



# **GUIDELINES FOR THE DEVELOPMENT OF POLICY PAPERS FOR DENMARK'S RELATIONS WITH PRIORITY COUNTRIES**

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## **1. The purpose of priority country policy papers?**

Country policy papers are developed for the countries defined as Danish priority countries in the Danish strategy for Danish development and humanitarian cooperation, and where Denmark is present with a substantial development cooperation in the form of country programmes. It can be specifically decided to develop country policy papers for other countries, e.g. where development cooperation is still part of the portfolio but where the importance of this is decreasing compared to other instruments. The priority country policy papers will provide **a single integrated presentation of Denmark's policy** towards a given priority country which encompasses Denmark's entire engagement and strategic direction in a country, i.e. **foreign and security policy, development cooperation, humanitarian aid and commercial relations**.

The Country Policy Paper will also provide the overall strategic direction for **all parts of Danish development cooperation** (programmes, trust funds, climate envelope, research, civil society, cultural cooperation, Danida Business instruments etc.) with the priority country. The complementary Country Programme Document will further detail and operationalize the Danish development cooperation with the priority country by determining how, with whom, and with what level of funding the objectives will be pursued.

Denmark's priority countries are diverse, and consequently, the composition of the policies with the countries must be similarly diverse. In some countries, the development cooperation will dominate the Danish policies. In other countries, the policy paper will reflect the increasing importance of commercial relations and new forms of partnerships. Moreover, in more fragile states, foreign and security policy will carry greater weight in the policy paper. Above all, the policy papers must reflect **the entire palette of instruments** of the Danish engagement with the priority countries, ranging from foreign, security, and development policy to those of commercial relations.

The policy paper must build on the most recent, relevant strategies and must transform/condense relevant parts of the strategies into **a short, operational country policy paper with a clear strategic direction**.

The policy papers are Denmark's documents and they are not negotiated with the country in question. However, the content is subject to dialogue and hearing of relevant stakeholders and partners in the priority country. The main target group of the policy papers is the Danish public (parliament, private sector, media and NGOs).

The draft Country Policy Paper will normally be prepared in parallel with the concept note outlining the country programme, and the two documents will be presented to the Programme Committee as a package. Likewise, the preparation of the Country Policy Paper will share the analytical background work with the country programme identification process. After the Programme Committee, the approval process of the draft Country Policy Paper will continue while the country programme is formulated in detail guided by the policy paper.

## **2. Structure and content**

The policy paper should be **brief and concise** and not exceed 8 pages in final print and have the following standard outline:

**Front page:** Title: Denmark – country xx: Country Policy Paper 20xx-20xx (5 years), duration should correspond to the duration of the Country Programme.

**Maps:** Map of the country on first page

### **A. Introduction**

Brief overview of Danish interests and the rationale behind the choice of the country in question as a priority country for Denmark. Denmark's previous cooperation and relations in all areas, including results from Denmark's cooperation with the country so far.

### **B. Denmark's partnership with country xx; overall vision and strategic direction**

Overall vision and strategic direction for Denmark's relations with the country. This section should also explain how coherence between Denmark's different instruments will be achieved and how such strategic coherence will lead to greater results to the benefit of the priority country and Denmark.

### **C. Analysis of the situation in the country; opportunities, challenges and risks**

This section must briefly summarize the key conclusions of the Danish analysis of the situation of the country. The analysis will draw on already existing current international, joint and Danish research and analysis to the largest possible extent, e.g. the United Nations Universal Periodic Review, joint analyses of the economic development, World Bank and IMF documents etc. The section must also provide a summary of an analysis of risks, challenges and opportunities facing the country in the political, security, economic, commercial, human rights and development fields and the implications for Denmark's collaboration with the country.

The situation analysis should cover the following topic areas:

- Overall development challenges, opportunities and risks;
- Fragility, conflict, migration and resilience;
- Assessment of human rights situation and gender equality (HRBA-screening);
- Inclusive sustainable growth, climate change and environment;
- Capacity of public sector, public financial management and corruption;
- Matching with Danish strengths and interests, engaging Danish actors, seeking synergy.

This analytical groundwork will inform both the preparation of the draft Country Policy Paper and the parallel country programme identification process and shall be documented in an annex to the concept note for the Country Programme. The depth of the individual analyses should be weighed against their relevance to the specific country and to some degree to the engagements envisaged. The format for the annex to the concept note for the Country Programme, documenting the analysis of these topics is found [here](#) (in the template box).

## **4. Strategic objectives and key areas to be addressed in Danish - XX cooperation**

In light of the above analysis – the policy paper then concludes and identifies the 3-4 main Danish strategic objectives for the cooperation with country xx and presents these in this section. The choice of the strategic objectives will reflect Denmark's entire engagement in the country, i.e. foreign and security policy, humanitarian and development cooperation, and commercial relations

and will set the strategic direction for the cooperation with the priority country for the entire Ministry.

For communication purposes it is central to clearly define and describe ‘the story’ about the Danish engagement, what Denmark aims to achieve through its engagement and partnership with country xx.

As part of the identification of the strategic objectives, the section will in short form describe how the country programme will address some or all of the four strategic concerns of the strategy for Danish development and humanitarian cooperation, the World 2030: (i) security and development – peace, stability and protection, (ii) migration and development, (iii) inclusive sustainable growth and development, and (iv) freedom and development – democracy, human rights and gender equality. Likewise, it should briefly summarize how these strategic objectives focus on areas where Danish interests and/or values are at stake, where Denmark has a position of strength, expertise and experience that can be used strategically, and where Denmark can play a role or take lead to move agendas forward through active partnerships.

The chosen objectives guide the structure of the paper. For each of the main objectives, the policy paper should identify the line of action that will be taken in order to reach the objective as well as the instruments - ranging from foreign, security, and development policy to those of commercial relations - that will contribute to the fulfillment of the objectives. Opportunities and challenges for Denmark’s involvement in pursuing the objectives with success should be reflected. The relevant national drivers of change and how Denmark will respond to these should be presented.

Monitoring and evaluation of progress in achieving the objectives will primarily be detailed for the development cooperation when developing the country programme or other development programmes.

### **3. When to prepare or update a policy paper**

Country Policy Papers are prepared for all of Denmark’s priority countries, apart from priority countries where Danish support is being phased out. For other countries, the development of policy papers is optional. In these cases, the present guidelines should as far as possible be followed in order to ensure a uniform format and presentation of Denmark’s relations with the countries we work in. If new priority countries are chosen, the development of a policy paper is mandatory.

A policy paper should have the same duration as the country programme it is accompanying, this means normally five years.

Policy papers can be updated when important developments in relations so require. If this changes the fundamental basis, aims and goals of the policy, the process for developing and approving new policy papers should be followed. When changes are not major it will be decided on a case-by-case basis by the relevant Under-Secretary whether it will be sufficient to present the changes for approval to the Ministry’s management and as necessary the relevant Minister .

### **4. What are the steps in the process?**

While the drafting of the policy paper will normally be initiated by the Danish representation in the priority country, regional departments maintain overall responsibility for the process of finalizing

the policy papers. The different steps in the process after the analyses and first draft are outlined below:

**a) Preparatory consultations with the priority country**

Before the drafting of a policy paper, general consultations with the country, as well as with other donors will be held to identify the strategic focus areas.

**b) Analysis of the country situation**

In parallel with preparing the concept note for the Country Programme, the Danish representation should analyze the country context according to the 6 topic areas outlined in chapter 2.C of this note in view of identifying key opportunities, challenges and risks for Denmark's engagements with the country. In most cases, some or even all of the a topics can be analyzed and summarized based on existing studies and analytical work from the partner country, UN organizations and Development Banks or other development partners. In some cases, however, it may be necessary to schedule additional analysis and preparatory studies (e.g. political economy analyses, human rights assessments, capacity assessments, drivers of change analysis including an analysis of the role played by the business community, civil society actors etc.) to inform the preparation of the Programme / Project. The responsible unit or representation has flexibility to schedule such additional analytical during the identification or formulation phase according to the specific programming circumstances and process.

**c) Programme Committee including public consultation**

In close cooperation with the regional department, the Danish representation drafts the paper. After the regional department has provided input to the draft, it will be used for public consultation and presentation to the Programme Committee together with the concept note for the Country Programme.

For the Programme Committee and the public hearing, the draft it is sent to KFU by the Danish representation prior to the presentation to the Programme Committee. KFU, which is secretariat to the Committee, uploads the draft to [Danida Transparency](#) for public consultation and forwards consultation responses to the regional department. For further information on presentations to the Programme Committee, please refer to [Guidelines for Approval of Grant Appropriations, Strategies and Policies](#).

Based on the same material used for the public hearing, the Danish representation and regional department present the draft for the Programme Committee. At the meeting, the received responses from the public consultation will be taken into consideration and inform the further formulation of the policy paper. The Programme Committee will invite all key stakeholders in the MFA to the discussion to ensure broad based input to the further work.

**d) Presentation to the Council for Development Policy**

Once the Danish representation and the regional department have incorporated the Programme Committee's recommendations and finalized the draft, the regional department submits the draft to the Council for Development Policy (UPR). The Danish representation is responsible for putting the country policy paper on the agenda for the Council. For further information on presentations to the Council, please refer to [Guidelines for Approval of Grant Appropriations, Strategies and Policies](#).

When the draft is presented to UPR, the Danish representation will participate in the meeting via video link. In advance of the meeting, the draft is made public through [Danida Transparency](#) by KFU, which is secretariat to the Council.

#### **e) Presentation to the Ministers**

The Danish representation and the regional department incorporate any relevant comments and recommendations from the Council and finalize the draft. The regional department submits the final draft of the policy paper to the relevant Ministers for approval – in most cases, this will include the Minister for Foreign Affairs and the Minister for Development Cooperation.

Besides the policy paper, the presentation to the Ministers should include the following:

- a summary of the responses from the public consultation and a short overview of how these have or have not been incorporated into the draft policy paper,
- a letter to be used for forwarding the policy paper to the Parliamentary Foreign Affairs Committee (See section below),
- a plan for communicating the paper to the public.

#### **f) Presentation to the Parliamentary Foreign Affairs Committee (URU)**

The relevant regional department is responsible for putting the item at the agenda of the meeting in the Parliamentary Foreign Affairs Committee for discussion. This is done through the Secretariat for the Minister for Development Cooperation.

The regional department is responsible for forwarding the approved country policy paper to the Secretariat for the Corporate Management (dir.sek.) which is in charge of forwarding documents to the Parliamentary Foreign Affairs Committee.

As a general rule, the Minister for Development Cooperation will present the paper for the Committee and have a discussion based on the paper. In a limited number of cases, the Minister for Foreign Affairs will present the paper, e.g. Palestine. In case of doubt, the regional department can discuss the matter with the Under Secretary for Development Cooperation. The regional department will normally participate in the meeting of the Parliamentary Foreign Affairs Committee.

#### **g) Finalization of policy paper and distribution of final paper**

Based on the discussions in the Foreign Affairs Committee it is decided whether further changes are required. If no changes are required, the policy paper is considered final.

If further changes are required, the representation and the regional department incorporate the changes and submit the policy paper for final approval by both Ministers.

The final, approved version of the policy paper is sent to UPF, KFU and KOM. The Council Secretariat in KFU is responsible for sending the policy paper to the Council for Development Policy for information. KOM will upload the policy paper on the Ministry's webpage for public information (see chapter 6 below for further information on layout etc.). The policy paper should also be uploaded on the representation's webpage.

A generic timeline / process action plan for preparation of country policy papers is outlined below. The actual time needed will depend on various factors, including experience for previous

cooperation as well as the type and scope of cooperation foreseen, but normally it takes between 5 and 12 months.

Time line	Activity	Documentation	Responsible
Step 1	Preparatory deliberations with the priority country		Representation/ regional department
Step 2	Analysis of country situation	Template for analysis of country situation	Representation / regional department (sparring from KFU and UPF if requested)
Step 3	Drafting of Country Policy Paper and Concept Note for country programme		Representation / regional department
Step 4	Public consultation of the paper for country policy paper – min. three weeks prior presentation to the Programme Committee.	Draft paper incl. Process action plan.	Representation forwards the draft for the Programme Committee to KFU.
	Presentation of draft policy paper to the Programme Committee in parallel with concept note for Country Programme	Presentation at meeting of summary of responses during public consultation and proposal of how/whether these responses will be incorporated.	Representation presents paper at the meeting together concept note for Country Programme.
Step 5	Presentation to the Council for Development Policy (UPR)	Edited draft  Summary of responses during public consultation and proposal of how/whether these have been incorporated.	Representation responsible to put the item at UPR's agenda. Embassy and regional department will both participate in the meeting (Representation via video link)
Step 6	Finalising the policy paper	Final draft	Representation in cooperation with regional department
	Presentation of final draft to the Ministers	The Ministers approve the final draft prior to it being forwarded to the Parliamentary Foreign Affairs Committee (URU)	Regional department in cooperation with representation.
	Presentation of the final draft to the Parliamentary Foreign Affairs Committee (URU) for discussion.		Regional department in cooperation with representation. Regional department will participate in the meeting
	<u>Only</u> if further changes are required, the policy paper is finalized and once again presented to the Ministers for final approval.	Final version  The Ministers approve the final version	Regional department in cooperation with representation.
Step 7	Presentation to stakeholders in priority country	Final version	Representation based on communication plan
	Lay out and publishing to be coordinated with KOM	Final policy paper	Regional department

Step 1-4 takes place in parallel with the country programme. Thereafter the processes run separately. This means that the policy paper will normally be finalized well in advance of the country programme.



## **5. Language**

A Danish version of the paper is necessary when the paper is presented to the Parliamentary Foreign Affairs Committee. It is the decision of the Embassy if the paper is drafted in Danish from the start and the later translated (whole document or a summary) into the local working language or if the paper is drafted in English and then translated before it will be forwarded to the Parliamentary Foreign Affairs Committee. The final policy paper should be available in Danish and English, and in the working language of the priority country concerned.

## **6. Communicating priority country policies and results**

The regional department and the Danish representation will together draw up a plan for communicating with the public on the main story and results from Denmark's partnership with xx country. The communication plan could define target groups and communication channels and pin down messages and stories about the various activities and (expected) results of the efforts contained in the Country Policy Paper.

The final Country Policy Paper will be published as an electronic paper in layout based on Ministry of Foreign Affairs' design guide and can be changed when major developments make this necessary.

The regional department sends the electronic version of the final policy paper to UPF and KFU as well as all other relevant departments in the Ministry and ensures its publication on [the Ministry's homepage](#). The regional department will coordinate lay out and publishing of document with KOM. The Embassy will publish the policy at its homepage and otherwise distribute it locally in the priority country.

## **7. How do we monitor and evaluate progress?**

The system for monitoring of progress against the strategic objectives and outcomes will be further detailed in the Country Programme Document and accompanying development engagement documents where the results framework will provide specific indicators, baselines and targets.

Evaluations of development cooperation in priority countries will take place according to the rolling evaluation plans of the Evaluation Department of the Ministry of Foreign Affairs. Embassies are expected to take an active role in identification of possible evaluation topics for inclusion in the overall evaluation plan and thereby contribute to learning and documentation of results.

## Annex 1: Key data<sup>1</sup>

<b>Key economic data</b>		<b>Unit</b>	<b>Source *</b>
Area		km <sup>2</sup>	(WDR)
Population		Million	(WDR)
GDP		USD	(WDR)
Annual economic growth (GDP) (year)		%	(WDR)
GNI per capita (year)		USD	(WDR)
Growth in GNI per capita (year)		%	(UGS)
Ease of doing business (year)		Rank	(DB)
Economic sectors (share of GDP):			(WDR)
	Agriculture	%	
	Industry	%	
	Manufacturing	%	
	Services	%	
	Other sectors	%	
Government expense (%of GDP)		%	WDR
Tax revenue (excluding grants, % of GDP)		%	WDR
Development assistance per capita (year)		USD	(WDR)
Net official development assistance (%of GNI)		%	(WDR)
Debt service (ratio to exports - TDS/XGS) (year)			(WDF)
<b>Key social data</b>		<b>Unit</b>	<b>Source</b>
Population growth (annual average) (year)		%	(UGS)
Life expectancy (year)		Years	(WDR)
Infant mortality (number of deaths per 1000 births during the first year) (year)**		...	(WDR)
Access to clean drinking water (percentage without access) (year)**		%	(HDR)
Access to health facilities (percentage without access)(year)		%	(HDR)
Number of doctors (per 100,000 inhabitants) (year)		...	(HDR)
People btw. 15-49 years living with hiv (year)**		%	(UNAIDS)
Adult literacy rate (year)		%	(HDR)
Primary education (percentage of children of school age) (year)**		%	(WDR)
Girls in primary education (percentage of girls of school age)(year)**		%	(HDR)
Social sectors (percentage of public expenditure) (year)		%	(WDR)
Military expenditure (percentage of GDP)		%	(WDR)
Distribution of income (percentage of national income)**			(WDR)
	Richest 10% of population	%	
	Poorest 10 % of population	%	
<b>Key environmental data</b>		<b>Unit</b>	<b>Source</b>
Ratio of area protected to maintain biological diversity to surface area		%	CBD/IUCN*
Carbon dioxide emissions per capacity and consumption of ozone-depleting CFCs (ODP tons)		ODP tons	UNFCCC*

<sup>1</sup> Where possible, the data should be provided as disaggregated on proportion of men/women

<b>Key Human Rights data</b>	<b>Unit</b>	<b>Source</b>
Ratification with main international human rights instruments (12 in total)	No.	OHCHR
Compliance with main international human rights instruments (12 in total) - Reports compiled in connection to the UN Universal Periodic Review - The official UN indicators for the coming Post 2015 Agenda	No.	OHCHR OHCHR

- \* (WDR): World Development Report, World Bank, most recent version.  
 (DB): Doing Business Report, World Bank, most recent version  
 (HDR): Human Development Report, UNDP, most recent version.  
 (WDF): World Development Finance, World Bank, most recent version.  
 (UNAIDS): Report on the global AIDS epidemic, UNAIDS, most recent version  
 (CBD/IUCN): Reporting to be found at <http://www.cbd.int/protected/overview/> or <http://www.protectedplanet.net/>
- UNFCCC: The CO2 emissions are reported to UNFCCC, data available at home page [http://unfccc.int/ghg\\_data/ghg\\_data\\_unfccc/items/4146.php](http://unfccc.int/ghg_data/ghg_data_unfccc/items/4146.php)
- (UPF): *Landeindkomstgrænsenotits* (Memorandum on the annual revision of per capita income limits for countries receiving Danish development assistance), available on MFA Intranet at [http://intranet/Redskaber/udvpol\\_redskaber/Beslutningsprocessen/O1/Sider/default.aspx](http://intranet/Redskaber/udvpol_redskaber/Beslutningsprocessen/O1/Sider/default.aspx)
- \*\* <http://amg.um.dk/en/tools/guidelines-for-approval-of-grants-and-strategies-and-policies/> Where relevant, this indicator can be substituted with a related MDG indicator/target based on the national MDG statistics.

**Annex 2: If relevant, overview of Denmark's on-going development cooperation with XX country divided by sectors/thematic areas.**