



**MINISTRY OF FOREIGN AFFAIRS  
OF DENMARK**  
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**HOW-TO NOTE FOR IMPLEMENTATION OF “THE WORLD WE SHARE”  
SOCIAL SECTORS AND SOCIAL SAFETY NETS**

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**Ministry of Foreign Affairs of Denmark**

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This note is one of 12 notes developed by the Ministry of Foreign Affairs of Denmark to ensure the implementation of the strategy for development cooperation “The World We Share”

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# How-to note for implementation of “The World We Share”

## Social sectors and social safety nets

### 1. Purpose of the note

This note aims to provide specific guidelines on how to implement Denmark’s strategy for development cooperation “The World We Share”, the Government’s Priorities for Danish Development Cooperation 2021-2025 and the four-year plans. The two overall purposes of the note are:

- **To create consistency** between strategy, policy, planning and budgeting as a shared framework of reference for the implementation of “The World We Share” and its objectives.
- **To set the framework** for prioritising, selecting and deselecting in adherence to the principles of *Doing Development Differently*, which call for taking a holistic and adaptive approach.

The main target group for this note is employees at the Danish Ministry of Foreign Affairs responsible for implementing “The World We Share”. Furthermore, it may serve to inform external partners. The note will be available on the Aid Management Guidelines site as an internal guidance document. Specifically, the note is intended as a reference document in programming (including in Programme Committee meetings and on the Council for Development Policy (UPR), as well as in the monitoring (e.g. in appraisals and reviews), in the dialogue with partners, and in the work with international norms and standards.

In principle, the note will remain valid for the duration of “The World We Share”, and will be revised as required in response to changing contexts and priorities. The political priorities in the Finance Act will always have primacy to this note. The note complements the other thematic How-to-Notes and should therefore be read together with the other notes.

### 2. Strategic background and definitions

Social sectors and social safety nets play an important role in fighting poverty and inequality, as well as in preventing conflict and displacement by creating hope and opportunities for the individual. Social sectors encompass, among others, health and education, both of which are crucial vehicles for fighting poverty and inequality. Both health and education are about people’s access to resources in a wider sense, and are prerequisites for their exercise of human rights, political participation and contribution to economic growth. Denmark will make a special effort to secure equality and work for equal access to health and education of women and girls, marginalised groups, children and young people. Precisely these groups tend to be cut off from access to social sectors. In particular, Denmark considers access to sexual

and reproductive health and rights to be a priority challenge. Denmark will also contribute to establishing social safety nets, which can be critical for those who are most vulnerable and furthest from having their needs and rights fulfilled. They may be affected by, for instance, structural inequalities in society or by crises, such as flooding, drought and other climate-change-related consequences.

### **Objectives in "The World We Share"**

- Ensure access to healthcare services and quality education in fragile countries and regions of origin, with particular focus on marginalised groups and women, children and young people.
- Protect the weakest and most vulnerable people, including refugees and displaced people, including through supporting the establishment of a social safety net.
- Work for greater food security and access to water, which is an increasing challenge in fragile countries and regions.

The objectives in "The World We Share" seek to contribute towards the UN Sustainable Development Goals (SDGs). This note addresses the following in particular: SDG 1: No poverty, SDG 3: Good health and well-being, SDG 4: Quality Education, SDG 5: Gender equality, SDG 10: Less inequality, and SDG 17: Partnerships for the goals.

Denmark will prioritise the following sectors and thematic interventions in development cooperation and humanitarian crises, as well as in fragile countries and their regions.

Access to health is a right that has to do with people's physical, mental and social well-being. This calls for healthcare being available, free of prejudice (e.g. against LGBT+) and affordable. Interventions must also reduce inequality and foster other rights. In poor and fragile countries, the Covid-19 pandemic has put already weak health systems under further stress. This has undermined the life opportunities of millions of people, especially those from vulnerable and marginalised groups, whose access to basic healthcare, water, hygiene and sanitation has deteriorated.

Sexual and reproductive health and rights (SRHR) is about the right to decide over one's own body. One aspect at the heart of this is comprehensive sexuality education, modern forms of contraception, and access to safe abortion. SRHR is not only about girls and women. Men and boys also have such rights and play an important role in securing SRHR access for all. For instance, steps should be taken to include men, boys and LGBT+ persons in comprehensive sexuality education and access to contraception.

Access to education and particularly the right to quality education is both a goal in itself and a mean of creating a richer, less unequal society. Education gives people better opportunities to participate meaningfully in political affairs and contribute to the development of society, for instance by starting up a business. Education features in "The World We Share" as a foundation for rights, gender equality and poverty reduction in fragile countries and regions of origin. Furthermore, education is essential to

achieve Danish objectives on human rights, democracy and the SRHR agenda. This note refers to primary and secondary education, not tertiary.

Social safety nets are schemes that boost resilience and help people cope with adversity. It may be the securing of minimal financial resources (e.g. cash handouts), nutrition programmes and food aid (delivered in kind), social pensions, job creation schemes, etc. The principle of *leaving no-one behind* (LNOB) is at the core of social safety nets.

### 3. Scope, modalities and approach

#### Health

Based on SDG 3, Denmark's global health profile will keep focusing on universal health coverage and long-term prevention efforts that contribute to healthy living, support the strengthening of health systems and prevent health crises. Denmark sees strong health systems and primary healthcare as a prerequisite for achieving results in the rest of the health field. Denmark's health interventions will continue to emphasise sexual and reproductive health and rights, which are further discussed below.

The Covid-19 pandemic is the worst global health crisis in our times. It has highlighted how protecting the health of the individual is a global matter that calls for greater global cooperation and a stronger focus on the One Health approach (combining human health, veterinary health and environment). Wider and equal access to Covid-19 vaccines through COVAX will remain a priority in keeping within the global vaccine agenda. Likewise, managing the secondary effects of the pandemic will be a Danish priority in the implementation of bilateral and multilateral grants and in relevant fora.

***Denmark will also take part in efforts to strengthen health security and pandemic preparedness*** at the local, national and global level alongside likeminded and multilateral partners with a view to preventing and dealing with the outbreak of emerging infectious diseases and other health crises, including through a One Health approach. Moreover, Denmark will also assess opportunities to assist by means of health care assistance in crisis situations.

***Denmark's support for global health will primarily be channelled through multilateral and international organisations***, which have specialist expertise and vast geographical reach, such as the World Health Organization (WHO), UNAIDS, the Global Fund to Fight AIDS, Tuberculosis and Malaria, the Global Vaccine Alliance (GAVI), UNFPA, WFP, UNICEF and the World Bank. These organisations' work reflects Danish priorities in the field of global health. Denmark will also support civil-society organisations like Caritas, Red Cross etc. in their health interventions.

In addition, minor strategic contributions will be given to organisations involved in particularly vital areas, such as vaccine development.

***Denmark will contribute to policy development and seek strategic influence*** in order to pursue Danish priorities via engagement in the governing bodies of our multilateral partner organisations and

humanitarian organisations, such as boards, ‘groups of friends’ for shared areas of interest, multilateral meetings and under the aegis of government-to-government cooperation. This work is informed by how-to notes, organisational strategies, framework instructions and strategic partnership agreements.

Denmark’s holistic approach must also apply to fragile contexts. Interventions must be sustainable, scalable and systemic. To the extent possible, they are carried out in cooperation with national health authorities and local partners without building parallel structures.

***Denmark will contribute to health security through the EU and globally by means of a strengthened, reformed and streamlined WHO*** and promote implementation and compliance with the International Health Regulations (IHR), as well as the establishment of a global pandemic treaty. Furthermore, our financial support to WHO will focus particularly on prevention and management of non-contagious diseases (NCDs).

The Ministry of Foreign Affairs will join forces with the Ministry of Health, the Ministry of Food, Agriculture and Fisheries and other relevant ministries to prevent antimicrobial resistance (AMR), including by taking a One Health approach and through multilateral cooperation, government-to-government cooperation and the International Centre for Antimicrobial Resistance Solutions (ICARS).

Climate change, permanent pressure on nature, and population growth have significant impacts on health, water supply and food production. Poorer access to water, sanitation and hygiene increases the risk of disease and poses a problem to access high-quality basic healthcare, which may exacerbate existing health challenges and inequalities. This is particularly the case in cities where the public health is threatened by water pollution, wastewater, as well as poor air quality and inadequate food distribution. Denmark will prioritise access to clean water, sanitation and hygiene (WASH), particularly in areas with high population growth and major climate and humanitarian challenges. The overall outcome of WASH projects will often be improved health and access to social sectors. To ensure sustainable climate-resilient solutions, climate concerns need to be integrated into health systems and sanitation facilities, and to be considered more widely in WASH interventions. This is elaborated upon in the how-to note on climate adaptation, nature and environment.

***Denmark will have a couple of bilateral health programmes***, namely in Kenya and Tanzania. The one in Tanzania is being phased out, but will, over the next two years, continue to contribute significantly to building a more resilient health system and to strengthening primary healthcare, especially maternal and child health. Experiences and learning from bilateral programmes are fed into Denmark’s engagement in multilateral forums and other relevant contexts. No more bilateral health programmes will be added, but Denmark will support civil-society organisations such as Caritas, Red Cross, etc. in their health interventions.

***Denmark will continue to prioritise selected HIV/AIDS interventions.*** Despite massive progress, developing countries continue to be affected by HIV/AIDS. Among Denmark’s continued contributions are those for the Global Fund to Fight AIDS, Tuberculosis and Malaria and for UNAIDS. Moreover, Denmark will prioritise prevention and access for people living with HIV and AIDS in SRHR

interventions through contributions to partner organisations involved in promoting SRHR. The goal is to reach the most marginalised target groups in keeping with the LNOB principle.

***Denmark considers mental health and psychosocial work as a cross-cutting issue in humanitarian interventions and in education.*** Alongside strategic partners in civil society, the UN and multilateral organisations (UNICEF, UNFPA, Education Cannot Wait (ECW) and UNHCR), Denmark will work to promote this agenda in the political arena and through specific support. Emphasis is placed on healthcare services, including psychosocial assistance, forming part of holistic preparedness and response to sexual and gender-based violence in humanitarian crises, which should be available from the earliest stages of a humanitarian crisis response. This is also highlighted during the Danish chairmanship of the Call to Action on Protection Against Gender-Based Violence in Emergencies 2021-22.

***Other partnerships – including private foundations and civil society.*** New partnerships with private companies and foundations, such as the Novo Nordisk Foundation, and with global programmes in the health sector will be prioritised in order to benefit from their competencies and knowledge in fields that Denmark wishes to advance. Moreover, they can help finance areas that are particularly synergetic with Danish interventions. For instance, the Novo Nordisk Foundation has embarked on a project in the health sector in Kenya, which is closely coordinated with official Danish health work in the country.

Partnerships with civil society continue to be prioritised, because civil-society organisations frequently have access to communities and familiarity with the local context. Moreover, they can ensure the continuity of health interventions when the state is unable to cover the needs. In addition, we will continue to engage in government-to-government cooperation aimed at improving framework conditions and developing capacity in the health sector.

Moreover, in order to strengthen Danish influence, the Ministry of Foreign Affairs will continue to cooperate with the Ministry of Health and the corresponding authorities on Danish health-policy priorities, government-to-government undertakings, WHO etc.

***In the normative track, Denmark will prioritise work within the WHO,*** which plays a key role in the global health agenda. Denmark will work for the WHO's continued leadership position within the global health architecture, including to promote the organisation's six building blocks and achieve *the* Triple Billion Target<sup>1</sup>. This note may also serve to substantiate Danish positioning in board work in cooperation with the Ministry of Health.

***Synergy across humanitarian, development and peace interventions.*** Health is a cross-cutting issue in humanitarian, development and peace interventions (the HDP nexus). Health work is often included

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<sup>1</sup> [The Triple Billion target \(who.int\)](https://www.who.int/news-room/fact-sheets/detail/triple-billion-target) – One billion more people benefitting from universal health coverage, one billion more people better protected from health emergencies, and one billion more people enjoying better health and well-being by 2023.

under all three intervention headings in the most fragile contexts. It requires consistency and coordination to secure sustainable health interventions. For instance, support is provided to the same health centre in north-eastern Syria with funding from humanitarian, development, as well as peace interventions. This calls for strong coordination. Another example is cash-based assistance in Sahel, where money is disbursed to those who are most vulnerable to climate change by means of social safety nets. To the extent possible, this takes place through the local authorities, although, for example, nutrition programmes serve to deliver specifically to areas that are beyond the reach of the authorities. A host of Danish civil-society organisations address Danish priorities in primary health, both within long-term development aid and in humanitarian crises. Among the examples are the Red Cross both in Denmark and internationally (ICRC), DanChurchAid and the Novo Nordisk Foundation. They have the expertise in securing access to basic healthcare, water, hygiene and sanitation, prevention of non-contagious diseases, promotion of SRHR, food security and nutrition.

Moreover, in Jordan, Denmark supports an intervention in an area affected by refugee streams, through the Jordan Health Fund for Refugees, which subsidises Jordanian-supplied healthcare services for refugees, and supports capacity building of the public health system. Thus, a humanitarian-crisis intervention has been linked to capacity building of the Jordanian healthcare sector. This intervention also contributes to boosting social cohesion and stability, since improvements in the health system are important for the popular acceptance of Jordan hosting vast numbers of refugees.

***Institutional capacity development of partners and good governance.*** Support for capacity development of national institutions and systems is provided through Denmark's contributions to multilateral organisations, bilateral programmes and government-to-government cooperation. The WHO and the World Bank support national health authorities' capacity development and building of knowledge and competencies regarding health. Denmark will work for multilateral organisations and particularly the UN setting greater store on building and developing capacity within national health systems. Denmark also supports this bilaterally through, for instance, government-to-government cooperation in Brazil and in the bilateral programmes in Kenya and Tanzania.

### **3.2 Sexual and reproductive health and rights**

Denmark will maintain its strong support for sexual and reproductive health and rights with a special emphasis on girls and women, in addition to promoting the wider gender-equality agenda, as covered in the note on human rights and democracy. Denmark will carry on working in a programmatic as well as a normative track in pursuit of gender equality and SRHR. Interventions will particularly revolve around bodily autonomy, access to comprehensive sexuality education and counselling, contraception, safe abortion and protection against sexual and gender-based violence, including child marriage. In programmes and partnerships at the country level, SRHR work needs to navigate strategically around political, religious and value-based differences to arrive at a progressive approach to a subject that is sensitive in some contexts.

The most marginalised and vulnerable groups championed by Danish efforts include LGBT+ persons, who are an important target group in our SRHR interventions. We support LGBT+ persons' equal access



to the services that we fund through our partners, insisting that their sexual and reproductive health and rights must also be promoted. Through our dialogue with multilateral and international organisations, we wish to ensure that LGBT+ persons' rights are considered in their interventions and that they feature as a disaggregated target group so as to enable results measurement.

***Denmark will continue to support SRHR interventions through the bilateral country programmes, as we are already doing in countries like Uganda, Tanzania, Burkina Faso and Kenya,*** where this takes place through, for instance, support for health systems or civil-society organisations that focus on SRHR at the local level. Moreover, we will cooperate with Danish civil-society organisations on their SRHR interventions in relevant countries, e.g. the Uganda programme of the Danish Family Planning Association (*Sex og Samfund*).

***Denmark will primarily pursue the SRHR agenda through support for multilateral organisations, including the UNFPA, as well as major global civil-society partners*** with a leading role in terms of services, advocacy, knowledge and research in this field. It will also remain a priority to partner up with Danish civil society with expertise in this area, such as the Danish Family Planning Association. This wide selection of partners is intended to achieve tangible results in the countries, strengthening of national and local institutions, as well as international advocacy. We will work to boost the capacity of national authorities and promote better legislation in this field in accordance with human rights. At the same time, we will seek to secure access to services for the most marginalised and vulnerable groups. Through our partners, local actors are supported, such as women's organisations, youth networks and other civil-society groups that provide SRHR services or work to bring about a change in social norms, which is the long haul required to advance gender equality, address discrimination and fundamental inequalities, as well as to enhance SRHR. This endeavour calls for involving men and boys too.

***In the normative track, Denmark will play a highly active role and conduct advocacy for the rights of girls and women in international negotiations and in our bilateral policy dialogue.*** Specifically, this will occur at the UN General Assembly, the UN Human Rights Council, the UN Commission on the Status of Women, the UN Commission on Population and Development, and when negotiating the conclusions of the European Council. We will forge alliances with like-minded countries to reinforce our position. Furthermore, Denmark will address gender equality and SRHR in the bilateral policy dialogue with partner countries. We will draw on our partnerships in negotiations so as to build our argumentation on the basis of practical knowledge gained in the field as to what SRHR services and rights are in highest demand in developing countries, and which population groups have particular needs to be met in the contexts at hand. We also wish to ensure that partner organisations and their target groups have a voice in the international arena.

Denmark will engage in multilateral initiatives where there is scope for making our special Danish mark and highlighting the Danish commitment to gender equality, as, for example, in the migration intervention 'Future Refugee Response' (*Fremtidens Flytningerespons*), Denmark's national action plan for implementation of Security Council Resolution 1325 on Women, Peace and Security, the Danish chairmanship in 2021-22 of the Call to Action on Protection From Gender-based Violence in

Emergencies, and the SRHR Action Coalition under the aegis of Beijing +25 and Generation Equality Forum, as well as follow-up to these processes.

***Denmark wishes to contribute to institutional capacity building, particularly of local and national partners, by means of support channelled through the international civil society, among other ways.*** Capacity building of national institutions and systems is supported through Denmark's contributions to multilateral and international organisations as well as bilateral programmes. Denmark will work for multilateral organisations and particularly the UN focusing more on building national health systems and national capacity. Discrimination and pressure from conservative forces pose barriers to women's and girls' access to necessary health services, including those of SRHR. We will pay particular attention to such aspects in our programming and in our dialogue with partners, and hence connect this issue to the four principles of our rights-based approach, which are accountability in administration, non-discrimination, transparency and participation. Moreover, our partners are selected based on an analysis of the aforementioned aspects in the context at hand.

***Other partners.*** In Danish politics, the SRHR agenda has wide cross-party support. This consensus will be used by Denmark in our efforts to promote SRHR. The cross-party SRHR network in the Folketing (Danish parliament) is seen as a strategic partner, especially for the purposes of advocacy.

### **3.3 Education**

Based on SDG 4, Denmark will foster an egalitarian and inclusive approach to quality education. This encompasses gender equality in and through education, and particularly girls' access to education. We will focus on funding and interventions reaching the most fragile and conflict-affected countries, as well as the most vulnerable and marginalised groups. This how-to note concerns primary and secondary, but *not* tertiary education.

***In the field of education, support will primarily be channelled through multilateral partnerships and global foundations*** that have specialist expertise and wide geographical coverage, including the Global Partnership for Education (GPE), Education Cannot Wait, and UNICEF. We will continue to work actively for Danish priorities on the governing bodies for education within GPE, ECW and UNICEF. We do this, for instance, by making sure that budgeting decisions for the educational funds primarily benefit low-income countries, that gender analysis and gender-equality efforts are included as a prerequisite for funding, and that the spending of allocated resources concentrates on reaching the most fragile and conflict-affected countries, as well as the most vulnerable and marginalised groups. Moreover, Denmark works for cooperation across sectors and partnerships to cement the HDP nexus and to ensure cooperation between relevant sectors, such as health, education and protection. An example of how to go about this is to enhance coordination and cooperation between the ECW and GPE, as the former primarily operates in humanitarian contexts and the latter is mainly involved in development and systems strengthening.

***The Danish efforts will primarily be handled from Copenhagen through work in governing bodies, but*** to the extent resources allow, Danish embassies may become engaged in support for

education in high-priority country contexts. This can be, for instance, through the GPE's local education platforms and the preparation of ECW multiyear plans, which enable direct promotion of Danish priorities regarding quality education, girls' access to education and integration of refugees into national education systems.

Moreover, in keeping with the Doing Development Differently philosophy and in order to create a more active Danish multilateralism, a contact group will be set up for each multilateral agency with the participation of relevant Danish embassies. Each contact groups must help monitor the multilateral partner's engagements in the countries concerned. There are no current plans for bilateral interventions in education.

***EU cooperation on education*** takes place through meetings of the member states' education experts as well as coordination within global education funds in order to improve the aid architecture in the field of education. Denmark will not take the lead in EU cooperation on education, but participate in coordination and promotion of shared values, including through the NDICI. Denmark also backs the EU's Team Europe approach to education.

***In the normative track, Denmark emphasises a holistic approach to education.*** This includes teaching about rights and democracy, prevention of all forms of violence, psychosocial support, as well as a transformative<sup>2</sup> approach to gender equality in and through education. Other crucial principles for Danish work on the boards of global education funds is good governance, accountable decision-making processes, as well as cooperation with other donors and across partnerships to facilitate coordination and consensus. Thus, Denmark has taken the initiative to forge a coalition of donors aimed at mainstreaming transformative gender equality principles into the totality of GPE's operational model and investment portfolio. In addition, we play an active role in designing and optimising governance structures and in the development of the organisations' global strategies to ensure that the GPE, ECW and UNICEF can fulfil their mandates. The multilateral partnerships with UNICEF, GPE and ECW are important to ensure the widest possible support for international and normative standards in education. Cooperation with like-minded donor countries takes centre stage here too.

***Other partnerships with private foundations and civil society organisations.*** Innovative partnerships will be set up with private foundations such as the LEGO Foundation. New modalities will be explored in keeping with the development-policy strategy of engaging in dynamic partnerships. One way of doing this is coordination and knowledge-sharing between the LEGO Foundation and relevant Danish embassies in the countries in which the LEGO Foundation is working, and also at the global level through strategic cooperation with the LEGO Foundation within the framework of joint partnerships and technical and strategic collaboration with, for instance, the ECW, GPE and UNICEF. For example, Denmark and the LEGO Foundation have made a joint contribution to the GPE's newly established financing mechanism for girls' education. This promotes the mobilisation of resources across the public and the private sector.

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<sup>2</sup> See how-to note on human rights and democracy for more about the transformative approach to gender equality.

Danish civil society organisations involved in education, including Save the Children Denmark, PlanBørnefonden and Oxfam IBIS, receive funding through their Strategic Partnership Agreements, much of which is for education. They also contribute important knowledge, which Denmark can feed into the dialogue with the GPE, ECW and UNICEF. We will ensure synergy between our civil-society partners and other partners, and take part in global and thematic education platforms when this is relevant.

***Synergy across interventions and modalities.*** Commitments in education will continue to be implemented in close synergy with the gender-equality agenda. Education is a crucial lever to address social and gender norms that prevent equality and girls' and woman's access to education. Education is also an important tool to ensure girls' and women's economic and political rights. For each year a girl goes to school, her expected income increases by 10-20 pct.<sup>3</sup> Education is also important in preventing child marriage, genital mutilation of girls and women, teenage pregnancies, as well as malnutrition and health problems, given that school meals, psychosocial support, sexuality education and school-based health surveys, among other tools, can help protect children's physical and mental health.

Denmark has contributed to including the ECW in the Call to Action on Protection from Gender-Based Violence in Emergencies in order to promote the use of education in preventing gender-based violence during crises, thus combining these agendas on the occasion of the Danish chairmanship. The closing of schools during the COVID-19 pandemic has demonstrated that education helps prevent harmful practices. It is estimated that 20 million more teenage girls are at risk of not returning to school<sup>4</sup>, and that up to 10 million more child marriages may occur due to school closures during the pandemic. Poverty reduction and access to education are key factors in preventing child marriage and violence against girls and women<sup>5</sup>.

***Synergy between humanitarian, development and peace interventions.*** Partnerships in the field of education are meant to ensure education for all with an emphasis on girls, women, and the most marginalised groups both in humanitarian and in development settings. Education Cannot Wait is a humanitarian organisation which intervenes when a crisis strikes or is rekindled. Accordingly, it operates mainly through contributions to the UN and to civil society partners in the humanitarian system. The GPE works both in humanitarian crises and with long-term development to build the systems and capacity of education sectors via education sector plans and government-to-government cooperation, including in fragile and conflict-affected countries. Therefore, to carry out preventative interventions within the HDP nexus, Denmark will work across humanitarian and capacity-building organisations like ECW and GPE. This serves to secure long-term solutions that may have a stabilising effect on conflict-affected areas, making them more resilient to any conflicts that may arise or flare up again. UNICEF is often an implementing partner of the GPE and ECW, and it is also operationally important to engage in

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<sup>3</sup> The Education Commission: [Learning Generation Exec Summary.pdf \(educationcommission.org\)](#)  
[UNICEF says education for women and girls a lifeline to development | Press centre | UNICEF](#)

<sup>4</sup> [Malala Fund releases report on girls' education and COVID-19 | Malala Fund Newsroom](#)

<sup>5</sup> [UNICEF 75 report.pdf](#)

direct cooperation with UNICEF, especially to gain insights into implementation at the country level. In Uganda, for instance, Denmark has backed implementation of the Comprehensive Refugee Response Framework (CRRF) through a contribution to UNICEF's education work, while in Ethiopia, Denmark has used one of the GPE's funding mechanisms to increase resources for interventions that integrate refugees into the national education system.

***Learning and the adaptive approach.*** The adaptive approach to programming is manifested in, for instance, innovative partnerships that combine education and health in cooperation with the LEGO Foundation and the Novo Nordisk Foundation, among other actors, throughout the HDP nexus. Both the LEGO Foundation and Novo Nordisk focus on interventions in developing countries, humanitarian crises and refugee camps. This background is conducive to trying out new ways of assisting refugees and internally displaced people in fragile areas and regions of origin. It also provides scope for improving aid and government-to-government cooperation involving both private and public actors. Furthermore, Denmark will be active alongside the GPE, ECW and UNICEF in developing strategies and prioritising key issues. To the same end, there will be cooperation with like-minded countries and actors. Such alliances are meant to facilitate joint decision-making and strategic direction, such as the transformative approach to gender equality, as well as social and behavioural-change strategies, which may contribute to overcoming social and gender norms that prevent access to and inclusion into education.

***Institutional capacity building of partners and good governance.*** The GPE's financing aims specifically to develop the long-term capacity of public authorities in education by cooperating directly with national ministries of education on drawing up education sector plans based on the GPE's core principles. This encompasses financing of curriculums, purchase of books, etc. The ECW interventions are to enhance synergy between different parts of the HDP nexus. Denmark will work systematically for the organisations to pursue these priorities by engaging actively on their governing bodies and in funding as described above.

### 3.4 Social safety nets

Social safety net is a generic concept without a narrow definition, and covers a wide array of interventions: cash handouts, social pensions, job-creation schemes, school-meal programmes etc. Denmark uses the World Bank's definition: "Social safety net/social assistance programs are non-contributory interventions that are designed to help individuals and households cope with chronic poverty, destitution, and vulnerability. Potential beneficiaries are not required to pay a premium (contribute) to access benefits. SSN/SA programs target the poor and vulnerable."<sup>6</sup> Accordingly, it does not count as a social safety net if it is an insurance scheme or requires membership.

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<sup>6</sup> The term 'non-contributory' used in this context is not to be conflated with an absence of requirements to be met by recipients ('conditional transfers'). Indeed, some of the most effective types of social safety net set conditions. For instance, recipients may have to commit to sending their children to school, deliver labour for upgrading of roads, etc.

***In principle, Denmark will limit its work geographically with a view to mainly promoting social-safety-net interventions in Sahel and the Horn of Africa,*** including Ethiopia. Barring exceptional circumstances, Denmark will always work through partners in the rollout of social safety nets, primarily multilateral organisations. This may take place through either earmarked or core contributions.

***Denmark's multilateral engagement in building resilience and tackling climate change, famine and food insecurity forms the backdrop to Denmark's work with social safety nets.*** We will expand the current cooperation on social safety nets with, not least, the World Bank, WFP, FAO and IFAD, but also UNICEF and UNHCR. Food security may, for instance, be a significant objective of social safety nets and in HDP-nexus interventions.

We will support civil-society organisations and multilateral organisations' exchange of experiences and cooperation on social safety nets in fragile contexts, ideally spanning the increasingly widespread cash payments in humanitarian interventions and development programmes that set up national systems for social protection. Denmark does not have the capacity to act as a go-between for such knowledge-sharing, but will contribute to and request its realisation.

***Denmark will prioritise the setup of national social security systems in individual countries.*** This is considered an effective contribution to looking after the interests of vulnerable and marginalised population groups who are affected by, for instance, climate change during prolonged droughts, changes in rainfall patterns, etc. It is important to make the most of Danish experiences and competencies to contribute to setting up such national social safety nets.

***The context determines which social safety net works best. However, we will always pay close attention to these elements in our support:***

- National ownership. It is important that national authorities participate in designing and implementing social safety nets.
- Sustainability. For instance, a share of the budget should be covered by the government or through loans from the development banks and others. Not least, a strategy must be in place for how the government may gradually take on the financial burden.
- Implementation mechanisms. We should work for establishing solid partnerships with civil-society organisations, community organisations and existing governmental mechanisms. This has proved to be important for success in setting up nationally grounded social safety nets (e.g. in Indonesia).
- Targeting poor and marginalised groups. The work requires poverty-related data and mechanisms (e.g. using statistical data to target help at poor people), as well as analyses of the political economy so as to avoid social safety nets being used by elite groups to further their own narrow vested interests.
- Conditional transfers, in which recipients provide something in return, such as sending their children to school, are the hardest to implement, but also have the greatest effect.

***Synergy between humanitarian, development and peace interventions HDP).*** The HDP nexus approach may contribute to preventing the worst consequences of climate change for vulnerable population groups, including food insecurity.

Accordingly, Denmark works to enhance coordination and coherence across humanitarian, development and peace interventions. In a country like Burkina Faso, there are more than 130 standalone social-safety-net interventions. This is unsustainable. Therefore, we will work for greater complementarity and less overlap between the actors propagating their various models of social safety nets. To this end, we may use our support for rollout of the UN reform in the development field and for implementation of the collective response plans tied to the Sustainable Development Goals. An HDP nexus approach enables us to promote consistency and coordination between the various interventions and to make the funding of the many types of work more predictable (see also the separate how-to note on the HDP nexus).

***Institutional capacity building and good governance.*** We will enter into a dialogue with the World Bank on how to ensure national institutions' ownership by integrating safety nets into public budgets and policies. The four principles of Denmark's human-rights-based approach will take centre stage: accountability in administration, non-discrimination, transparency and participation. In the identification of target groups, we will seek to make social safety net benefit the poor and the most marginalised groups, and to overcome gender barriers.