services, and to contribute to societies and economies, especially in refugee hosting countries. Such efforts require learning lessons from implementation. These lessons inform UNHCR's strategic thinking, programme design and programme implementation both at the global and country operation level, as well as ensure UNHCR operations are supported in seeing impact in their specific contexts.

To help inform this learning process, the UNHCR Evaluation Service commissions Country Strategic Evaluations (CSEs). Recently UNHCR has completed Country Strategic Evaluations (CSEs) in Afghanistan, Angola, Iraq, Morocco and Egypt (forthcoming). The Strategy Evaluation of UNHCR's multi-country programme in Northern Europe recognizes that the organization does not have "operations" in these countries in the same way that it does in low and middle income countries – that the roles that UNHCR plays there are specific to high income country contexts where advocacy, capacity building and resource mobilization are core areas of action.

2. BACKGROUND

Over the last couple of years, UNHCR has undertaken a series of strategic changes and initiatives in alignment with the five core areas of UNHCR's [2017-2021 Strategic Directions](#). *UNHCR's Strategic Directions* outlines its aims: to ensure protection, respond in emergencies, promote inclusion, empower the people UNHCR serves, and expand opportunities for solutions. UNHCR operations develop multi-year and annual protection and solution strategies, guided by participatory planning exercises (joint assessments of needs and priorities with partner organisations and key stakeholders including governments, donors, and people of concern). The *Strategic Directions* paper similarly described the actions UNHCR has prioritised to support the realisation of key international commitments and the transformation process undertaken to deliver UNHCR's mandate more effectively.

In addition and in line with UNHCR's *Strategic Directions*, the adoption of the [New York Declaration](#) in September 2016 ushered UNHCR and partners into a new era of collaboration as States agreed to address and resolve refugee flows through a new model—the [Comprehensive Refugee Response](#)

[Framework](#) (CRRF)—that places the rights, interests and potential of refugees and of their hosts at the heart of a multi-dimensional response extending beyond, humanitarian action. Building on lessons learnt through the practical application of the CRRF, the [Global Compact on Refugees](#) (GCR) provides a platform through which UNHCR can reinforce existing, and build new partnerships, to improve response to refugee situations. Important developments linked to UN Reform, the Sustainable Development Goals and Agenda 2030 are also fundamentally reshaping the way in which UNHCR works.

To deliver these transformative developments at the global level, UNHCR is undertaking an ambitious internal change process which is summarised below.

[Decentralisation and Regionalisation:](#) In 2018, UNHCR embarked on a decentralization and regionalization process, the aim of which is to improve UNHCR's delivery of protection and solutions for forcibly displaced and stateless people through a series of structural reforms that moves authority levels closer to the contexts in which UNHCR works. These include moving Regional Bureaux from Geneva and establishing Seven Bureaux offices throughout the world. Further reforms comprise:

- Enabling Country Representatives and their teams to take faster decisions on the ground;
- Simplifying decision-making processes and making them more efficient, extending greater operational agility to colleagues working in highly fluid contexts, and ensuring more time to focus efforts where it matters most - working directly with refugees and internally displaced people;
- Empowering Representatives and Bureaux to translate global objectives into impactful regional strategies and build enduring alliances with traditional partners, the private sector, regional bodies and national authorities to secure protection and solutions;
- Aligning UNHCR's presence and authority at regional level with that of UN sister agencies to enhance our catalytic role in leveraging solutions for people of concern within an increasingly decentralized and integrated UN Development System.

[Multi-Year Multi Partner Planning \(MYMP\):](#) In 2014, UNHCR initiated the move towards a partnership oriented, multi-year planning approach to further protection and solutions results for persons of concern. In addition to six MYMP pilots selected in 2015, another 16 operations adopted the MYMP approach in 2017, one of which was the Northern Europe MCO. UNHCR MYMP plans are envisaged to cover a period of 3-5 years, adjustable to each operational context. The MYMP approach is designed to bring together the full range of national and international stakeholders to plan together with a longer-term vision. Persons of concern, governments, civil society, humanitarian and development actors, donors, academia and the private sector are set out in the MYMP design as some of the most important of these players. The evaluation thus provides an opportunity to reflect on the value and lessons learnt in launching the MYMP model in an MCO and in a setting where UNHCR's focus is not on basic assistance.

[Results Based Management \(RBM\) Renewal:](#) An annual planning process defines country priority actions and allocates resources against these priorities in line with global and regional priorities. The current RBM system in place is used across all operations and integrates financial, HR and output data. The monitoring and reporting is being revised to better accommodate longer term planning and introduce more flexibility that more accurately reflects the work and priorities of UNHCR's operations. The new results-based management system and indicator framework will shape the organisations future approach to assessment, planning, implementing and reporting.

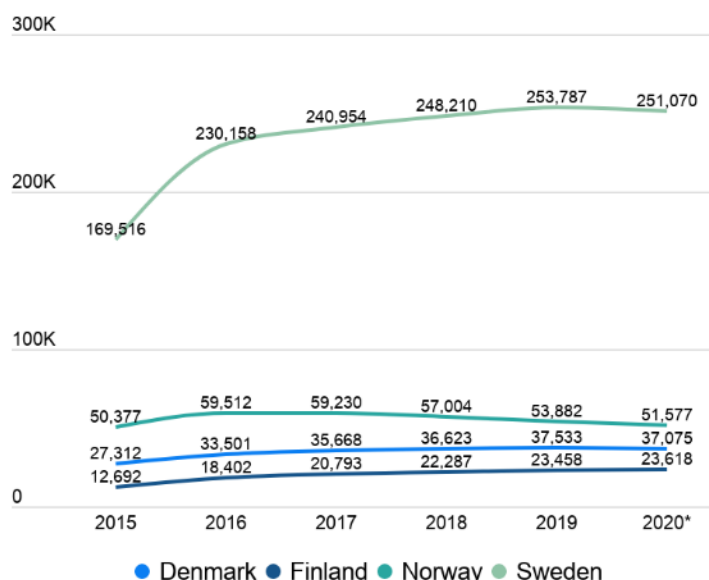
In addition to the transformations described above, of key interest to this evaluation is the way in which UNHCR in Northern Europe incorporates **Age, Gender and Diversity (AGD)** into its work. UNHCR's AGD approach is at the core of UNHCR's work with persons under UNHCR's mandate. Applying an AGD approach in UNHCR's work enables the organization to identify and consult with people of different age, gender and diversity groups. The goal of an AGD approach is that all segments of a population that UNHCR works with have equal access to and enjoyment of rights. UNHCR's AGD approach is set out in the [2018 AGD Policy](#) and intends to bring stronger accountability towards all persons of concern, through defined responsibilities across UNHCR senior management for fulfilling the AGD policy at global and country level. To facilitate this aim, the policy articulates six areas of engagement, underpinned by ten core actions, which set the mandatory benchmarks to be achieved by every UNHCR operation. Recognizing the varying operational contexts in which UNHCR works, the 2018 AGD policy should be implemented in a contextually appropriate manner, building on the previous AGD

experience field teams have and in line with shared approaches with other key partners including sister agencies, Member States and Non-governmental organisations and partners.

3. UNHCR'S ROLE IN NORTHERN EUROPE

Figure 1: Number of Refugees by year in NE (top five countries 2015-2020* (2020 data is provisional and subject to confirmation). Source: UNHCR [PopStats](#)

The countries covered by the Northern Europe (NE) Multi Country Office (MCO) consist of two regions comprised of five Nordic countries (Denmark, Finland, Iceland, Norway Sweden) and three Baltic countries (Estonia, Latvia and Lithuania). The MCO thus operates in a European sub-region with eight different official languages, political systems and legal architectures that govern asylum rights, eliciting considerable complexity for the MCO to track and manage. The MCO has to closely engage with developments within the European Union given the influence of EU positions and agreements on asylum, refugees and migration on the policies and instruments in the MCO countries; six of the countries within the MCO are members of the European Union. All the countries in the NE MCO are party to the 1951 Refugee Convention, the 1961 Statelessness Conventions and have national asylum laws and established procedures for status determination in place. With the exception of Denmark, the other European Union countries (Finland, Sweden, Estonia, Latvia and Lithuania) participate in the Common European Asylum System (CEAS).



Traditionally, the Nordic countries have been viewed as leaders and global standard setters on refugee protection, and have supported global initiatives on protection and solutions both as donors and through their advocacy in support of the Global Compact on Refugees. The region has similarly been an important avenue for refugee resettlement, although following the European Refugee crisis in 2015, the numbers of refugees resettled has bifurcated with some countries increasing or largely maintaining resettlement numbers compared to resettlement trends prior to the crisis and others reducing the number of resettlements substantially (see figure 2).

Trends in Persons of Concern

The number of refugees in the NE region under UNHCR's mandate (estimated at 367,013 persons)¹ has increased since 2015, with the largest number of refugees concentrated in the Scandinavian countries. Following the European Refugee crises in 2015 there was an increase in person seeking asylum, with Sweden receiving 163,000 new asylum seekers, Norway 31,000 applications and Finland 32,500 applications; a total overall increase of 127% compared to 2014)². Following the border control measures, including the EU Turkey Deal, in 2016 new applications fell by 84% to 38,557 across the region. This downward trend has since levelled off with 23,125 new cases in 2019 registered.

¹ All data taken from UNHCR Operations Planning Documents and [UNHCR Population Statistics Portal](#)

² In 2019 approximately 25% of applicants were accompanied children, 4 % unaccompanied children. 60% of applicants were male and 40% were female. Of the [asylum applicants](#) in the region in 2015, 52% in Finland, 41% in Norway, 39% in Denmark and 28% in Sweden were adult males between the ages of 18-34. Across the region in 2015, 41% of asylum applicants were children, 59% adults with 72% of applicant being male and 28% of applicants being female (source [Eurostat](#)).

The Baltic countries that fall within the MCO purview, while receiving fewer asylum seekers and have a significant population of stateless persons resulting in part from the break-up of the Soviet Union in the 1990s. As figure 4 shows, However, while the stateless population has gradually declined, significant stateless populations of concern to UNHCR remain.

Analysis undertaken by the MCO notes that, while in general protection standards remain compliant, there has been an increase in political and public polarization regarding asylum seekers and refugees - although this is manifested differently in each country.³ In 2020 the number of new asylum applications were impacted by Covid-19, although the contraction in asylum applications follows a general downward trend in application after the 2015 and 2016 peak during the European refugee crisis.

Impact of Covid- 19

UNHCR's role in Northern European States

The more stringent internal border controls in the Mediterranean and the new border protocols put in place to counter the pandemic in 2020 has resulted in a decrease in arrivals. The continued pandemic is likely to remain a key factor in maintaining low arrival numbers across the region through 2021. Covid- 19 will also likely to impact elements of the MCO's strategy. For example, due to travel restrictions the office does not anticipate it will be able to conduct strategic monitoring visits to borders, detention and reception centers at the same level as before the pandemic and will have to shift to some remote modalities instead.

Given the relative economic strength and government capacity in NE, UNHCR does not provide direct support to refugees but instead works to foster a quality protection environment through a combination of advocacy and advice to governments, civil society actors, protection monitoring and analysis (including legal analysis) and capacity building. The overall MCO approach depends on the specific country context, requiring considerable knowledge and ongoing analysis. The MCO manages its priorities from its Representation office in Sweden and Liaison Offices in Denmark and Lithuania, covering the other countries remotely. Over the period under analysis the MCO has seen its budget gradually decline since 2018; the budget awarded to the NE subregion fell from \$4.2 Million in 2018 to \$3.66 Million in 2021 (see figure 5).

Figure 4: Number of persons considered Stateless per year (top 4 countries in the NE region 2015-2020* (2020 number are provisional and subject to confirmation)
Source: UNHCR [PopStats](#)

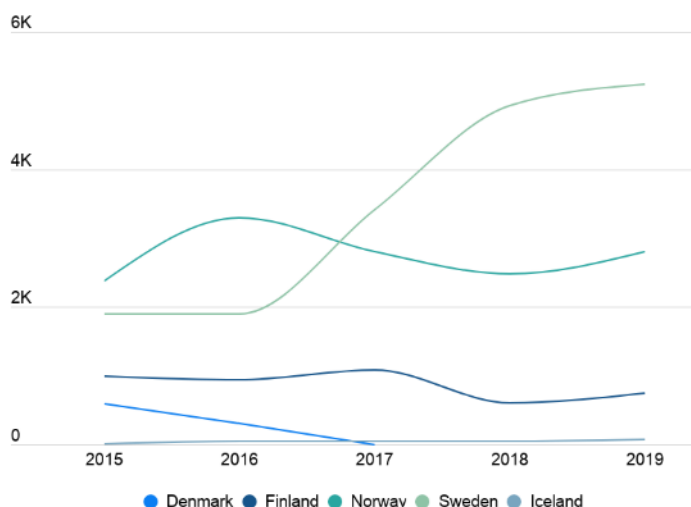
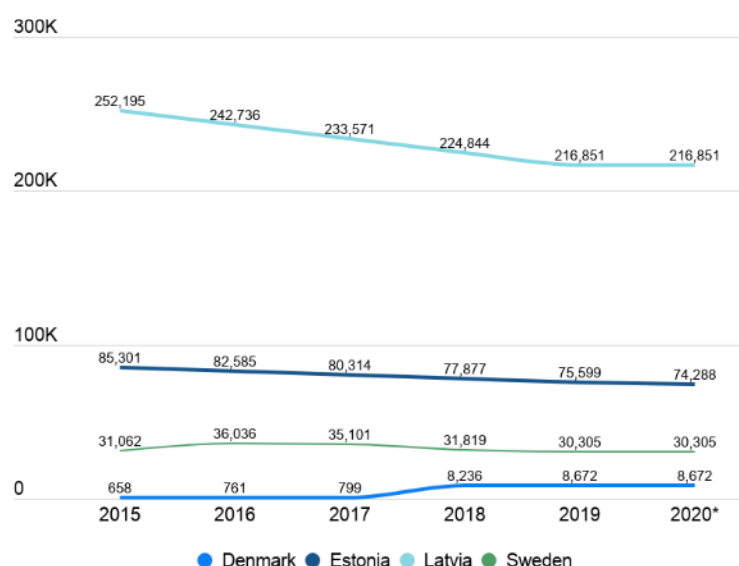


Figure 3: NE Region New Asylum cases per year 2013-2019.
Source UNHCR Operation Plans



³ See news [reports](#) as well as UNHCR Observations on [recent legal changes](#)

Strategically, the MCO has a critical role in building on the partnerships with governments and private sector actors and leveraging support, including financial support, for UNHCR's work globally. This role is supported through a national association

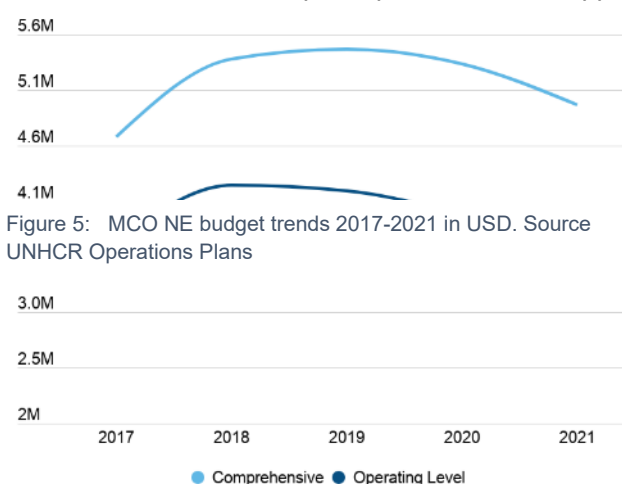
Staffing

The MCO office currently has 24 staff in place split across its three offices, with the majority of the staff (nineteen staff members including the representative and the MCO Senior Management Team) sitting in the Stockholm office, three staff based in the Lithuania Liaison office and a further two staff based in the Denmark Liaison office. In addition, proposals were put forward in the MYMP 2018-2022 for additional staffing, with the aim of increasing the number of the Liaison Offices throughout more of the countries covered by the MCO.

UNHCR's Multi-Year Multi- Partner Priorities 2018-2022

UNHCR set out five key objectives it aims to contribute to in Northern Europe as part of its MYMP approach, namely:

1. By 2022, all asylum seekers will be given effective access to the territory, and to fair, efficient and quality asylum systems, as well as high quality reception conditions with a
2. By 2022, all beneficiaries of international protection should benefit from policies and practices that promote and facilitate integration.
3. By 2022, standardised child-friendly asylum and migration procedures, ensuring the best interests of each child with respect to access and the identification and implementation of durable solutions, are fully functioning across the region.
4. By 2022, all stateless persons will be identified and be given access to statelessness determination procedures, and all children born stateless children will be automatically granted citizenship with a focus on prevention and eradication of Statelessness.
5. By 2022, Northern Europe is engaged beyond its borders to protect, assist and find solutions.



Key Priorities in 2021

In alignment of the objective outlined in its 2018- 2022 MYMP strategy UNHCR has the following key priorities in 2021 in Northern Europe, focused on two populations group: Stateless persons and Refugees in Northern Europe. With respect to refugees, UNHCR's objectives are:

- i) Potential for resettlement realized through continued advocacy, research, capacity building and leveraging partnerships.
- ii) Potential for integration realized through a focus on policies and practices that promote and facilitate integration and a human rights-based approach. This includes a focus on the impact of Covid-19
- iii) Reception conditions improved through advocacy and targeted reception center visits, especially to centres for children and with a focus on promoting participatory and Age Gender and Diversity approaches. In the Baltics, the MCO will support new community-based reception models, municipalities and other actors.

- iv) Access to and quality of status determination procedures improved through advocacy, closely monitoring compliance with the European and International standards, State dialogue and capacity building.
- v) Access to legal assistance and legal remedies improved including by advocacy on legal aid, development of partnerships to further strengthen and develop lawyers/litigation networks and capacity building.
- vi) Law and Policy developed or strengthened by employing an integrated protection-strategic communications response, capitalizing on key partnerships and prioritizing public awareness and advocacy interventions. In addition, UNHCR will continue to engage with governments and comment on legal and policy matters.
- vii) Access to the territory improved and risk of refoulement reduced through capacity development, ongoing analysis, systematic and independent border monitoring and training of border officials
- viii) Public attitude towards persons of concern improved through advocacy, media and political discourse analysis and engagement with press and media.
- ix) Risks related to detention reduced and freedom of movement increased with a focus on the three objectives of the Global Strategy on Detention namely improved detention conditions, ending detention of children and promoting the use of ATDs.
- x) Protection of children strengthened with a focus on ensuring child friendly asylum and migration procedures.
- xi) Donor relations and resource mobilization strengthened through continued and ongoing engagement with governments and key private sector actors.

With regards to Statelessness, UNHCR has the following objectives:

- i) Greater reduction of statelessness is achieved, through supporting government initiatives, advocacy and external engagement- with a focus on the Baltic States.
- ii) International and regional instruments acceded to, ratified or strengthened through advocacy related to persuading some of the Northern European States to withdraw reservations to the 1954 and/or 1961 Statelessness Conventions in collaboration with the EU, Council of Europe and other key partners.
- iii) Law and policy on Statelessness developed or strengthened through working with national authorities to strengthen existing procedures within existing legal frameworks and ongoing provision of technical advice.

4. EVALUATION PURPOSE

This Evaluation was commissioned by the Evaluation Service following a request by UNHCR's Europe Bureau. It is intended to be forward-looking in its orientation. The main purpose of this evaluation is to generate timely evidence to inform UNHCR's future operational planning and strategy in Northern Europe - leading to more effective and impactful UNHCR partnerships and programming, in pursuit of protection and solutions for UNHCR persons of concern and the communities that host them. In addition to this, the evaluation will seek to analyse and assess the effectiveness of UNHCR's plans and activities in light of evolving needs of the population, political and policy trends at the government level and the work of UNHCR's partners and other key civil society stakeholders. The evaluation thus:

- Offers an opportunity for the organization to reflect and learn lessons from the experience of MCO of the MYMP process;
- Provides an inflection point for the Europe Bureau to better understand how effectively it provides support to MCOs and COs through the MYMP process in anticipation of the wider organizational roll-out of multi-year planning.
- Provides an opportunity for the MCO to reflect on the implementation of its MYMP strategy, particularly its strategic engagement with partners on issues of concern to UNHCR.

In highlighting lessons learnt from the MCO operation, recommendations from the evaluation should be practical, feasible, and forward-looking in their orientation.

The primary audience for these evaluations is the UNHCR Northern Europe MCO, and the Regional Bureau for Europe. Other UNHCR Bureaux and Divisions, as well as UNHCR partners – including government and protection actors – will serve as a secondary audience.

5. EVALUATION SCOPE AND INDICATIVE EVALUATION QUESTIONS

6.1 Scope

The evaluation scope – relating to population, timeframe and locations– is as follows:

Timeframe to be covered in the evaluation: Although forward-looking in its orientation, the evaluation should focus on analysing results achieved over the last 4 years (2017- 2020), whilst also broadly reflecting on key achievements and operational challenges, as relevant, since the 2015 European Refugee Crisis.

The management and support provided to the MCO by the Europe Bureaux, and any notable recent changes resulting from UNHCRs regionalization process, is within the scope of the evaluation.

Location and population details: While interviews with key partners, civil society and government actors are envisaged, given that UNHCR works predominantly through partnerships and does not provide basic assistance to Persons of Concern in the sub-region, primary data collection directly from refugees and stateless persons is not envisaged as part of this evaluation.⁴ Depending on developments and travel restrictions related to Covid-19 some travel to the countries within the MCO will be considered and will be agreed during the inception phase of the evaluation. Similarly travel to Geneva may also be considered and agreed during the inception phase for data collection and for HQ level briefings.

During the course of the inception phase three to four countries from the NE sub-region will be selected for in depth analysis after discussion with the MCO and the Regional Bureau and should cover countries in the sub-region where UNHCR has an offices and those where it does not.

6.2 INDICATIVE EVALUATION QUESTIONS

The following indicative evaluation questions , informed by an initial desk review and scoping interviews with the MCO and RB, will be further refined during a short inception phase.

1. How relevant and coherent is the NE MCO's MYMP and overall strategic approach to strengthening the protection environment and supporting solutions in the countries that fall within the sub-region?
 - What have been the key results achieved through the Multi-Year Strategy and what elements of the MCO strategy have been most effective?
 - To what extent has UNHCR focused on the most important bottlenecks to protection for refugees and stateless persons?
 - How has the MCO prioritized it's work across the 8 countries and liaison offices? What are the challenges and opportunities that the MCO structure presents?
 - How has the MCO adopted AGD in its work and how effectively has the MCO been able to target the specific needs of diverse populations through its advocacy, protection monitoring and technical support to partners?
 - Looking forward, how well placed is the MCO to address emerging future challenges, including the effects of Covid-19 restrictions and the shifting protection environment?

⁴ This evaluation assumes there is readily available data and analysis on PoC that can be consulted in the course of this evaluation

2. How effective and fit-for-purpose is UNHCR NE MCO's operational structure to deliver its priorities, including the adequacy of its resourcing and prioritization?
 - Both in terms of financial and personnel- how appropriate is the structure and the resourcing of the MCO?
 - What were the main contributing and constraining factors in the achievement of these results, and how has consideration of these - as well as the prevailing operational context - been adequately reflected in the planning for the MYMP Strategy?
 - How has UNCHR balanced its resource mobilization role including liaising with it's national fundraising partner, Sweden for UNHCR, with its other priorities and objectives? To what extent has UNHCR been able to leverage its position and relationship with governments and other stakeholders to mobilise resources and manage risks?
 - What impact has Covid-19 had on the MCO's ability to deliver its strategy and how has the MCO adapted to meet the challenge of Covid-19?

3. To what extent and how , in the context of the GCR, has the NE MCO leveraged partnerships with relevant national and regional stakeholders including civil society organisations to advocate for and support refugee protection and solutions?
 - To what extent has the MCO been able to build impactful partnerships with civil society and non-governmental actors? What has worked particularly well?
 - How effective has the MCO been at leveraging the GCR in its advocacy and partnerships with other actors, including government actors? What lessons learnt or good practices have emerged from the MCOs engagement with the GCR that may be relevant for other European country offices?
 - Where could the MCO consider further investment or adaptation to strengthen its partnership approach and coordination and leadership role?
 - In what ways can UNHCR learn from, and capitalise on, existing relevant approaches with partners, to strengthen advocacy on the centrality of protection?

4. In light of decentralization, how well is the NE MCO being supported by Bureaux and Divisions in terms of guidance, standards and norms setting in order to deliver effectively?
 - What has been the MCO's experience of decentralization and has decentralization improved information flow and facilitated expedited decision making?
 - How easily has the MCO been able to access technical support and general support from the Europe Bureau? What has worked well, and which areas could be further improved or streamlined?
 - Has decentralisation contributed to more efficient and effective engagement in regional and cross- national protection advocacy and analysis?

5. What lessons can be learnt from the NE multi-country operation regarding the implementation of MYMP and the GCR in high income country contexts where UNHCR provides less/no direct support to Persons of Concern?
 - Has the implementation of MYMP improved operational planning and to what extent has the MYMP approach improved the ability of country offices to more consistently plan over time?
 - What good practices and lessons learnt have emerged from the MCO's experience of MYMP that can inform guidance and support offered to other MCOs?

6. APPROACH AND EVALUATION METHODOLOGY

The methodology deployed for this evaluation should use a combination of quantitative and qualitative methods. UNHCR welcomes the use of diverse and innovative evaluation methods. Data from a wide range of sources and a representative range of stakeholders will need to be triangulated and cross validated to ensure the credibility of evaluation findings and conclusions. Data collection is expected to comprise of: 1) desk reviews and content analysis of relevant background as well as programmatic data and documents; 2) focus group discussions, in-depth interviews and rapid surveys (as appropriate) with UNHCR staff, implementing and operational partners, key interagency stakeholders (UNICEF, etc.), national governments (including local government) ; partners, and; 3) reviews of data, studies and other analysis collected by government and other actors. Proposed methodologies should be balanced across the countries within the MCO with good coverage across the region.

It is anticipated that the evaluation will cover all 8 countries – which will involve selecting 3-4 countries as country case studies for deep dives and/or missions with the rest of the countries being covered largely through desk reviews and interviews as appropriate.

The Evaluation Team will be expected to refine the methodology and final evaluation questions following the initial desk review, country visit (potentially remote) and key informant interviews undertaken during the inception phase. The final inception report will specify the evaluation methodology, and the refined focus and scope of the evaluation, including final key evaluation questions, data collection tools and analytical framework and outline the 3-4 countries of the 8 countries where more in depth analysis and research will be conducted.

7. ORGANISATION AND CONDUCT OF THE EVALUATION

Evaluation Management and Quality Assurance

An Evaluation Manager appointed by the UNHCR Evaluation Service will be responsible for: (i) managing administrative day to day aspects of the evaluation process (ii) acting as the main interlocutor with the Evaluation Team (iii) facilitating communication with relevant stakeholders to ensure evaluators receive the required data (iv) facilitating communication with relevant stakeholders to ensure technical guidance on content, and (v) reviewing the interim deliverables and final reports to ensure quality – with the support of the relevant UNHCR Country Office and Regional Bureaux. The Evaluation Manager will share and provide an orientation to the EQA at the start of the evaluation. Adherence to the EQA will be overseen by the Evaluation Manager with support from the UNHCR Evaluation Service as needed.

The Evaluation Manager will remain in close contact with designated focal points in the Multi-Country Office to facilitate arrangements and access to data. The Multi-Country Office will designate focal points that will assist the Evaluation Manager and Evaluation Team with logistical and administrative arrangements if required. Both the MCO and RB will be involved in all key phases of the evaluation – starting with a kick-off call once the evaluation team is recruited, through to joint reviews of key draft deliverables (inception report and evaluation report).

The Evaluation Team will be required to sign the UNHCR Code of Conduct, complete UNHCR's introductory protection training module, and respect UNHCR's confidentiality requirements. In line with established standards for evaluation in the UN system, and the UN Ethical Guidelines for evaluations, evaluation in UNHCR is founded on the fundamental principles of independence, impartiality, credibility and utility. These interconnected principles subsume a number of specific norms that will guide the commissioning, conducting and supporting the use of the evaluation. This includes protecting sources and data, informed consent, respect for dignity and diversity and the minimisation of risk, harm and burden upon those who are the subject of or participating in the evaluation, while at the same time not compromising the integrity of the evaluation.

A Reference Group will be established with the participation of the key internal, and possibly external, stakeholders for the evaluation to help guide the process. Members of the Reference Group would be asked to:

- Provide suggestions to identify potential materials and resources to be reviewed and key contacts to be considered for key informant interviews.
- Review and comment on the draft inception report.

- Review and comment on the data collection and data analysis instruments that will be developed by the Evaluation Team.
- Review and comment on the draft final reports, validate emerging findings and conclusions.
- Advise on the focus of the evaluation recommendations that will form the basis of the Management Response to the review.

Upon completion, the final evaluation report will be shared with the UNHCR Representative and Senior Management Team in the MCO and Regional Bureau with the request to formulate the formal management response, which will also be made available in the public domain.

Expected Deliverables and Timeline

The evaluation contract will be finalised by April 2021 and will be managed following the indicative timeline tabled below. Exact dates for the inception workshop and possible scoping mission will be refined in consultation with the MCO during inception. Key evaluation deliverables include:

- Draft and Final Inception Report, including Evaluation Matrix;
- Data collection toolkit (including questionnaires, interview guides, focus group discussion guides, and data monitoring methods);
- Draft and Final Evaluation Report⁶ including recommendations (30-40 pages excluding annexes); and,
- Standalone Executive Summary (10 pages).

Activity	Key Deliverable	Indicative Timeline	Payment Schedule
Inception phase including: <ul style="list-style-type: none"> • Initial desk review • Inception visit to country operation and key informant interviews • EQA review on the draft inception report • Internal circulation for comments • ERG meeting and IR finalisation 	Final inception report – including methodology, final evaluation questions and evaluation matrix.	Week 1-4	20%
Data collection phase including: <ul style="list-style-type: none"> • Key stakeholder interviews and FGDs (in country and remotely as required); in depth document review; field visits as required. • Validation workshop on preliminary findings, conclusions and possible recommendations (in country) • Stakeholder feedback on preliminary findings and emerging conclusions 	Validation workshop on preliminary findings, conclusions and possible recommendations at stakeholder workshop in country.	Week 5-10	20%
Data Analysis and Reporting phase including: <ul style="list-style-type: none"> • Analysis and write up • EQA review of draft report, circulation for comments • Stakeholder feedback and validation of evaluation findings, 	Draft final report including recommendations (for circulation and comments). Maximum 60 pages including executive summary and excluding annexes	Week 10-14	40%

conclusions and proposed recommendations. • ERG meeting			
Finalisation of evaluation report	Final Evaluation Report (including recommendations and standalone executive summary)	Week 14-18	20%

8. EVALUATION TEAM QUALIFICATIONS

The evaluation will be undertaken by a team of qualified independent evaluation consultants, comprising of at least a Team Leader and one Team Member. Bidders should propose names/CVs of Team Leaders and Team members in their proposal. Evaluation Teams are expected to demonstrate evaluation expertise as well as regional expertise and experience in Northern Europe, with excellent understanding of UNHCR's protection mandate and operational platform, and good knowledge of issues pertaining to inclusion of Refugees and of the policy and legal issues related to refugee protection in Europe and some or all of the 8 countries under review. The Evaluation Team will be willing to consider travelling to the countries under review should travel restrictions and the evolving Covid-19 pandemic allow for it.

Evaluation Team Leader

- A post-graduate or master's degree in social science, development studies, international relations or economics plus a minimum of 12 years of relevant professional experience in humanitarian response settings and/or development interventions.
- Minimum of 7 years of evaluation experience with demonstrated ability in mixed research methodologies, and an excellent understanding of humanitarian/development country operations. Experience in evaluation in humanitarian or development settings preferred
- Proven experience in successfully leading an evaluation team and managing fieldwork in complex environments.
- Proven track record in leading (preferable) or participating as a senior team member in previous large-scale evaluations, preferably country portfolio evaluations, commissioned by a large development, donor, or humanitarian agency.
- Institutional knowledge of UNHCR's protection mandate and operational platform.
- In-depth knowledge of and proven experience with various data collection and analytical methods and techniques used in evaluation and operational research.
- Experience in generating useful and action-oriented recommendations to senior management and programming staff.

Evaluation Team Member

- A post-graduate or master's degree in social sciences, development studies, international relations, or economics plus a minimum of 5 years of relevant professional experience ideally in humanitarian and/or development settings.
- Minimum of 4 years' experience supporting quantitative and qualitative data collection and analysis for evaluation purposes (preferable) or operational research in humanitarian and development settings.
- Good knowledge of protection programming and advocacy strategies, relevant analytical frameworks and programming approaches and standards.
- In depth knowledge with various data collection and analytical methods and techniques used in evaluation and operational research.
- Proven expertise in facilitating participatory workshops involving different groups and participants.
- Excellent communication and presentation skills.

9. EVALUATION TEAM SELECTION CRITERIA

Individual consultants will be shortlisted based on the criteria above. Applicants who apply as a team will receive additional points in the selection process.⁵ Scoring in the selection process will be done on an individual basis and the Evaluation Service reserves the right to select the final team composition.

⁵ Note that applicants applying individually will also be considered, and the Evaluation Service has the right to propose the final team composition.

10. How To APPLY

Applicants must submit the following documents:

- CV in [P11 format](#)
- motivation letter (1 page) outlining why they are a suitable candidate (or team) for the consultancy, and what their proposed methodological approach would be to the evaluation.
- A written sample of a previous evaluation, review, report or publication of any kind in which they were a (co) author.

Applications should be sent to Evaluation Service hqevaser@unhcr.org indicating the title of the evaluation and the position they are applying for (Team Leader, Team Member, or Team application) e.g. “Application Country Strategy Evaluation Northern Europe Multi Country Office– Team Leader”. Applications should be submitted no later than 21st April 2020 (12pm CET).

ANNEX 1: RELEVANT DOCUMENTS RELATED TO THE MULTI-COUNTRY STRATEGIC EVALUATION OF UNHCR'S OPERATIONS IN NORTHERN EUROPE

REFERENCE DOCUMENTS	AVAILABLE AT:
UNHCR'S STRATEGIC DIRECTIONS 2017–2021	https://www.unhcr.org/5894558d4.pdf
New York Declaration for Refugees and Migrants	https://www.unhcr.org/new-york-declaration-for-refugees-and-migrants.html
Comprehensive Refugee Response Framework	https://www.unhcr.org/comprehensive-refugee-response-framework-crrf.html
The Global Compact on Refugees	https://www.unhcr.org/the-global-compact-on-refugees.html
UNHCR POLICY ON AGE, GENDER AND DIVERSITY	https://www.unhcr.org/5aa13c0c7.pdf
Evaluation of Effectiveness and Relevance of Advocacy Approaches with the EU and in EU/EFTA countries (2015-2017)	https://www.unhcr.org/5d09f6fd7.pdf
Evaluation of UNHCR's Engagement with the Private Sector	https://www.unhcr.org/5dfa230f4.pdf
Update on UNHCR reform	https://www.unhcr.org/5d81f9620.pdf
POPULATIONS OF CONCERN TO UNHCR 2020 PLANNING FIGURES	https://reporting.unhcr.org/sites/default/files/ga2020/pdf/Chapter_PoC.pdf

Annex 2 – List of Data and Documents

INTERNAL - GLOBAL				
#	Category	Title	Author/Source	Year
1.1	Guidelines & Tools	Practical Recommendations and Good Practice to Address Protection Concerns in the Context of the COVID-19 Pandemic	UNHCR/RBE	2020
1.2	Guidelines & Tools	Europe Situations: Data and Trends	UNHCR/RBE	2021
1.3	Guidelines & Tools	UNHCR Core Indicators	UNHCR	N/A
1.4	Guidelines & Tools	UNHCR Result Areas	UNHCR	N/A
1.5	Policies & Strategies	UNHCR Global Appeal 2020-2021	UNHCR	2020
1.6	Policies & Strategies	Update on UNHCR reform	UNHCR/Executive Committee	2019
1.7	External Evaluations	Evaluation of UNHCR's Engagement with the Private Sector. Evaluation Report.	UNHCR	2019
1.8	External Evaluations	Evaluation of Effectiveness and Relevance of Advocacy Approaches with the EU and in EU/EFTA countries (2015-2017). Final report	UNHCR	2019
1.9	Policies & Strategies	Report of the United Nations High Commissioner for Refugees. Part II Global compact on refugees	UNHCR	2018
1.10	Policies & Strategies	New York Declaration for Refugees and Migrants	UN	2016
1.11	Policies & Strategies	UNHCR Policy on Age, Gender and Diversity	UNHCR	2018
1.12	Guidelines & Tools	NOTE FOR UNHCR STAFF ON RULE OF LAW AND GOVERNANCE	UNHCR	2018
1.13	Policies & Strategies	Beyond Detention. A Global Strategy to support governments to end the detention of asylum-seekers and refugees. 2014-2019	UNHCR	2014
1.14	Guidelines & Tools	Tipsheet: Reviewing result statements and results chains	UNHCR	N/A
1.15	Guidelines & Tools	Operations in the Field (planned for January 2021)	UNHCR	2020
1.16	Guidelines & Tools	The first Global Refugee Forum, as part of implementing the Global Compact on Refugees. African Regional Parliamentary Conference: Comprehensive Responses to Refugee Situations – Effective Parliamentary Approaches	UNHCR/DRS	2019
1.17	Policies & Strategies	Global Compact on Refugees	UNHCR	2018
1.18	Policies & Strategies	Global Strategy and Implementation Plan for the Campaign to End Statelessness 2020 – 2022	UNHCR	N/A
1.19	Guidelines & Tools	Multi-Year Multi-Partner Pilot Operations. Lessons Learned Report	UNHCR	2017
1.20	Guidelines & Tools	MYMP Strategies Tip Sheet: Strategic Objectives	UNHCR	2017
1.21	Guidelines & Tools	Translating the CRRF approach and MYMP strategies into Operations Plans. Tip Sheet	UNHCR	2018
1.22	Guidelines & Tools	Supporting Notes for operations developing a MYMP Protection and Solutions Strategy	UNHCR	N/A
1.23	Guidelines & Tools	UNHCR's Rule of Law & Governance portfolio	UNHCR	2018

1.24	Guidelines & Tools	Programme Manual (Chapter 4)	UNHCR	2020
1.25	Guidelines & Tools	COMPASS. UNHCR's Results Based Management. Strategy Validation, Submission, Review and Approval	UNHCR	2021
1.26	Guidelines & Tools	UNHCR Organisational Structure. UNHCR Manual Chapter 2	UNHCR	2018
1.27	Policies & Strategies	Policy on the Prevention or Risk, Mitigation and Responses to Gender-Based Violence (GBV)	UNHCR	2020
1.28	Guidelines & Tools	Using UN Human Rights Mechanisms in Protection. A good practice guide.	UNHCR	2014
1.29	Policies & Strategies	Policy on Detention Monitoring	UNHCR/DIP	2015
1.30	Policies & Strategies	Policy on Regionalization in UNHCR	UNHCR	2015
1.31	Policies & Strategies	Policy for for Enterprise Risk Management in UNHCR Approved	UNHCR	2020
1.32	Guidelines & Tools	Advocacy Toolkit. Influencing Positive Outcomes for Persons of Concern to UNHCR. Part I: How to Advocate	UNHCR	N/A
1.33	Guidelines & Tools	Advocacy Toolkit. Influencing Positive Outcomes for Persons of Concern to UNHCR. Part II: Tools to Strengthen your Advocacy	UNHCR	N/A
1.34	Guidelines & Tools	Advocacy Toolkit. Influencing Positive Outcomes for Persons of Concern to UNHCR. Summary	UNHCR	N/A
1.35	Guidelines & Tools	Administrative Instruction on Detailed Planning and Budgeting for 2020	UNHCR	2019
1.36	Guidelines & Tools	Note on International Protection	UNHCR/Executive Committee	2015
1.37	Guidelines & Tools	Human Rights Engagement: Using the UN human rights mechanisms for protection and advocacy	UNHCR/DIP	2018
1.38	Guidelines & Tools	Administrative Instruction on COMPASS: New Approach to Results-Based Management and Planning Results for 2022 and Beyond (UNHCR/AI/2021/01)	UNHCR	2021
1.39	Guidelines & Tools	Key UNHCR Policies, Priorities and Guidance (UNHCR/AI/2021/01 – Annex C)	UNHCR	2021
1.40	Guidelines & Tools	Multi-Country Offices Planning for 2022 and beyond: overview of requirements and options (UNHCR/AI/2021/01 – Annex F)	UNHCR	2021
1.41	Guidelines & Tools	Administrative Instruction on UNHCR Due Diligence criteria and procedures for Private Sector Engagement	UNHCR	2019
1.42	External Evaluations	Global Action Plan to End Statelessness 2014–2024	UNHCR	2014
1.43	Policies & Strategies	BETTER PROTECTING REFUGEES IN THE EU AND GLOBALLY. UNHCR's proposals to rebuild trust through better management, partnership and solidarity	UNHCR	2016
1.44	Guidelines & Tools	Repositioning UNHCR in the field: Key considerations to guide Decentralization and Regionalization	UNHCR	2018
1.45	Guidelines & Tools	Background to business transformation project	UNHCR	
1.46	Guidelines & Tools	Business Transformation Programme. DHR / DFAM / DIST Briefing	UNHCR/DHR/DFAM/DIST	2021

1.47	Guidelines & Tools	Quick Guide to UNHCR's Regionalization and Decentralization Process	UNHCR	
1.48	Guidelines & Tools	Community Sponsorship Programmes. Guidance for UNHCR staff supporting programme design and implementation	UNHCR/ DIP	2020
1.49	Policies & Strategies	UNHCR'S Strategic Directions 2017–2021	UNHCR	2017
1.50	Statistic & update reports	Global Trends 2020. Forced Displacement in 2020	UNHCR	2021
1.51	Statistic & update reports	Global Report 2020	UNHCR	2021
1.52	Guidelines & Tools	Administrative Instruction on COMPASS get results: Implementation Planning for 2022 (UNHCR/AI/2021/8)	UNHCR	2021
1.53	External Evaluations	Evaluation of UNHCR-led Initiatives to End Statelessness. Final Report volume II	UNHCR	2021
1.54	External Evaluations	Evaluation of UNHCR-led Initiatives to End Statelessness. Final Report volume II Annexes	UNHCR	2021
1.55	Statistic & update reports	The Campaign to End Statelessness. April-June 2021 Update.	UNHCR	2021
1.56	Guidelines & Tools	COMPASS Get Results: 2022 Implementation Planning. Milestones and timelines. Annex A	UNHCR	2021
1.57	Guidelines & Tools	CoMPASS Get Results: 2022 Implementation Planning Process & Requirements. Annex B	UNHCR	2021
1.58	Guidelines & Tools	COMPASS Get Results: Detailed Guidance on OL Budgeting for 2022. Annex C	UNHCR	2021
1.59	Guidelines & Tools	COMPASS Get Results: Workforce Planning and Position Management. Annex D	UNHCR	2021
1.60	Guidelines & Tools	COMPASS Get Results: Prioritizing and Refining Approved Strategies in COMPASS. Annex E	UNHCR	2021
1.61	Guidelines & Tools	COMPASS Get Results: Supply & Procurement Planning. Annex F	UNHCR	2021
1.62	Guidelines & Tools	COMPASS Get Results: 2022 Implementation Planning Template for Operating Level (OL) Budgets Breakdown and Positions Submission - Appendix 1	UNHCR	2021
1.63	Policies & Strategies	N/A (Letter of appreciation for Iceland's accession to the 1954 Convention relating to the Status of Stateless Persons and to the 1961 Convention on the Reduction of Statelessness)	UNHCR	2021
1.64	Guidelines & Tools	Executive Committee 2021: DER Key messages	UNHCR/DER	2021
1.65	Guidelines & Tools	2021 Midyear Results. COVID-19 Multisectoral Monitoring	UNHCR	2021
1.66	Guidelines & Tools	Funding update 2021	UNHCR	2021
1.67	Statistic & update reports	2021 Global Compact on Refugees Indicator Report	UNHCR	2021

INTERNAL – REGIONAL & SUB-REGIONAL				
#	Category	Title	Author/Source	Year
2.1.	Strategy & Planning	PARTNERSHIP - Information page	UNHCR	2020

2.2	Strategy & Planning	Operations Plan RO Stockholm 2016	UNHCR/RNB	2016
2.3	Strategy & Planning	Operations Plan RO Stockholm 2017	UNHCR/RNB	2017
2.4	Strategy & Planning	Operations Plan RO Stockholm 2018	UNHCR/RNB	2018
2.5	Strategy & Planning	Operations Plan RO Stockholm 2019	UNHCR/RNB	2019
2.6	Strategy & Planning	Operations Plan RO Stockholm 2020	UNHCR/RNB	2020
2.7	Strategy & Planning	Operations Plan RO Stockholm 2021	UNHCR/RNB	2021
2.8	Strategy & Planning	Financial top line analysis NE COM	UNHCR	N/A
2.9	Strategy & Planning	Key indicator report	UNHCR	N/A
2.10	Evaluations & Survey/Profiling Exercises	I WANT TO FEEL SAFE. Strengthening child protection in the initial reception of unaccompanied and separated children in Sweden	UNHCR	2018
2.11	Evaluations & Survey/Profiling Exercises	REFUGEE VOICES ON INTEGRATION IN ESTONIA, LATVIA AND LITHUANIA. Results from the survey and profiling exercise	UNHCR/MCO	2021
2.12	Strategy & Planning	Concept Note - Initiating the dialogue with refugees and their communities: outreach and mobilization	UNHCR	Not available
2.13	Strategy & Planning	Concept Note - Dialogue with refugees and their communities in Latvia	UNHCR	2021
2.14	Strategy & Planning	Invitation - Dialogue with refugees and their communities in Latvia	UNHCR	2021
2.15	Strategy & Planning	Strategic Partnership agreement between Finland and UNHCR (2019-2022)	UNHCR	2019
2.16	Strategy & Planning	Strategic Partnership agreement between Norway and UNHCR (2019-2022)	UNHCR	2018
2.17	Strategy & Planning	Strategic Donor Engagement: Norway	UNHCR	2020
2.18	Strategy & Planning	Strategic Donor Engagement: Sweden	UNHCR	2021
2.19	Strategy & Planning	Amnesty Internal Recommendations: nine key elements	UNHCR	2021
2.20	Strategy & Planning	Community Sponsorship Programs for refugees in Nordic countries - a concept note	UNHCR/MCO	2021
2.21	Strategy & Planning	Background Note on Community Sponsorship Programs	UNHCR/MCO	2020
2.22	Strategy & Planning	Donor Visibility Meeting Strategy – ER/COMMs	UNHCR	2019
2.23	Evaluations & Survey/Profiling Exercises	A study on the potential for introducing a community sponsorship program for refugees in Sweden	UNHCR	2020
2.24	Strategy & Planning	Diversity and Inclusion in Cities. Council of Europe and UNHCR Initiative on the Intercultural Cities Programme in Finland	UNHCR; CoE	Not available
2.25	Strategy & Planning	Diversity and Inclusion in Cities. Council of Europe and UNHCR Initiative on the Intercultural Cities Programme in Iceland	UNHCR; CoE	Not available
2.26	Strategy & Planning	Multi-Year Multi-Partner (MYMP) Protection and Solutions Strategies 2018-2022	UNHCR/RNB	2017
2.27	Strategy & Planning	ANNEX 1 – Strategic Objectives, milestones, assumptions and risk table	UNHCR/RNB	2017
2.28	Guidelines & Tools	Core Organigram: Regional Bureau for Europe. Updated november 2019	UNHCR	2019
2.29	Strategy & Planning	Background Note - Denmark and the 1961 Statelessness Convention	UNHCR/RNB	2021

2.30	Strategy & Planning	Strengthening current data on refugee and migrant children at EU-level. UNHCR and UNICEF's suggestions for eight priority areas and related recommendations	UNHCR; UNICEF	2018
2.31	Strategy & Planning	N/A (Letter issued by UNICEF's Regional Office for Europe and Central Asia and UNHCR's Regional Representation for EU Affairs, and submitted to EC's DG Just, DG Home, and EUROSTAT presenting D2.30)	UNHCR; UNICEF	2018
2.32	Evaluations & Survey/Profiling Exercises	Access to Education for Refugee and Migrant Children in Europe. Highlights	UNHCR; UNICEF; IOM	2019
2.33	Evaluations & Survey/Profiling Exercises	Mapping Statelessness in Lithuania	UNHCR/RNB	2016
2.34	Evaluations & Survey/Profiling Exercises	Annex 7 - Catalogue of selected organizations' profile	UNHCR/RNB	2019
2.35	Strategy & Planning	Applying the Best Interests Principle	UNHCR/RBE	2020
2.36	Strategy & Planning	UNHCR Observations on the proposed amendments to the Norwegian Immigration Act	UNHCR/RNB	2017
2.37	Strategy & Planning	Child Protection Key Messages	UNHCR/RBE	2019
2.38	Strategy & Planning	Child Protection Key Messages Table	UNHCR/RBE	2019
2.39	Evaluations & Survey/Profiling Exercises	Mapping Statelessness in Denmark	UNHCR/RNB	2019
2.40	Evaluations & Survey/Profiling Exercises	Desperate Journeys. Refugee and Migrant Children arriving in Europe and how to Strengthen their Protection	UNHCR	2019
2.41	Evaluations & Survey/Profiling Exercises	Mapping Statelessness in Estonia	UNHCR/RNB	2016
2.42	Strategy & Planning	European Union Strategy on the Rights of the Child - UNHCR Recommendations	UNHCR	2020
2.43	Evaluations & Survey/Profiling Exercises	Families Together. Family Reunification for Refugees in the European Union	UNHCR	2019
2.44	Strategy & Planning	UNHCR Observations on the proposed legislative measure to repeal the sunset clause of the Act No. 1057 of 24 October 2019 (Act on the deprivation of nationality of foreign fighters)	UNHCR/RNB	2020
2.45	Evaluations & Survey/Profiling Exercises	Mapping Statelessness in Finland	UNHCR	2014
2.46	Evaluations & Survey/Profiling Exercises	Mapping Statelessness in Iceland	UNHCR	2014
2.47	Strategy & Planning	Observation by the United Nations High Commissioner for Refugees Regional Representation for Northern Europe on the Inquiry "Uppehållstillstånd på grund av praktiska verkställighetshinder och preskription".	UNHCR/RNB	2018

2.48	Strategy & Planning	Comments by the United Nations High Commissioner for Refugees (UNHCR) Regional Representation for Northern Europe on the draft Law Proposal amending the Aliens Act and some other laws of the Republic of Finland	UNHCR/RNB	2016
2.49	Strategy & Planning	UNHCR Observations on the Law Proposal "Utkast till lagrådsremiss – Förlängning av lagen om tillfälliga begränsningar av möjligheten att få uppehållstillstånd i Sverige"	UNHCR/RNB	2019
2.50	Strategy & Planning	UNICEF and UNHCR Observations on the proposed amendments to the Norwegian Nationality Act and Nationality Regulations Forslag til endringer i statsborgerloven og statsborgerforskriften	UNHCR/RNB; UNICEF	2017
2.51	Evaluations & Survey/Profiling Exercises	Rethinking Care to Improve Support for Unaccompanied Migrant, Asylum-seeking and Refugee Children in the European Union	UNHCR; Lumos; UNICEF; IOM	2020
2.52	Strategy & Planning	Minimum Child Protection Standards for Identification of Unaccompanied Children to be Relocated from Greece to other countries in the European Union	UNHCR	2020
2.53	Strategy & Planning	National Action Plan for Iceland: the Action Plan to End Statelessness in respect of Iceland	UNHCR	2015
2.54	Strategy & Planning	UNHCR Observations on the proposed amendments to the Norwegian Immigration Act and Immigration Regulations	UNHCR/RNB	2017
2.55	Strategy & Planning	Proposed National Action Plan to End Statelessness in Respect of Norway	UNHCR	Not available
2.56	Evaluations & Survey/Profiling Exercises	Mapping Statelessness in Norway	UNHCR	2015
2.57	Strategy & Planning	UNHCR Observations on the concept note of the Estonian Ministry of Interior from 17 March 2017 for the elaboration of the law proposal amending the obligation to leave and prohibition on entry act and the act on granting international protection to aliens	UNHCR/RNB	2017
2.58	Strategy & Planning	UNHCR Observations on the concept note of the Estonian Ministry of Interior from 17 March 2017 for the elaboration of the law proposal amending the obligation to leave and prohibition on entry act and the act on granting international protection to aliens	UNHCR/RNB	2017
2.59	Guidelines & Tools	TEMPLATE OVERVIEW STATELESSNESS JURISPRUDENCE EUROPE	UNHCR	2018
2.60	Strategy & Planning	Strengthening Protection for Unaccompanied and Separated Children in Europe	UNHCR	2018
2.61	Guidelines & Tools	Proposal for a Standard Operation Procedure (SOP) used for statelessness determination in Iceland	UNHCR	2021
2.62	Strategy & Planning	Proposed National Action Plant to End Statelessness in Respect of Sweden	UNHCR	Not available
2.63	Evaluations & Survey/Profiling Exercises	Mapping Statelessness in Sweden	UNHCR	2016

2.64	Strategy & Planning	The Way Forward to Strengthened Policies and Practices for Unaccompanied and Separated Children in Europe	UNHCR; UNICEF; IRC	2017
2.65	Strategy & Planning	Talking points & Background notes. Protection Dialogue between Denmark and UNHCR	UNHCR/RNB	2021
2.66	Strategy & Planning	European Commission Relocation Scheme for Unaccompanied Children in Greece. Initial Observations	UNHCR/RBE	2020
2.67	Evaluations & Survey/Profiling Exercises	Humanitarian Assistance to Countries and Regions of Concern to the Russian Federation For programmes of the UNHCR regional office in Stockholm to address mass statelessness in Northern Europe in 2018 – USD 200, 000. Final Report 2018	UNHCR/RNB	2019
2.68	Evaluations & Survey/Profiling Exercises	Humanitarian Assistance to Countries and Regions of Concern to the Russian Federation For programmes of the UNHCR regional office in Stockholm to address mass statelessness in Northern Europe in 2018 – USD 200, 000. Final Report 2019	UNHCR/RNB	2020
2.69	Evaluations & Survey/Profiling Exercises	Humanitarian Assistance to Countries and Regions of Concern to the Russian Federation For programmes of the UNHCR regional office in Stockholm to address mass statelessness in Northern Europe in 2020, in the context of the Global campaign, to eliminate statelessness by 2024 – USD 200,000. Final Report 2020	UNHCR/RNB	2021
2.70	Strategy & Planning	Explainer. Relocation of unaccompanied children from Greece	UNHCR	2020
2.71	Evaluations & Survey/Profiling Exercises	COMMUNITY OUTREACH PROJECT. Refugee Participation in Four Municipalities in Sweden	UNHCR	2019
2.72	Strategy & Planning	UNHCR Observations on the Draft Law 217 to Complement Section 28 of the Citizenship Act (Deprivation of Estonian Citizenship)	UNHCR/RNB	2020
2.73	Strategy & Planning	UNHCR Observations on the proposal for a Draft Law amending the Law of the Republic of Lithuania on Citizenship	UNHCR/RNB	2020
2.74	Strategy & Planning	UNHCR Observations on the proposed amendments to the Norwegian Immigration Regulation of 18 January 2017 to reduce the income requirement in family reunification cases and introduce a requirement providing that an application for family reunification must be submitted within three months after the granting of the status	UNHCR/RNB	2017
2.75	Strategy & Planning	UNHCR observations on the proposed legislative amendments to the Swedish Aliens Act – Report by the Cross-party Committee of Inquiry on Migration	UNHCR/RNB	2020
2.76	Strategy & Planning	UNHCR observations of law proposal	UNHCR/RNB	2019
2.77	Evaluations & Survey/Profiling Exercises	Mapping of refugee/voluntary organizations in Sweden	UNHCR	2019
2.78	Strategy & Planning	Applying the Best Interests Principle	UNHCR/RBE	2020
2.79	Strategy & Planning	UNHCR and IOM shocked and dismayed by deaths near Belarus-Poland border	UNHCR/IOM	2021

2.80	Strategy & Planning	UNHCR Observations on the proposed amendments to the Finnish Aliens Act	UNHCR/RNB	2021
2.81	Strategy & Planning	Durable Solutions for Refugees. Overview of the key directions of RNB DS strategy	UNHCR/RNB	Not available
2.82	Strategy & Planning	Advancement of Complementary Pathways in Education & Labor in the Nordic & Baltic countries	UNHCR	2021

EXTERNAL			
#	Author/Source	Title	Year
3.1	NIEM	Measuring Refugee Integration Policies in Sweden. NIEM National Report 2020	2020
3.2	EU	Communication from the Commission to the EP, the Council, the European Economic and Social Committee and the Committee of the Regions on New Pact on Migration and Asylum	2020
3.3	EASO	EASO Asylum Report 2021. Annual Report on the Situation of Asylum in the European Union	2021
3.4	EMN	Statelessness in the European Union: EMN Inform	2020
3.5	Swedish Refugee Law Center; AIDA; ECRE	Country Report: Sweden 2020	2020
3.6	Swedish Refugee Law Center; AIDA; ECRE	Country Report: Sweden 2019	2019
3.7	Swedish Network of Refugee Support Groups; AIDA; ECRE	Country Report: Sweden 2018	2018
3.8	Swedish Network of Refugee Support Groups; AIDA; ECRE	Country Report: Sweden 2017	2017
3.9	ODI	Public narratives and attitudes towards refugees and other migrants: Sweden country profile	2020
3.10	EMN	Annual Report on Migration and Asylum 2020 - EMN Inform	2020
3.11	Government of Finland	Feasibility study on the potential of community-based sponsorship in Finland	2021
3.12	EASO	Europe 2020 Asylum Trends	2021
3.13	EU	The Child Guarantee Targeted Consultations Questionnaire	2020
3.14	PRIO	If "it all breaks down": the Norwegian refugee crisis as pop-up humanitarian space	2021
3.15	DRC; NRC; IRC	The Global Compact on Refugees Three Years On: Navigating barriers and maximising incentives in support of refugees and host countries	2021

Annex 3 – Evaluation Matrix

	Evaluation Questions	Original Questions of ToRs	Indicators	Means of verification
DIMENSION 1 – WHAT				
Q1	Did RNB identify and prioritize the most relevant issues to strengthening the protection environment and supporting solutions in the countries that fall within the sub-region?			
	RELEVANCE			
Q 1.1	How has the RNB prioritized its protection and solutions work across the 8 countries and liaison offices, and what criteria, including contextual opportunities and limitations did it take into consideration?	How has the RNB prioritized its work across the 8 countries and liaison offices? What are the challenges and opportunities that the MCO structure presents? To what extent has UNHCR focused on the most important bottlenecks to protection for refugees and stateless persons?	Evidence of needs assessments, context analysis and planning exercises, including engagements of target population representatives and partners Evidence of criteria for prioritization Consideration of the needs of the two persons of concern to UNHCR (refugees and stateless persons)	<ul style="list-style-type: none"> • Desk review: Meeting notes, Planning and policy documents, • Annual or Activity reports, Contextual analysis, Notes of engagement with refugees and statelessness population through representatives • KII with UNHCR Staff • KII with Country focal points • Comparison of case-studies • Online Surveys
Q 1.2	How has the MYMP and the strategic approach facilitated the prioritization of the RNB in consideration of the prevailing operational context?	What were the main contributing and constraining factors in the achievement of these results, and how has consideration of these - as well as the prevailing operational context - been adequately reflected in the planning for the MYMP Strategy?	Evidence of country context analysis in policy and planning documents and strategic reflections on country priorities Differences between the eight countries to tailor to the specific country environments Inclusion of	<ul style="list-style-type: none"> • Desk Review: Policy and planning documents (COP, MYMP) • KII with UNHCR Staff • KII with External Partners • Case-Studies

			positions and expectations of other stakeholders in the MYMP process Reflection of the perceived added value of UNHCR in supporting government entities	
Q 1.3	How well placed is the RNB to address emerging (future) challenges , including but not limited to the effects of Covid-19 restrictions and the shifting protection environment?	Looking forward, how well placed is the RNB to address emerging future challenges, including the effects of Covid-19 restrictions and the shifting protection environment? What impact has Covid-19 had on the RNB's ability to deliver its strategy and how has the MCO adapted to meet the challenge of Covid-19?	Evidence of proactive reflection on possible challenges Evidence of contingency planning Risk identification and mitigation measures, impact assessments of COVID-19 Reflection of lessons learned and evidence of attempts to adapt the strategy	<ul style="list-style-type: none"> • Desk review: Activity reports. • programme updates, contextual analysis • KII with UNHCR Staff • KII with External Partners • Online Surveys • Case-Studies
EFFECTIVENESS				
Q 1.4	How has the MYMP supported the ability of the RNB to better plan and implement its programs?	What have been the key results achieved through the Multi-Year Strategy and what elements of the RNB strategy have been most effective? What were the main contributing and constraining factors in the achievement of these results, and how has	Evidence of achievements and results under the MYMP, and possibly changes Evidence of mid-term reviews of the RNB strategy	<ul style="list-style-type: none"> • Desk review: MYMP reports and other relevant documents, policy documents, external and internal studies, evaluations and reports • KII with UNHCR Staff • Survey and KIIs with UNHCR staff and other stakeholders

		<p>consideration of these – as well as the prevailing operational context – been adequately reflected in the planning for the MYMP Strategy?</p> <p>How has the RNB adopted AGD in its work and how effectively has the RNB been able to target the specific needs of diverse populations through its advocacy, protection monitoring and technical support to partners?</p>	<p>Identification of contributing and constraining factors, lessons learned and good practices in the move to MYMP, and appropriate adjustments</p> <p>Evidence of MCO's incorporation of an AGD approach (e.g. disaggregated data, targeting of different groups and adjustment of strategy to their needs)</p>	<ul style="list-style-type: none">• Case-Studies
DIMENSION 2- HOW				
Q2	How fit-for- purpose is the current UNHCR NE MCO NE's operational structure and resources to deliver its priorities?			
EFFICIENCY				
Q 2.1	How appropriate is the current structure of the MCO NE to deliver its priorities and deal with emerging challenges in the region of Northern Europe and in each of the eight different countries under the RNB?	<p>Both in terms of financial and personnel- how appropriate is the structure and the resourcing of the RNB?</p> <p>How has the MCO prioritized it's work across the 8 countries and liaison offices? What are the challenges and opportunities that the RNB structure presents?</p>	<p>Confirmation of appropriateness of structure in documents and in the experience of staff</p> <p>Identification of challenges and opportunities of the current structure for the effectiveness of UNHCR's delivery</p> <p>Evidence of reflection process on the appropriateness of a physical or remote presence (by MCO,</p>	<ul style="list-style-type: none">• Policy documents• Survey and KIIs with UNHCR staff• Case-Studies

			Bureau and HQ), including continuous improvement process	
Q 2.2	Both in terms of financial and personnel resources, how adequate is the current resourcing of the RNB?	Both in terms of financial and personnel- how appropriate is the structure and the resourcing of the RNB?	<p>Level of funding compared to needs</p> <p>Evidence of profile and skill level of staff (country knowledge and language skills) compared to priorities</p>	<ul style="list-style-type: none"> • Reports • Funding documents • KII with UNHCR Staff at various levels • Case-Studies
COHERENCE (INTERNAL)				
Q 2.3	How well is the RNB being supported by Bureaux and Divisions in terms of guidance, development of tools (e.g. new RBM approach), as well as standard and norms setting in order to deliver effectively, especially in light of move to further decentralize?	<p>What has been the RNB's experience of decentralization and has decentralization improved information flow and facilitated expedited decision making? How easily has the RNB been able to access technical support and general support from the Europe Bureau? What has worked well, and which areas could be further improved or streamlined?</p> <p>Has decentralisation contributed to more efficient and effective engagement in regional and cross- national protection advocacy and analysis?</p>	<p>Evidence of a clear, efficient and predictable decision-making processes, including a clear division of labour between RNB and other entities in UNHCR</p> <p>Evidence of a predictable, fast information flow</p> <p>Evidence of access to technical and general support for the RNB from the Bureau</p> <p>Effective engagement in regional and cross- national protection advocacy and analysis</p>	<ul style="list-style-type: none"> • Information exchange between UNHCR offices , requests for support and communication exchange • Planning documents • Consultation of RBM documentation (COMPASS) • KII with UNHCR Staff at various levels and from different entities • Case-studies • Surveys

			Degree of appropriateness of RBM approach for UNHCR operations in Northern Europe	
DIMENSION 3 - WITH WHOM				
COHERENCE (EXTERNAL)				
Q 3	To what extent has the RNB sufficiently leveraged potential partnerships with relevant stakeholders at all levels, including civil society organisations, to advocate for and support refugee protection and solutions in line with the identified priorities?			
Q 3.1	To what extent has the RNB been able to build impactful partnerships with civil society and non-governmental actors to advance its priorities in terms of integration and protection ?	To what extent has the RNB been able to build impactful partnerships with civil society and non-governmental actors? What has worked particularly well? Where could the RNB consider further investment or adaptation to strengthen its partnership approach and coordination and leadership role?	Number of impactful partnerships with civil society and NGOs that all parties in the partnership were satisfied with Criteria for selection of partnerships Regular monitoring of effectiveness of partnerships and coordination across eight countries	<ul style="list-style-type: none"> Partnership documents and agreements Feedback from partnerships and reports on their results KII with UNHCR KII with Partners in Case-Study countries
Q 3.2	How effective has the RNB been at leveraging the GCR in its advocacy and partnerships with other actors, including government actors?	How effective has the RNB been at leveraging the GCR in its advocacy and partnerships with other actors, including government actors? What lessons learnt or good practices have emerged from the RNB's engagement with the GCR that may be relevant for other European country offices?	No. of GCR related initiatives/ in advocacy and partnerships that UNHCR put in place with different actors No. of commitments/pledges made by governments in NE to the GCR objectives	<ul style="list-style-type: none"> GCR pledges and commitments, and updates KII with GCR-supporting actors KII with UNHCR Staff
Q 3.3	How has UNHCR balanced its resource mobilization role at global and national level, with its other key	How has UNHCR balanced its resource mobilization role	Evidence of a balance between resource	<ul style="list-style-type: none"> KII with UNHCR

	priorities and objectives, particularly protection-related ones?	including liaising with its national fundraising partner, Sweden for UNHCR, with its other priorities and objectives? To what extent has UNHCR been able to leverage its position and relationship with governments and other stakeholders to mobilise resources and manage risks?	mobilization and priorities and objectives, and absence of contradictions Identification of risks and mitigation measures and risk management	<ul style="list-style-type: none">• KII with External Partners• Resource mobilization-related documentation• Surveys• Case-Studies (fe. Sweden)
Q 3.4	How can UNHCR better leverage its advocacy role, both stand-alone and joint, to further its protection goals in the sub-region and beyond?	In what ways can UNHCR learn from, and capitalise on, existing relevant approaches with partners, to strengthen advocacy on the centrality of protection?	Perceived effectiveness of advocacy activities of the RNB Extent of opportunities for cooperation with partners Perception and degree of satisfaction of partners	<ul style="list-style-type: none">• Reports from external actors• KII with external actors• KII with UNHCR staff• Surveys• Case-Studies
DIMENSION 4 - WHERE				
Q 4	At this stage, what lessons can be learnt from the NE multi-country operation regarding the implementation of its global and local priorities in high income country contexts where UNHCR provides less/no direct support to Persons of Concern?			
(EARLY) IMPACT				
Q 4.1	Are first results visible from the implementation of MYMP on the ability of country offices to plan over time more consistently and contribute to implementation of mandate?	Has the implementation of MYMP improved operational planning and to what extent has the MYMP approach improved the ability of country offices to more consistently plan over time? What good practices and lessons learnt have emerged from the MCO's experience of MYMP that can inform guidance	Evidence of change linked to MYMP Reviews/lessons learned of MYMP process for RNB	Triangulation of all data utilized in evaluation

		and support offered to other MCOs?		
Q 4.2	Are first results visible from the decentralization of UNHCR and the change into the RNB on the capacities to implement the UNHCR Operations in Northern Europe?	New question	Evidence of change linked to decentralization Identification of lessons learned and possible future challenges	Triangulation of all data utilized in evaluation
Q 4.3	Are results visible from the partnership approach of UNHCR in the context of Northern Europe in terms of implementing its mandate in the region and worldwide?	New question	Evidence of increased effectiveness of partnership approach, policies, narratives, initiatives, Evidence of influence from global agenda to regional priorities Identification of lessons learned	Triangulation of all data utilized in evaluation

Annex 4 – List of Evaluation Respondents

The following persons participated in key informant interviews as part of the evaluation:

Internal UNHCR Key Informants

Bureau for Europe

1. Alexander Mundt, Senior Policy Advisor, RBE, Geneva, Switzerland
2. Alexandra Kii-Nielsen, Senior Policy Officer, RBE, Geneva, Switzerland
3. Anna-Kirsten Garbe, MYMP focal point in RBE
4. Anne-Brigitte Krum Hansen, former head of the UNHCR liaison office to EASO and current Head of the protection unit in RBE
5. Caroline Dulin Brass, Focal point for Communication with Communities in RBE
6. Delphine Crespin, Donor Relations Officer
7. Filippo Rossi, Senior Operations Manager
8. Geraldine Salducci, Focal point for the GRF in RBE
9. Jeannette Zueffle, Former head of the protection unit
10. Lorena Isla Rodriguez, Focal Point EU+ in RBE
11. Natalia Prokopchuk, Communications and Advocacy Officer
12. Nathalie Springel, Resettlement Officer, RBE, Brussels, Belgium.
13. Nicolas Brass, Senior External Engagement Coordinator, Geneva, Switzerland
14. Nina Schrepfer, outgoing Senior Legal Officer, RBE, Geneva, Switzerland.

Division of External Relations (DER)

15. Ben Farrel, Senior Donor Relations Officer, Donor Relations and Resource Mobilization Service (DRRM), Geneva, Switzerland.
16. Dominic Hyde, Director of DER
17. Mark Vogt, Regional manager Europe private sector partnerships, UNHCR
18. Paul Stromberg, Head, DRRM, Geneva, Switzerland

Division of International Protection

19. Madeline Garlick, Chief of the Protection, Policy and Legal Advice Section, Geneva, Switzerland
20. Melanie Khanna, Head of the statelessness section

Division of Strategic Planning and Results (DSPR)

21. Emilie Irwin, Senior Policy Officer, Geneva Switzerland

Global Refugee Forum (GRF) Team

22. Ziad Ayad, Senior Policy Officer, GRF, Geneva, Switzerland

RNB

23. Elisabeth Hasslunh, Senior Communications/PI Associate
24. Erika Loftén, Senior Durable Solutions Associate
25. Henrick Nordentoft, Regional Representative
26. Jesus Tolmo Garcia, Statelessness Consultant
27. Karolis Zibas, Regional Program/Integration Officer

28. Olivia Mocanasu, Former legal officer and focal point for Norway
29. Renata Kules, Associate Relations Officer (Vilnius)
30. Wilfried Buchorn, Deputy Regional Representative

UNHCR Regional Representation for EU Affairs

31. Sophie Maggenis, Head of Policy and Legal Support, Brussels, Belgium

EXTERNAL KEY INFORMANTS

Regional level Europe

1. Alessandro Abate, Senior Operations Officer, EASO
2. Catherine Wollard, Director, European Council on Refugees and Exiles (ECRE)
3. Chris Nash, Director, European Network on Statelessness
4. Egle Brazaityte, Field Coordinator EASO
5. Jerome Ellie, Coordinator, ICVA
6. Maya van der Meij, Reception Measure Coordinator, EASO

Lithuania

7. Aiste Motekaitiene, Director, LCC International University
8. Aiste Ulubey, Coordinator of the Refugee Integration Project, Artscape
9. Audrius Santaras, Head of the Migration Division, Criminal Investigation Board of the State Border Guard Service
10. Audrone Kairiene, Head of Foreigners Integration Program, Caritas Vilnius
11. Darius Staniulis, Director of the United Nations, International Organizations and Human Rights Department, Ministry of Foreign Affairs
12. Edita Zeleniakiene, Chief Specialist, Migration Division, Criminal Investigation Board of the State Border Guard Service
13. Eitvydas Bingelis, Head, IOM Lithuania
14. Giedre Blazyte, Research Director, Diversity Development Group
15. Gintaras Valiulis, Senior Advisor to the Migration Policy Group, Ministry of Internal Affairs
16. Helen Nilsson, Director, Nordic Council of Ministers Office in Lithuania
17. Ingrida Zurlyte, Head, WHO Lithuania
18. Laura Pereviciute, Chief Advisor to the EU Investment Unit, Ministry of Social Security and Labour
19. Valentina Bereznaja Demidenko, Director, Jonava Social Services Centre

Norway

20. Andre Mokkalgjerd, Private Lawyer
21. Anne Thea Eger Gervin, Senior Advisor, Migration Department, Ministry of Justice
22. Bernt Apeland, Secretary General, Norwegian Red Cross
23. Brynjulf Risnes, Lawyer, Matrix Advokater
24. Inga Laupstad, Legal Advisor, Norwegian Red Cross
25. Jean-Paul Brekke, Senior Research Fellow, Nordic Institute for Migration
26. Jessica Schultz, Post-doc Fellow, University of Bergen
27. Jean-Yves Gallardo, Director of Communications, UNICEF Norway
28. Kristin Bergtora Sandvik, Researcher, PRO
29. Marek Linha, Senior Legal Advisor, NOAS
30. Merete Fjeld Brattested, Director General, Multilateral Affairs, Ministry of Foreign Affairs

- 31. Naghmeh Gorgin, Senior Advisor, Norwegian Red Cross
- 32. Pal Nesse, Secretary-General of NOAS
- 33. Siw Lexau, Deputy Director of Migration Department, Ministry of Justice
- 34. Uzma Sarwar, Legal Advisor, UNICEF Norway

Sweden

- 35. Asa Widell, Secretary-General, Sweden for UNHCR
- 36. Carl Skau, Deputy Director, Head of Department for UN Policy, Conflict and Humanitarian Affairs, Ministry of Foreign Affairs, Development and Cooperation
- 37. Frederick-Lee Ohlsson, Head of the Humanitarian Affairs Section, Ministry of Foreign Affairs, Development and Cooperation
- 38. Helen Hedebris, Senior Legal Advisor, Swedish Migration Agency
- 39. Helen Ottosson, Secretary General, Svenska Kyrkan
- 40. Hugoo Rickberg, Swedish Migration Agency
- 41. Kerstin Lindblad, UNHCR focal point in Ministry of Justice
- 42. Martin Nyman, Chief Legal Advisor, Swedish Asylum Law Centre
- 43. Nicola Clase, Ambassador on Migration and Refugee Issues, Ministry of Foreign Affairs

Annex 5 – Country Profiles

Sweden

Sweden, together with Germany, shouldered most of the arrivals to Europe via the Mediterranean Sea in the 2015 influx. This led to a number of developments. In 2016, a new Temporary Alien Act came into force, covering only the minimum level of EU asylum standards.⁶ Since 2016, the government of Sweden has introduced tightened border controls, and curtailed the residence rights of refugees, shifting from permanent to temporary residence for protection beneficiaries. Furthermore, stricter self-sufficiency and maintenance requirements were introduced for those seeking permanent residence or family reunification.⁷

To further deter asylum-seekers from coming, Sweden has begun increasingly to reject asylum applications from Syrians. The country has also increased its focus on the return of rejected asylum-seekers. In 2018, it joined the European Return and Reintegration Network. In 2019, Sweden witnessed again a significant increase in the number of arrivals (23,125 compared to 18,075 in 2018) which constituted an increase of around 22%⁸

At the beginning of 2020, the number of stateless persons in Sweden was 3,305. Sweden continues to have two reservations to the 1954 Convention; the first relates to Article 8 on exemption from exceptional measures and the second to Article 24.1b on labour legislation and social security (together with the corresponding reservations made to the 1951 Refugee Convention). A statelessness procedure was introduced in Sweden with the support of UNHCR.

In terms of donor relations, Sweden remains UNHCR's largest provider of unearmarked support, with 74% (USD 76.4 million) of its total funding to UNHCR in 2020 constituting unearmarked contributions.⁹

In terms of solutions, Sweden has offered an average of 5,000 resettlement places since 2017. In 2020, the quota was not filled, mainly brought about by the global pandemic. A decision was made by Swedish government to carry over 1,401 unfilled places to following year, thus increasing the number of available places from 5,000 to 6,401.¹⁰

Denmark

Following the 2015 refugee crisis, Denmark tightened its asylum regulations and raised the threshold of entry to Denmark. It also introduced an “emergency brake” in autumn 2015, according to which asylum-seekers could be rejected at the border and not allowed to process their asylum application in Denmark.

⁶ Garvik et al.

⁷ Hagelund, A. After the refugee crisis: public discourse and policy change in Denmark, Norway and Sweden. *CMS* 8, 13 (2020). <https://doi.org/10.1186/s40878-019-0169-8>

⁸ EASO, Situation of Asylum in the European Union: 2019 overview, <https://easo.europa.eu/asylum-trends-easo-asylum-report-2020>.

⁹ For more details, see UNHCR's funding update 2020,

https://reporting.unhcr.org/sites/default/files/Global%20Funding%20Overview%2031%20December%202020.pdf#_ga=2.103670784.1428275839.1627848076-1283818965.1584586204&_gac=1.94979822.1625660737.CjwKCAjwoZWHBhBgEiwAiMN66bmjwR-cFXvRhPYBTxlDRnLMpk5Cjk_tlmvaeHtHtYDnPchRwKTEhoCpyYQAvD_BwE

¹⁰ Swedish Government's Migration Agency: <https://www.migrationsverket.se/English/About-the-Migration-Agency/Our-mission/The-Swedish-resettlement-programme.html>; RNB's COP 2021

Over the last two years, Denmark has focused primarily on cessation and subsequent returns rather than integration possibilities, accompanied also by stricter rules on family reunification. In 2019, Denmark adopted the so-called “Paradigm Shift Act” which contained amendments to several laws, including the Aliens Act, the Integration Act, the Act on Active Social Policy and the Repatriation Act. The wording of § 7 and § 8 of the Aliens Act, was changed, clarifying that every residence permit given to refugees should only be granted temporarily and that temporary permits should also apply to quota refugees.¹¹ Persons granted asylum under § 7 had to wait three years before being able to apply for family reunification.¹² On 3 June 2021, the Danish parliament passed amendments to the Danish Aliens Act that foresee the transfer of asylum seekers outside the EU and the externalization of asylum procedures and refugee protection. UNHCR reacted to this by warning Denmark that their externalisation plans “run counter to the letter and spirit of the 1951 Refugee Convention, as well as the Global Compact on Refugees where countries agreed to share more equitably the responsibility for refugee protection”.¹³ In terms of resettlement, Denmark has only offered 12 submissions in 2019, 202 in 2020 and 104 in 2021.¹⁴

In terms of statelessness population, Denmark had 8,672 stateless persons at the beginning of 2020. It has taken several steps to establish a procedure to identify stateless persons and improve awareness among stateless persons regarding the possibilities of obtaining Danish citizenship.

Norway

Norway received a modest number of asylum seekers in 2015, particularly compared to its neighbour Sweden. Nevertheless, following the arrival of several thousand asylum seekers crossing the Norwegian-Russian border, Norway implemented legislative amendments in November 2015. These amendments allowed for rejection at the Norwegian border and faster returns. In addition, Norway reduced benefits to asylum-seekers and longer waiting periods for protection beneficiaries that had longer term or permanent residence before they could qualify for family benefits. It also introduced in 2016 stricter requirements for permanent residence and stricter requirements on age and the demonstration of belonging to Norway for family reunification.¹⁵

Access to the territory remains particularly restricted as Norway resorts to a more systematic application of admissibility procedures and tighter border controls. Temporary border controls to other Schengen countries that were reintroduced during the period of the high influx of asylum seekers in 2015 have been maintained in the period of low influx. In 2019, Norway received only 2,165 asylum-seekers. In terms of resettlement places, and from 2017 to 2020, Norway maintained the same level of commitment overall. Whereas 3,136 were submitted in 2017, 3,465 refugees were submitted in 2020.¹⁶

¹¹ Garvik and Valenta.

¹² In July 2021, the European Court of Human Rights ruled this law illegal for violating Article 8 of the European Convention on Human Rights, in a principal ruling from the Grand Chamber (*M.A. v. Denmark*). (<https://ec.europa.eu/migrant-integration/news/denmark-european-court-of-human-rights-says-three-year-rule-violates-refugees-right-to-family-life?lang=fr>).

¹³ ECRE, Denmark: Parliament Votes Blind on Externalising Asylum Procedures and Protection Obligations, 11 June 2021, <https://www.ecre.org/denmark-parliament-votes-blind-on-externalising-asylum-procedures-and-protection-obligations/>

¹⁴ UNHCR, [Resettlement](#), Data Finder, <https://rsq.unhcr.org/en/#Ue11>.

¹⁵ Anniken Hagelund.

¹⁶ UNHCR, [Resettlement](#), Data Finder, <https://rsq.unhcr.org/en/#Ue11>.

In terms of statelessness, and at the beginning of 2020, Norway had a stateless population of 2,272 people.

Norway is one of the biggest donor countries to UNHCR. In 2019, a multi-annual donor agreement with Norway (2019-2022) was secured.

Finland

In 2019, Finland was the second most-preferred Nordic country of destination for asylum-seekers. During that year a total of 7,494 asylum applications were made of which 2,959 were positive¹⁷. Unlike the other Nordic countries, Finland increased recognition rates as Convention refugees have been identified. Finland has also increased the number of resettlement places from 945 in 2017 to 1,107 in 2020. In 2021, they fell back to 703, in part as a result of COVID-19. Demonstrating leadership in the region, Finland has accepted 175 individuals of which the majority were children. These efforts were part of the relocation scheme from Greece and Cyprus with more arrivals expected in 2021. At the same time, increased border controls led to a decrease in applications at the border. For instance, from 19 March to May 2020, no asylum applications had been submitted at the borders in Finland.¹⁸ Finland also launched a project on 31 August 2020 to prepare legislative amendments on the possibility of a mass influx of migrants. The legislative proposal, which will be submitted in autumn 2021, aims to create a flexible framework for the immediate increase of detention capacity in the event of a mass influx of migrants, among other changes.¹⁹

In 2020, the 3-month time limit for facilitated criteria for family reunification for refugees was extended in Finland, when applicants could not submit a family reunification request due to the pandemic. In addition, the government programme proposed amendments to the Aliens Act to facilitate the family reunification of unaccompanied minors and eliminate the requirement for sufficient financial resources, even if they submitted their request after the 3-month time limit.²⁰ In the same year the Ministry of the Interior and the Ministry of Employment and Economy launched an initiative to evaluate the role of communities in integration activities carried out by national authorities to resettled refugees.²¹

In terms of statelessness, Finland had 2,801 stateless people at the beginning of 2020. Like Denmark, Finland has a citizenship status determination procedure which can ascertain whether someone is stateless but, similarly to Denmark, it does not grant any specific status to those found to be stateless. In the Nordic States, Finland is the only country that grants citizenship automatically to children born stateless.

The four-year UNHCR funding agreement with Finland (2015–2018) was renegotiated for 2019 and beyond. In 2020, Finland had contributed a total of USD 27,351,370 to UNHCR.²²

Iceland

¹⁷ Finnish Immigration Service, Statistics, <https://tilastot.migri.fi/#decisions/23330?l=en&start=588&end=599>.

¹⁸ EASO Asylum Report 2021

¹⁹ Ibid

²⁰ Ibid.

²¹ Ibid.

²² UNHCR, Funding Update 2020/

Despite its non-EU Member status, Iceland participates in, and with, numerous EU institutions, initiatives, and mechanisms, including the Schengen agreement, the Dublin convention, the EURODAC regulation and the European Union Agency for Criminal Justice Cooperation (Eurojust). Icelandic authorities coordinate asylum issues with neighbours and have been applying the EU *asylum acquis*.

Iceland has seen a significant increase in cases of subsidiary protection status; from 20 in each of 2017 and 2018, to 205 and 285 in 2019 and 2020 respectively. Nearly half of the cases in 2020 refer to Venezuelan citizens. On the contrary, asylum applications decreased substantially, from 1,085 in 2017 to 640 in 2020, with the highest share (19% in 2020) being from Palestinian asylum seekers.²³ In 2017, Iceland offered 71 resettlement places and 86 in 2018.²⁴ Iceland has taken important steps in terms of child protection, especially targeting UASC through e.g. its Children's House model, which is seen as a best practice example.

In 2019, a new proposal was put forward by the Icelandic Minister of Social Affairs that would ensure that persons who were granted asylum in Iceland receive the same reception conditions as refugees who have been resettled in the country as part of international agreements.²⁵

Until April 2021, Iceland was not a party to the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness. Prior to this and following a similar procedure adopted by Norway in 2016, Iceland's Citizenship Act was amended in 2018 enabling the provision of facilitated access to citizenship for stateless minors after three years of residence.

Estonia

In terms of integration, Estonia's comprehensive approach to integration is considered more advanced compared to the policies of its Baltic neighbours, Latvia and Lithuania.²⁶ Asylum applications in Estonia have decreased substantially since 2017: from 190 to 95-105 in 2018-2019, and only 50 in 2020. About 30% of applications in 2020 were lodged by Russian nationals.²⁷ Asylum seekers have been facing further challenges in accessing free legal aid provided by e.g. NGOs following restrictions imposed by Estonian authorities since 2016. In 2019, UNHCR had made recommendations to Estonia on how it could improve its legal aid.²⁸ Whereas there were 45 cases of subsidiary protection status in 2017, the number has remained constant throughout recent years, with only five cases per year, mainly from Eritrean nationals.²⁹ Resettlement cases in Estonia have decreased substantially from 149 in 2017 to zero in 2020.³⁰

As of September 2019, the Police Border Guard Board in Estonia started to issue "3 in 1 decisions". Together with a negative asylum decision, a person receives a return decision and a decision to impose an entry ban with the same administrative act. After a final decision on international protection, the court still has the right to suspend the enforcement of the return decision as an interim

²³ EASO Asylum Report 2021

²⁴ UNHCR, [Resettlement](https://rsq.unhcr.org/en/#Ue11), Data Finder, <https://rsq.unhcr.org/en/#Ue11>.

²⁵ EASO Asylum Report 2020

²⁶ www.mipex.eu/estonia

²⁷ EASO Asylum Report 2021

²⁸ EASO Asylum Report 2020

²⁹ Ibid.

³⁰ UNHCR, [Resettlement](https://rsq.unhcr.org/en/#Ue11), Data Finder, <https://rsq.unhcr.org/en/#Ue11>.

measure.³¹ A survey conducted by the RNB in late 2019 shows that refugee experiences in Estonia were rather positive, with data also revealing refugees' high potential for self-reliance. There were nevertheless concerns about the limited welcoming environment, and areas such as housing.³²

With a significant statelessness population (75,599 in 2019), the country is not party to the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness. However, stateless persons or "persons with undetermined citizenship" are identified in the framework of the immigration procedure related to issuance of residence permits to aliens, which fully complies with the rights and obligations prescribed by the 1954 Convention. Citizen laws also permit the acquisition of citizenship by stateless children born in the country.

Latvia

Asylum seekers seeking free legal aid in Latvia face similar challenges to those present in Estonia. There has been a considerable decrease in the number of asylum applications in the country from 355 in 2017 to only 185 and 195 in 2018 and 2019 respectively. There were 180 applications reported in 2020, the highest share of 20% being Belarusian nationals.

Beneficiaries of subsidiary protection are granted temporary residence permits, which hampers their access to the labour market. The number of subsidiary protection status had a steady decrease in Latvia from 235 in 2017 to only 5 in both 2018 and 2019; in 2020, there were 15 cases, the majority being Belarusian nationals. Latvia remains absent from resettlement programs with no cases of resettled persons from third countries reported in Latvia during the past three years.³³

In Latvia, a survey on integration conducted by UNHCR in 2019, revealed that the refugee population had challenges in integration. The small refugee populations was reportedly lacking community-based networks and closer social links within host communities. Partly as a result of these challenges, many of those benefiting from international protection leave the country in search of better opportunities for integration elsewhere in Europe. In terms of resettlement, Latvia received submissions for 65 refugees in 2017, and only 4 in 2018.³⁴

The number of stateless people or "non-citizens" remains the highest in the region; in 2019, 216,851 people registered in Latvia as not holding a citizenship of any country. It includes persons of concern covered by two separate Latvian laws. 169 persons fall under the Republic of Latvia's Law on Stateless Persons of 17 February 2004; and 216,682 of the persons fall under Latvia's 25 April 1995 Law on the Status of those Former USSR Citizens who are not Citizens of Latvia or Any Other State ("Non-citizens"). In the specific context of Latvia, the "Non-citizens" enjoy the right to reside in Latvia *ex lege* and a set of rights and obligations generally beyond the rights prescribed by the 1954 Convention relating to the Status of Stateless Persons, including protection from removal, and as such the "Non-citizens" may currently be considered persons to whom the Convention does not apply in accordance with Article 1.2(ii)³⁵

³¹ EASO Asylum Report 2020

³² UNHCR, Refugee Voices on Integration in Estonia, Latvia and Lithuania. Results from the Survey and Profiling Exercise

³³ EASO Asylum Report 2021

³⁴ UNHCR, [Resettlement](https://rsq.unhcr.org/en/#Ue11), Data Finder, <https://rsq.unhcr.org/en/#Ue11>.

³⁵ UNHCR, Latvia Factsheet, February 2021, <https://www.unhcr.org/60d095592.pdf>.

Lithuania

Asylum application trends in Lithuania had been mostly regular with 545 in 2017, 405 in 2018 and 645 in 2019. Figures from 2019 showed a large increase of asylum applications, mainly of asylum seekers from Russia and Tajikistan. Mirroring the trend seen in most EU countries, there has been a considerable decrease resulting from COVID-19 related restrictions. In 2020, only 315 applications were lodged in Lithuania with the highest share from Russian nationals. Numbers of beneficiaries of subsidiary protection status remained low varying from 15 to 20 between 2017-2019, with zero reported in 2020. Resettlement to Lithuania has reduced significantly over recent years from a figure of 200 in 2017 to only 17 in 2020.³⁶ It is the only active country in the Baltic to resettle refugees and offer complementary pathways, mostly through education.

In July 2021, Lithuania declared a state of emergency due to the increased arrival of asylum-seekers from Belarus.³⁷ It will also receive additional support from EASO to help it deal with the increased arrival.

The country has been participating in the Global Detention Strategy (2014-2019) and has developed a comprehensive refugee integration strategy. Lithuania also has a national integration plan in place that it continued to implement in 2019 in collaboration with UNHCR and other stakeholders. Following discussions between the Ministry of Social Security and Labour in Lithuania, stakeholders and UNHCR, AMIF funding was tailored in Lithuania to provide EUR 1.7 million to engage six municipalities in refugee and migrant integration by creating local-level action plans, improving integration infrastructure and strengthening competences.³⁸ NGOs in Lithuania are also often seen as key integration stakeholders. Non-profits are able to provide refugee-specific integration, e.g. one-stop-shops or migrant/refugee day centres.³⁹

Furthermore, Lithuania had adopted a procedure for stateless persons who settled in before 1991; thus, contributing to the limited number of persons not holding a citizenship of any country residing in Lithuania (2,904 in 2019).

³⁶ Ibid.

³⁷ Schengen Visa Info, Lithuania Declares State of Emergency Due to Influx of Migrants From Belarus, 5 July 2021, <https://www.schengenvisainfo.com/news/lithuania-declares-state-of-emergency-due-to-influx-of-migrants-from-belarus/>

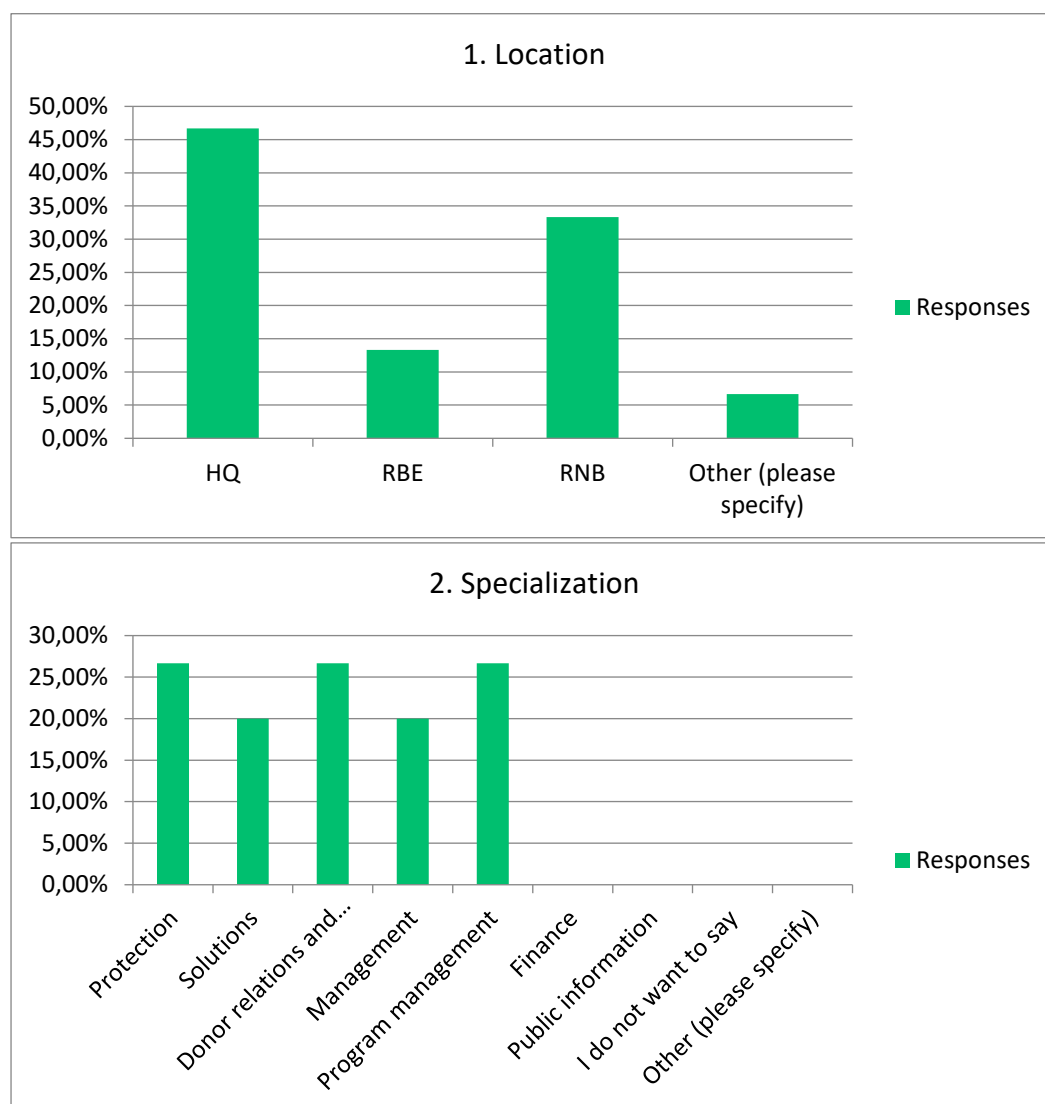
³⁸ <https://easo.europa.eu/sites/default/files/EASO-Asylum-Report-2020.pdf>

³⁹ Refugee Voices on Integration in Estonia, Latvia and Lithuania. Results from the Survey and Profiling Exercise, UNHCR, 2019

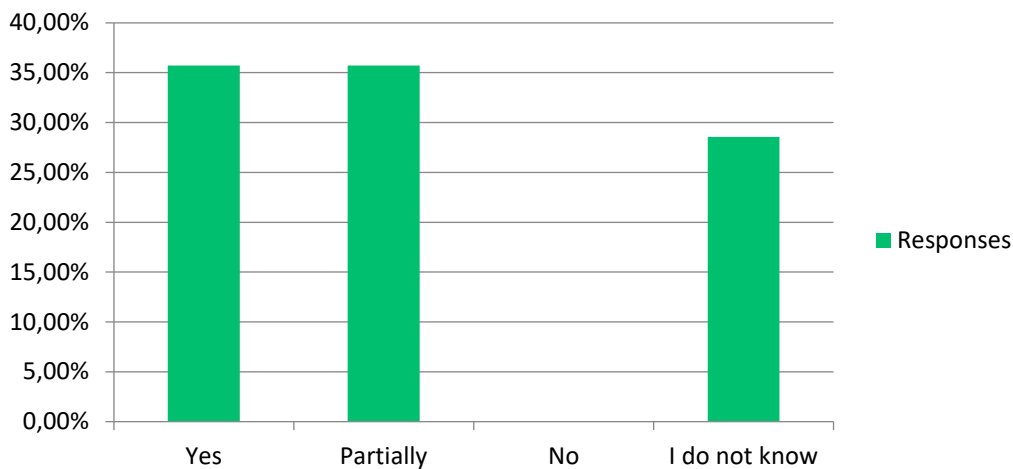
Annex 6 – Condensed Survey Results

Survey (quantitative) results

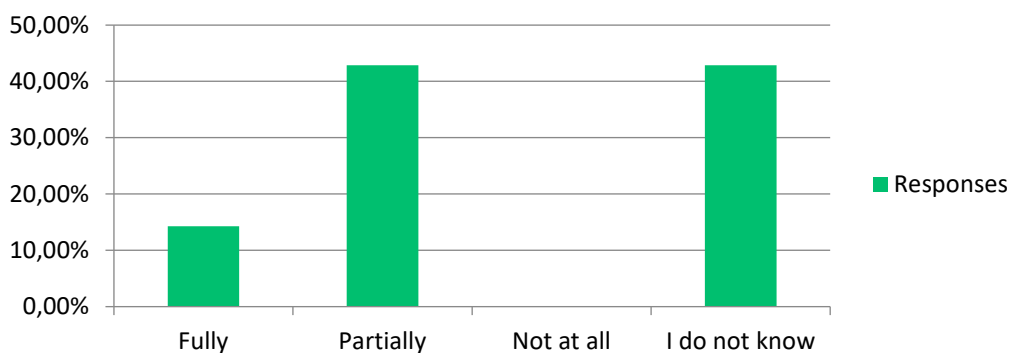
Survey 1: Internal questionnaire – UNHCR (current and former) staff



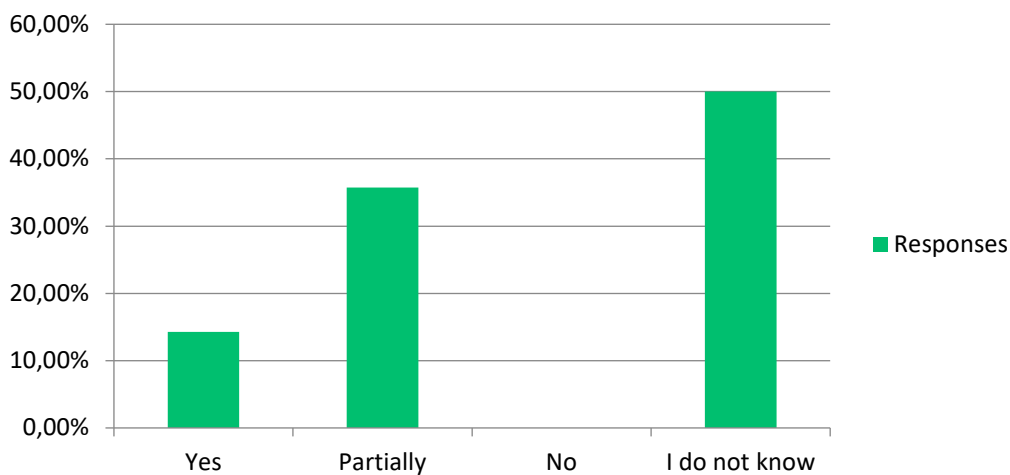
3. Do you think that UNHCR in Northern Europe has identified the most relevant and pressing protection and solutions needs for persons of concern?



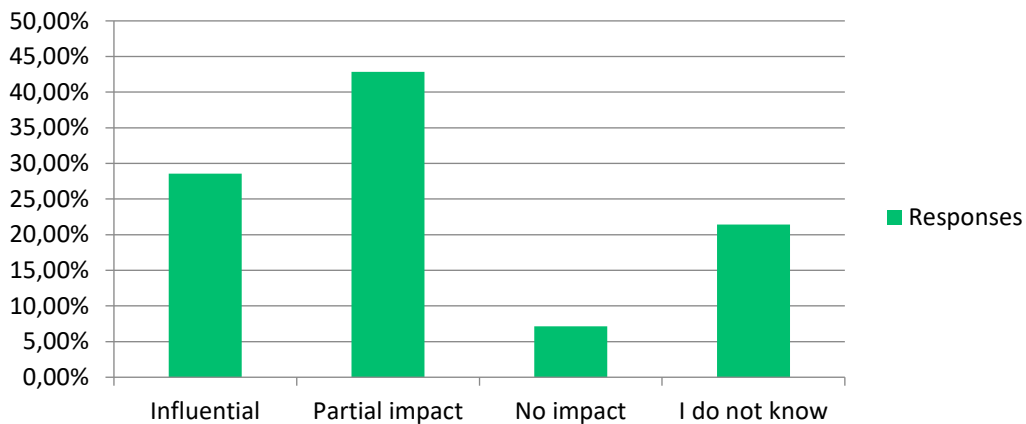
4. Have UNHCR's interventions provided a clear added value in furthering the protection for persons of concern in the Nordic and Baltic countries?



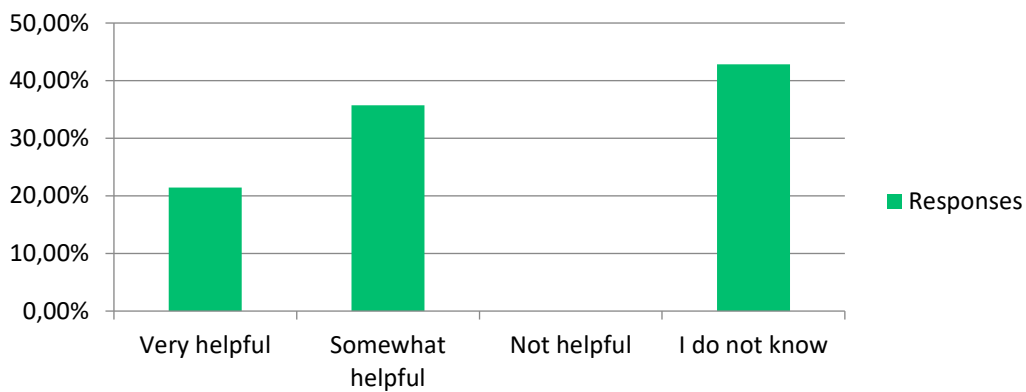
7. Has the UNHCR Representation for the Nordic and Baltic Countries (RNB) been able to address the differentiated needs of the diverse populations, including vulnerable groups throughout its activities (i.e. protection advocacy, protection monitoring and



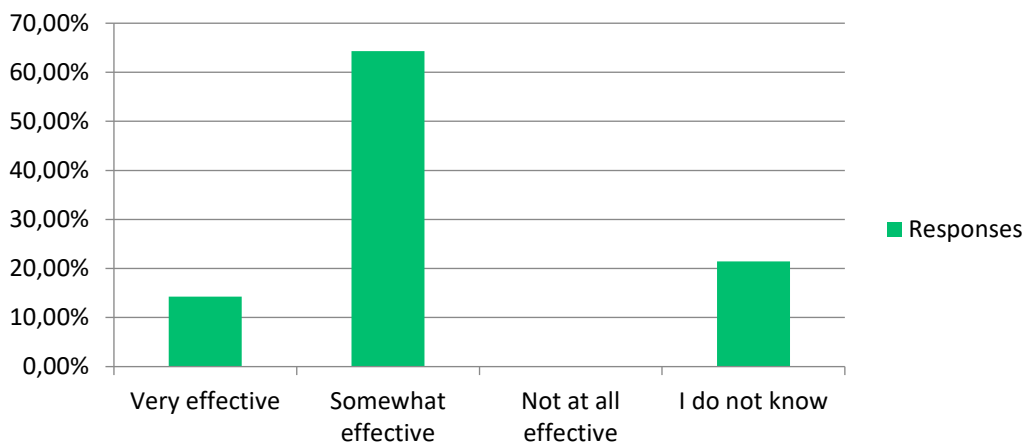
8. What impact has UNHCR's current RBM framework had on the ability of an office like the RNB to better present its priorities, needs and results?



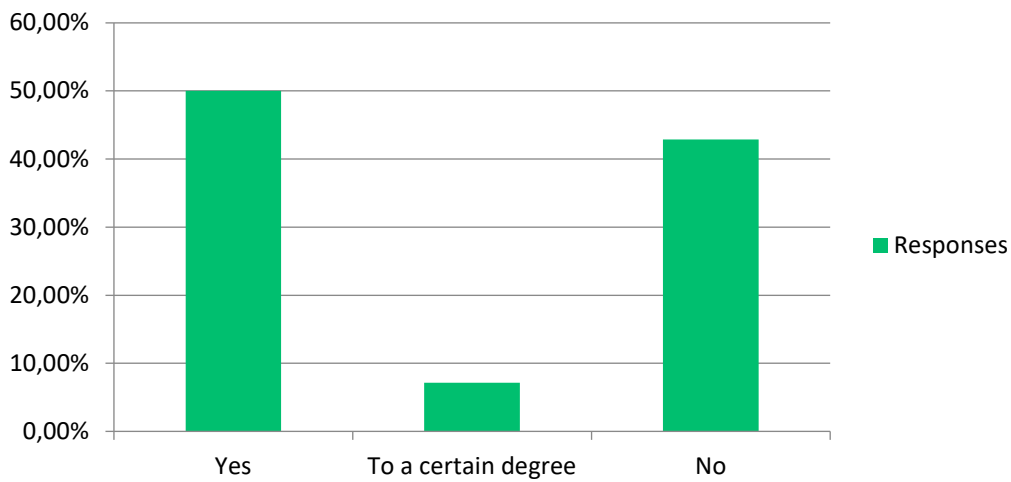
9. How helpful has the MYMP been to facilitate prioritization of activities of UNHCR in the Nordic and Baltic countries?



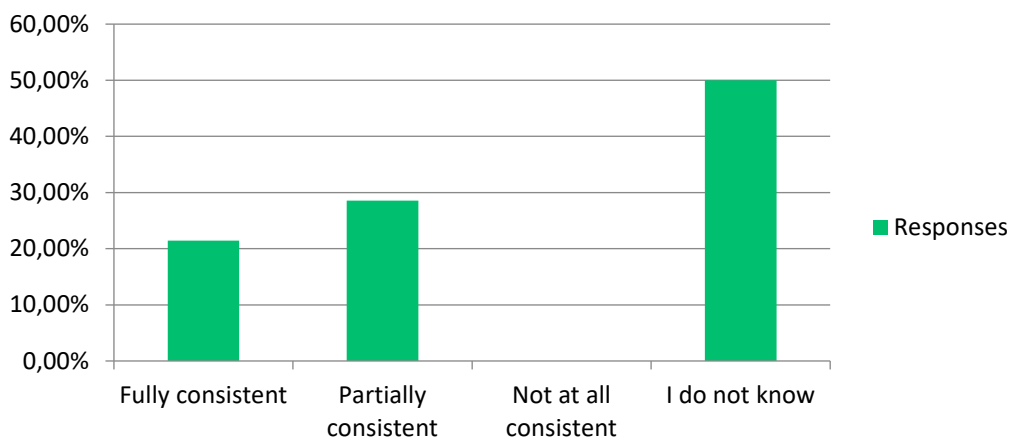
10. How effective do you think the RNB has been in working with key partners?



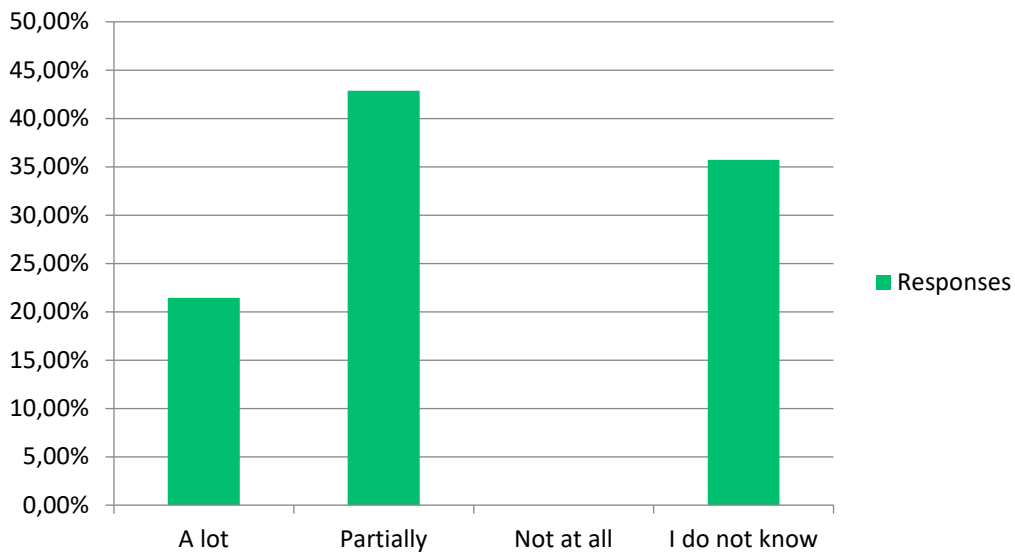
11. Do you see any tensions between UNHCR's commitment/plans in some areas (for example, protection advocacy and fundraising)?



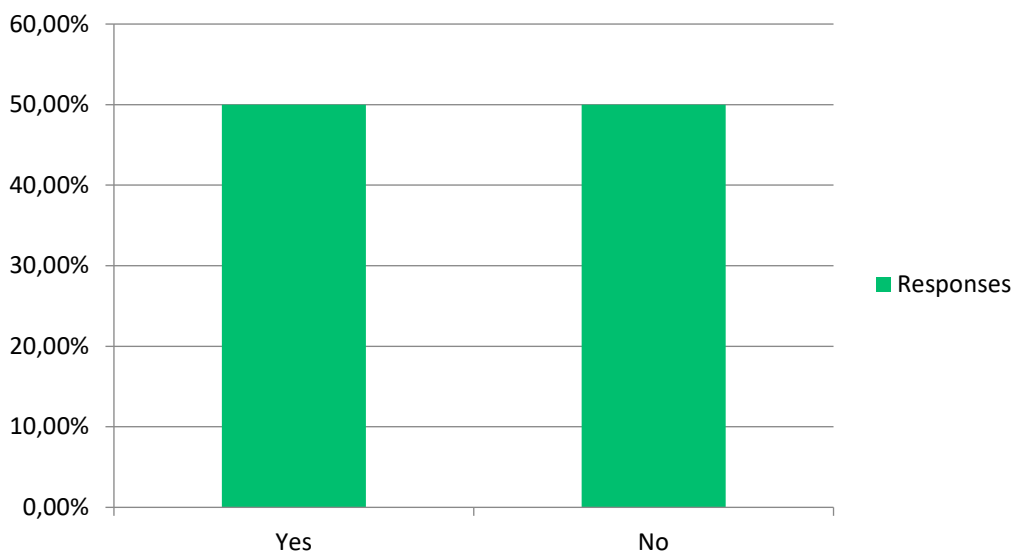
12. In your view, how consistent has the RNB been in its contribution to protection and solutions at global level through the work it has been doing in the sub-region?



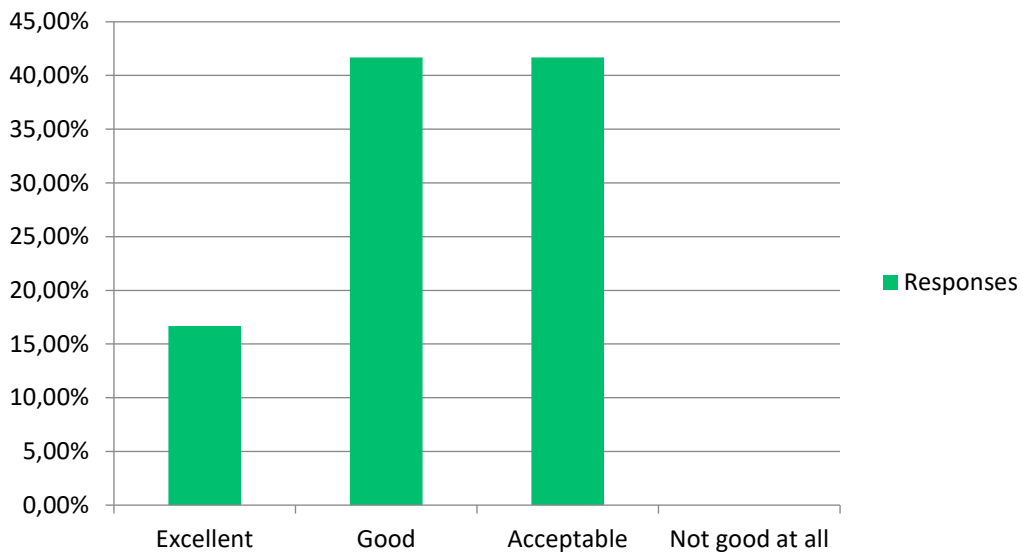
13. How did COVID-19 impact the UNHCR Operations in Northern Europe?



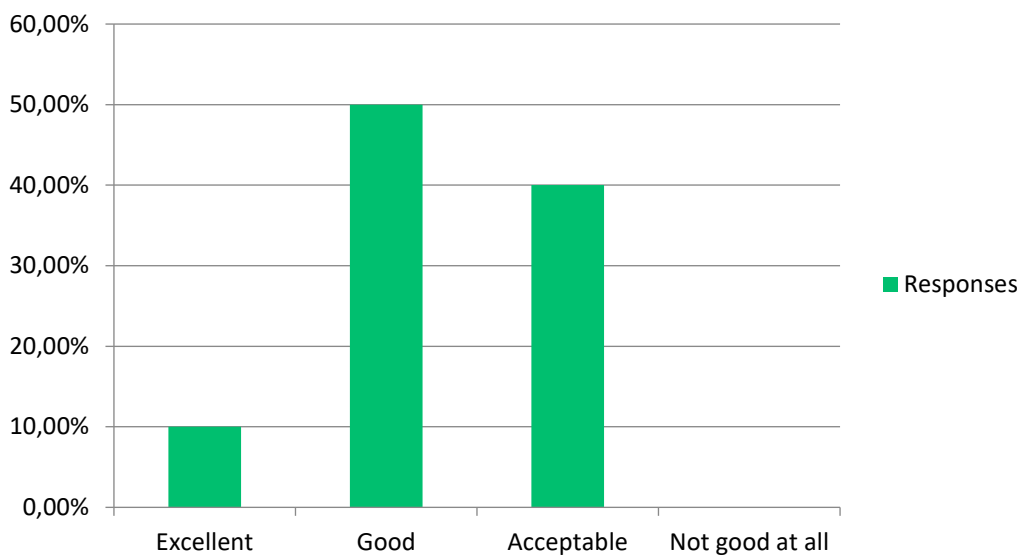
14. Does the RNB have the adequate resources and structures to implement its priorities?



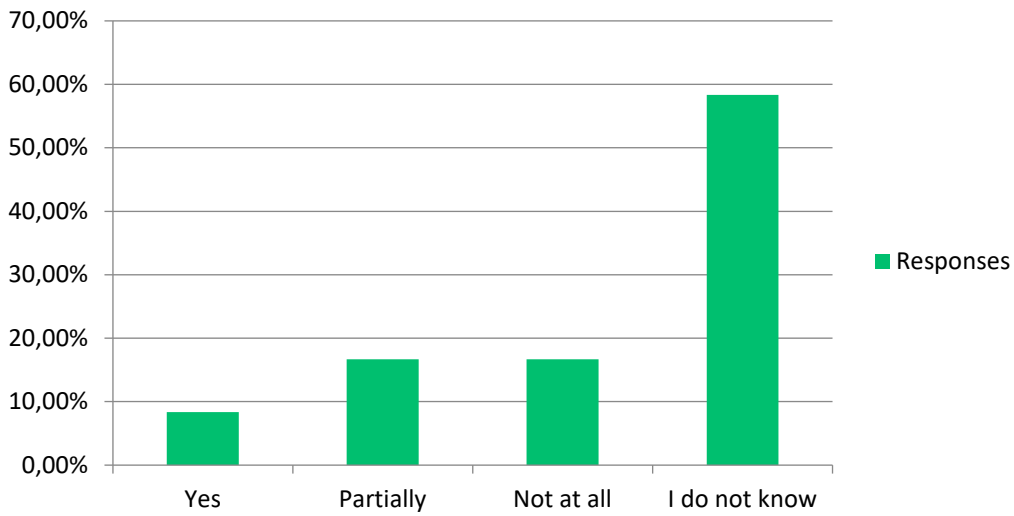
15. How do you perceive the communication and information flow between the RNB and the Bureau?



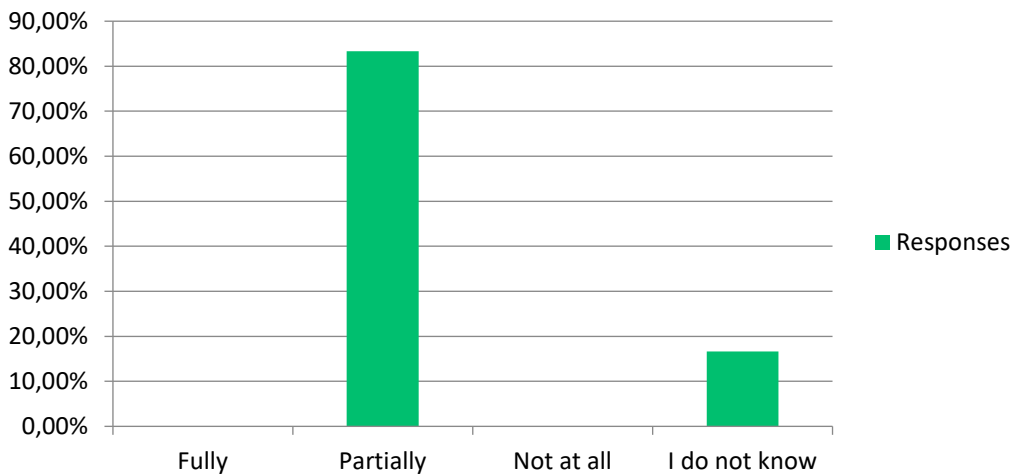
16. How do you perceive the communication and information flow between the RNB and the other divisions at HQ?



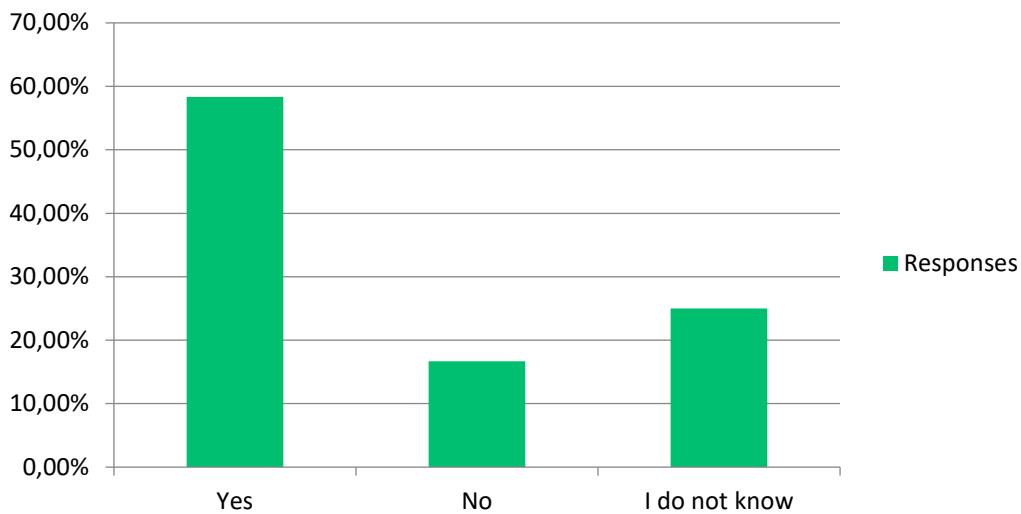
17. Do you think that the continued decentralization process has positively affected the ability of RNB to implement its activities and priorities?



18. Has the RNB sufficiently leveraged key partnerships with relevant stakeholders to protect persons of concern and further their access to solutions (from private sector, civil society, government, and regional organizations)?

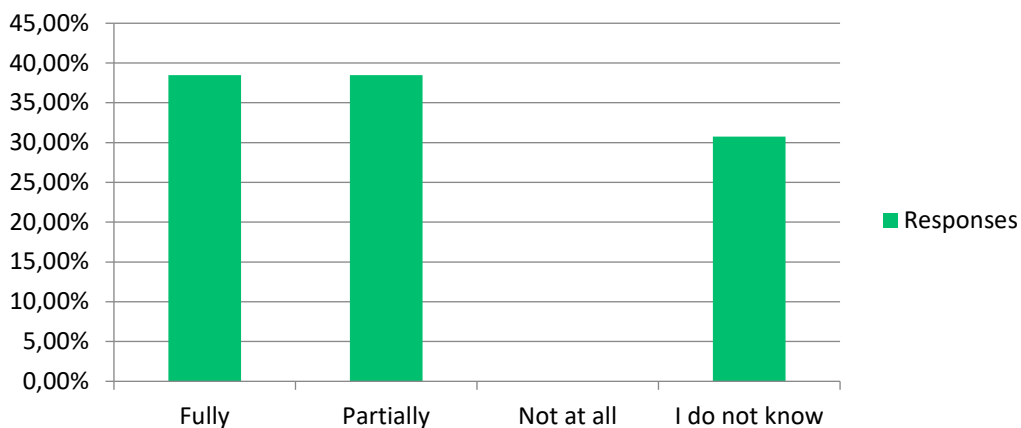


19. In your opinion, are there any improvements that the RNB should undertake in the next years to improve its ability to implement its priorities?

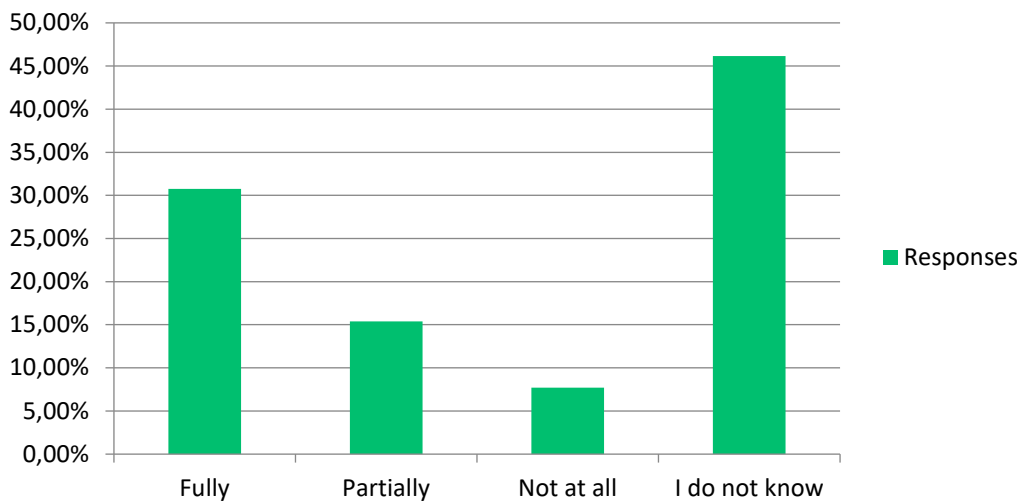


Survey 2: External questionnaire 1 – governmental partners/authorities

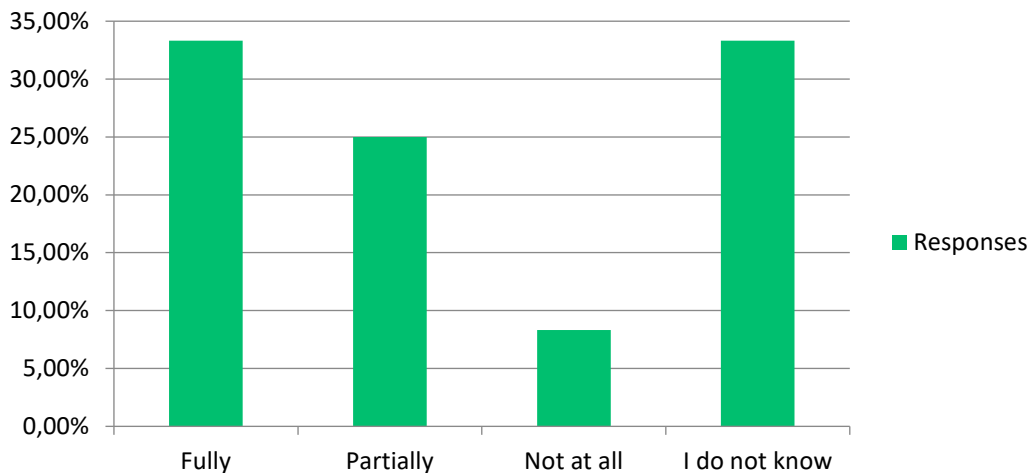
3. In your view, is UNHCR Representation for the Nordic and Baltic countries working on the most appropriate priorities?



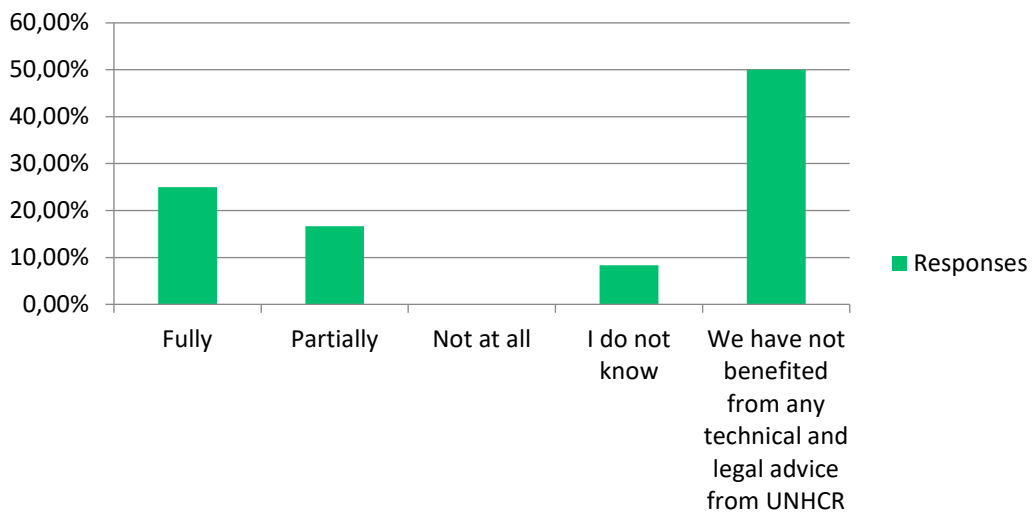
4. Based on your experience, has the UNHCR Representation for the Nordic and Baltic countries been able to cater to unforeseen emergency situations and/or fundamental changes in circumstances that arise with persons of concern (including but not limited to)



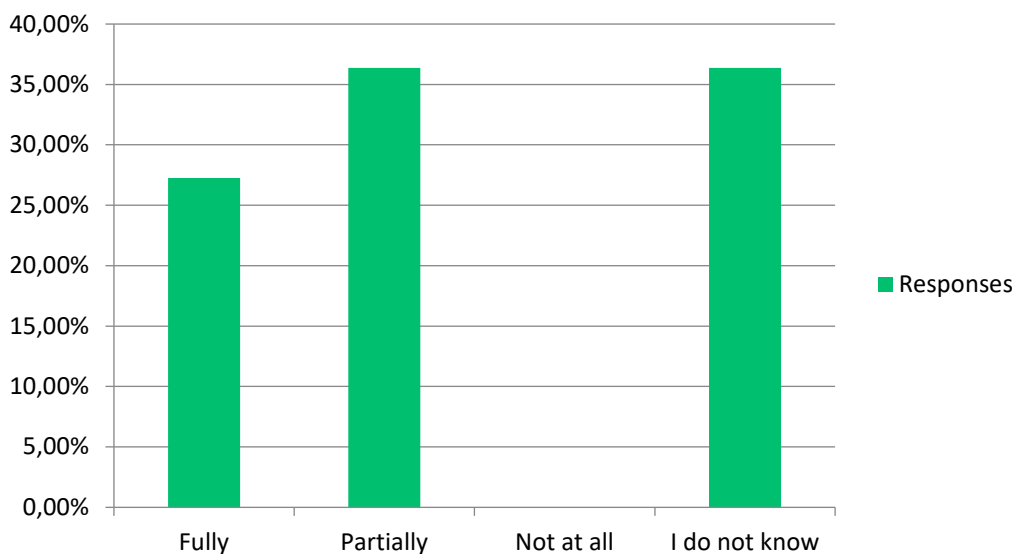
5. Do you perceive UNHCR as being able to anticipate and address the most pressing protection challenges (entry to territory and access to asylum procedures) in your country or sub-region?



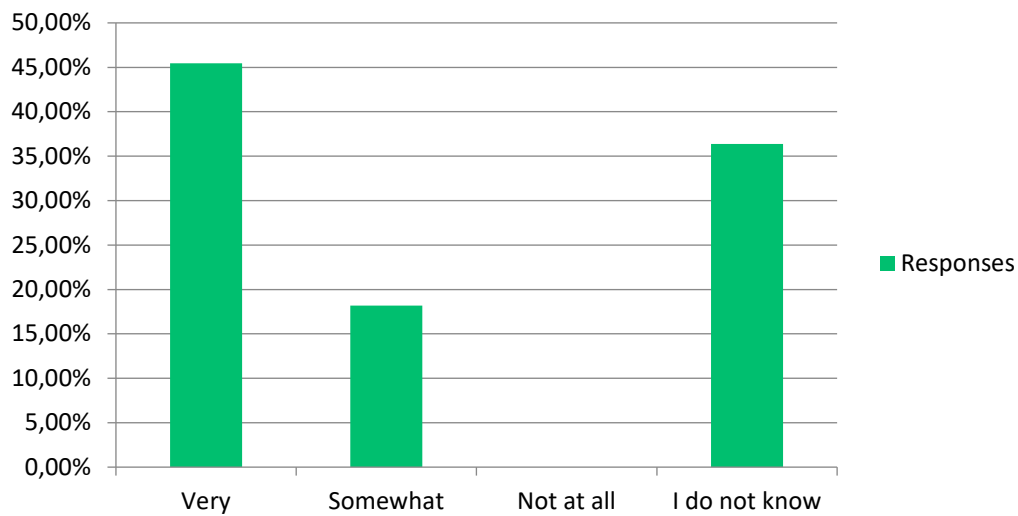
7. If you benefitted from technical and legal advice/support from UNHCR Representation for the Nordic and Baltic countries, has it been useful?



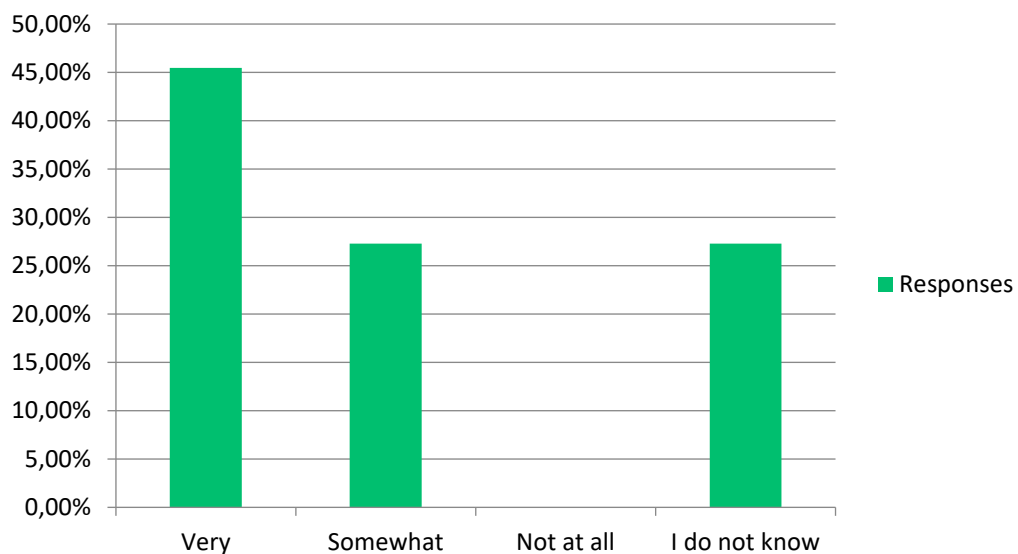
9. In your view, how well is UNHCR working with key stakeholders at national, regional and/or local level?



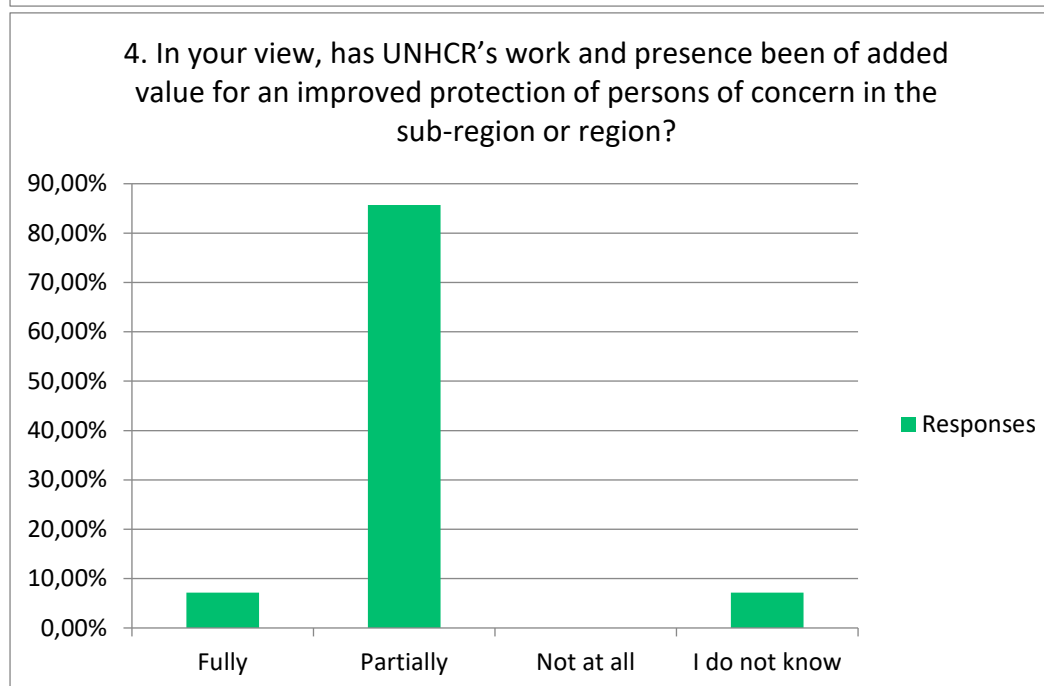
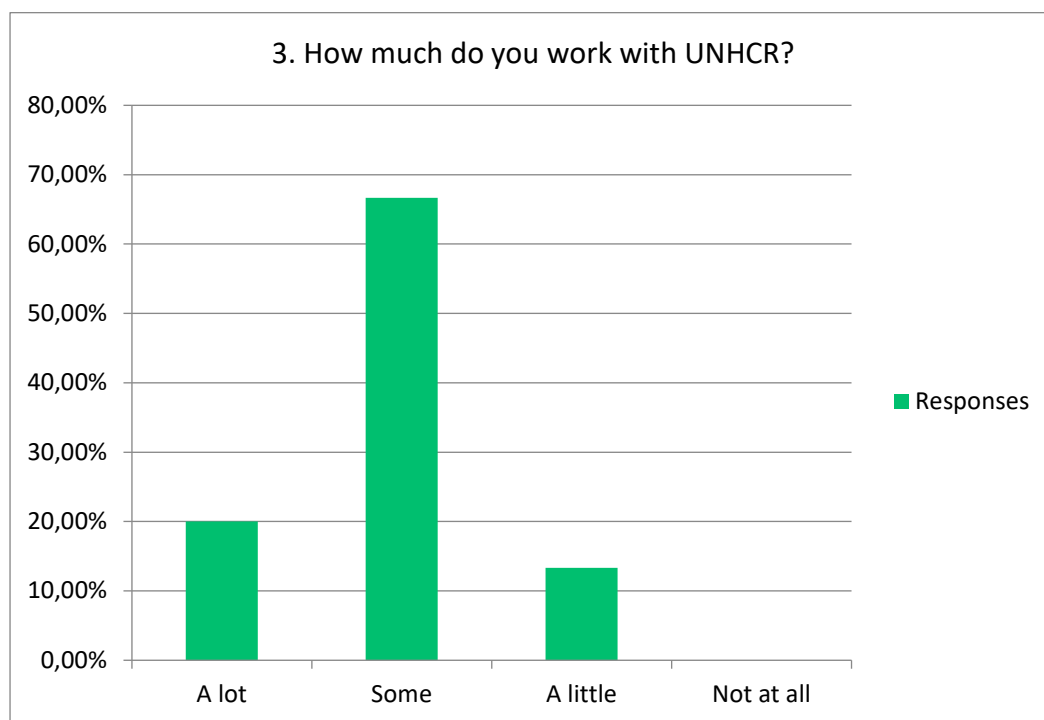
12. Do you perceive the capacities of the UNHCR Representation for the Nordic and Baltic countries to be sufficient?



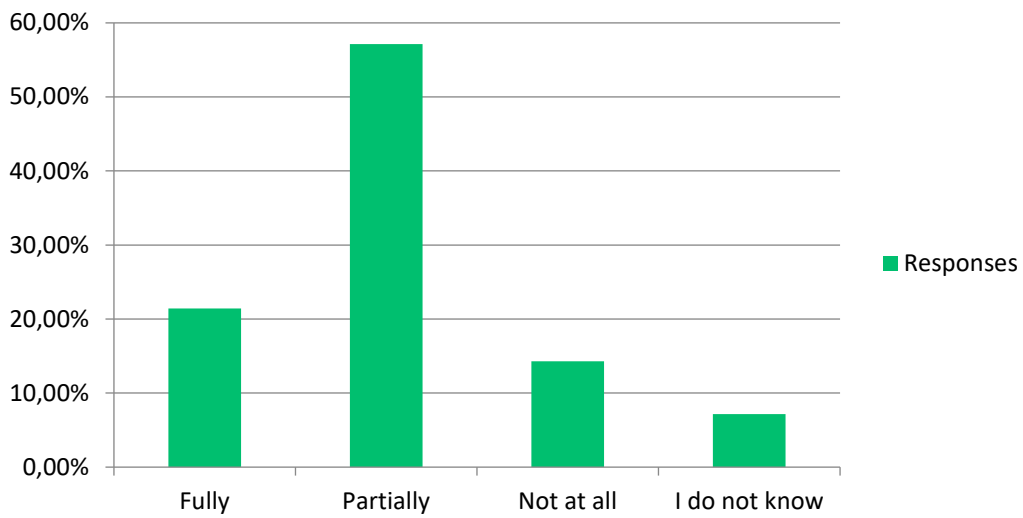
13. How accessible and responsive is the UNHCR Representation for the Nordic and Baltic countries?



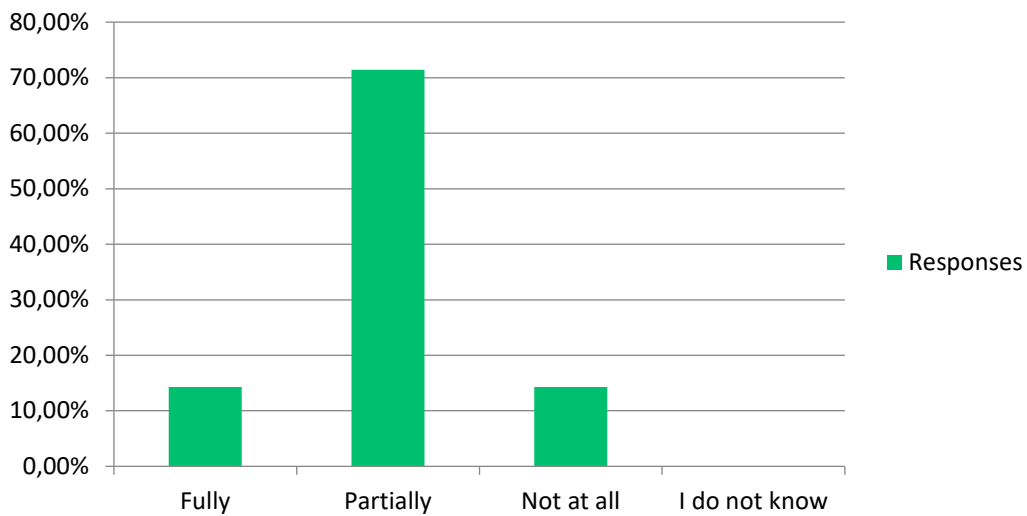
Survey 3: External questionnaire 2 – NGOs and other



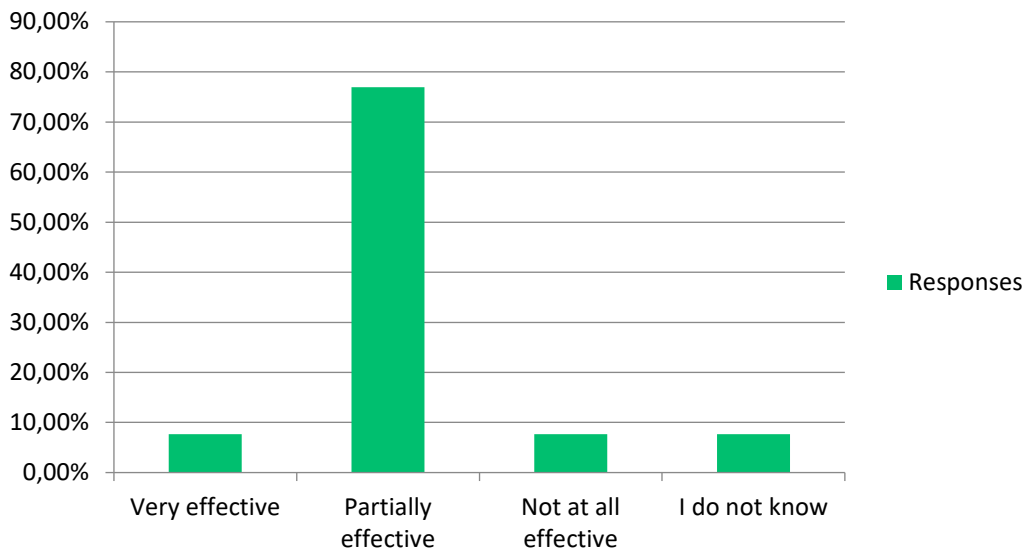
5. Considering the protection trends in your country, how well positioned is UNHCR to respond to these ongoing developments and evolving trends?



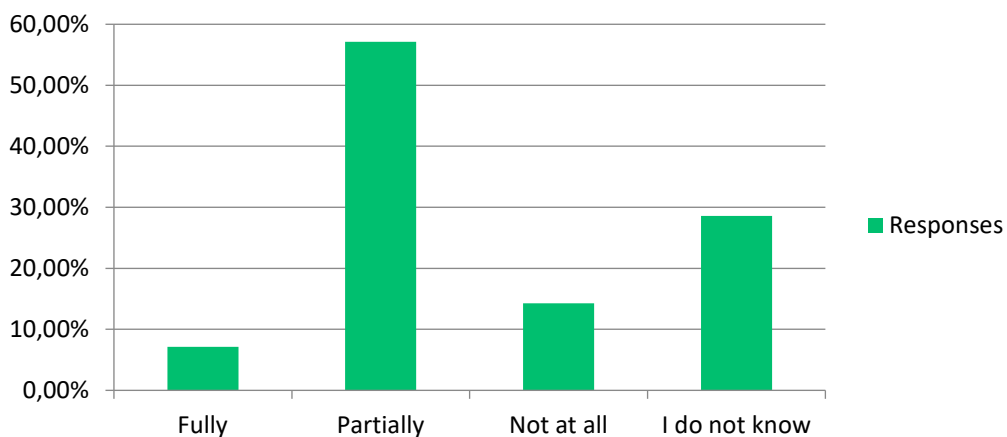
6. Are your expectations and needs (or those of the entity you represent) being sufficiently taken into consideration by UNHCR Representation?



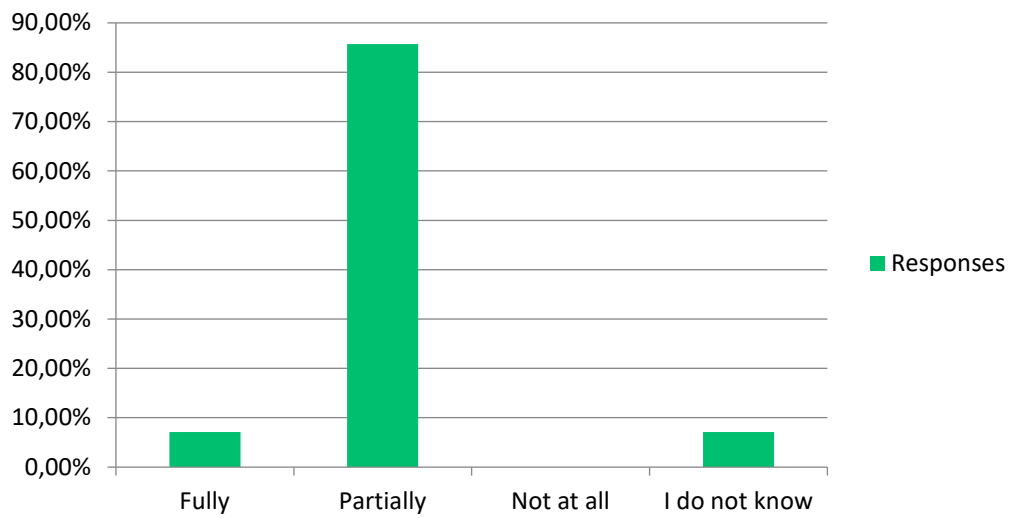
7. In your view, how effective are UNHCR advocacy efforts in the country, sub-region and/or region?



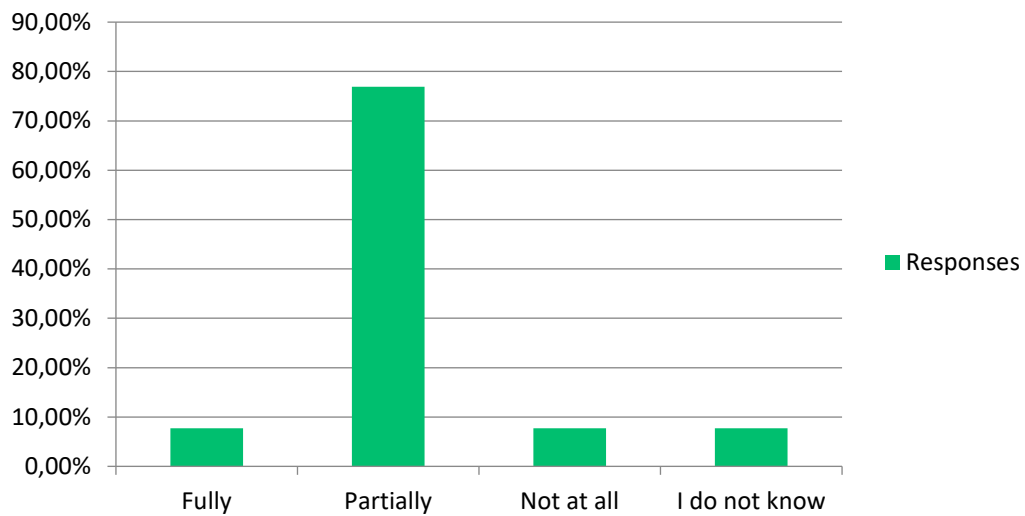
8. Based on your experience, has the UNHCR Representation for the Nordic and Baltic countries been able to efficiently cater to unforeseen emergency situations and/or fundamental changes in circumstances that arise with persons of concern (including but n



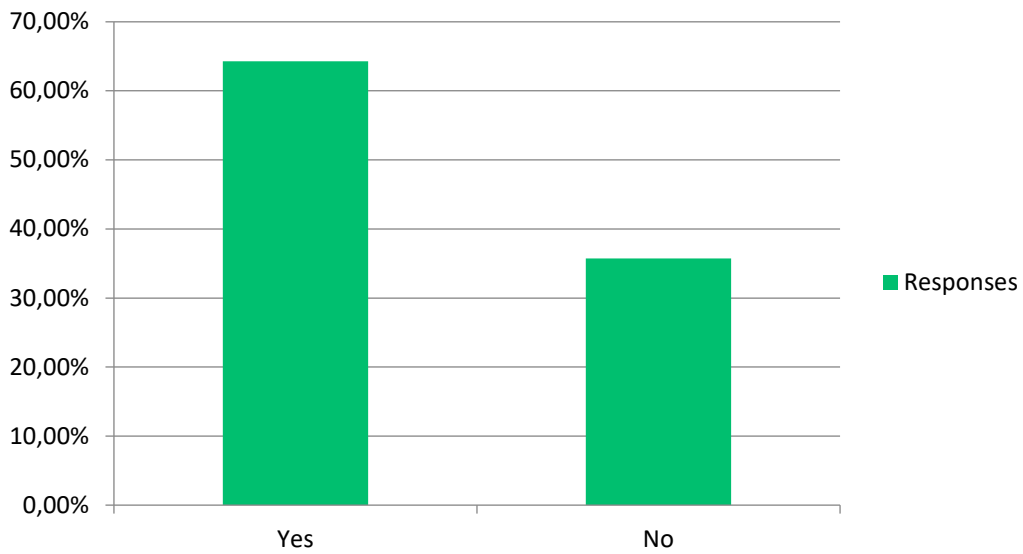
9. Do you perceive UNHCR as being able to anticipate and address the most pressing protection challenges in your country or sub-region?



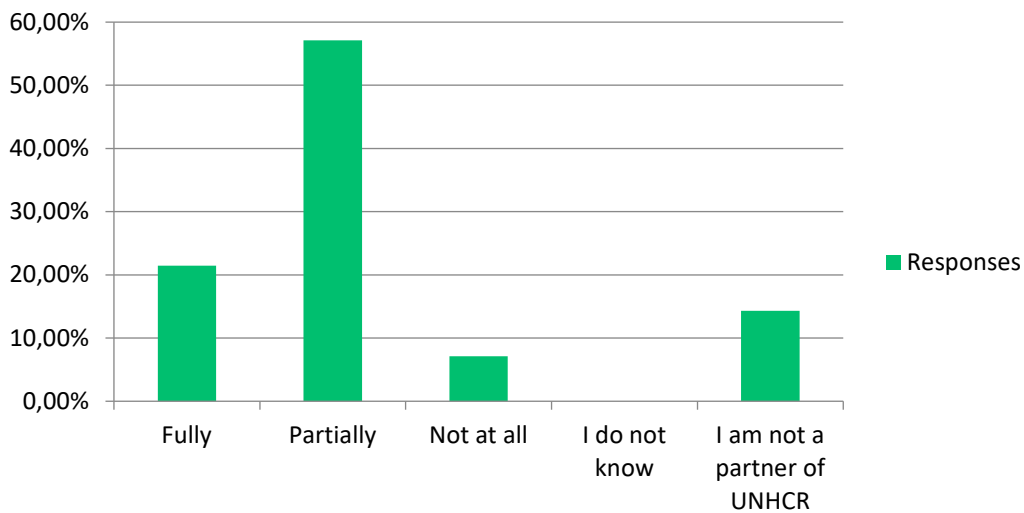
10. Has the UNHCR Representation for the Nordic and Baltic countries been able to provide you with the support you needed (e.g. technical, political support)?



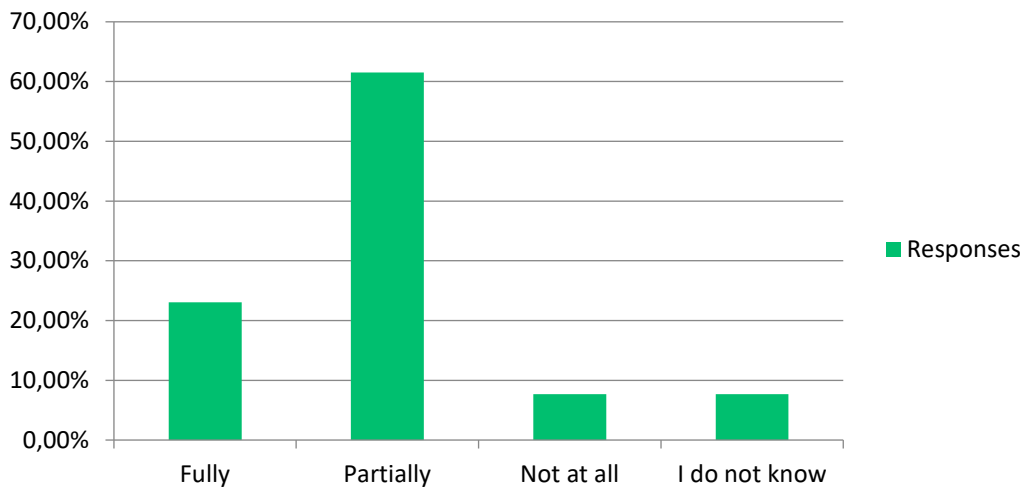
11. Is there any support you would need, but which you have not received so far?



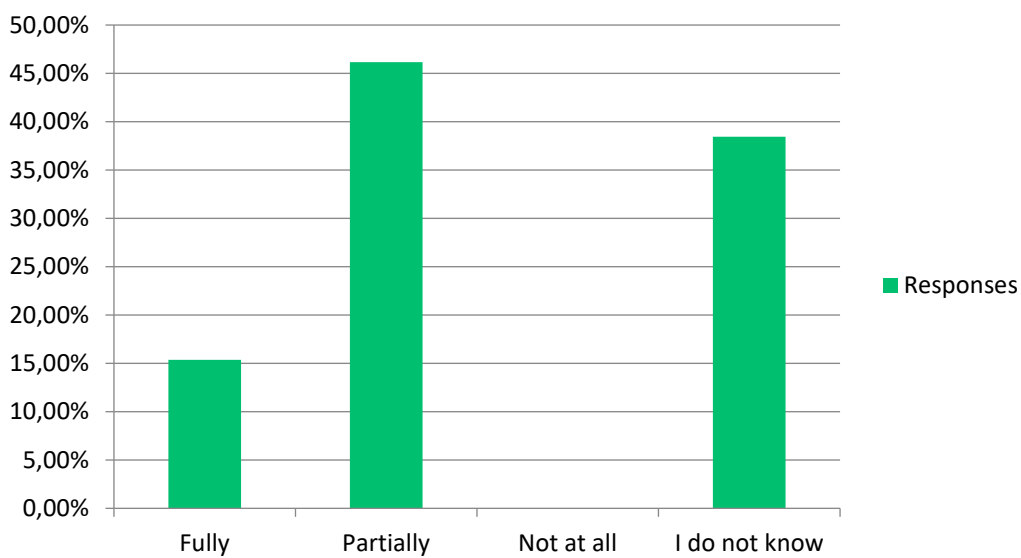
12. If relevant, do you feel that the UNHCR Representation for the Nordic and Baltic countries has effectively maintained the partnership it has with you?



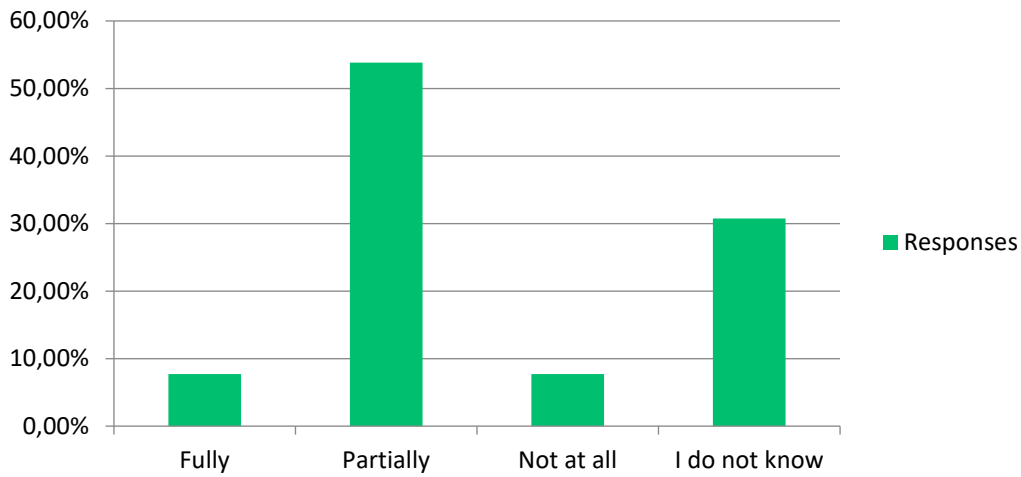
13. If relevant, do you perceive your partnership with UNHCR having a significant impact for persons of concern?



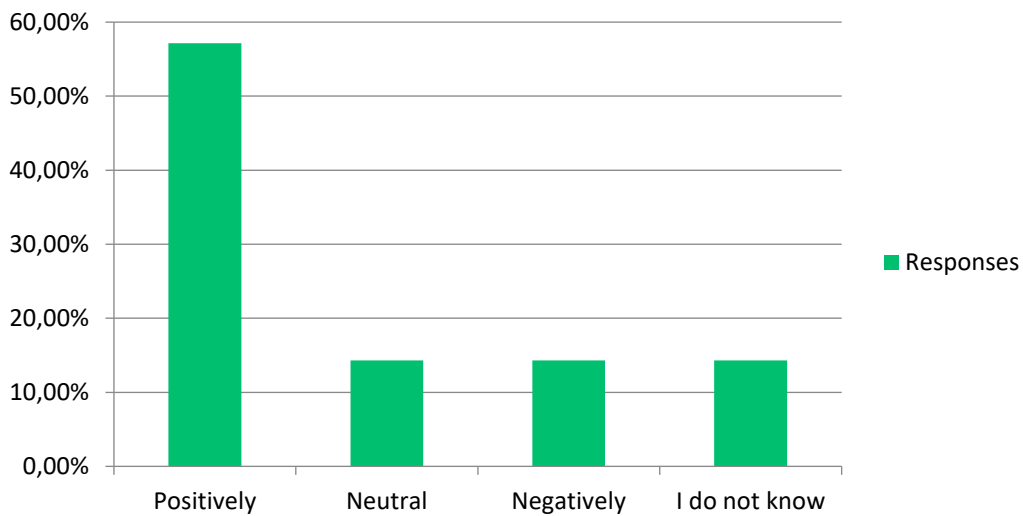
14. In your view, how well is UNHCR working with key stakeholders at national, regional and/or local level?



17. In case you engage directly with the UNHCR Representation for the Nordic and Baltic countries, do you perceive capacities to be sufficient to follow up on relevant protection and solutions priorities at national level?

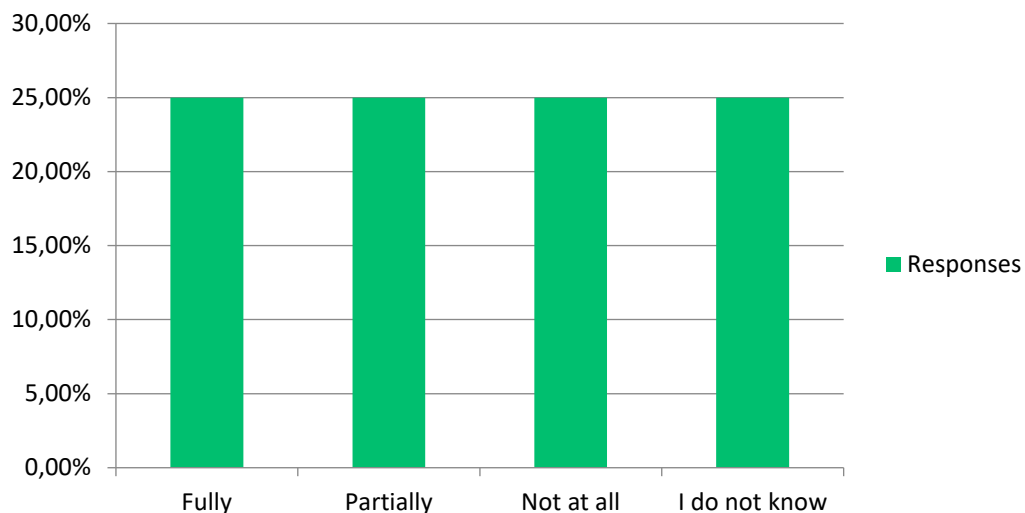


18. How accessible and responsive is the UNHCR Representation for the Nordic and Baltic countries? Please elaborate

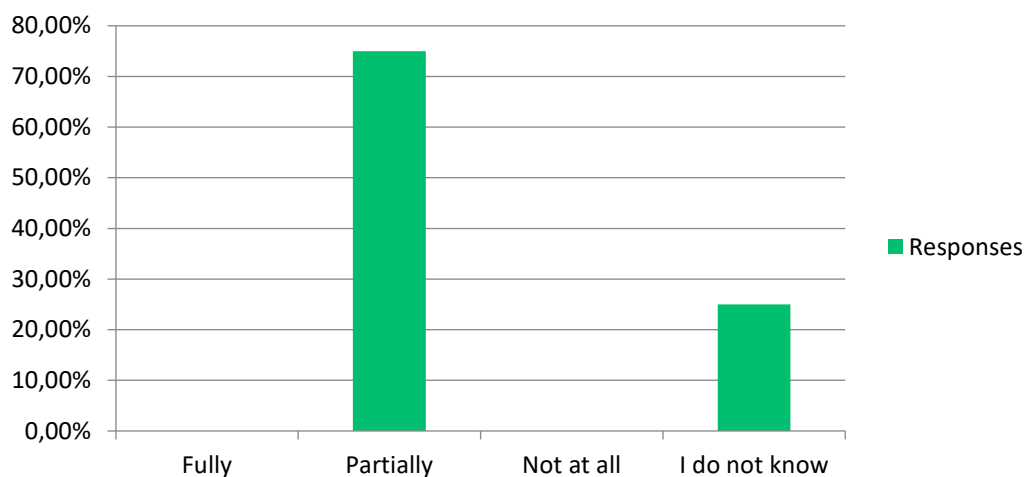


Survey 4: External questionnaire 3 – academia and think tanks

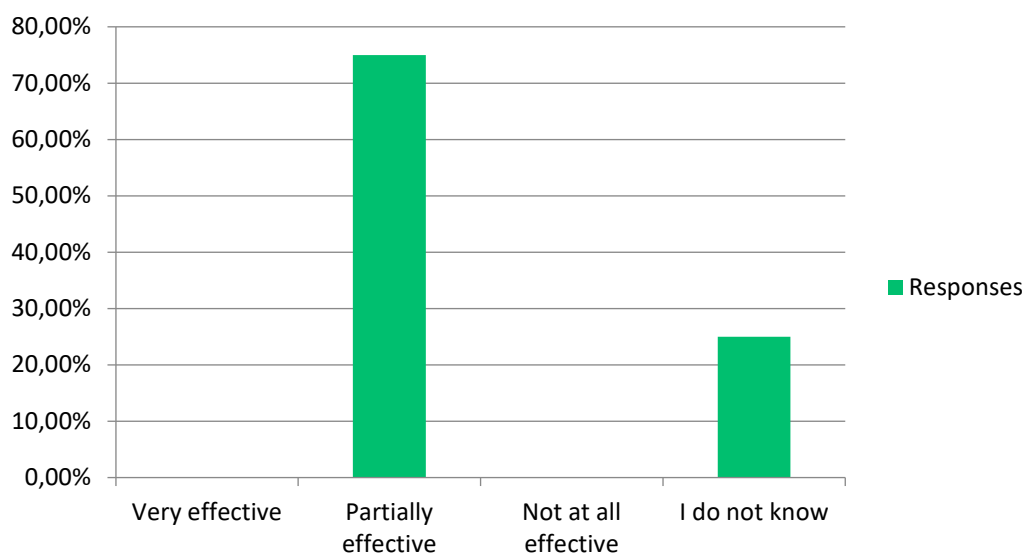
3. Considering the protection trends in your country and region, how well positioned is UNHCR to respond to these upcoming trends and potential changes?



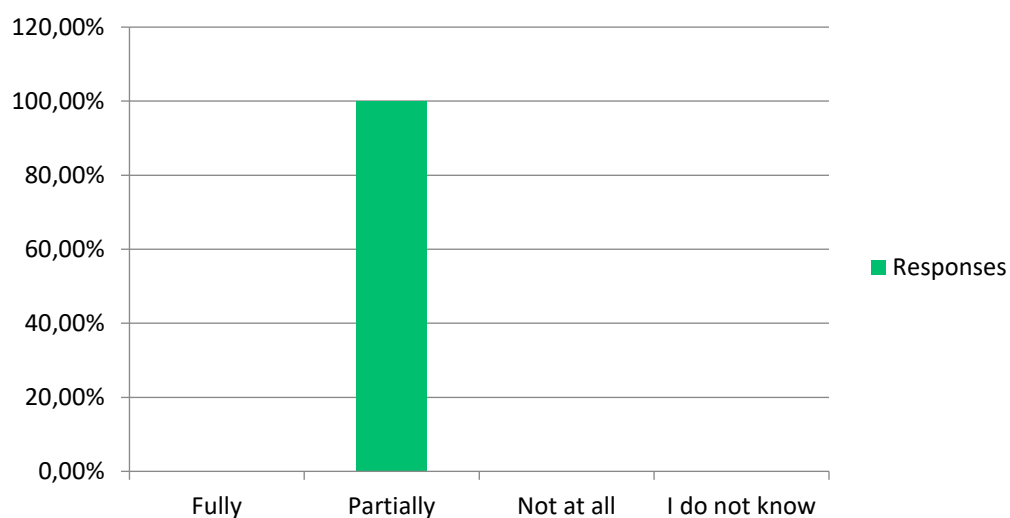
5. To your knowledge, are your analysis and research products (or those of the entity you represent) been consulted and used adequately by UNHCR Representation for the Nordic and Baltic countries in the sub-region? Please explain



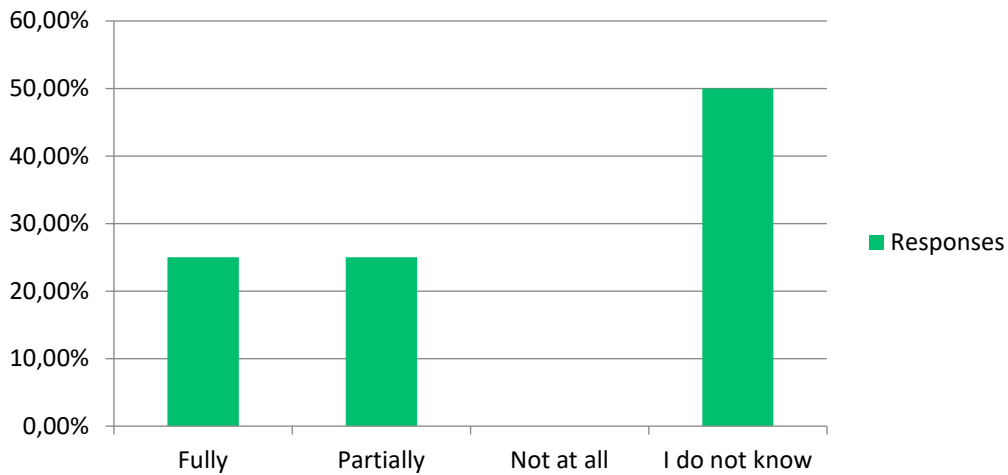
6. In your view, how effective are UNHCR advocacy efforts in the country, sub-region and/or region?



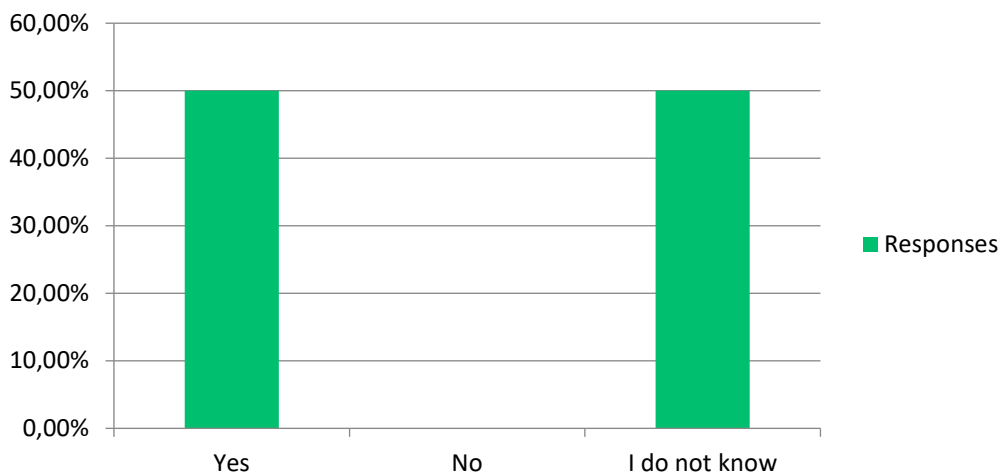
7. Do you perceive UNHCR as being able to anticipate and address the most pressing protection challenges in your country or sub-region?



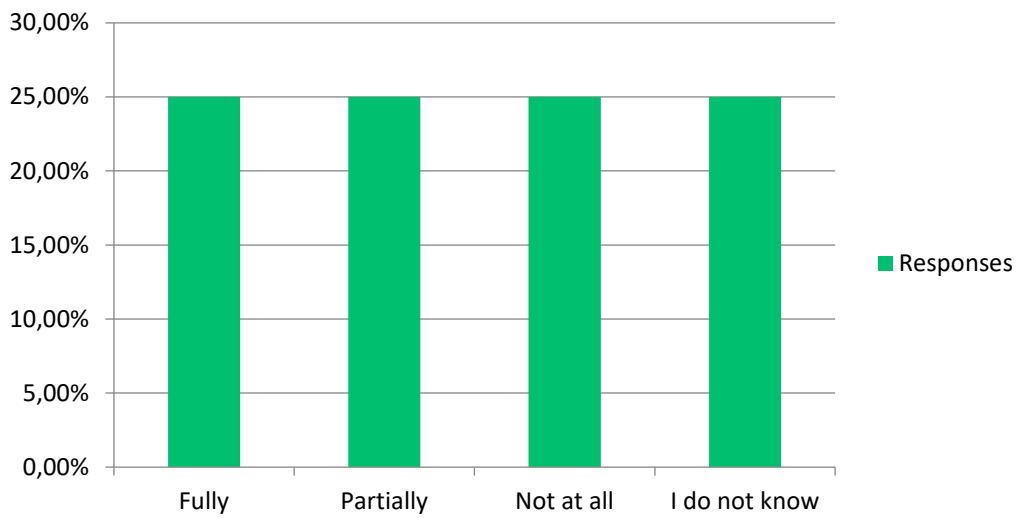
9. As far you know, had UNHCR Representation for the Nordic and Baltic countries been able to provide the government and civil society in your country, sub-region and/or region with the support they need (e.g. technical, political support)?



10. Do you feel that the UNHCR Representation for the Nordic and Baltic countries has been consistent in its positions and approaches to key protection and solution issues for persons of concern to it?



11. In your view, did UNHCR Representation for the Nordic and Baltic countries sufficiently leverage and nurture key partnerships at national, regional and/or local level?



13. In case you engage or have engaged directly with the UNHCR Representation for the Nordic and Baltic countries, do you perceive its capacities to be sufficient to follow up on relevant protection and solutions priorities at national level?

