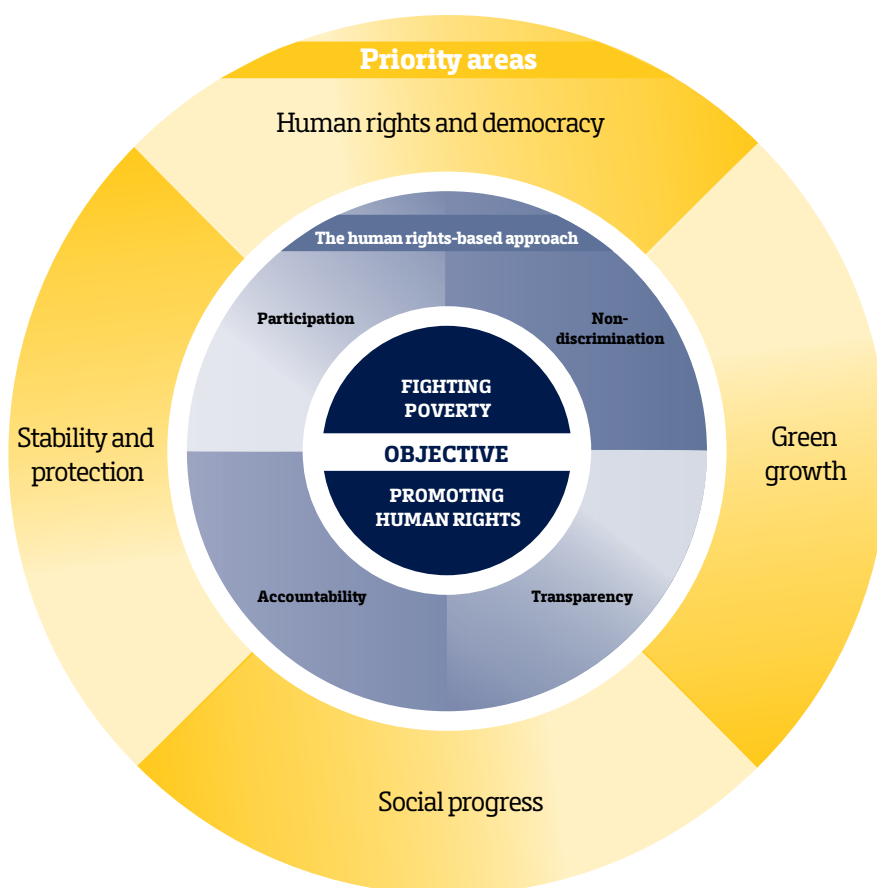




The Right to a Better Life

Strategy for Denmark's Development Cooperation





Introduction

Poverty must be fought with human rights and economic growth. This is the strong message from the strategy for Denmark's development cooperation: The Right to a Better Life.

Universal and fundamental human rights serve as a powerful means of redistribution. By securing all people the right to food, all children the right to go to school and all persons affected by disease the right to essential treatment, prosperity and welfare are distributed much more broadly. By promoting women's rights and protecting people's right to express and organise themselves as well as take part in developing their own societies, power and influence are distributed to many more.

Major changes stem first and foremost from local populations, created as they are from the inside and from the bottom up. We need the courage to fight for the full range of human rights, but also to set priorities and allow the countries' own plans and policies to take centre stage. We must let the world's poor people spearhead the fight against poverty.

At the same time, there must be more to share. Fighting poverty requires years of solid economic growth. As natural resources become scarcer and our planet ever more fragile, new forms of sustainable growth are required. Therefore, inclusive and green growth is at the very heart of the new strategy. This will help create jobs for the millions of young people who declare themselves ready to make a contribution every year. They deserve to get their chance.

The good news is that growth is on the way. A number of poor countries, including many of the countries

with whom Denmark has long-established cooperation, are recording high growth rates. They build upon an increasingly solid foundation of education, health, infrastructure, and good governance. This creates results. New forms of financing are emerging. Development cooperation is increasingly serving as a catalyst for trade, investments, higher tax revenues and new sources of financing. New partnerships are flourishing everywhere.

The strategy is ambitious and full of optimism. It can be achieved. Much is happening. However, the strategy is also realistic. In many places, there is a long way to go. There are fragile and failed states where hope and optimism are in short supply. Countries where people – women, men and children – are faced with extreme poverty and brutal oppression. This is unacceptable and something we must address.

When development cooperation succeeds, it benefits those millions of people who have the right to a better life, yet are still only dreaming of it. It is, however, also in our own interest. Denmark's development cooperation is an investment – in peace and fewer refugees, in combating crime, degradation of our natural resources and climate change, and an investment in growth, employment and new opportunities in Denmark and in Europe. It is an investment in global influence. This we must acknowledge and stand by. It is, however, first and foremost an investment in a more just world. In the right to a better life.

To the numerous people who contributed to the strategy, thank you!

Christian Friis Bach
Minister for Development Cooperation

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1

Poverty, human rights and growth
– sustainable development

Poverty, human rights and growth – sustainable development

Poverty has many faces. Hunger and high child mortality are among the harshest expressions of poverty. Others are conflict, insecurity, oppression and vulnerability towards disasters. We all know the stories of children who work instead of going to school and of families wiped out by diseases which could have been cured. However, poverty is also about women, men, girls and boys unable to claim their rights and influence their own lives.

Denmark's development cooperation must fight the many faces of poverty and promote coherence between our policies. To do this effectively, we cannot just focus on the most obvious symptoms. We must also address the structures that keep people in poverty and societies in inequality. Denmark's development cooperation must be anchored locally and build on democratic ownership, and here human rights are central. If we help poor people fight for their rights, then we also fight the main causes of poverty. Consequently, the aim of Danish development policy is both to fight poverty and promote human rights. These are two sides of the same coin.

Human rights are one of the most powerful visions ever established by man. They are the bedrock of democratic societies. They underpin the foundation of our global coexistence and have contributed to changing the world over and over again, since the French Revolution more than 200 years ago to the recent democratic wave in the

Middle East and North Africa. We cannot promote human rights by promoting only a few of them. Freedom of expression is a powerful tool only if you can read and write. And learning at school is difficult if you are hungry. Human rights are as such mutually reinforcing, interdependent, universal and indivisible. Accordingly, the long-term objective of Danish development cooperation is to promote the full range of human rights, whether they are civil, political, economic, social or cultural. All people are entitled to a life with equal opportunities to enjoy their rights and contribute their part.

We cannot fight poverty and fulfil fundamental human rights without a solid economic foundation. Sustained economic growth is therefore a necessary, but not in itself sufficient, requirement for a lasting reduction in poverty. It is the political choices that states make which determine whether growth reduces inequality and benefits the population at large. Denmark will work for sustainable and inclusive economic growth and employment creation, which will continue to be a core element in Denmark's development cooperation. Economic growth must be driven by the private sector in dynamic interaction with the public sector, which for its part must ensure that the proper framework conditions are in place. When growth is sustainable, it builds on a balanced economic, social and environmental development which ensures sustainable and effective use of resources, fosters stability and

improves people's living conditions. Inclusive growth is people-centred, creates equal access to resources and promotes employment.

Through efforts to fight poverty, promote human rights and stimulate growth, Denmark's development cooperation must contribute to building societies that ensure people's rights and promote equality, including access to decent work, education, health and social protection. With focus on the EU, Denmark will strive at strengthening coherence between policies that affect developing countries.

GLOBAL RESPONSIBILITY – ALSO IN DENMARK'S INTEREST

Denmark wants to be an active and committed partner in global development. Denmark is among the most prosperous countries in the world, with a long tradition for democracy, respect for human rights and a social model where wealth is redistributed in a way which secures the welfare also of the most vulnerable. This gives us a special responsibility and a good basis for contributing to the fight for human rights and for poverty reduction in least developed countries.

We live in a globalised world, where development, security and prosperity in one country increasingly depend on what happens in others parts of the world.

1. OBJECTIVE

- (1) The objective of Denmark's development cooperation is to combat poverty and promote human rights, democracy, sustainable development, peace and stability in conformity with the United Nations Charter, the Universal Declaration of Human Rights, and United Nations conventions on human rights.
- (2) Danish development cooperation shall contribute to advancing Denmark's interests in a more peaceful, stable and equal world. Denmark's development policy is thus a central and integral element in Danish foreign policy, where it is recognised that developing countries are not merely affected by development policy initiatives, but also by measures in other policy areas.
- (3) The objective referred to in section 1(1) is pursued through partnerships with developing countries and within the framework of internationally recognised principles and goals for development cooperation, as well as principles for humanitarian aid.

Consequently, our fight against poverty and conflicts around the world is not solely in the interests of the poor, but in the interests of all of us. Denmark has an active development policy. We want to take on a global responsibility, because we know it makes a difference and because it is in our own interest to do so. Accordingly, an active Danish development policy is also an investment in our own future.

Denmark wants to be a strong and trusted partner in international development and live up to our commitments to the world's poorest. Danish development policy is a central element in Danish foreign policy and hence in Denmark's global engagement. Our development policy should contribute to the creation of a world characterised by peace, security, an international legal order that promotes human rights, a stable world economy and joint solutions to global environmental, climate and health problems. This is why Denmark must be strongly engaged internationally. We will work actively to ensure that international aid commitments are honoured by other development partners. Since 1978, Denmark has been among the countries that meet the UN target of providing at least 0.7 per cent of GNI to development assistance. Our ambitions even go beyond that.

FOUR STRATEGIC PRIORITIES

Denmark will concentrate its development policy engagement on four strategic priority areas:

- Human rights and democracy
- Green growth
- Social progress
- Stability and protection

The priorities are interconnected and aim to enable Denmark to contribute its part in fighting poverty and promoting human rights.

In 2000, world leaders agreed on eight global development goals, the UN Millennium Development Goals (MDGs), one of which includes the target of halving global poverty by 2015. We are now well on track towards achieving this and several other global development goals, and Denmark's development cooperation has contributed to this progress. However, much has happened since 2000. New global challenges and opportunities have emerged and far too many people continue to live in extreme poverty. The strategy will serve as a platform for Denmark's contribution to realising the goals which will be set by the international community for global and sustainable development after 2015. Accordingly, we will engage where needs are greatest and where we can contribute to lifting most people out of poverty and in order to create global justice. To this end, we will make use of all instruments at our

disposal – foreign policy, security policy, development policy and commercial policy – and work for a stronger interaction among them. We will also enter into strategic partnerships, not least with the UN and the international financial institutions, whose global role in the normative and economic fields is crucial to fighting poverty, promoting human rights and creating sustainable, inclusive growth.

UN MILLENNIUM DEVELOPMENT GOALS

1. Eradicate extreme poverty and hunger
2. Achieve universal primary education
3. Promote gender equality and empower women
4. Reduce child mortality
5. Improve maternal health
6. Combat HIV/AIDS, malaria and other diseases
7. Ensure environmental sustainability
8. Develop a global partnership for development

2

A developing world

A developing world

Globalisation has changed the world and the conditions for global cooperation. Denmark's development cooperation must respond to the new opportunities and challenges.

GLOBAL DEVELOPMENT IS A SUCCESS STORY

Never before in world history have so many people managed to work their way out of poverty. Even though around one in five continues to live in poverty and the need for assistance remains vast, the progress is nevertheless remarkable. Developments in Asian countries in particular are astonishing, yet a number of countries in Africa and Latin America have also recorded impressive growth rates. This has changed the economic and political balance of power. In the last decade, growth in developing countries has significantly outpaced that of advanced economies, and developing countries today account for 35 per cent of global GDP and 65 per cent of global growth.

Positive trends in economic terms are accompanied by massive social progress. Governments in many developing countries are increasingly showing leadership and assuming ownership of national development. They set the agenda and make demands on their partners. Many African countries are witnessing higher economic growth, increasing trade and regional integration, higher investment rates, fewer conflicts and increased democracy. Many developing countries are prospering and are less dependent on traditional development cooperation. This gives rise to new opportunities for cooperation, trade and investments, including from Denmark.

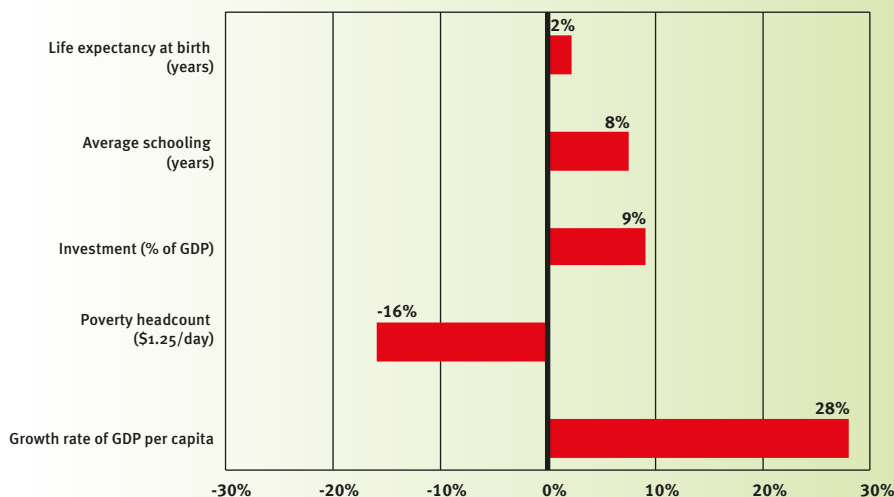
The development has strengthened civil society organisations and movements, which in many places have consolidated their position. However, in some countries they remain under pressure.

The proliferation of information technology to even the most remote and poor places has provided all with fast access to information

and two-way communication. This has in turn strengthened awareness of the fact that change, democracy and accountable governments are possible if people themselves take on responsibility and make demands. They have seen what can happen when people rally around shared demands towards authoritarian regimes for democracy and respect for human rights.

BACKGROUND

Long-run impact of foreign aid on key development indicators



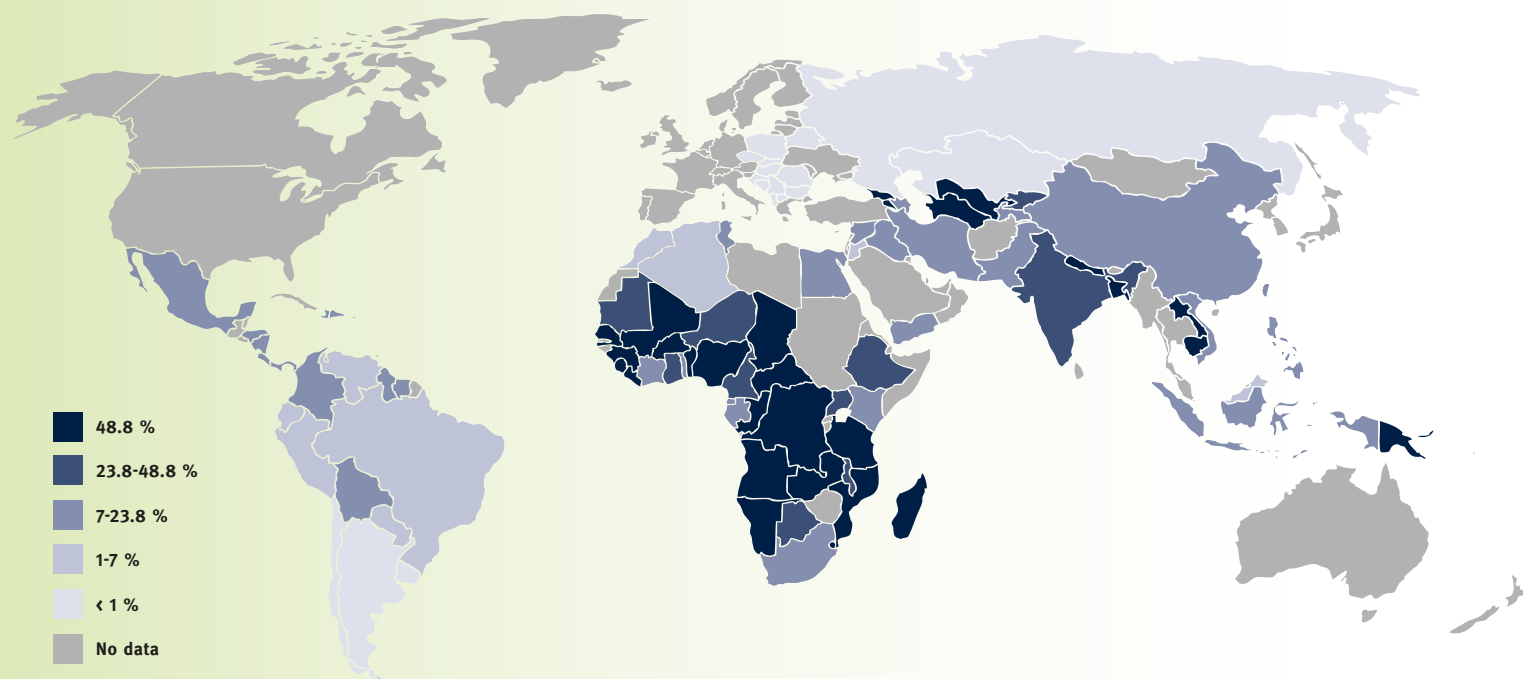
Life expectancy is 62.29 years instead of 60.96 years, equivalent to 2% longer.
 The average length of schooling is 5.26 years instead of 4.89 years, equivalent to 8% longer.
 Investment as a percentage of GDP is 18.74% instead of 17.18%, equivalent to 9% higher.
 The poverty headcount is 18.21% instead of 21.65%, equivalent to 16% lower.
 The growth rate of GDP per capita is 2.15% instead of 1.68%, equivalent to 28% higher.

Note: Each bar in the figure estimates the expected relative change (%) in the given indicator due to an aid flow equal to US\$25 per capita over a period of 37 years.

Source: Provided by UNU-WIDER under the ReCom programme of research and communication on foreign aid, supported by Danida and Sida. Based on the method and results in Arndt et al. (2011).

World poverty map

Poverty headcount ratio at \$1.25 a day (PPP) (% of population)



Source: World Bank eAtlas of the Millennium Development Goals. Latest available data.

NOT EVERYONE IS INCLUDED

The vast progress has not provided benefits to all, and inequality has risen markedly. On a global scale, one in seven suffers from hunger and malnutrition, and women and girls are the most affected. Meanwhile, the geography of poverty is changing. Today, middle-income countries have more poor than least developed countries, and the gap between rich and poor is wide. Danish development policy aims to fight poverty in the poorest countries, while interventions in those developing countries that are relatively better off aim to promote a distribution of resources that reduces poverty.

In several parts of Africa, Asia and Latin America, growth has not produced enough new jobs. Africa remains the poorest continent, where more than half of the population still live in extreme poverty. In Africa the challenge is to create employment for the millions of young people, who hold great potential for innovation and progress, but also pose a risk for social unrest and instability. In Asia more than a third of the population are extremely poor, despite high economic growth. Latin America is the most socially unequal region in the world. In the

Middle East and North Africa, the results of the upheavals remain uncertain. Here too the need to create more jobs and a more sustainable and inclusive growth is significant.

Many fragile and conflict-affected states have yet to reap the benefits of progress, and the number of poor living in fragile states has increased rapidly. A third of the world's poor live in countries where the government either lacks the ability, the resources or the will to meet the basic needs of their population. In the absence of an even minimally functional state, there is a risk that these countries are maintained in a perpetual state of conflict, exploited as bases for transnational crime, and their natural resources extracted and exported without benefiting the population. They are also a source of regional instability, illegal migration and increased refugee flows, including to our part of the world.

FROM RESOURCE RACE TO RESOURCE CYCLE

Global climate change has challenged the development model of rich countries and has highlighted how prosperity for all requires new sustainable solutions and a different

approach to the exploitation of the planet's natural resources.

Economic as well as population growth has intensified the pressure on global resources. In 2011, we welcomed world citizen number seven billion, and in 2040 world population is likely to reach the nine billion mark. The global middle class is expected to increase by three billion by 2030, generating an increase in demand for energy of 45 per cent, for water of 30 per cent, and for food of 50 per cent. In Africa in particular, the pressure on natural resources stems increasingly from demands for minerals, oil, timber and land in other countries.

The world needs to abandon the short-term resource race and work in concert to create a long-term and sustainable resource cycle. We must become far better at adapting our production patterns in order for growth to become green. We must produce more with fewer resources. Food production must be more sustainable and efficient, while access to more sustainable energy sources must be increased. We can only accomplish this task through global cooperation, where global prices on natural resources help regulate market behaviour.

NEW ACTORS, NEW OPPORTUNITIES

New public and private actors are playing an increasing role in developing countries. They include China, India, Brazil, South Africa, Turkey, South Korea, the rich Gulf States and a vast array of private enterprises, foundations and international civil society organisations. Many of the new development actors are increasingly active on the international stage, not least in negotiations on climate, energy and trade. The shift in the balance of power has led to justified demands for more equal partnerships.

The decision-making power in international cooperation is affected by the new actors, new priorities and new approaches. By implication, support for the values and objectives pursued by Denmark cannot always be taken for granted and we have to be able to argue more persuasively for them. The emergence of new actors is accompanied by new financial flows, which are much needed in many developing countries. Furthermore, the experiences of countries that have recently undergone a transition process can seem increasingly relevant. However, it also poses challenges. The new actors typically make no or limited demands regarding good governance and democratic principles. They appear to value access to natural resources and trade relations higher than sustainable use of natural resources. The new players are part of the reality in the countries where we are engaged. We must take advantage of the opportunities this also presents for forging new partnerships with them.

DEVELOPMENT COOPERATION – A CATALYST FOR DEVELOPMENT

Globalisation has resulted in a marked change to the role and nature of development cooperation. Financing for development stems to a much lesser degree from traditional development cooperation and to a higher degree from the growing cooperation between developing countries and the new emerging economies, as well as from trade, foreign investments and remittances from migrants.

Developing countries are responsible for their own development. Development cooperation on its own cannot eradicate poverty. However, it can play an important role as a catalyst for development, not least when it is based on local ownership and is aligned to national priorities and systems. In contrast to other financial flows, development cooperation is directly targeted at fighting poverty and inequality. This is the agenda to which the international community reaffirmed its commitment at the Fourth High Level Forum on Aid Effectiveness held in Busan, South Korea, in 2011.

By means of political dialogue and concrete development cooperation, Denmark's development policy can support positive trends in societies. It can advocate for human rights and promote reform, support the development of effective tax systems and capacity building in the public sector and of local civil societies. Development cooperation can help unleash momentum for change in a way that no other type of funding can. It can also support development and the piloting of new ideas and concepts, e.g. in resource-efficient production and technology, where commercial financing is not available, and where it holds potential for contributing to poverty reduction. Furthermore, we are able to develop innovative sources of financing and partnerships with the private sector and other stakeholders, and through such efforts raise more funds to finance development.

Today, many developing countries are demanding trade, investments and political alliances on which to pursue shared goals and meet challenges on a par with – or perhaps even instead of – traditional development cooperation. Accordingly, we need to bring all Danish strengths and competencies into play in our cooperation with developing countries in order to ensure that Denmark remains a relevant and sought-after partner.

DANISH COMPETENCIES WORKING FOR DEVELOPMENT

The current global development offers vast opportunities, and Denmark has

much to offer. We work effectively and flexibly and are a highly regarded actor in both bilateral and multilateral cooperation. The development of our welfare model has provided us with distinctive experience in regard to democracy and rule of law, transparency, gender equality, and a vibrant cultural and associational life, all of which we need to bring into play in our development cooperation. Danish experience with a labour market model based on the participation of the social partners is also in demand. Danish commercial strengths in areas such as water, climate, environment, energy, health and sustainable food production can contribute to finding solutions to national and global challenges, which can also benefit developing countries.

Research-based knowledge is necessary to address new and old development problems. In order to build research capacity and create new knowledge, we therefore cooperate with educational and research institutions in developing countries, including by supporting post-graduate study and capacity development of researchers. At the same time, our own educational and research institutions are internationally renowned and contribute to generating new knowledge and innovative solutions much needed by poor countries.

A particular strength of Denmark is our ability to draw on a multitude of instruments, ranging from those of foreign, security and development policy to those of commercial relations, all of which help promote our foreign and development policy goals. This makes our efforts more effective. Our administration of development cooperation is results-oriented and effective. We respond quickly and adapt interventions to local conditions in dialogue with our partners. This is something we must take advantage of.

3

A human rights-based approach

Denmark will:

- Apply human rights as a core value in our partnerships and use principles of non-discrimination, participation, transparency and accountability in all phases of our development cooperation.
- Work to promote all human rights – economic, social, cultural, civil and political – with a special focus on women's rights and equal access to decision-making, resources and opportunities.
- Systematically strengthen capacity of public authorities, civil societies and rights holders.
- Work to strengthen the participation of the least developed countries in the development of the international legal order.

A human rights-based approach

HUMAN RIGHTS – CORE VALUE AND DRIVER OF CHANGE

Denmark will apply a human rights-based approach to development. International human rights are part of our core values and are a driver of change, precisely because they are based on commitments made by the countries themselves. Accordingly, we will make more systematic use of UN human rights conventions, standards, norms and instruments in our development cooperation. These should serve as the compass that guides our political dialogue, concrete development interventions and partnerships. Simultaneously, we will strengthen our involvement in the multilateral organisations that play a key role in championing human rights. We will work to give the least developed countries a say in the shaping of the international legal order in these fields, and for just and peaceful solutions to international disputes.

The human rights-based approach entails that we will focus on the underlying power relations and fundamental causes of discrimination and poverty, giving priority to actions aimed at benefiting the poorest. We will increasingly turn the spotlight on ensuring equal opportunities for all, on the redistribution of resources in society and on the need for growth to become more sustainable and inclusive.

The realisation of human rights requires a state with the will and ability to respect and uphold these rights. However, it also requires well-informed and dynamic citizens and organisations

with access to reliable and independent information and to opportunities to participate actively in society and assume responsibility for the development of society. At the heart of the human rights-based approach is the support for the development of a strong and independent civil society which fights for the most vulnerable and marginalised people and gives them a voice in the struggle for their rights. Wherever civil society is under pressure from authorities silencing critical voices, we will champion their cause.

The human rights-based approach to development aims to unleash processes of change that shift power relations in a democratic direction. Consequently, the approach is not devoid of conflict. Based on a thorough understanding of political and economic power relations, Denmark's development cooperation will support processes of change in which conflicts are resolved through

peaceful political means, benefit the poor, promote their rights and underpin democratic development.

Our development cooperation will be a partnership founded on shared values, which should underpin efforts to realise all human rights, whether they be civil, political, economic, social or cultural. It must build on the values, principles, institutions and processes that are part of a democracy. Although human rights are indivisible and interdependent, specific interventions will be prioritised according to need. In some places we will work for the freedom of expression and of association, and in others for the right to food, health, education, decent work and for the collective and individual rights of indigenous peoples. All such efforts contribute markedly to freedom and poverty reduction.

BLOG COMMENT

“Rights require a state governed by the rule of law and the democratic exercise of power. And this is what Danish aid should strengthen. Fighting violence and oppression is part of fighting poverty. We must work for a just distribution and equal access to all resources. But is this about rights or about political and economic development? Both, depending entirely on the situation in the country concerned.”

Poul-Engberg-Pedersen, IUCN Deputy Director General. Blog at politiken.dk, 19 January 2012.

Denmark's development cooperation has a longstanding record of making important contributions to the promotion of human rights. The human rights-based approach will reinforce this. Women's rights will feature prominently in the approach. We will assess our partners on their ability to gradually and continuously bring about noticeable progress for the rights and equal opportunities of women and children – particularly girls – to realise their full potential, and thus their ability to contribute to the development of society.

CASE

Indigenous peoples in Bolivia gain their political rights

In Bolivia indigenous peoples amount to about five million people, over half the population. Nevertheless, they have long been denied the same rights as the rest of the citizens and have suffered oppression and discrimination. Denmark has supported indigenous peoples' rights and opportunities in Bolivia for many years. This has contributed, for instance, to education and issuance of collective title deeds to more than 12 million hectares of land, thus securing indigenous peoples the right to their own land in 135 territories.



In the Bolivian Chimpata territory, Las Palmas, indigenous peoples use traditional methods to cultivate their own land. Here an indigenous woman is planting potatoes.

Photo: Mike Kollöffel

Children are the most vulnerable group in poor communities, and we will work to promote their rights and needs in accordance with the UN Convention on the Rights of the Child. Children must be ensured access to health care, education and protection, including in the event of disasters and violent conflict.

EQUAL DIALOGUE ABOUT HUMAN RIGHTS, POVERTY, EQUALITY AND REDISTRIBUTION

Denmark will work for closer linkage between the normative work on human rights in international forums and development cooperation on the ground. The point of departure will be an equal and mutually committing dialogue with developing countries, based on national needs, the local context and on respect for human rights. We will contribute to enabling developing countries to fulfil their obligations towards their own citizens in the best possible manner.

In the ongoing political dialogue with our partners, we will address the human rights situation. We will promote the most effective use of available resources towards meeting people's needs and help facilitate a gradual movement in the right direction. By means of an open and critical dialogue, we will emphasise the importance of progress in regard to human rights, poverty reduction, redistribution and participation of marginalised groups.

Capacity building of accountable public authorities, civil society and rights holders is a central part of the human rights-based approach. Along with political will, such capacity is a precondition for lasting results. Our partners' situation will be the point of departure and we will contribute to building the necessary capacity of the state as well as of civil society and among citizens. However, capacity cannot be built overnight. We will enter into long-term cooperation with our partners, focusing on tangible results.

Human rights are indivisible, but we will not be dogmatic and make ultimate demands for the immediate realisation of all rights. We acknowledge that economic, social and cultural rights, in particular, will usually have to be realised gradually and require political will, capacity and resources. We therefore have to set priorities. Nevertheless, we will work for a progressive and proactive realisation of these rights. We will advocate for our partners to comply with international human rights conventions and obligations. There must be willingness to move forward, and we will support actions in the right direction, using dialogue and cooperation as the primary tools.

We will continuously raise critical issues in our political dialogue and push for improvement. In countries where governments do not share this agenda, it will impact the way in which we are able to cooperate. If developments in a country change for the worse with systematic human rights violations, and if the possibility to change developments diminishes, we are prepared to take action. There is no standard response in these situations. We will in each case carefully assess the implications it should have for how, and not least with whom, we will cooperate.

FOUR FUNDAMENTAL PRINCIPLES IN OUR DEVELOPMENT COOPERATION

Denmark's development cooperation will be strengthened by consistently applying the principles of non-discrimination, participation and inclusion, transparency and accountability. We will apply these principles from initial analysis to final evaluation. The principles are fundamental standards and values in international human rights. We will work for the use by our partners of indicators capable of measuring adherence to these principles - e.g. whether there is unequal access to public services - in order to be able to assess the realisation of goals in regard to vulnerable and marginalised groups.

Non-discrimination

A fundamental principle in the human rights obligations of states is that of non-discrimination. All persons are equal and should have equal access to public services and opportunities, to security and justice. We will continue our active efforts for gender equality and women's rights. In our bilateral and multilateral cooperation, we will work to ensure that the promotion of women's rights is included.

Exclusion often affects poor and marginalised groups and individuals, including children, indigenous peoples, the elderly, refugees, internally displaced people, stateless people, religious minorities, people subject to caste discrimination and people with disabilities or affected by HIV/AIDS. Similarly, some are discriminated against due to sexual orientation or gender identity. In the specific interventions, we will identify the conditions and power relations which give rise to inequality and discrimination and work for positive change.

Participation and inclusion

Denmark will support people in the exercise of their freedom of expression, assembly and association and in asserting these rights by creating opportunities for participation and inclusion. In this regard information and communication technology can play a significant role. At the same time, we must help bring about an enabling environment for people to organise themselves and to take on their share of responsibility for the development of society. We will support a strong and independent civil society and assist the most vulnerable people in asserting their voice.

We will contribute to strengthening the inclusion of citizens in public decision-making and administration, with a particular focus on the need to include and involve groups who are too often ignored. This encompasses, for instance, women's presence in decision-making bodies, participation of children

and youth, or support for the free, prior and informed consent of indigenous peoples to interventions that affect their livelihoods.

Transparency

Access to information and freedom of expression are integral elements in the human rights-based approach. We will work to ensure that all people have access to free and independent information, so that those in power can be held accountable for their policies and priorities. This must include access to information on public sector management as well as transparency in the implementation of development cooperation. We will strive to realise the potential of information and communication technology with a view to strengthening popular participation and promoting increased access to information and knowledge. Furthermore, we will work for the participation by ordinary citizens in public debate without fear of reprisals from government authorities.

Accountability

The state is responsible for respecting, protecting and fulfilling human rights. The realisation of human rights requires states based on the rule of law, where legislation is passed through democratic processes. It also requires government authorities with the will and ability to respond to demands for human rights from citizens and a strong civil society. We will assist states in strengthening their capacity to ensure that legislation, targets and national plans for fulfilment of human rights are enacted, so that high-quality public services, for example, are accessible by all. Accountability also applies to us. If people in our priority countries experience adverse consequences of our development cooperation, they must be able to complain directly to Danish embassies.

While the state must ensure legislation and policies that are conducive to the fulfilment of human rights, other actors also have a stake in whether or not human rights are

GUIDING PRINCIPLES ON BUSINESS AND HUMAN RIGHTS

Implementing the United Nations "Protect, Respect and Remedy Framework"

The Guiding Principles on Business and Human Rights were endorsed by the UN Human Rights Council in 2011. They have been designed to promote respect for human rights by business enterprises, to make recommendations on responsible corporate conduct and to address the role of states. The Guiding Principles is based on three pillars: the responsibility of states to protect against violations, the responsibility of business enterprises to respect human rights and access to effective remedy through mediation and complaints mechanisms.

respected. Private enterprises and investors help realise people's economic and social rights through their contribution to economic development, employment and investments. Denmark will work to ensure that private enterprises and investors respect human rights and assume responsibility for their potential adverse impact on human rights in accordance with the Guiding Principles on Business and Human Rights.

FROM WORDS TO ACTION

Human rights are both a means and an end in our development cooperation. They must be part and parcel of everything we do from start to finish and across our four strategic priority areas. However, the human rights-based approach to development does not provide answers to all challenges. There will still be a need to set priorities and apply flexible solutions to the many challenges faced by our partners. We have to be realistic. Change does not happen overnight, and we have to ensure that our approach is adapted to the local context, not least in fragile states.

4

Human rights and democracy

Denmark will:

- Support democratic elections, parliaments, political parties, civil societies and free and critical media.
- Promote good governance and the development of democratic institutions, including the establishment of and access to effective, independent legal systems and complaints mechanisms, increased capacity and decentralisation in the public sector, and the fight against corruption.
- Strengthen international cooperation for human rights, democracy and good governance.
- Work to strengthen gender equality and to ensure the rights of women and girls.
- Strengthen efforts in the fight against tax loopholes, address illicit financial flows and promote a fair taxation of natural resources in the world's poorest countries.
- Promote social dialogue and workers' rights as a lever for poverty reduction.

Human rights and democracy

Denmark will be at the forefront in the promotion of human rights, democracy and good governance through our multilateral engagement and in the countries we engage in. We will support processes of change which create societies where checks and balances on the executive are exercised by independent bodies, citizens and media, and where people participate actively and take on responsibility for the development of society. We will fight discrimination and inequality. Women, children, young people, vulnerable and marginalised groups, including the world's indigenous peoples, must have a voice and receive attention when political priorities are made.

ENHANCED DEMOCRACY, FREEDOM OF EXPRESSION AND PARTICIPATION

Effective electoral commissions, parliaments and political parties are key elements in functional democracies and the foundation for efforts to promote people's participation in society. Therefore Denmark will support free and independent electoral processes and contribute to strengthening parliaments and political parties which are capable of advancing multi-party systems, a pluralistic political debate and the parliamentary accountability of governments.

We will work to promote freedom of expression and the development of a free, responsible and critical media, which can hold governments accountable and improve opportunities for people's participation in public debate. Effective governments must be underpinned by a strong civil society. We will support the development of strong and independent civil societies and oppose any limitations to the space for civil action. We will contribute to strengthening young people's ability to

organise themselves and recognise young people as important actors in society. Exercising freedom of association fosters active citizenship. Civil society organisations play an important role as agents of change, in fostering social innovation and demands for accountability, and as advocates and watchdogs for people's human rights.

BUILDING SOCIETIES BASED ON THE RULE OF LAW

Denmark will support processes aimed at incorporating human rights and good governance principles into national constitutions and legislation, and work for their translation into action. We will support independent national, regional and international human rights institutions and other organisations that work to promote human rights, including local civil society organisations.

Many poor people are often excluded from the formal legal system. We will therefore work for

equal access for all to fair legal proceedings and give priority to interventions that can strengthen accountability and combat corruption in the legal system. People must have access to information about their human rights and have access to legal counsel. Specific barriers for filing complaints must be identified and addressed.

We will work for the establishment of stronger linkages between the formal legal system, alternative conflict resolution mechanisms and informal mediation systems that people trust, and which respect human rights and general principles of law. It is through such systems that the vast majority of people in the poorest countries settle disputes. We will contribute to enhancing the ability to handle cases and to ensuring that cases brought by vulnerable and marginalised groups are handled through a fair process in which their human rights are respected.

Promoting freedom of expression and critical journalism in the Arab world

Apart from a few exceptions, the countries in the Middle East are all categorised as "partly free" or "not free" by Freedom House on their list on press freedom. With funds from the Danish-Arab Partnership Programme, a regional media programme has been launched through cooperation between Danish and Arab media organisations. The programme has contributed to the establishment of a new regional network for investigative journalists, Arab Reporters for Investigative Journalism (ARIJ), which has set new



Photo: Flemming Weiss Andersen

standards for critical and fact-based journalism in the Middle East. ARIJ is currently engaged in forming groups of investigative journalism in selected Arab media.

CASE

BLOG COMMENT

“In order for the human rights-based approach to make the most impact, local authorities and other direct and indirect representatives of the state must also be supported in establishing good cooperation with civil society organisations. In countries with weaker democracies, this does not happen by itself.”

Holger Pyndt, Local Government Denmark. Blog at politiken.dk, 9 January 2012

CASE

Inclusive education in Bangladesh with good results

Since 2006, three million men and women have taken part in farmer field schools in Bangladesh funded by Denmark. Through their participation in farmer field schools the participants, who are small-scale farmers, have acquired tools that can help them improve their living conditions. Their earnings have increased significantly, and particularly women have discovered new income opportunities. Women also find that attending the field school has boosted their self-esteem and enabled them to gain more influence over decisions regarding production and family income. The field school's focus on nutrition and hygiene has provided the women with knowledge which has resulted in fewer cases of disease in their families.



Photo: Mogens Strunge Larsen

In the farmer field schools, hands-on agricultural training is combined with more theoretical approaches to small-scale farming. Here four women – Asma, Rubina, Nazma and Beauty – discuss the links between animal farming, vegetable gardening and field agriculture with their teacher.

Denmark will support mechanisms which address genocide, crimes against humanity, and other severe human rights violations. We will work to make the International Criminal Court (ICC) a universally recognised and effective body in bringing perpetrators of severe human rights violations to trial. However, primary responsibility for prosecution rests with the countries themselves. International courts such as the ICC are complementary and can only be a last resort, when national authorities fail to act. Accordingly, we will work to promote the capacity of national authorities to handle these cases themselves.

STRONG EFFORTS FOR THE HUMAN RIGHTS OF WOMEN AND GIRLS

Denmark will continue to work actively for gender equality and for the human rights of women and girls. Gender equality is about ensuring equal rights and opportunities for women and men. All persons, regardless of sex and gender, must have the same opportunities and rights to education, health, economic prosperity, political participation and involvement in society at large. A country where women do not contribute to development on an equal footing with men is denying itself a valuable resource. Denmark will work to reduce discrimination against women, ensure their sexual and reproductive rights, as well as their right to own land and inherit. Gender equality is an investment in the future, and requires us to work with women, men, girls and boys. Experience shows that when women gain greater control over household funds, more is spent on meeting children's needs, such as food, health care and education.

TRANSPARENCY AND ACCOUNTABILITY IN PUBLIC SECTOR MANAGEMENT

Denmark will promote transparency and accountability by supporting capacity building of accountable public sector authorities at all levels. We will support decentralisation processes that can contribute to combating poverty, place citizens at the centre, ensure active participation and involvement and foster local democracy.

Individual citizens, groups or companies must be able to present their demands for better services to government authorities. At the same time, we will work to help strengthen the capacity of local politicians. Well-informed and committed local politicians promote accountability in local government.

We will contribute to strengthening capacity to manage public funds and budgets in order to promote effective public services and fight corruption. This implies that government budgets are subject to audits by an independent and effective supreme audit institution. It also implies that audit reports are scrutinised by parliament and accessible by the public. Fighting corruption is a key priority in Denmark's support to good governance. Denmark cannot and will not tolerate corruption. We will promote transparency, work for increased access to information and demand that corruption is met with the necessary consequences.

BACKGROUND

Economic development is positively correlated with the share of female workers in wage employment



Note: Data from 100 developing countries in the period 1996-2008

Source: World Bank, World Development Report 2012, estimates based on the International Income Distribution Database (I2D2).

TAX SHOULD FINANCE DEVELOPMENT

A prerequisite for development is the mobilisation of sufficient domestic revenue to finance reform and public services. The increased tax base generated by economic growth must enable developing countries to finance their public expenditures. Stronger tax systems will boost government revenue and pave the way for redistribution of resources for the benefit of the entire population. Such systems can also promote democratic accountability between state and citizens, because a tax-paying population has a stronger incentive to hold their political leaders accountable for the use of their taxes. Moreover, it makes it possible to dismantle customs barriers and creates better conditions for trade and growth.

We will step up efforts to fight tax loopholes and illicit financial flows and promote an effective and fair taxation of natural resources, including in fragile states. Revenue from natural resources exploitation must benefit developing countries themselves. Accordingly, we will work for greater transparency and openness in payments by multinational corporations for the exploitation of natural resources in developing countries. We will engage in relevant international networks with a view to seeking global solutions to these challenges, including those who work to ensure that natural resources provide benefits for society as a whole.

SOCIAL DIALOGUE AND WORKERS' RIGHTS

A well-functioning labour market is an important prerequisite for economic growth and increased employment. This requires a transparent, rule-based and accountable relationship between the private sector and the state, which focuses on workers' rights, free and independent trade unions, and decent work in conformity with the conventions of the International Labour Organisation (ILO). This also applies to issues such as occupational safety and health and child labour.

In line with our obligations under the UN Convention on the Rights of the Child and the ILO Convention on the Elimination of the Worst Forms of Child Labour, children must be protected from economic exploitation and from being subjected to work which,

by its nature or circumstances in which it is carried out, harms their safety, education and health or their physical, psychological or social development.

Denmark will support social dialogue between the government, employers and trade unions. We will work to promote stronger contributions by companies towards development and poverty reduction through interventions which foster corporate social responsibility in line with the UN Global Compact and the Guiding Principles on Business and Human Rights. This includes ensuring that workers' rights are respected, including the right to collective bargaining, the right to decent work, the eradication of all forms of forced labour and the elimination of discrimination in respect of employment and occupation.

CASE

Denmark supports civil society watchdog in Mozambique

In Mozambique, Denmark has supported the Centre for Public Integrity (CIP), which has played a significant role in stimulating public debate, drawn attention to the fight against corruption and worked for administrative transparency. Today, CIP is recognised as a key player in improving the country's public administration and political climate and in the fight against corruption. Organisations such as CIP are expected to play a prominent role in facilitating transparency and participation in the management of Mozambique's and Africa's considerable natural resources.



Photo: Jørgen Schytte

5

Green growth

Denmark will:

- Support developing countries in fighting poverty and creating sustainable development through green growth, increased earnings and more jobs, especially for the youth.
- Support green growth based on sustainable management and use of natural resources.
- Contribute to strengthening international and national framework conditions for green growth and enhance coherence with environmental protection.
- Promote innovative technological and financial solutions in the areas of agriculture, forestry, environment, energy, water and climate.
- Promote resource-efficient food production capable of feeding a growing population sustainably and effectively.
- Contribute to increasing developing countries' access to sustainable energy and increase efforts towards more sustainable and resource-efficient management and use of energy and water.
- Promote poor men and women's increased participation and improved access to water, land, knowledge and finance.

Green growth

Economic growth is necessary for poverty eradication. Therefore, Denmark will maintain its efforts to promote private sector-led economic growth and job creation, in order to foster inclusive and sustainable development that benefits the poor. However, pressure on natural resources in developing countries is mounting due to population growth, unsustainable consumption patterns, production systems and climate change. The consequences are degradation of natural resources and loss of biological diversity as well as intensified competition and potential conflict over access to energy, water, land and food. It also implies that future prices of food

GREEN GROWTH AND GREEN ECONOMY

Green growth should be understood as an integral part of sustainable growth which promotes general economic growth and development in a manner that enables the environment today and in future to deliver the resources and environmental services on which our welfare depends. Green growth should catalyse investments, innovation and job creation, which not only sustain continued growth, but also give rise to new economic opportunities. According to the United Nations Environment Programme (UNEP), a green economy is one which is low carbon, resource efficient and socially inclusive.

and raw materials are expected to be high and volatile, which adversely affects the poor. Increasing food prices can, however, stimulate increased revenue in the agricultural sector, and the expanding global middle class fuels new market demand. Denmark will promote growth that does not undermine the opportunities of future generations. As improved goals and targets for inclusive and green growth are developed, we will use them to assess the efforts.

Denmark will contribute to paving the way for global and local solutions to these challenges, and work actively for the multilateral system to strengthen its assistance to developing countries to promote and stimulate green growth. Our efforts to promote greener growth will be based on a two-pronged approach. Firstly, Denmark will work to ensure that green growth contributes to increasing developing countries' potential earnings and productivity and enhances the competitiveness of their businesses. Green growth is about opportunities and should not be used as conditionality or a barrier to trade, but should help generate decent jobs, particularly for the vast numbers of young people. Secondly, we will contribute to ensuring that green growth is based on efficient and sustainable management and utilisation of natural resources. Green growth must be inclusive and underpinned by social measures to ensure that no one is left behind.

THE STRATEGIC FRAMEWORK FOR GROWTH AND EMPLOYMENT

Denmark's Strategic Framework for Growth and Employment (February 2011) sets out the tools and guidelines for the implementation of interventions aimed at promoting an inclusive, market-driven growth and productive employment, particularly for the large generations of young people in Africa. The point of departure is that the promotion of growth and employment must be pursued in a manner that does not compromise the opportunities of future generations to gain productive employment.

Agriculture is the largest private sector in most of Denmark's priority countries, and therefore a natural starting point for the majority of concrete interventions to promote growth and employment.

BLOG COMMENT

“70 per cent of the world’s poor live in rural areas. In Africa in particular, the agricultural sector has a huge yet still unexploited potential for supporting economic growth, improve food security and thereby reducing poverty.”

Susie Stærk Ekstrand, Executive Director of Danish Agriculture and Food Council. Blog at politiken.dk, 17 January 2012.

BLOG COMMENT

“Many projects have shown that small-scale farmers can double and triple their food production and income without harming natural resources if the economic environment is changed.”

Per Pinstrup-Andersen, professor, Cornell University. Blog at politiken.dk, 9 January 2012.

FRAMEWORK CONDITIONS TO PAVE WAY FOR GREEN GROWTH

There is a need to develop a more enabling international environment for green growth and for greater coherence between policies in the areas of trade, agriculture, environment, energy, climate and development policy. This must take place in respect of the three Rio Conventions on Climate Change, Biodiversity and Desertification and of the multilateral environmental agreements, which are important elements in the international framework for sustainable development and green growth. Denmark will make use of targeted interventions to support developing countries in overcoming barriers to international trade and commerce. We will work for greater regional economic integration between developing countries so as to increase their ability to compete on a level playing field and with greater impact on national, regional and global markets.

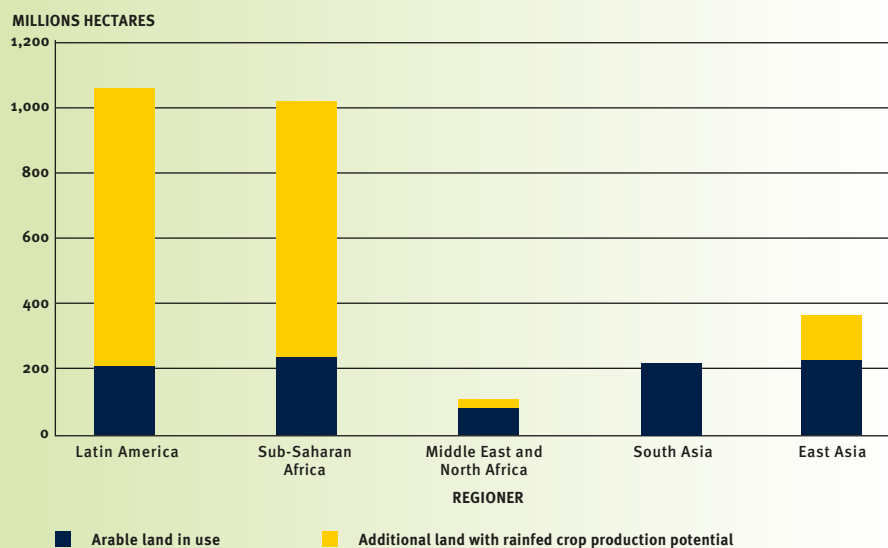
National framework conditions for green growth in developing countries must also be reinforced, and action must be taken to ensure that their national environmental legislation

and international environmental obligations are enforced. A business and investment-friendly climate must be created along with an enabling environment for the participation of the private sector in green growth. This should enhance productivity and trade and make it easier and more economically attractive to make sustainable choices. Denmark will support developing countries in their efforts to simplify the administration of rules and standards so as to ensure they facilitate a smooth and efficient-functioning market and promote sustainable production methods. We will make use of public-private partnerships to enhance cooperation on technological development and on innovative financing models that can act as catalysts for green growth.

Well-functioning ecosystems are crucial for poor people’s livelihoods. Denmark will work for improved framework conditions for responsible management of natural resources that safeguard the collective rights of indigenous peoples. Responsible natural resource management is also key to ensuring food production that is climate-adapted and sustainable.

BACKGROUND

Where is the unused arable land? (Potential for cropland expansion)

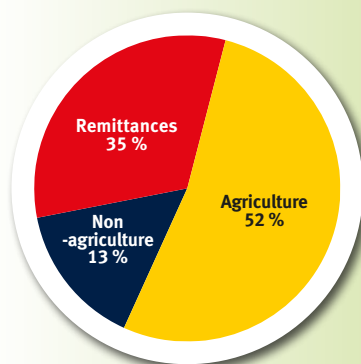


Source: Bruinsma, 2009, FAO: How to Feed the World in 2050

BACKGROUND

Agriculture contributes significantly to poverty reduction

Share of contribution to poverty reduction provided by income in different sectors



Note: Based on data from 25 countries in Africa, Latin America, the Caribbean and Asia in the period from 1980 to 2005.

Source: Cervantes-Godoy and Dewbre, *OECD Food, Agriculture and Fisheries Working Papers*, No. 23

Natural resources come at a price. Exploiting natural resources and harming the environment involves costs, which must be paid. Denmark will work against the use of environmentally harmful subsidies, advocate a price setting on natural resources which encourages their sustainable use and promote the use of environmental services, especially in agriculture and forestry. We will take on our share of the responsibility for implementing relevant decisions of the UN Conference on Sustainable Development, Rio+20. Denmark will also promote the use of global and national sustainability goals and indicators.

SUSTAINABLE FOOD PRODUCTION

Experience shows that growth in the agricultural sector in a number of developing countries has greater impact on economic development, employment and poverty reduction than growth in any other sector, and that lasting poverty reduction requires higher productivity in the many small-scale farms that provide the livelihoods for the majority of poor men and women. Consequently, Denmark will work to turn the agriculture and food production sectors into

drivers of sustainable and inclusive growth which should generate new income opportunities, improve food security and create employment. Women must be ensured equal opportunities in order for them to increasingly contribute to and benefit from agricultural development. The access of vulnerable groups to sufficient and nutritious food must be improved through national systems.

Improved framework conditions and policies for sustainable food production must be established, including those that promote an improvement of quality control systems, financing, processing, transport and marketing, as well as compliance with standards and certification requirements.

A necessary precondition for agricultural development and sustainable production is the creation of stronger linkages between research, education, advisory services, the private sector and markets. Denmark will continue to support interventions aimed at creating added value and quality throughout the production chain “from farm to fork”, and focus on strengthening the weak links in the chain.

CASE

Private sector-led growth in post-conflict area in Uganda

The agricultural sector in Uganda employs about 70 per cent of the population and contributes around 23 per cent of GDP. Through support to cotton growers in the Gulu Agricultural Development Company (GADC), Denmark helps advancing commercial farming and contributing to economic development in a post-conflict area.

Danish support has resulted in the transition to profitable organic farming for more than 7,000 GADC cotton growers; a transition that would otherwise not have been possible. GADC has also assisted farmers with certification of the organic cotton. Subsequently, other organic crops have been included in the cooperation. The Danish business partner, Noir Illuminati II, has acted as buyer and reseller of the organic cotton on the Danish market. Even before

project completion at the end of 2012, good results have been recorded. The income of GADC's organic producers has quadrupled, and the farmers have become a more established and formalised part of the value chain.

Two men transport cotton from the fields to GADC's ginnery. Both the ginnery and the district have experienced high growth after the end of the civil war.



Photo: Todd Shapera

Poor farmers must be linked to processing businesses and have access to new knowledge and technology, sources of finance, training and education in order to raise productivity and create jobs, not least for the young, and outside the agricultural sector as well.

Access to land is vital to the livelihoods of many poor people in developing countries. Therefore strengthening and protecting land and property rights is critical. Steps must be taken to prevent the food production and livelihoods of local populations from being undermined by land lease or sale. For this reason, Denmark will only support sustainable biofuel production.

ENHANCED ACCESS TO ENERGY AND WATER

Denmark will work for enhanced access to energy and water, including for the poorest

and most vulnerable, and promote more efficient and sustainable use of these resources. They are crucial for growth and a critical factor in food production. However, for decades to come, many developing countries will continue to rely on fossil fuels to power their growth. The rise in food production and climate change places further strain on the world's energy and water resources, and significant investments in a more effective utilisation of these resources is required. Access to energy and water is essential for the poor and vulnerable. Denmark will therefore work for solutions that improve the access of poor men and women to, and sustainable use of, energy and water. We will increasingly do so through multilateral initiatives, such as the UN Secretary General's Sustainable Energy for All initiative (SE4ALL), and through bilateral programmes on natural resource management.

SUSTAINABLE ENERGY FOR ALL – SE4ALL

SE4ALL is a global initiative which brings together governments, businesses, investors, civil society and the research community with the triple objective of ensuring universal access to modern energy services, doubling the rate of improvement in energy efficiency, and doubling the share of renewable energy in the global energy mix. Denmark supports SE4ALL through contributions to the UN.

CASE

Green value chains increase income and employment

In Central America, Denmark has supported green and inclusive growth in Guatemala and Honduras through the strengthening of green, export-oriented value chains for poor farmers with a special focus on social and environmental responsibility. The term 'value chain' refers to the entire production chain "from farm to fork", from production to consumer.

The programme has resulted in increased income and employment for more than 10,000 people and enabled poor farmers from the indigenous Mayan to sell certified sustainable products, such as coffee, on international markets.



The women cooperative 4-Pinos in Guatemala, which has been supported in developing green value chains.

Photo: AGEXPORT

INTEGRATED CLIMATE INTERVENTIONS

Climate change will force governments to strengthen the requirements for climate mitigation and climate adaptation across all sectors. Hence, climate interventions will be a significant and integral element of Danish development cooperation, which contributes to green growth, job creation and promotes the introduction of climate-adapted agricultural methods.

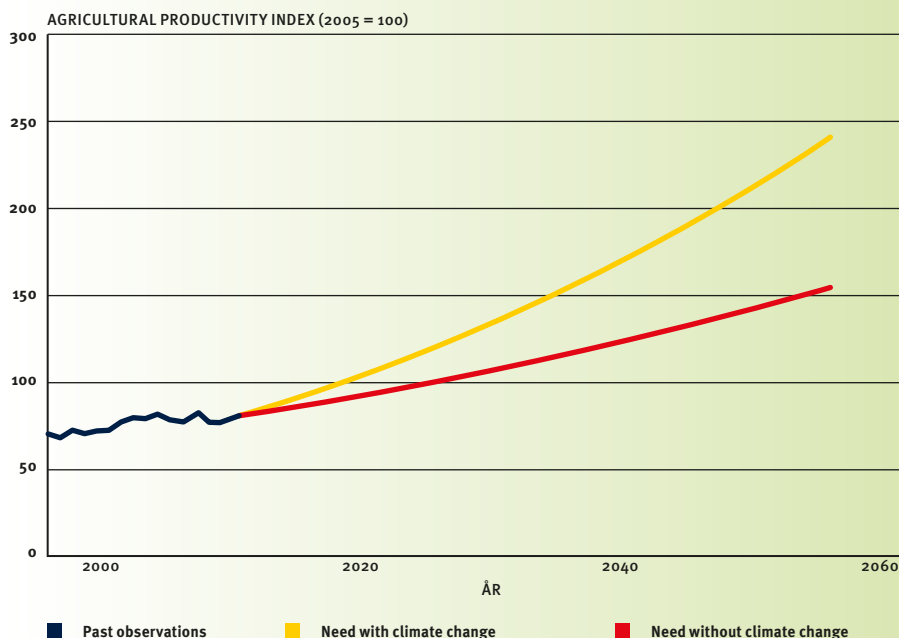
There will be a need for increasing international climate financing, which must be used on climate adaptation in the poorest and most vulnerable countries, and on reducing emissions of greenhouse gasses in the fast-growing economies among developing countries.

This will provide a holistic approach to the issue of climate change, in which adaptation efforts in the poorest countries are complemented by mitigation efforts in emerging economies. Denmark will strive to be among the leading development partners in the area of climate change and work to promote stronger international prioritisation of increased climate finance.

Climate change affects the poor the hardest. Climate adaptation makes a positive contribution to socio-economic development, and Denmark will support the integration of climate adaptation measures into national development strategies. At the same time, we will work to strengthen the capacity of poor and vulnerable groups to adapt, handle risk and withstand the impact of climate-related natural disasters.

BACKGROUND

If we fail to address climate change, we will have to produce even more



Note: the figure shows the growth required annual growth in an agricultural productivity index under two scenarios with and without climate change.

Source: the World Bank, World Development Report 2010.

CASE

Access to clean energy for 5 million people in Nepal

Nepal's mountainous terrain complicates life for the Nepalese and makes it hard to access sufficient energy for cooking and light needed for economic activities. Denmark supports an energy programme in Nepal, which has delivered more efficient stoves in replacement of the traditional, environmentally harmful firewood-fuelled stoves. The programme has also focused on practical energy solutions, such as solar cells, biogas and small hydropower stations adapted to the mountainous countryside. Since the programme was launched, five million people in almost one million households have gained access to clean energy. Apart from the direct environmental benefits, positive side-effects have been registered. Children have improved at school, as they are now able to do homework after dark. Women's health has benefitted from a cleaner indoor environment thanks to the new stoves, which are fuelled by biogas and use less firewood. Furthermore, shops and workshops are able to stay open longer.



In Kathmandu, the capital of Nepal, solar panels are placed on rooftops side by side of small kitchen gardens. This way, city dwellers have access to both clean energy and fresh vegetables.

Photo: Jørgen Schytte

PARTICIPATION AND CONSULTATION

Greener growth will influence the lives and development opportunities of people and business opportunities for companies. Green growth can only be achieved if there is an open and inclusive dialogue between citizens, civil society, the business community and national authorities on how to design green initiatives that are tailored to the local context.

Denmark will work to ensure inclusion and participation of stakeholders in the agricultural sector in political processes that affect them. We will support civil society in their efforts to promote the awareness and involvement of the business community, authorities and politicians in the dialogue on green growth. We will promote advocacy

and the formation of producers' associations in order to also give the poor from rural areas a voice. We will promote the inclusion of women and their equal access to buy and own land and to technology and financial services. In this regard, civil society also plays a crucial role. The potential of information technology for effective dissemination and interaction must be harnessed in this effort.

Denmark will use public-private partnerships and innovative financing modalities as catalysts for green growth through enhanced co-operation on technological development and energy and emission-reduction interventions in developing countries.

The social partners must be engaged in the transition to green growth and help take

care of those who are adversely affected in the process. Improved opportunities for vocational training and education are crucial and Denmark will support vocational training and education according to public and private sector demand.

Interventions aimed at redistributing scarce natural resources and political influence entail considerable scope for conflict. People must therefore have access to information on and participate in decision-making regarding the environment and natural resources. This also entails the establishment of conflict prevention mechanisms and includes access to complaints and appeal mechanisms based on general principles of law.

CASE



Grace M. Nyaa, Managing Director of Kyome Fresh, sells vegetables grown by local Kenyan farmers to COOP Denmark in order for the products to be sold in Danish supermarkets.

Photo: Mikkel Østergaard

Development and business go hand in hand in East Africa

Kenya is a growth hub and gateway to East Africa, which is expected to become one of the fastest growing regions in the world in coming years. The East African Community consists of Kenya, Uganda, Tanzania, Rwanda and Burundi and represents a market of 130 million people, forecast to increase to 300 million by 2050. Danish companies are able to provide solutions to a number of the challenges faced by Kenya and other developing countries in areas such as water, energy and infrastructure. Denmark has therefore opened a Trade Section at its embassy in Nairobi tasked with assisting Danish companies in establishing a foothold in the growing market in East Africa. The Danish embassy in Nairobi offers commercial advice and assesses applications for support under the Danida Business Partnerships. Denmark's longstanding development co-operation with Kenya has laid the foundation for good relations and created a good platform for business opportunities for Danish companies.

6

Social progress

Denmark will:

- Place issues of distribution and human rights in social sectors higher on the agenda in multi-lateral forums and in the political dialogue with developing countries.
- Support the ability of civil society organisations to hold governments accountable for social goals and commitments.
- Ensure transparency, accountability and citizen involvement in decisions on, and monitoring of, social services.
- Be at the forefront of international efforts to promote sexual and reproductive health and rights, and in the fight against HIV/AIDS.
- Increasingly support social sectors in developing countries through budget support and multi-lateral interventions.
- Strengthen efforts for social protection, particularly for poor and vulnerable groups.

Social progress

Many people in developing countries have gained access to social services, such as health, education, water and sanitation. However, in many places equal access for all to social services is far from a reality. People with insufficient access to nutritious food, health and education are kept in poverty and exclusion. Social progress is thus crucial for human development and for enabling people to fight their way out of poverty and marginalisation and to exercise their rights. Furthermore, social progress and economic growth and prosperity are positively interrelated and reinforce development.

IMPROVED SOCIAL SERVICES ON THE AGENDA

In several developing countries, political prioritisation of social services and welfare for poor and vulnerable groups has been too weak. The systems and processes that deliver social services have failed to be sufficiently adapted to people's needs. This has hampered quality and restricted access. Consequently, Denmark will place distribution and human rights in social sectors higher on the agenda, both in multilateral forums and in developing countries, and in this regard place particular emphasis on women and gender equality. Vulnerable groups are already facing severe discrimination in access to social services, and in our efforts to fight HIV/AIDS we will strengthen dialogue with a focus on legislative measures and work against discrimination and stigmatisation.

Denmark will work to enable governments in our priority countries to gradually ensure free and equal access for all to the highest possible standard in education and health, including an education system based on democratic values, active citizenship, gender equality and non-discrimination. To achieve this goal, we will cooperate with authorities, private actors, civil society and international organisations on

strengthening the quality of, and equal access to, social services. Denmark will increasingly provide its contribution to development in social sectors through targeted multilateral interventions and general budget support, as

well as sector budget support. Increased use of budget support will contribute to the implementation of the countries' own development strategies and national priorities, including for the social sectors.

CASE

Multilateral success story in a fragile state – the art of the possible in Afghanistan

The Afghan population has been without access to quality education for decades, and ensuring education has featured highly on the development agenda. Denmark has played a prominent role in the coordination and quality assurance of education sector interventions in cooperation with the Afghan Ministry of Education and has helped pave the way for Afghanistan's active partnership in the Global Partnership for Education (GPE).

Through GPE, coordinated support for better education is strengthened, and this has already produced promising results. The capacity of the Afghan education system has been strengthened both in terms of a new teacher training programme, an improved and updated curriculum, new teaching techniques, measures to strengthen the inclusion of ethnic minorities, and a new wage structure rewarding qualifications. Since 2003, the number of children attending school has also increased significantly.

In Helmand, one of the most conservative provinces of the country, about 30,000 girls now attend school, which is more than double compared to 2007, when the number was 13,000. However, there is still a need to support the education sector in Afghanistan.



Photo: Pernille Ørum Walther

Through its support to GPE, Denmark has supported the construction of this school in Helmand in Afghanistan where the three girls have now gained access to education.

THE GLOBAL PARTNERSHIP FOR EDUCATION

Currently 67 million children are without access to education. The Global Partnership for Education (GPE) is a multilateral partnership between 46 developing countries and more than 30 bilateral, regional, and international development organisations, the private sector and civil society. The GPE is an effective way of supporting efforts of developing countries to achieve national education targets,

which aim at increasing the number of girls and boys that complete education at school and at raising the quality of education. Since 2002, GPE has supported the delivery of good results. In the countries that are supported by the partnership, 19 million children now attend school, 300,000 more teachers have been hired and 12 per cent more children have completed primary education.

We will make more active use of budget support dialogue and our regular dialogue with priority countries to emphasise, among other things, redistribution of public expenditure in favour of stronger national efforts in social sectors. Furthermore, we will measure the outcome and results of budget support in terms of strengthening health and education systems. We will maintain a limited number of bilateral interventions in social sectors, in particular in fragile states, and continue to support efforts of civil society organisations both in health and education.

Several multilateral organisations are strong actors in social sectors due to their long-standing engagement in health and education. Through a stronger multilateral engagement in social sectors, we will contribute to creating synergy, attracting new funding and thereby contributing more effectively to raising both the quantity and quality of social development. Working through the multilateral system we will also help minimise transaction costs for developing countries, through reduction of multiple partners.

FIGHTING FOR SEXUAL AND REPRODUCTIVE HEALTH AND RIGHTS

Denmark is actively fighting the growing political and religious pressure against sexual and reproductive health and rights. This is done, for example, by ensuring that the human rights-based approach to population issues is maintained by the UN and the EU and anchored in future international goals for development, so as to enable young people to have access to sexuality education and contraception and women to gain access to abortion and other relevant health services.

We will promote the integration of a human rights-based approach in the multilateral organisations and support civil society organisations in monitoring and holding the state accountable for social targets and obligations.

RIGHT TO SEXUAL AND REPRODUCTIVE HEALTH

The right to sexual and reproductive health is key to women's ability to take charge of their own lives. Unfortunately, access to such services is a particular challenge for many women, often with grave consequences. Indeed, pregnancy related complications are among the main causes of death and severe injury among women of childbearing age in developing countries. The vast majority could be saved if they had access to quality health services. An improved state of health is a precondition for lasting and sustainable development, and for a better life both for women and men. However, women's sexual and reproductive health and rights are under growing pressure from conservative and religious forces.

Denmark will be at the forefront of international efforts to promote sexual and reproductive health and rights for all. We will contribute to ensuring the right of women and girls to choose when to have children and how many. Population growth results in growing pressure on natural resources, both locally and globally. Through our focus on women's human rights and opportunities, on sexual and reproductive health and rights, including access to effective contraception and safe abortions, Denmark will work for a more sustainable population growth.

CASE

Female genital mutilation – an unacceptable pain

Denmark supports the work of the United Nations Population Fund (UNFPA) in many countries to end female genital mutilation (FGM). Every year three million girls are the victims of FGM in Africa, and about 140 million women live with its adverse health effects. FGM is not only a violation of human rights, but also a severe form of mutilation of girls.

In Senegal, where FGM has been illegal since 1999, UNFPA works to eradicate FGM by 2015, which appears to be on the verge of success. Since 1997, 5,315 communities have decided to abandon the practice. UNFPA's work revolves around information campaigns. Religious leaders receive information on FGM and learn that the practice does not stem from any religious tradition. Pupils are taught about the many negative health effects and how FGM relates to gender roles. UNFPA activities also includes advocacy towards members of parliament on FGM as a violation of children's rights, and on how ending it will save health-related costs, as fewer women will suffer from complications from child birth. UNFPA cooperates closely with local civil society organisations, which are better placed to enter into a dialogue with local communities and families.



Photo: Jørgen Schytte

We will continue our active efforts in the fight against HIV/AIDS, which severely affects women and girls because of disrespect for their human rights as well as lack of information and prevention. At the same time, intolerance, assaults and discrimination against homosexuals hinder effective action against HIV and AIDS.

Sexual and reproductive health and rights cannot be secured without involving men and boys, not least in countries with deeply entrenched traditional gender roles. Sexual and reproductive health and rights is fundamentally about people's right to decide over their own lives and be free from discrimination, coercion and violence.

SOCIAL SAFETY NETS FOR THE MOST VULNERABLE

Social safety nets promote the ability of poor and vulnerable groups to work their way out of poverty and to manage risks and withstand shocks. They also promote the social status and human rights of those who are socially excluded or marginalised. They can contribute to stabilising and stimulating the economy during financial crises and help countries overcome them faster. Social safety nets can also advance gender equality by enabling poor families to send their girls to school and contribute to reducing the number of those that choose early marriage or prostitution in order to cope during economic crisis. At the same time, social safety

nets can protect poor citizens more cost-effectively than food and energy subsidies, or fragmented and uncoordinated programmes.

In our dialogue with governments in our priority countries, we will emphasise the importance of well-targeted, effective and financially sustainable social safety nets, as well as more integrated national social and welfare policies. We will support nationally anchored processes which aim at improving social security and inclusion of the poorest and most vulnerable groups, and work for greater international attention to the development of solid social safety nets, including through co-operation with new development actors.

CASE

Free medical care to the poorest

In 2003, a health reform in Ghana ensured the right to free medical care for the poorest part of the population, for pregnant women and for everyone below 18 and above 70 years of age. This and other reform initiatives in the health sector have produced results. Child mortality decreased from 111 per 1,000 births in 2003 to 74 in 2011. At the same time, the number of children vaccinated against measles increased from 61 per cent in 1998 to 90.2 per cent in 2008. This progress has been achieved with support from Denmark and other development partners, whose sector budget support has contributed to implementing the development plan of the Ministry of Health. In its dialogue with the Ghanaian authorities, Denmark focuses on promoting the access of the most vulnerable groups to basic health services. Similarly, Denmark supports the government's goal to ensure access to health care for all in Ghana.



In Koforidua in Ghana, mothers make use of free medical care to get health checks for their children.

Photo: Jørgen Schytte

7

Stability and protection

Denmark will:

- Strengthen our engagement in conflict prevention with an emphasis on reducing tension, strengthening dialogue and mediation, and promoting human rights, rule of law and protection of civilians.
- Place statebuilding and peacebuilding at the centre of interventions in fragile states through the promotion of legitimate governance and greater social cohesion.
- Strengthen interventions for poverty reduction, social development, growth and job creation in fragile states.
- Work towards better coordinated, more effective, tailor-made and locally-owned interventions in fragile states based on the “comprehensive approach”, including the New Deal for Engagement in Fragile States and the Peacebuilding and Statebuilding Goals.
- Alleviate humanitarian needs and contribute to improved protection of those affected by conflict, crises and disasters while respecting the humanitarian principles of humanity, impartiality, neutrality and independence.
- Strengthen resilience among vulnerable groups as well as efforts for disaster prevention.
- Strengthen cooperation with and among regional and multilateral organisations, in particular the UN, in fragile and conflict-affected states, including operationalising the R2P principles.

Stability and protection

1.5 billion people live in fragile states and areas. Fragility and conflict hamper development and poverty reduction, create or aggravate humanitarian crises, and provide breeding ground for instability and migration. Some states have collapsed and no longer have the capacity to protect their people, while others are incapable of asserting their authority over the factions in society who challenge it. Yet other countries are undergoing unstable transitions from authoritarian regimes to more democratic forms of governance.

Ensuring stability and protection is a major global challenge, which is why Denmark will engage actively and strengthen efforts in fragile and conflict-affected states in the areas of conflict prevention, stabilisation and reconstruction. Bearing in mind that there is a great difference between traditional development cooperation and interventions in fragile states, we will tailor our efforts accordingly. In fragile states, the responsibility of the state is central, yet its fragility requires the assistance of other actors in enabling authorities to perform their duties. Denmark will build on what works in fragile societies and apply the four principles of the human rights-based approach to development – non-discrimination, participation,

transparency and accountability – as drivers of change in fragile states.

The presence of risks is an inherent aspect of working in fragile and conflict-affected areas. We therefore need to improve our ability to manage the risks we face, be open and transparent and communicate openly about the connection between risks and results. We will work with international actors and the countries' own institutions towards shaping a new approach to working in fragile states, based on the willingness to take risks and on an enhanced capacity to collectively manage risks.

PREVENTION AND RESILIENCE

Denmark will contribute to preventing conflict and crises by strengthening the capacity of countries and of regional organisations to prevent conflicts through dialogue and mediation, and through the integration of conflict prevention in our interventions. Stable countries with the ability to withstand conflict are vital for combating poverty, vulnerability, insecurity and human rights violations. It is far more difficult, time-consuming and costly to stop an armed conflict than it is to prevent it. National governments and regions must – just like the international community – improve their ability to intervene at an early stage when a situation is deteriorating and may lead to armed conflict or state collapse. Denmark

will give priority to conflict prevention in those developing countries that are recovering from fragility, yet remain vulnerable to relapse.

Vulnerability can also be caused by acute disasters. Poor people tend to be worst affected by climate change, natural disasters and violent conflict. In an instant, events like these can spoil the fruits of many years of development and destroy people's livelihoods.

Consequently, Denmark will work to strengthen the resilience of vulnerable groups and contribute to enabling local communities to manage risks and withstand shocks, whilst preventing food deficits in times of crisis, including through various social protection schemes.

If we are to prevent disasters, preparedness must be integrated into national development plans and interventions. For each dollar invested in prevention, countries can save four to seven on reconstruction. We will work for stronger national and international disaster preparedness systems capable of mitigating the consequences when disaster strikes. This involves improving infrastructure to resist natural disasters, development of national evacuation plans, maintenance of emergency stock piles and health care emergency planning.

STATEBUILDING, RULE OF LAW AND SOCIAL DEVELOPMENT

In fragile and conflict-affected states, human rights violations can be both a cause and an effect of fragility and conflict. Therefore, the long-term goal of Denmark's interventions in these countries is to promote peaceful, inclusive and legitimate states, fight poverty and strengthen human rights. This should be achieved through efforts to establish security and stability, promote statebuilding and rebuilding of national institutions, and through broader security policy interventions. Statebuilding must be based on democratic values, transparency and inclusion. The objective is a nationally led statebuilding process and the early assumption of responsibility for such efforts by local partners.

BLOG COMMENT

“When we provide support, we must improve our ability to understand and identify local initiatives that do in fact deliver security, stability and development. [...] These include local police forces, schools, water initiatives, peace and reconciliation activities headed by women's groups, religious and traditional leaders, and local business people.”

Christian Balslev-Olesen, consultant, Nordic Consulting Group. Blog at politiken.dk, 13 January 2012.

Local ownership is crucial to ensure lasting results and is a prerequisite for the gradual adjustment of international interventions. Denmark will cooperate with international partners to contribute to building local capacity and tailor interventions to local priorities. This will be done in cooperation with national and local authorities and local communities, and frequently through support to multilateral organisations or civil society. The choice of intervention is based on what works, the extent of local ownership, and where our contribution can add the most value. A basic premise is the willingness to take risks and pilot new interventions.

Denmark will work for broad participation in political processes in fragile states. We will contribute to strengthening civil society and seek to actively involve local stakeholders in order to gradually create the transparency, accountability and cohesion between state and society, which infers legitimacy to political processes and ensures that they serve shared goals. In the longer run, this is the foundation for the promotion and protection of human rights and for democracy. In these efforts we need a civil society with strong local partners and first-hand knowledge of local conditions.

PROTECTION AND R2P

The Responsibility to Protect (R2P) relates to the legal obligation of states to protect populations from genocide, war crimes, ethnic cleansing and crimes against humanity and their incitement. If the state cannot or is unwilling to protect its citizens, it is the responsibility of the international community to do so.

Promoting human rights will be a key factor in selecting Danish interventions, including in our support to integrated justice and security sector interventions. In line with UN Security Council Resolution 1325, we will advocate for women to be involved on par with men in the negotiation of peace agreements and in the immediate peacebuilding process. We will advocate for women's rights and for ensuring their political, economic and social inclusion in subsequent statebuilding and peacebuilding processes. The special needs of women and girls during and after an armed conflict must be met, just as women and girls must be protected against violence, including gender-based violence. Furthermore, impunity for gender-based crimes must be fought. Denmark will support mechanisms which can help societies overcome the massive human rights violations that are typical of conflicts.

An important factor in the legitimacy of the state is the population's perception that its needs are being met. Therefore local and national authorities must achieve the necessary capacity to deliver services, such as clean drinking water, food, education and health, and to create conditions conducive to income generation and employment opportunities. The specific context will determine whether this is best done through local interventions. In fragile or conflict-affected states, millions of people, particularly young men, are currently unemployed. This results in increased crime rates and creates breeding ground for radicalisation, and can in turn lead to violence and terrorism, piracy, destructive conflicts and economic instability. Consequently, Denmark will support interventions in fragile states which promote employment, offer alternatives to violence and conflict, and ensure delivery of social services. We will work actively to ensure that effective multi-lateral instruments capable of underpinning such interventions are in place.

COMPREHENSIVE APPROACH AND INTERNATIONAL COOPERATION

Interventions in fragile states must be flexible and tailored to the local context as well as to the opportunities that exist for exerting influence on the course of developments. We will work for a stronger comprehensive approach to stabilisation, peacebuilding and development interventions. This is key to ensuring effective planning, dialogue, coordination and mobilisation of all instruments and actors in fragile states and conflict-affected areas. Building coherence and synergies with humanitarian efforts should take place in respect of the fundamental humanitarian principles. At the same time, we must also become better at involving the private sector and civil society.

We will work actively to implement the global agreement, "New Deal for Engagement in Fragile States", to ensure that our joint efforts for peace, stability and development in fragile and conflict-affected states are more effective and build on local ownership. Through participation in the International Dialogue on Peacebuilding and Statebuilding, we will

CASE

We must learn from experiences in fragile states

In 2011, the main street of Mogadishu was the frontline in a brutal war. Today, the street has been renovated with Danish support and is a place where locals walk, drive and shop. Denmark has contributed to enabling peace-keeping forces (AMISOM) to expand the safe areas in and around Mogadishu. Denmark has also supported the renovation of one of the city's hospitals. These are examples of fast progress which are improving people's lives.

Denmark is supporting the transitional government in Mogadishu and regional/local initiatives, which lay the foundation for a dynamic process where there is a positive interplay between stability and local development. The complex situation in Somalia requires a comprehensive approach which combines all relevant instruments at hand in the field of foreign, security and development policies in order to achieve fast and noticeable results.



The main street in Mogadishu, Somalia, brimming with life, activity and commerce.

Photo: EU police advisor, Bjarne Askholm, May 2012

strengthen dialogue between national actors, development partners, multilateral organisations and civil society. The aim is to promote comprehensive approaches based on the New Deal's five Peacebuilding and Statebuilding Goals.

Interventions in fragile states demand considerable human and financial resources and require the international community to work closely together. Multilateral and regional organisations, particularly the UN, play a key role in international conflict prevention, peacebuilding and peacekeeping and in post-conflict reconstruction. These organisations are present at country level and have through their mandates the ability to create coherence between security, humanitarian interventions and development. Denmark will support and to a large extent work through relevant regional and multilateral organisations, especially at country level, and will increasingly channel our support through them. Accordingly, we will strengthen our co-operation and dialogue with multilateral and

regional organisations, and ensure coherence between policy development and concrete interventions on the ground. A stronger international division of labour will also enable the necessary prioritisation of Denmark's efforts in fragile states.

THE NEW DEAL

The New Deal for Engagement in Fragile States is a new international approach aimed at making interventions in fragile states more effective. The New Deal is based on the five Peacebuilding and Statebuilding Goals which have been defined by the organisation of fragile states, g7+:

- Legitimate Politics
- Security
- Justice
- Economic Foundations
- Revenues & Services

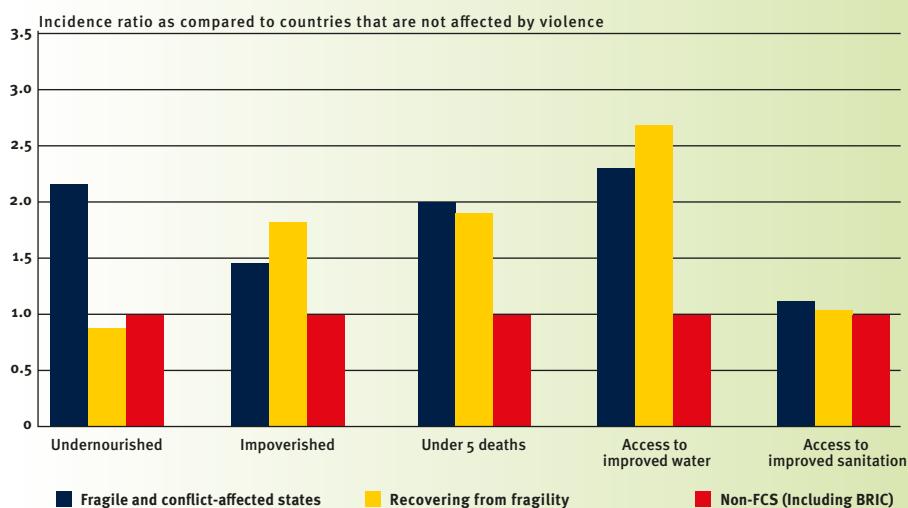
PROTECTING CIVILIANS AND MEETING BASIC NEEDS

In fragile states and conflict-affected areas, the international community often has to undertake the humanitarian tasks of protecting civilians and providing basic services. Denmark's humanitarian efforts aim to protect the most vulnerable, not least refugees and internally displaced people in their region of origin, through improving their living conditions, promoting self-sufficiency, providing them with lasting solutions, assisting the affected local host communities and strengthening the capacity of local authorities to deal with refugees and those seeking asylum. In connection with the latter, coherence between national refugee and asylum policy and regions of origin initiatives should be given appropriate priority. We support a holistic approach to the protection of civilians in fragile and conflict-affected states which is based on local needs and capacity and supports the special coordinating role of the UN in humanitarian situations. The point of departure is our obligations under international humanitarian law and the international refugee and human rights conventions.

We will respect, apply and actively advocate for the humanitarian principles in our dialogue with all relevant stakeholders in complex emergencies. Our humanitarian efforts are not subject to security or foreign policy objectives. To the extent possible, they must contribute to enabling the state and other actors to live up to their responsibility and pave the way for the transition from humanitarian assistance to long-term development. In order to reach this goal, we will to a higher degree support local authorities and civil society organisations, thus building local capacity to continue these efforts. We will work to strengthen the link between our humanitarian efforts and long-term development cooperation and give priority to rapid reconstruction as an integral part of our emergency response.

BACKGROUND

Great need for social services in fragile states



The bars show the incidence of each of the ills associated with unmet MDGs for fragile, conflict-affected and recovering countries in relation to the incidence for all other developing countries.

For example, children in fragile states have twice the risk of being undernourished compared to children in other developing countries.

Source: the World Bank, World Development Report 2011.

CASE

Agricultural programme helped pave the way out of conflict

For 20 years, civil war sent vast parts of the northern Ugandan population fleeing, leaving extensive areas completely deserted. Today, people have returned and will soon be able to fully support themselves in part thanks to Danish support for an agriculture-based social safety net programme.

The local population receive training in farming techniques and have the option of participating in the reconstruction of feeder roads, reforestation efforts and the establishment of market places. As compensation for their work, they receive vouchers which can be used to buy improved seeds, fertilisers and agricultural tools from local vendors. The vouchers serve as a safety net. The results are evident. Increased production, reconstruction of roads and a nascent distribution network have enabled farmers to improve their financial situation. Statistics indicate that the poverty rate in northern Uganda declined from 61 to 46 per cent of the population in the period from 2005 to 2010.



Photo: Jørgen Schytte

The market in Moroto in north-eastern Uganda has resumed trade in beans and maize.

8

Flexible partnerships

Denmark will:

- Maintain a global development engagement and a bilateral engagement based on cooperation with a limited number of priority countries.
- Initiate the establishment of a network of countries which have reached or are on track to reaching the target of providing 0.7 per cent of GNI in development assistance, in a partnership based on common priorities.
- Work actively to strengthen the EU's role in international development cooperation and to increase coherence between EU policies that affect developing countries.
- Cooperate actively with and exert influence on multilateral organisations to ensure that they as far as possible promote our aims, use their mandates effectively and ensure synergy with our bilateral interventions.
- Seek partnerships with new development actors where we have common interests.
- Engage the private sector in efforts for development and poverty reduction.
- Form strategic partnerships with civil society organisations and focus on the delivery of results.

Flexible partnerships

Denmark's international cooperation is based on mutually committing partnerships; partnerships which must be flexible and match the context at hand. We make demands on our partners and expect them to also make demands on us to fulfil our commitments in order to ensure an equal partnership where both sides contribute their part. We will cooperate with those partners who can best further our objectives. They can be found both in the public and private sector, the multilateral system, civil society, among new development partners and global funds and foundations. They are also found among our like-minded development partners, including the Nordic and EU countries, with whom we will continue to maintain a dynamic cooperation on shared goals and priorities. We will bring together those countries which have reached, or are on track to reaching, the target of providing 0.7 per cent of GNI in development assistance, in order to collaborate more closely in areas where our collective voice may give us greater leverage. This includes our common efforts to convince other development partners to fulfil their aid commitments.

THE COUNTRIES WE ENGAGE IN

The countries in which Denmark is engaged differ significantly. Accordingly, we must use a variety of instruments and draw on different competencies depending on the local context, but also be ready to change our approach in individual countries over time. Denmark's development policy is global in scope, but concrete efforts will be focused on the poorest countries, where needs are greatest, where Denmark can best make a difference and where it is in our own interest to do so. The advantages of focusing and of a stronger international division of labour are obvious: we achieve greater results in the countries in which we work; we become a more valuable and effective partner; and transaction costs of the developing countries are reduced when they have fewer and larger development partners.

The main focus of Denmark's development cooperation will continue to be on Africa, where needs are greatest. Even so, our cooperation with African countries is in constant development and is increasingly also political and commercial. In Denmark's cooperation with countries in Asia, the whole range of instruments comes into play: political dialogue as well as commercial and development cooperation. In Latin America, our cooperation is first and foremost political and commercial. At the same time, we will maintain a focused and targeted development engagement with emphasis on human rights and good governance. In the Middle East and North Africa, we will use the Danish-Arab Partnership Programme to continue the targeted support for reform and democratic development. In the European neighbourhood, the Danish Neighbourhood Programme is our vehicle to promote a peaceful and stable Europe with open and democratic societies based on the rule of law, respect for human rights and stable economic development.

The countries where Denmark is engaged in long-term partnerships and with political and financial weight are categorised as priority countries. These are selected on the basis of a political decision and an assessment of the country's development needs, the relevance of the partnership and the opportunity for Denmark to make a difference. Denmark's development cooperation will continue to be based on collaboration with a limited number of priority countries.

Our partnerships must be flexible in order to respond to the challenges. The human rights-based approach to development entails that our partnerships are with both the government and other actors involved in promoting human rights and fighting poverty. In certain more fragile states and situations, a partnership with the government is neither possible nor desirable.

PRINCIPLES FOR ENGAGEMENT IN PRIORITY COUNTRIES

- **Development needs** – are assessed on the basis of a broad understanding of poverty and of the human rights situation in the country, including the political, economic and social development as well as vulnerability and fragility.
- **Relevance** – is assessed in regard to the needs and challenges the country faces, and in regard to broader Danish interests in the engagement.
- **Impact and results** – are assessed on the basis of the opportunities available to Denmark to make a difference and help produce sustainable results. The willingness of the primary actors to change, the demand for Danish competencies, the engagement of other development partners and the opportunities for division of labour will play a role in the assessment.

In such cases, partnerships with non-state or international actors will be the point of departure for our engagement.

THE EU – A KEY ACTOR IN INTERNATIONAL DEVELOPMENT

The EU is founded on shared values of respect for freedom, democracy, equality, rule of law, human rights and peaceful coexistence. This gives the EU a unique possibility to leave a strong footprint on efforts to champion these values. The EU's global presence, its status as the world's largest development actor as well as its wide array of policies and instruments provides the EU with the appropriate instruments in these efforts. However, the EU has so far not gained the influence that the Union could and should have. Therefore, Denmark will work actively to strengthen the EU's role in international development cooperation.

We will aim to influence EU policies that affect developing countries and to advance Danish views and approaches, including the human rights-based approach to development. As an EU member, Denmark can gain influence in countries where we have no presence ourselves. We will work for the concentration of the EU's development cooperation on the poorest countries and for the EU to adapt and take advantage of opportunities arising from the new global framework conditions and changed aid architecture. Denmark will actively promote a stronger division of labour between EU countries and promote joint EU programming of development interventions that are coordinated locally and have developing countries in the lead. This will make the EU's joint efforts more effective and reduce transaction costs for the countries we work with.

COHERENT POLICIES THAT FAVOUR DEVELOPMENT

Development cooperation is only one element in efforts to generate development in the world's poorest countries and regions. Political measures in other areas such as trade, energy, climate, security, migration, taxation, agriculture and fisheries often play a far more important role than development cooperation. Unless a stronger coherence between these policies is ensured, we run the risk of undermining the aim of poverty reduction and sustainable development. Accordingly, Denmark will work for stronger coherence between policies in the many areas that affect developing countries. We will concentrate our effort on the EU, since it is at the EU level, rather than in Denmark, that decisions on policies with the greatest impact on developing countries are taken.

The EU has an ambitious policy in this field. The Treaty of Lisbon emphasises that the EU must take account of development cooperation objectives when implementing policies that may affect developing countries. Denmark will work to translate these ambitions into action. In the area of agriculture, Denmark will work for a reduction in EU agricultural subsidies in a manner that benefits research, innovation and market access for developing countries, thus promoting growth and employment. We will advocate for the EU to create greater transparency in payments made by the extractive and logging industries to governments for the exploitation of natural resources. This would be an important step in

the fight against corruption, misuse of public funds and illegal capital flight. At the same time, we will work to ensure that the external dimension of EU migration policy contributes to economic growth, employment and education in developing countries through improved management of migration.

Both in Denmark, the EU and the OECD there are coordinating mechanisms and forums in place for exchange of experiences on policy coherence for development, which we will make active use of.

STRENGTHENED MULTILATERAL PARTNERSHIPS

Multilateral cooperation, not least in the UN and the international financial institutions, is key to international efforts to promote development, human rights, peace, security, counter-terrorism, a stable global economy and global health, and in order to manage global environmental and climate problems. These are all factors that are vital if our bilateral development cooperation is also to succeed. At the same time, multilateral cooperation and in particular the role of the multilateral system in norm-setting is the natural point of departure for the human rights-based approach to development. Through their universal membership and mandates the UN organisations and the World Bank often have greater legitimacy in many developing countries than bilateral development partners. Such legitimacy is crucial for local ownership and for the global accession to the norms and values that form the backbone of international cooperation. It also makes the multilateral organisations strong players in fragile and conflict-affected states.

We should increasingly make use of this legitimacy and encourage the multilateral organisations, not least the UN, to strengthen their role in the efforts to promote human rights and a human rights-based approach at the country level. In this regard, we should bring into play experience from our bilateral development cooperation.

The diffusion of global power and the establishment of new alliances and forums, such as the G20, challenge the multilateral system. As a small, open country, Denmark has a clear interest in orderly international cooperation, an international legal order and a well-functioning multilateral system. Through multilateral partnerships, especially with the

UN, the World Bank and relevant regional organisations, we must contribute to supporting the multilateral system in order for us to maintain the ability to influence the overall framework for development. The multilateral system provides for unique convening power, access to resources and competencies, as well as opportunities for forging partnerships and alliances with new development actors.

Denmark will strengthen its cooperation with the multilateral organisations and channel more funds through the multilateral system to promote Danish development policy objectives. We will cooperate with those multilateral organisations that are best placed to advance our development policy priorities, and in the fields where the impact of working through the multilateral system is most significant. This is the added value that motivates our multilateral engagement. We will revive Denmark's active multilateralism and continuously assess where Danish development policy objectives and priorities are best promoted through our multilateral cooperation. Annual assessments of our multilateral partnerships, including each organisation's ability to deliver results, must strengthen the focus and coherence in Danish multilateral efforts as well as the interaction between our bilateral and multilateral development cooperation. We will use this in our political dialogue with the organisations and as a basis for determining the modalities for and size of Denmark's contribution. We will pursue a policy of greater core funding of the organisations, but maintain the use of earmarked contributions to strategic and special interventions, for instance in fragile states.

We must simultaneously make better use of the competencies concentrated in multilateral organisations. We will therefore make more strategic use of secondment of staff to the multilateral organisations in order to advance our goals and strengthen our competencies in priority areas.

ACTIVE COOPERATION WITH NEW DEVELOPMENT ACTORS

Denmark will seek partnerships with emerging development actors, both state and private, where there are opportunities and where we have common interests. And indeed there are new opportunities. In 2011, China, India, Brazil and South Africa joined the group of development partners, endorsing the outcome document of the Fourth High Level Forum on Aid Effectiveness held in Busan, South Korea.

We have to take advantage of this new global development partnership to forge partnerships with the new development actors. There is more that unites us than divides us. This will be evident as we reach a shared recognition that global challenges, such as climate change, show no respect for borders. The human rights-based approach to development and the efforts to promote all human rights also provide us with new entry points for cooperation with those among the new actors who ascribe particular significance to economic, social, and cultural rights.

GLOBAL GREEN GROWTH FORUM (3GF)

The 3GF initiative has been established as part of a 'bottom-up' movement and is a unique dialogue forum where new types of public-private partnerships can be developed. The purpose of 3GF is to contribute to and accelerate the transition to a green global economy by highlighting the potential for growth. 3GF has been set up as a global public-private partnership involving participants from the governments of Denmark, South Korea and Mexico, as well as a series of multinational corporations and international organisations.

We will proceed pragmatically, forging partnerships in areas of common interest. This might take the shape of joint interventions demanded by our priority countries, or it may involve more extensive cooperation, such as Denmark's strategic partnership with South Korea, which includes the promotion of the green growth agenda.

ENGAGING THE PRIVATE SECTOR

Partnering with the private sector is an important element in Denmark's development cooperation. This includes cooperation with private companies and foundations, as well as public-private partnerships. Denmark will contribute to creating an enabling environment and opportunities for Danish and international companies to engage in devising solutions capable of creating jobs, fostering growth and reducing poverty in developing countries, including in fragile states. We will work to promote efficient labour markets based on active involvement of the social partners.

We will support initiatives, instruments and advisory services capable of stimulating investment and partnerships between companies and national actors in developing countries, and between governments, civil society and local companies. In Denmark we will support initiatives and organisations which promote knowledge and dialogue among producers and consumers about socially responsible trade.

The Danish business instruments, Danida Business, facilitates effective, responsible and results-oriented investments and partnerships between Danish and local companies, pursuing improvements in line with international principles and guidelines for responsible corporate conduct. These investments and partnerships should contribute to fighting poverty and building an inclusive and green economy. This encompasses responsible conduct in regard to climate and environment, use of natural resources, human rights, workers' rights, occupational safety and health and the fight against corruption.

There is also growing interest among Danish and international investors in engaging in responsible investments in emerging markets. We will work systematically to mobilise private capital and innovative financing in order to strengthen development, including through the use of guarantee schemes and other types of risk transference.

Denmark will seek to engage development banks and funds in public-private cooperation that can benefit developing countries. This can pave the way for financing where commercial financing is unavailable.

Such public-private cooperation can also reinforce bilateral interventions aimed at improving the investment climate and framework conditions for the private sector.

ACTIVE PARTNERSHIP WITH CIVIL SOCIETY ORGANISATIONS

We work for and support a vibrant and diversified civil society in developing countries through partnerships with civil society organisations and international and local organisations and movements. Civil society contributes significantly to sustaining public support for and engagement in development cooperation, both in Denmark and in developing countries. We require transparency, participation, cooperation and results from our partners. We will strengthen our partnerships with civil society organisations and make them more strategic and effective in order to promote civil societies that are legitimate, diversified and human rights-based. We will make greater use of framework agreements with Danish civil society organisations with a view to making our partnerships more strategic and strengthening results-based management. We will give priority to cooperation with those civil society organisations whose work matches our strategic emphasis on advocacy, capacity development and popular participation, as well as with those most capable of delivering results. We will continue to support small and medium-sized civil society organisations. We will increasingly do so through direct support to civil society organisations in developing countries. In our cooperation with humanitarian organisations, we will increasingly require compliance with standards for humanitarian accountability and financial and administrative capacity.

DANIDA BUSINESS: INCREASED GROWTH THROUGH COOPERATION

Danida Business Finance funds major infrastructure projects which cannot be financed on market terms. This is done by offering interest-free loans, where interest and other financial costs are covered by development funds. The programme facilitates investment in crucial infrastructure, such as energy supply, and aims to contribute to creating a more enabling environment for sustainable growth and employment. Funding of climate-friendly and cleaner technology is a future priority.

Danida Business Partnerships aims to improve poor people's working and living conditions as well as strengthen competitiveness of local companies. This takes place through support to the establishment and development of partnerships with commercial prospects. Support is dependent on the creation of decent jobs and special measures of corporate social responsibility in line with UN principles on responsible corporate conduct. Particular priority is given to green technology and contributions towards improved food supply security.

9

Results and effectiveness

Denmark will:

- Ensure that our development cooperation is based on the aid effectiveness principles of ownership, harmonisation, alignment, results and mutual accountability.
- Make greater use of budget support to promote ownership and mutual accountability.
- Increase openness and transparency in the administration of Danish development cooperation, both at home and abroad.
- Strengthen documentation, evaluation and effective communication of results in our development cooperation.
- Strengthen our efforts to inform about conditions in developing countries, global challenges and Danish development cooperation.

Results and effectiveness

Denmark will strive to make its development cooperation more effective and focused in order to improve its ability to deliver results. The aid effectiveness principles constitute the framework for how we implement our development cooperation. Accordingly, Denmark's development cooperation will build upon and strengthen the practical application of the aid effectiveness principles of ownership, alignment, harmonisation, results and mutual accountability.

The world is changing rapidly. For the strategy to continue to provide the best possible platform for actual implementation of Danish development cooperation, it will, to the extent necessary, be supplemented by sub-strategies and policies in relevant areas. A number of existing policies and sub-strategies will remain applicable, and we will on an on-going basis assess the need for developing new policies or for revising existing ones.

LOCALLY ANCHORED AND DEMOCRATICALLY OWNED

Denmark's development cooperation must be anchored locally and build on democratic ownership. Taking ownership seriously means that we, to the greatest extent possible, will support developing countries' own development strategies and strengthen country systems by using them in our development cooperation. This way we support governments in taking charge of their countries' development. It also entails more systematic efforts to involve parliaments, civil society and the private sector in our cooperation with priority countries in order to contribute to building the necessary accountability between state and society.

We will increase the use of general budget support based on clear criteria. Budget support must be a mutual contract on good governance and development that is based on national development strategies, and which is founded on a partnership with our priority countries. We will strive to establish close cooperation with other development partners, particularly in the EU. The objective is to build and consolidate democracy, promote sustainable and inclusive economic growth, and fight poverty. Through budget support, we promote the accountability of governments towards their citizens and strengthen democratic checks and balances. Good governance with respect for human rights and democracy, transparent and accountable management of public funds, active efforts against corruption, and the will to implement an effective poverty reduction strategy will remain among the key criteria for the provision of budget support.

As an element in the contract on budget support, we will pursue constructive and critical dialogue concerning both public revenue and expenditure, including the mobilisation of tax revenue and the priority given to social sectors. Issues such as income distribution policy and fulfilment of human rights will be central in this dialogue. Budget support is not a blank cheque, but an agreement to promote a number of political goals. We will emphasise the need to strengthen the role of parliaments to enable them to exercise the necessary oversight of government spending. When we provide budget support, we will also support mechanisms that enable citizens to hold their government to account for results and public spending.

TRANSPARENCY AND OPENNESS ARE CORE VALUES

Openness and transparency are core values in Denmark's development cooperation. We will ensure greater transparency in the administration of our development cooperation, both at home and abroad, making it a more integral part of all procedures. Citizens in our priority countries should be able to draw attention to unintended adverse consequences of our development cooperation and be able to file complaints. We will lead by example through transparency about fraud and misuse and publish information about concrete corruption cases and how they are handled. At the same time, we will ensure direct access to filing complaints about corruption and fraud in Denmark's development cooperation.

FOCUS ON RESULTS AND RISK MANAGEMENT

The strategy's visions must be translated into practice and deliver results that can be documented. We will enhance our ability to report on the results of Denmark's development cooperation and make use of independent evaluations as an important source of documentation of results and of knowledge on how development cooperation can be improved.

We are willing to take the risks required to obtain results, for instance by aligning to developing countries' own systems. We will map out the risks and make clear how we intend to manage them. We will also promote the development of joint approaches to risk assessment and risk management together with like-minded partners. Where we withdraw from a sector in one of our priority countries, we will ensure that the phase-out is carefully planned

in close cooperation with local partners and that the process aims at consolidating results and ensuring a sustainable transition.

COMMUNICATION ON POVERTY AND DEVELOPMENT

Communication and information to the public on conditions in developing countries and on our development cooperation must be strengthened and made more targeted, so as to better explain what development cooperation is about and the results it helps achieve. Denmark's development cooperation is based on public support for Denmark to take on a global responsibility. It is therefore important that Danes have knowledge and understanding of conditions in developing countries, global challenges and Danish development cooperation. Danish civil society organisations and Danish companies engaged in developing countries play an important role in the efforts to communicate such information.

In our communication on development cooperation, we will emphasise our contribution to the total impact of development efforts. Communication should enhance understanding of conditions in developing countries and of Denmark's development cooperation, helping to bring these distant realities closer, while making the unfamiliar and complex understandable. Our cultural cooperation with developing countries also provides scope for engaging citizens, not least children and youth both in Denmark and in our priority countries. We will make use of public diplomacy to increase knowledge of Danish development cooperation, its results and significance. Denmark's development cooperation is something we can all be proud of.

CULTURAL DIVERSITY MAKES FOR A RICH AND MULTI-FACETED WORLD

A dynamic cultural life is a central element in an independent civil society. Art and culture give rise to critical reflections and engagement and is an important part of the development of modern, democratic societies.

At country level, Denmark supports culture through programmes and cooperation with Danish artists and cultural institutions. In Ghana this takes place through cooperation with a number of Ghanaian artists, who work to draw attention to their country's environmental problems. Through Denmark's cultural programme in Afghanistan, various projects bring together Danish and Afghan artists and cultural institutions in order to strengthen and inspire development, understanding and tolerance.

The Right to a Better Life

Strategy for Denmark's Development Cooperation

2011/12:21

Publisher

Ministry of Foreign Affairs of Denmark
Asiatisk Plads 2
DK-1448 Copenhagen K

Tel: (+45) 33 92 00 00
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Email: um@um.dk
www.um.dk

ISBN (print version)

978-87-92727-87-9

ISBN (internet version)

978-87-92727-88-6

Cover design

e-Types & India

Graphic design and templates

Advice A/S

Photography

Human rights and democracy: Jørgen Schytte/Scanpix Denmark
Green growth: AGEXPORT
Social progress: Mike Kollöffel/Scanpix Denmark
Stability and protection: Jørgen Schytte/Scanpix Denmark

Print

Rosendahls Schultz Grafisk a/s

Web

This publication can be ordered and obtained at
www.stm.dk and www.danida-publikationer.dk

The Right to a Better Life

Strategy for Denmark's Development Cooperation

Denmark's development cooperation aims to fight poverty and promote human rights.

Economic growth is a condition for lasting poverty reduction and a central element in this strategy. Growth must be green and promote social progress, in order to improve the living conditions of poor people.

Everyone has the right to a life with equal opportunities. This is why human rights form the backbone of the strategy and serve as a guiding principle in the design of concrete interventions.

Denmark's development cooperation must be dynamic and adjusted to the local context in partnership with priority countries, international actors, the private sector and civil society organisations.

There will be emphasis on local ownership, results and transparency in the management of Denmark's development intervention.

Denmark's development policy is global in scope, but concrete efforts will be focused on the poorest countries, where needs are greatest and where Denmark can best make a difference.

Denmark will concentrate its development cooperation on four strategic priority areas:

- Human rights and democracy
- Green growth
- Social progress
- Stability and protection