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# The World 2030

Denmark's strategy for development cooperation and humanitarian action

#VoresDKaid

# Contents

1	Introduction .....	1
2	Denmark's development policy vision, strategic aims, priorities.....	5
3	Partnerships for development .....	11
4	We will promote peace, security and protection .....	17
5	We will put migration high on the development agenda .....	22
6	We will promote inclusive, sustainable growth .....	26
7	We will promote values – human rights, democracy, gender equality .....	33
8	From policy to results .....	36



## Front page

In the Northern part of Kenya, the Danish company Grundfos, in cooperation with Danish Red Cross, runs a support programme with water pumps powered by solar cells. Payment for the water happens through an electronic key to which money is transferred via one's mobile phone. The woman on the picture is collecting water from the new water system.

Photographer: Jakob Dall

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# 1 Introduction

## 1.1 Denmark assumes joint global responsibility through its development policy

The state of the world concerns us all. No country is isolated from global developments. Remote events and international crises such as refugee and migration flows, radicalisation and climate changes affect us directly, and new global progress, economic development, knowledge and technology open up new opportunities for the Danish society – opportunities to increase and future-proof Danish wealth and prosperity.

Denmark's development cooperation is a tangible and visible contribution to the joint responsibility Denmark assumes for the world's development. The development cooperation is fully integrated into Denmark's foreign and security policy and aims to make the world a safer, freer, more prosperous, sustainable and just place to grow up for the future generations.

We will be working to further Danish foreign and domestic interests at the same time. We will fight poverty, promote sustainable growth and development, economic freedom, peace, stability, gender equality and a rule-based international order. When doing this, we will, at the same time, counter threats against our own security and way of life, create a launch pad for trade, economic diplomacy and commercial interests and promote the principles, values and human rights upon which our own open, democratic society rests.

The UN Sustainable Development Goals establish a new international framework for the development cooperation. The Danish development cooperation will contribute to realising the global ambition of the Sustainable Development Goals for the world's development towards 2030. A world in balance without extreme poverty, with sustainable growth and development – financially, socially and environmentally – where no one is left behind.

With the Sustainable Development Goals as a starting point, we will shape our development cooperation in a way that will help free the individual and his/her potential in the developing countries. Market-driven economic growth and increased freedom of the individual go hand in hand. The primary objective of development assistance is for it to render itself unnecessary. We aim to fulfil that objective through initiatives that eliminate barriers for the enterprise of the individual, stimulate entrepreneurship, fight corruption, and unlock the potential for market-driven economic growth and for free trade. We will fight poverty – and thus reduce inequality – by working to secure equal opportunities for everyone and eliminate discriminatory legislation, policies and practice.

Denmark will maintain its long-standing, politically broad tradition of fulfilling the UN goal that the world's rich countries should contribute minimum 0.7 percent of the gross national income to development assistance. As one of very few countries in the world, Denmark has done so since 1978, and we will continue to do so.

Looking at Denmark in the international community, our strength is what Denmark contributes as a whole country. We will increasingly draw on all the assets of our society





– knowledge, principles, values, competencies and strengths, public and private funding – in cooperation with authorities, civil society, businesses, cities, private foundations, pension funds, the financial sector and research institutions. Our development policy rests on a whole-of-society approach.

### **1.2 The Sustainable Development Goals reflect new global challenges and opportunities**

In 2015, the world community signed three global agreements that have an impact on the future development cooperation: The UN 2030 Agenda for Sustainable Development and the 17 new Sustainable Development Goals, signed in New York in September 2015; the Climate Change Agreement, signed in Paris in December 2015 and the Agreement on Financing for Development, signed in Addis Ababa in July 2015. Add to the above, the WTO Agreement, signed in Nairobi in December 2015 and promises considerable results in terms of free trade within agriculture and other initiatives for the least developed countries and the World Humanitarian Summit in Istanbul in May 2016. The common global vision and ambition expressed in the Sustainable Development Goals and the other agreements are very much in line with the Danish interests, values and principles for which we have worked globally for decades. But they also indicate that a paradigm shift is required in the development cooperation: Development assistance will continue to be vital, but, going forward, the assistance will be increasingly catalytic. This is a final break with the view that development is a task that first and foremost requires official development assistance.

The Sustainable Development Goals are unique in that they apply to all countries. The world's leaders have committed to a broad political and universal agenda and we are all responsible for delivering on this agenda. We are abandoning the classic North-South approach to development cooperation, dividing countries into poor and rich countries. We are combining the objectives of eradicating poverty and promoting sustainable development in one agenda, and in doing so reflecting the complex challenges the world is facing.

2015 and 2016 were characterised by the historic refugee and migration crisis which will be discussed later in this strategy. However, the world community took an important step forward in New York in September 2015 when they endorsed the principle of “leaving no one behind” internally in as well as between countries. This will ensure that the implementation of the Sustainable Development Goals will also include the most vulnerable and disadvantaged people and communities, including particularly refugees and internally displaced people and fragile states.

Over the past two decades, the number of poor people in the world has been halved. Also the number of poor countries is declining. In 2001, 65 countries were classified as low-income countries by the World Bank. In 2015, this number had declined to 31. At the same time, the group of growth economies and lower middle-income countries is growing substantially and these countries are increasingly making their own mark on both global progress and challenges for sustainable growth, economic freedom and development. The development in sub-Saharan Africa reflects the complex development: Almost half of the current 48 countries are middle-income countries and the number will increase as we approach 2030. But the countries will differ in their development and more than 43 percent of the extremely poor people in the world still live in sub-Saharan Africa.



While poverty was previously especially concentrated in rural areas, the rapid urbanisation in the developing countries represents both a challenge and an opportunity. The urbanisation is expected to accelerate as we move towards 2030, making cities economic and political power centres and larger markets. On the other hand, cities also experience massive challenges such as extreme poverty, pollution, overpopulation and lack of water, energy, infrastructure, decent jobs and social services.

At the same time, we are experiencing an increase in the extent and number of crises and violent conflicts, which has caused a historically high number of people to flee their homes. Conflicts perpetuate fragility of countries and systematically undermine the development in both poor and former middle-income countries such as Syria. In 2016, approx. 65 million people were in a situation where they had been displaced by war and armed conflict, and approx. 130 million people were in need of humanitarian assistance. In 2030, it is expected that 60 per cent of the world's poor people will live in fragile and conflict-affected countries. The arc of crisis and insecurity reaches all the way around Europe. From the eastern neighbouring countries where we are involved in initiatives under the Danish Neighbourhood Programme for Eastern Europe, over the Middle East and North Africa where we have i.a. the Danish-Arab Partnership Programme and down to Africa's Sahel region and from there to the Horn of Africa; the countries in this arc are experiencing significant instability, which may directly affect Europe and Denmark.

The World Humanitarian Summit in Istanbul in May 2016 established that the massive needs of the world's most vulnerable people affected by armed conflict or natural disasters cannot be addressed through humanitarian assistance alone. A new international approach to crises is required, in order to strengthen the coherence between political conflict resolution, humanitarian actions and development cooperation. At the UN Summit for Refugees and Migrants in September 2016, the international community decided to develop a new, common framework for a shared responsibility for managing large movements of refugees and migrants.

Continued population growth and overpopulation put pressure on natural resources and the climate, especially in the poorest countries in Africa and the Middle East, which are already very much affected by the climate changes. Poverty and climate changes in these countries often aggravate and accelerate risks such as instability, fragility and migration. Poverty and conflict are affected by the population growth, which in many countries puts hard-won development progress under pressure and increases instability and irregular migration if the millions of new young people in the developing countries entering the labour market every year cannot see a future for themselves. In Africa alone, the population is expected to grow by more than 40 percent up to 2030, to a total of approx. 1.6 billion people. It will be crucial to reverse the global population trend and turn the development around from being a challenge and a potential threat to being an opportunity and a resource. This will require investments in promoting gender equality for young girls and women and securing their right to choose whether, when, with whom and how many children they want as well as an investment in young people's access to education, health and jobs. Such investments in development will enable utilisation of the positive effect it has on economic productivity when the workforce consists of an increasing number of young people and, at the same time, a declining share of the population is dependent on support.

### 1.3 Financing sustainable development

The UN has estimated that if we are to achieve the Sustainable Development Goals over the next 15 years, it will require increased global investments of between USD 1.9 and 3.1 trillion – every year. Development assistance financed by public funds cannot, should not and is not meant to solve this challenge alone. Official development assistance will continue to be one of the most important sources of capital injection in the least developed, most fragile and poorest countries and thus be a vital part of the financial basis. But in the middle-income countries, the financial weight of official development assistance is not what makes the difference. What makes the difference here is how it, through partnerships, is able to catalyse and mobilise private funding, knowledge and new technology for the developing countries. Going forward, it will be both necessary and expedient to secure support from alternative sources of financing for the Sustainable Development Goals in the developing countries; sources that will at the same time contribute new knowledge, competencies, technology and innovation.

Above all, the developing countries themselves must provide the decisive contribution to their own sustainable development. We react to a demand from the countries themselves and support their ambitions and plans for fighting poverty and reducing conflicts, promoting sustainable growth and development. The developing countries must increasingly mobilise their own resources through strengthened initiatives via tax systems, combating tax havens and an improved business climate to encourage private investments, economic freedom and respect for private property. Inequality in the societies must be addressed through the framework conditions that provide the individual with freedom and equal opportunities to make choices for his/her own and his/her family's future. Also in this connection, the national governments must observe the principle of the international Agenda 2030 of “leaving no one behind”.

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## 2 Denmark's development policy vision, strategic aims, priorities

### 2.1 We have a clear vision for our development cooperation

The vision of Denmark's development policy is a more secure, free, prosperous, sustainable and just world where each individual, now and in the future, is able to take charge of his/her own life and provide for himself/herself and his/her family. Denmark will work to realise this vision through active development cooperation that contributes to achieving the Sustainable Development Goals for everyone by 2030 – that fights poverty, creates equal opportunities for everyone and thus also contributes to reducing inequality. An active development cooperation which, together with our partners, creates long-term results in the developing countries and benefits the Danish society. The basis for Denmark's development cooperation is laid down in the Danish International Development Cooperation Act.

The development policy is integrated into Danish foreign policy. As stated in the Review of the Danish Foreign and Security Policy from May 2016, Denmark has obvious national interests in securing well-functioning international structures, maintaining and promoting the rule of law and human rights, contributing to global development, stability and sustainable growth in order to reduce poverty, violent conflict, radicalisation, irregular migration, refugee and displacement crises and fighting climate change.

Denmark's development policy will be informed by four strategic aims:

1. *Security and development – Peace, stability and protection.* Denmark will invest in peace, stability, protection and increased resilience in the developing countries. This also concerns our own security. In neighbouring areas of crisis and conflict, Denmark will strengthen its assistance targeting internally displaced people, refugees and local communities and through strengthened protection and improved livelihoods, education and employment opportunities contribute to countering refugee pressures on Europe's borders.
2. *Migration and development.* Denmark will contribute to countering irregular economic migration and to addressing the root causes of migration. We will also increase cooperation on returns with the countries with which we are cooperating. Everyone must have the freedom to create a future for himself/herself and his/her family where their home is.
3. *Inclusive, sustainable growth and development.* Denmark will invest in inclusive, sustainable growth and development in the developing countries, focusing on energy, water, agriculture, food and other areas where Denmark has special knowledge, resources and interests. This will contribute to creating sustainable societies with economic freedom, opportunities and jobs – especially for young people. It will also benefit Danish economy, trade and investments.

4. *Freedom and development – democracy, human rights and gender equality.* Denmark will invest in activities that promote human rights, democracy, rule of law and gender equality. Everyone is entitled to a life in security, without fear and with inclusive participation and equal opportunities. We place sexual and reproductive health and rights of women and girls at the centre of our work, and we will work for a society that does not discriminate – neither based on gender identity nor sexual orientation – and which observe the internationally agreed rules. This will also foster sustainable growth and prosperity.

### **2.2 We focus and prioritise, even though it is difficult**

Denmark will be a trustworthy and reliable partner who fulfils the commitment made to promote the Sustainable Development Goals. We do so because we know we make a difference, but we also know that we – as Denmark, a small country in a big world – need to concentrate our effort in order to make an impact in the areas on which we choose to focus.

Within our four strategic aims, we will focus and prioritise our effort on the activities and areas 1) where we have the most at stake – interests and values, 2) where we can obtain influence through strategic use of our strengths, expertise and experience and 3) where we see a role for Denmark – where we can seek active partnerships on a common cause or need to take the lead to advance an agenda. This also means that, in certain areas and in certain concrete situations, we need to acknowledge and insist that others may be better positioned to make a difference. Others must take lead.

This prioritisation will apply to our efforts related to the Sustainable Development Goals and to the countries and regions we engage in.

### **2.3 We commit to the Sustainable Development Goals and focus on Danish key issues**

The Sustainable Development Goals make up the platform for Danish development cooperation. We acknowledge the universal nature and mutual interdependence of the Sustainable Development Goals and the fact that the goals balance the three dimensions of sustainable development – economic, social and environmental. At the same time, we acknowledge that the necessity of prioritising Denmark's development cooperation also applies to the 17 Sustainable Development Goals and the 169 targets associated with the goals. We will prioritise a number of goals based on areas where we have interests at stake, are able to seek active partnerships and create results.

When we prioritise certain Sustainable Development Goals, it does not mean that we ignore the possibilities represented by the other Sustainable Development Goals. But we establish that we have competencies and experience that make us particularly suited to achieve progress in the selected areas in a given country context or in the international cooperation with global challenges and global public goods. We acknowledge that results within one Sustainable Development Goal are often dependent on results within other Sustainable Development Goals.





We consider Sustainable Development Goal No. 16 regarding peace, justice and institutions and Goal No. 17 on partnerships to be basic choices on which our entire engagement will be based and as a foundation for achieving results within other goals. Goals No. 16 and 17 thus represent a connecting thread in the Danish development policy.

Our choices will depend on the specific country context in which we are engaging. At the same time, we will select five Sustainable Development Goals to be Denmark's global development policy key issues, which we will pursue particularly actively in international negotiations and global cooperation: Goal No. 5 (gender equality), Goal No. 7 (sustainable energy), Goal No. 13 (climate), Goal No. 16 (peace, justice, institutions), Goal No. 17 (partnerships). See Figure 1 on page 10.

## 2.4 The global youth is our future and a Danish key issue

The world's young people are our future. The world is home to the largest generation of young people ever, an estimated 1.8 billion young people, of which more than three in four are living in developing countries. Young people represent a huge resource and valuable democratic agents of change as entrepreneurs and as active citizens. On the other hand, young people can also, if they are not given opportunities, if their resources are not brought into play and if they are not consulted, become a source of instability and conflict, and in the very worst case they may be susceptible to radicalisation and extreme agendas.

The young people must be given the opportunity to enhance their participation and influence in society as involved, committed and equal actors with the ability and opportunity to take development into their own hands. It is also vital to engage the young people in order to raise the level of education and health, combat HIV/AIDS and limit population growth with respect for human rights, including through contraception and sexual and reproductive rights and health. It is a matter of development of and with young people, not merely for young people.

In cooperation with organisations that work with young people, we will ensure that young people are increasingly involved in the future society. To emphasise the importance attached by Denmark to young people in the development cooperation, we have set ourselves an informal goal no. 18 for young people – in full respect for the international framework defined by the existing Sustainable Development Goals. We will strive to strengthen our cooperation with other partners on global youth issues.

## 2.5 We are pursuing a geographically differentiated development policy

Denmark will engage in countries and regions that can be divided into the below three categories or spheres of interest. The classification of the countries is dynamic and several countries may be placed in more than one category and – as they develop – move between the categories. The **three country categories** capture, on the one hand, the changed global context for fighting poverty and promoting security, growth and sustainable development, while, on the other hand, reflecting the interests and the approach Denmark takes to its engagement in a given country or region. The geographic approach

is intended to create convergence between the need for support in the developing countries and the representation of Danish interests.

1. *Poor, fragile countries and regions characterised by fragility:* These comprise countries such as **Afghanistan, Burkina Faso, Mali, Niger, Palestine and Somalia**. Fragile situations and regions are not necessarily in or around low-income countries. This is e.g. the case with the prioritised Danish humanitarian, development and stabilisation efforts in Syria and its neighbouring countries. Other priority regions are i.a. Sahel and the Horn of Africa.
2. *Poor, stable countries:* These comprise countries such as **Bangladesh, Ethiopia, Kenya, Myanmar, Tanzania and Uganda**. The majority of these countries are expected to move towards category 3 in the medium term. However, several of the countries are also vulnerable to conflicts in and refugee flows from neighbouring countries, which – if not addressed – risk pulling them towards country category 1 instead.
3. *Transition and growth economies:* These comprise countries such as Ghana, Indonesia, Pakistan, South Africa, Ukraine, Georgia, Vietnam, Egypt and countries such as Brazil, Colombia, China, Mexico and Turkey. The group of middle-income countries on the OECD-DAC's list of ODA recipients and particularly countries where we, through Danish missions, can bring instruments such as e.g. the initiative 'Partnering with Denmark, Danish authorities in international cooperation' and the partnership instrument, into play.

\*Countries in bold are so-called priority countries, see below

We will place the bulk of our available funds in our development cooperation in the first two categories where the provision of capital by the development cooperation is important. We will focus particularly on **fragile countries and regions characterised by fragility** where poverty and vulnerability are extensive, and where there may be a direct impact on Danish interests. We respond to the crises and conflicts in the arc reaching around Europe from the east to the south with particular attention to our interests in connection with security and refugee and migrant flows. In compliance with the humanitarian imperative, we will address protracted, often forgotten, humanitarian crises and take action in case of natural and climate-related disasters.

We will approach **poor, more stable countries** as countries that could potentially develop into larger and robust transition and – over time – growth economies. At the same time, we acknowledge that several of these countries are undergoing a development that pulls the country in many different directions – where growth and prosperity, inequality, instability and poverty are often seen at the same time. Many of these countries host large refugee populations which must be taken into account and to the greatest extent possible be included in the overall intervention. We will maintain our role as a development actor on a level where we – with full respect for the countries' dissimilarities – bring interventions and competencies into play in the form of flexible and comparatively small-scale country programmes with gradually increasing political and economic cooperation and targeted framework conditions for sustainable economic growth. We will support the transition from development cooperation to trade relations and economic exchanges.

Our development policy will reflect the globalisation in which **transition and growth economies** are of paramount importance to achieving the Sustainable Development Goals. While growth can lift millions of people out of poverty, it may often have less desirable effects as well. Such effects could e.g. be unsustainable consumption patterns that lead to pollution and contamination of air, soil and water as well as increased waste problems, thus posing a threat to health and environment. An increased demand for fossil fuels and natural resources leads to environmental degradation and loss of biodiversity. We will cooperate with this category of countries as a broad group of countries where Denmark already has a presence, and we will apply the development policy in a flexible way. We will use it to maintain and support partnerships of a strategic nature concerning sustainable growth and development. Several of Denmark's former priority countries and a few present ones are part of this category or may be expected to become part of it in a matter of years. The countries are facing fundamental, strategic choices in their social development and basic values. They demand knowledge, competencies, technology and investments in connection with organising i.a. their energy sector, infrastructure, food, health, labour market and effective public institutions. What is important in these countries is not the financial impact but the nature of our engagement – experience with societal solutions, principles, values, competencies and financing. The overall goal of sustainable development will drive our initiatives in these countries – poverty reduction will only be an expected, derived effect.

We will maintain a group of special **priority countries**, where our presence will be long-term and backed by financial strength, most often with a physical presence in the country. The majority of these countries will be in country category 1 with several in category 2 as well. During the transition from category 2 to 3, the priority country cooperation will typically be phased out and changed into a partnership in more broad terms. The priority status of a country will thus change over time, i.a. depending on the development in the country, partnership possibilities and based on an overall Danish prioritisation. Priority countries are marked in bold print in the overview. Exceptions are Ghana which is undergoing a transition to a broader-type cooperation and South Sudan where our engagement, going forward, primarily will be humanitarian but have a long-term perspective.

In addition to the priority countries, Denmark has two high-priority **regional initiatives** which aim is to build long-term relations between Denmark and the relevant countries as part of a combined Danish foreign and development policy initiative. This is the case for the Danish Neighbourhood Programme which covers the EU's neighbouring countries to the east and south-east and which going forward will be focused on Ukraine and Georgia through initiatives promoting human rights and democratisation as well as inclusive, sustainable growth. The other initiative is the Danish-Arab Partnership Programme that covers the Middle East and North Africa. It targets countries with some degree of political stability and security where there is, at the same time, believed to be a basic potential for reform – currently Tunisia, Morocco, Egypt and Jordan – and aims to promote good governance, participation and dialogue as well economic opportunities, particularly for young people and women. Other regional instruments include the Peace and Stabilisation Fund, see Chapter 4.

## 2.6 Figure 1 – prioritised Sustainable Development Goals, by country category and global public goods



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## 3 Partnerships for development



Seamstress who works in the cooperative « Singalaka » that offers sustainable economic opportunities for men and women in South African townships. Photographer: Nic Bothma

### 3.1 We contribute to development results through partnerships

The core of Denmark's development cooperation is mutually binding partnerships with the countries with which we work as well as their authorities and organisations.

At the same time, we will proactively respond to international opportunities and establish new types of partnerships as contemplated by the new global agreements: The Addis Ababa Agreement on Financing for Development which is linked to Agenda 2030 and especially Sustainable Development Goal No. 17. These agreements emphasise the pivotal importance of entrepreneurship and partnerships with various actors – civil society, research institutions, businesses, investors etc. – to being able, together with local partners, to create results of the right magnitude.

Denmark sees existing and new partnerships as a way of promoting Danish interests in our international engagements. We favour innovative and courageous partnerships that are willing to take risks, where Danish assistance can increasingly catalyse the development of markets and attract knowledge and financing – partnerships oriented towards synergy, innovation and breaking new ground.

Overall, partnerships allow us to bring more relevant resources into play with a view to joint value creation and synergy. They may take many forms; from agreements between



countries or between public and private actors or between private players to a more loosely defined network of partners, including businesses, civil society and research institutions. The importance of partnerships in development cooperation will always depend on how they contribute to fulfilling the development objectives.

### 3.2 Danish actors in a whole-of-society approach to development

Denmark will draw on its broad social experience in its future development cooperation. We need to bring many different Danish actors' competencies into play in close cooperation with partners in developing countries and in the international cooperation.

Denmark has a good basis for an even larger international engagement. The private sector, civil society, Danish authorities and research institutions have knowledge, experience and technology and increasingly engage in international cooperation. The broad social experience gives Denmark a solid platform for prioritising partnerships where different actors contribute their respective resources and can thus more effectively contribute to promoting the Sustainable Development Goals.

Danish **private actors**, including businesses, investors and financial institutions, foundations, collective and business organisations, will in the future be increasingly relevant partners that can contribute their knowledge, competencies and technology to solve sustainability challenges in areas such as climate, energy, water, food and health. This is a good starting point for ensuring that official development assistance can to an increasing extent be used to mobilise knowledge, networks, competencies and private funding.

Denmark will encourage public-private partnerships which effectively promote inclusive and sustainable growth, and may function as prototypes and have a normative effect, thus being suited for scaling into larger initiatives internationally, e.g. through the EU, the UN system and the development banks. The partnerships will take their starting point in Danish core values and strengths within the organisation of sustainable models of society and business. This way, we will contribute to the global transformation of society that is necessary to attain the Sustainable Development Goals. We will cooperate with researchers and are willing to think innovatively based on research results.

**Danish authorities** have experience and expertise within legislation, regulation and implementation of sustainable societal solutions and welfare in areas where a number of developing countries are confronted with fundamental social and value choices. Such choices concern the climate, the environment, health and energy, but also other areas may call for the involvement of relevant authorities nationally and locally, including tax systems, refugees and migration, establishment of institutions of rule of law, gender equality, combating radicalisation and violent extremism.

The newly established initiative, 'Partnering with Denmark - Danish Authorities in international cooperation' which is particularly aimed at transition and growth countries illustrates the benefits of drawing on the strength of the whole society. Danish sectoral authorities contribute their competencies and experience in the strategic sector cooperation to promote good framework conditions within areas and countries where the development challenges match Danish public and private competencies and where Danish businesses at the same time see future markets.

Denmark acknowledges the value of a strong, diverse civil society and will support its central role in promoting the Sustainable Development Goals. Many parts of the **Danish civil society** contribute to translating a broad Danish popular involvement in international humanitarian action and development cooperation into meaningful results within thematic and geographic areas. This applies i.a. in relation to social groups that are stigmatised, discriminated against and – ultimately – criminalised due to e.g. gender, age, disability, illness (e.g. HIV/AIDS), political opinion, ethnicity, sexual orientation, gender identity, occupation and religion. This way, the civil society organisations, through their rights-based work, contribute also to promoting the principle of "leaving no one behind".

Youth organisations play an important part in creating sustainable development for the individual and society. In voluntary associations, young people commit to a cause that enables them to build competencies and lead positive changes in their community – in Denmark and in the world. Association activities can develop young leaders with democratic values and skills, who will become resources in their country and who can contribute to giving young girls and women a sense of self-worth and an opportunity to fight for independence and influence.

Denmark recognises the role played by religious leaders and faith-based organisations in the development of many societies, including in relation to promoting dialogue, peace and reconciliation. This also applies to the possibility of addressing value-related, religious challenges, for instance related to gender equality.

The Danish civil society, from the large internationally connected organisations to the small, locally based associations, promotes Danish core values concerning association activities, organisation, democracy and human rights. They contribute know-how, organisational and technical knowledge and experience, which they also make available to authorities, businesses and other actors. The Danish civil society plays an important role in maintaining a popular Danish engagement in the development cooperation and in reaching a broad spectrum of Danes with knowledge about the living conditions and development in other parts of the world.

In Denmark, volunteers make a very large contribution every year, which is decisive to the organisations' work. This is especially true of the many small associations, which must also in the future be supported in their work with partners in the developing countries, which are geographically and thematically versatile. In order to maintain a broad popular engagement in civil society activities, organisations managing pooled funds must simplify procedures and requirements for applicant organisations, ensuring that they are proportionate with the nature and scope of the initiatives and the associations' capacity.

Civil society organisations are increasingly partnering with businesses and promoting sustainable private investments. This also applies to contributions to a dialogue between the social partners of the labour market and to the development of new markets and innovative business models where local conditions have been integrated.

A number of Danish civil society organisations form part of international networks that present a strong opportunity, as well as a responsibility, to influence the global development. This is a desirable development.

The Danish civil society organisations are strategic high-priority partners in Denmark's development cooperation and humanitarian action. The cooperation with particularly civil society organisations that engage in long-term partnerships with the Danish Ministry of Foreign Affairs will be redesigned over the coming years in order to ensure strong strategic partnerships that support Danish development policy and humanitarian priorities. We will place increased demands on results and the added value of the organisations while at the same time securing long-term frameworks and flexibility based on the organisations' own core competencies. Organisations that form part of long-term cooperation must, in equal partnerships with local organisations, fulfil their specific role in and around fragile countries as well as in more stable situations. They must contribute to building resilience and capacity for action in local communities, to preventing and alleviating crises, promoting inclusion of weak and vulnerable groups and giving them a voice, protecting fundamental human rights and countering radicalisation. This way, civil society contributes to preventing major conflicts and promoting political and societal stability. Denmark will enter into one overall partnership agreement with each relevant organisation, encompassing both the humanitarian and the development-related aspects of the cooperation.

### **3.3 The EU – a global force for growth and development**

The EU will be an important platform for Denmark's development policy engagement in an increasingly globalised world.

Taken together, the EU and its member states are the world's largest development policy actor. In addition, the EU can obtain global influence on the development agenda, particularly on the Sustainable Development Goals, through its economic impact and the common foreign policy and security cooperation. The EU's influence is challenged these years, but this does not change the fact that Danish interests and values are, also in the development policy area, promoted via the EU. This also applies in international negotiations about development issues where a joint EU approach is often the most effective way of promoting the member states', including Denmark's, interests. The EU's ability to address development challenges will be enhanced as the EU becomes better at incorporating the development policy into other policy areas – trade, common foreign and security policy, civil and military crisis management, justice and home affairs as well as human rights. This especially applies in connection with protracted crises that trigger displacement and migration where particularly the coherence between the EU's support of humanitarian aid and development must be strengthened.

It is a Danish priority that the development cooperation is carried out as effectively as possible and is integrated into the EU's other external policies. To support this priority, we will work to ensure that the European External Action Service obtains more influence on the EU's development cooperation. Denmark will promote the EU as a defender of democratic, secure and stable societies and aim to ensure that the EU prioritises poverty reduction, democracy, human rights and good governance, including combating tax havens.

Denmark will prioritise the cooperation with the EU, including the work for synergy, enhanced coherence and a more effective distribution of work in the countries where Denmark has development activities. We will contribute to securing a common analytical framework and closer cooperation on programming the development cooperation on a

flexible, pragmatic, open and country-driven basis. In countries where Denmark does not have a presence in the form of a Danish mission, the EU delegation will increasingly be used as a local platform for representing Danish interests.

The EU has unique opportunities of promoting the partner countries' national strategies of sustainable social and economic development. Denmark will aim to ensure that economic exchanges and trade can to a greater extent be used to leverage development. This also applies in e.g. neighbouring countries of crisis and conflict. It is a Danish priority to promote integration of trade and sustainable development in the EU policies in order to ensure that the Sustainable Development Goals are attained. Denmark will work to implement and ensure coherence between private-sector development, "Aid for Trade" and the national strategies. We will also work to ensure that the EU will involve the private sector in its work with business development and employment to a greater extent. On country level, we will, where expedient and practicable, make an active effort to ensure that the EU's private-sector initiatives are, also in reality, based on policy coherence and sustainability, including the Climate Change Agreement from Paris.

### 3.4 The multilateral cooperation

The UN, the World Bank and the regional development banks will be key actors in achieving the Sustainable Development Goals as we move towards 2030.

The way to influence the development of international norms and standards, global priorities and strategies that are important in leveraging Danish interests goes through multilateral cooperation. Through an independent Danish entry point to the organisations, we will be able to influence international responses and initiatives that we find important. Despite being a small country, we can achieve influence far beyond what could be expected for a country our size if we make a focused effort, have good arguments and best practices. The multilateral engagement must be relevant and make a difference. Therefore, it is a clear Danish priority to promote reform of the international system, including both humanitarian action and development cooperation as well as internally in organisations, so that the effectiveness of the overall international response will be strengthened and the delivery of the necessary, concrete results improved. To the greatest extent possible, we will, at the same time, secure influence and accountability by ensuring that the developing countries are increasingly represented in international organisations.

Denmark will prioritise an active partnership with the **UN organisations** whose mandate covers Danish priorities in terms of interests and values and where we can contribute to advancing a global agenda. Denmark's financial and political involvement in the UN organisations must be pursued to leverage the representation of Danish interests. Contributions to the organisations' performance of their core functions (core contribution) will continue to be an important instrument in ensuring Danish strategic influence on the organisations' work. But to a greater extent than we have done so far, we will also be targeting thematic and regional initiatives where Denmark has special interests, strengths and is able to create added value (soft and hard earmarking of the funds). This way, Denmark will increase its influence on the field work and the visibility of the Danish effort.

The multilateral **development banks'** broad development policy mandates, financial strength, many years of development experience and ability to mobilise private and public capital present the solution to a wide range of global challenges, from pandemics to climate action and most recently in connection with the refugee and migration crisis. This places the banks in a central position with a view to attaining the Sustainable Development Goals. Denmark will continue to encourage the banks to break with the classic country-defined concept of poverty, so that it will be possible to take quick and flexible action, also in middle-income countries, if economies are under severe pressure for periods of time due to refugee flows, natural disasters or similar events.

Denmark will develop its engagement with the development banks further and work to ensure that they will increasingly bring innovative financing with the private sector into play. Denmark will use the development banks as a platform for economic diplomacy, particularly in developing countries, where the banks, due to their engagement, have the tools required to break down barriers and bring into play the competencies of the business sector. This also applies in the refugee area where the banks have special opportunities of promoting an inclusive approach to refugees and their opportunities of working, starting their own business and obtaining access to basic social services.

Through Danish support to **innovation facilities** in the multilateral organisations, we will encourage and support the promotion of work with technology and innovation to boost local and concrete results that can inspire new and larger-scale initiatives.

Denmark supports the multilateral organisations in devising flexible **crisis response mechanisms** to support populations in fragile situations, i.e. in low or middle-income countries.

Denmark will increasingly attach **multilateral advisers** to the contributions we make to prioritised multilateral organisations in line with the Danish policy priorities. Advisers may contribute to ensuring early involvement of Danish priorities in the implementation of projects and programmes. The use of advisers will be targeted at policy-focused initiatives in order to ensure a strong Danish profile in both the operational and the political, normative work in the organisations.



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## 4 We will promote peace, security and protection



Iraqi girl who has fled Islamic State and who is currently living in Khazer refugee camp.  
Photographer: Dimitar Dilkoff

Peace and security and the challenges faced by countries affected by conflict and fragility take a central position in the Sustainable Development Goals. This is first and foremost the case for Goal No. 16 (peace, justice and institutions), which will have a central position in the Danish engagement. In addition, we prioritise Goal No. 1 (poverty), Goal No. 2 (hunger) and Goal No. 8 (employment) in and around fragile states and situations. We also promote other goals, i.a. in the social area Goal No. 4 (education) and Goal No. 5 (gender equality) through our multilateral initiatives and the civil society cooperation.

### 4.1 From fragility to peace and stability

Denmark will prioritise the prevention of conflicts and stabilisation in and around fragile countries and situations. While managing the massive refugee and migration crisis of our time requires a substantial investment, it is also a precondition of achieving a positive economic and political development. The crises in the fragile countries and regions are complex, deep and protracted. The crises have derived consequences such as displacement and other migration, massive human rights violations, organised crime, human trafficking and violent extremism. And they have costs for the affected local population, for the surrounding region and for the international community.

Denmark will concentrate its initiatives on a number of fragile countries and situations and on regional anchors of stability where Danish security and migration policy interests are involved and where our engagements can add value. We will especially engage in the arc of crisis and insecurity around Europe, which in particular impacts our security, and in selected protracted and often forgotten humanitarian crises. Prioritised engagements comprise i.a. the Middle East and North Africa, Afghanistan, the Sahel region and the Horn of Africa. An engagement such as the Danish-Arab Partnership Programme is included under this priority.

Denmark will help build effective, accountable and inclusive institutions and democratic structures that respect and comply with human rights, promote participation and are representative. Peace-building and state-building take place on several levels from public institutions in the local communities to central institutions on a national level, also comprising civil society, including faith-based organisations and the business sector, as important participants.

Denmark will address underlying causes of vulnerability and contribute to building resilience to i.a. crises, natural disasters and climate change. In many contexts, we can contribute to ensuring a fundamental stabilisation of the fragile countries and situations in parallel with other interventions. To the greatest extent possible, we will apply a comprehensive strategic approach to the interventions and a long-term appropriation framework.

We must be able to stand our ground, even though interventions in and around fragile countries are often risky and characterised by uncertainties, armed conflict, human rights violations, breaches of international law, corruption and other kinds of abuse of power which call for a consistent political approach – also in case of setbacks. We need to set realistic and relevant goals for ourselves. Jointly with the international community, Denmark will in many cases need to take action in very challenging operational environments where i.a. the freedom of movement for international and local staff will be limited. This basic condition will be taken into account when the Danish interventions are planned.

In and around fragile countries, Denmark will cooperate with authorities and local communities in cities and rural districts as well as with international and local civil society organisations, multilateral partners and the private sector to create sustainable growth and economic freedom, education and job opportunities, especially for the many young people whom we need to and must give hope of a better future and an alternative to fleeing, migrating or participating in armed conflict. Initiatives may include income-generating activities and services, such as e.g. education, and they must to the greatest extent possible be integral to local and national development plans.

Together with other actors, we will contribute to promoting sustainable re-integration of returning refugees and internally displaced people. Our support must contribute to improving internally displaced people and refugees' opportunities of returning home.

Women, young girls and children are particularly vulnerable during disasters, conflicts and war. Assault, sexual violence and lack of access to health services, including sexual and reproductive health and rights, are multiplied and amplified in these situations. We will contribute to fighting violence against children, young girls and women and help ensure that efforts in conflicts and humanitarian situations address the particular vulnerability of girls and women and also include access to contraception and reproductive

health services. At the same time, we recognize the often overlooked resource represented by women in peace negotiations and conflict resolution.

Denmark's support to fragile countries will always form part of a comprehensive international approach. Where possible, we will support joint cooperation with national authorities on a coherent plan and mutual agreement that set out the framework and goals for a number of years. In this connection, we will i.a. draw on experience from the countries where the international community's cooperation with government and authorities has been based on a so-called Compact Agreement. In many cases, our contribution can most effectively be managed by EU and multilateral institutions. At the same time, we must ensure that our contribution draws on Danish experience with integrated responses and is an unambiguous contribution to reform, targeting an enhancement of the efficiency of international interventions. Increased use of multilateral partnerships for development activities in fragile countries may release resources for a focused Danish political engagement and increased influence on policy level.

It is a Danish priority that the EU increases its engagement in fragile states and benefits from the complementarities between the development policy and the EU's work with stability and security. In this connection, Denmark will continue to work actively for enhanced EU action in relation to capacity building in the security sector.

Danish civilian competencies must be deployed at an early stage of an engagement. The deployment may be on flexible terms – e.g. in the form of advisers attached to Danish development and stabilisation interventions as well as humanitarian programmes or through secondment to the organisations through which Denmark works – such as the EU, the UN and the World Bank. Civilian deployment may be risky and may thus involve extensive costs for security, but a local presence and “eyes and ears” in the field will typically be important to ensure an effective implementation of activities and ongoing dialogue with local and regional partners. Denmark will be able to obtain more influence by deploying civilian competencies strategically in multinational peace operations, peace-building processes and peace and conflict management initiatives.

## **4.2 Enhanced coherence between humanitarian responses and development cooperation**

Through its humanitarian action, Denmark will contribute to the delivery of lifesaving humanitarian assistance to victims of war, armed conflicts and natural disasters. Denmark is a strong advocate of international humanitarian law and human rights. Our humanitarian responses must always live up to the international humanitarian principles, be based on the vision in the European Consensus on Humanitarian Aid and on the principles for “Good Humanitarian Donorship”. This implies that Denmark believes that humanitarian aid should be provided irrespective of ethnic, religious or political affiliation of the people suffering.

Many humanitarian crises end up being long-term. Therefore, a protracted perspective must be adopted from the start. We must meet immediate humanitarian needs, but we must also, to the greatest extent possible and as quickly as possible, allow victims of war, armed conflict and natural disasters to return to a safe and dignified life – also when it is not possible for them to return home. This will be done through interventions that

support protection, self-reliance and enhanced livelihoods, including education in and around areas affected by crisis and conflict, thus contributing to reducing the need of humanitarian assistance and to countering instability and refugee flows as much as possible. Children and young people make up approx. half of the total 65 million people who have currently been forced to leave their homes, and they represent a particularly vulnerable group with a right to protection.

In compliance with the recommendations of the World Humanitarian Summit, Denmark will work to ensure that the interventions of the international community in protracted humanitarian crises strengthen the coherence between humanitarian assistance, development activities and efforts towards peace and security, while adhering to the humanitarian principles. Compliance with humanitarian principles will be applied in operations in and around conflict-affected countries, as well as in contributions to policy development at the global level.

Denmark will strengthen the coherence of humanitarian action and development cooperation in Danish country policies and country programmes in fragile states. We will carry out a joint humanitarian and development analysis and programming in countries with humanitarian challenges. This will ensure that humanitarian and development interventions are aligned, building in flexibility as an integral part of the instruments used in the programmes, in order to stimulate synergies. Denmark will, in the context of its bilateral and multilateral efforts, promote increased use of flexible procedures that facilitate adjustments of aid programmes to respond to changes in the local operational environment. Danish humanitarian assistance will continue to be provided in compliance with the international humanitarian principles which i.a. emphasise that observing neutrality and independence constitute a prerequisite for access to all groups in need of humanitarian assistance.

Denmark will specifically contribute to providing the conditions conducive to sustainable development, protection and human rights for the benefit of local communities as well as displaced people, including returnees in the post-conflict phase. Denmark will support the capacity of local civil society organisations and national and local authorities to deliver local responses to both immediate and long-term consequences of crises.

Interventions must be coherent and implemented through flexible, long-term partnerships with Danish and international actors, based on effectiveness, quality and accountability to the beneficiaries. A regional approach to interventions must be applied, and interventions must reach vulnerable groups in countries affected by crises and armed conflict as well as refugees and affected local communities.

Denmark will actively promote the development of innovative, better and more cost-effective solutions, some of which may – in the longer term – become commercially viable solutions to challenges facing affected populations in and around fragile situations. Cooperation on innovative solutions will be pursued with civil society partners, private businesses, think tanks, research institutions, the UN and other international actors.

It is a key objective for Denmark to ensure that other actors pull in the same direction, preferably in partnership with each other and with Denmark. This applies to the UN, development banks, civil society organisations and not least affected governments in fragile host countries and in countries to large refugee populations. The cooperation



must to the greatest extent possible take place in dialogue with the governments in and around fragile states, while ensuring compliance with the humanitarian principles.

Denmark will contribute actively to the efforts to break down silos across the humanitarian and development work in the EU, the UN system, the World Bank Group and in the OECD-DAC cooperation and lead by example. Denmark will support innovative EU initiatives and World Bank efforts to assist states and local communities that receive large groups of refugees and displaced people.

### **4.3 Integrated approaches to stabilisation and security**

Denmark is a pioneer in integration and a whole-of-government approach in the broader security policy area – this is i.a. reflected in the engagements of the Peace and Stability Fund, which is one of several tools. Denmark will continue to promote an integrated and whole-of-government approach through flexible, risk-taking and realistic responses that use political and diplomatic initiatives and development policy interventions together with defence and police resources available for that purpose. Danish engagements will be rooted in several and close partnerships between Danish authorities and other actors in order better to utilise relevant specialist knowledge and new relations to regional and national actors.

Regional connections will to a larger extent in the future define the framework for integration of various types of interventions. Country programmes and other national interventions in connection with conflict prevention and resilience will to a greater extent be linked to regional programmes for peace and stability. The regional organisations must act increasingly decisively with a view to promoting peace, security and political transition, especially the African Union and the regional organisations in Africa.

Humanitarian programmes are often implemented in the same countries and regions as stabilisation and development interventions, and at the same time. When programmes are implemented within the same timeframes, humanitarian assistance may be planned and perceived as part of a comprehensive engagement, including also development and stabilisation elements. At the same time, compliance with the humanitarian principles is particularly important in fragile and conflict-affected crisis situations. Adherence to humanity, impartiality, neutrality and independence as the core principles for humanitarian crisis response helps protect the beneficiaries of humanitarian assistance against serious risks and is key to ensuring that humanitarian assistance reaches people in need.

### **4.4 Combating violent extremism and radicalisation**

Denmark will incorporate combating of violent extremism and radicalisation in our engagements where particularly the development cooperation can make a difference through prevention. Violent extremism destroys development opportunities locally and regionally. At the same time, it poses a real risk of influencing developments in the Danish society. Depending on the local context, promotion of good governance and respect for human rights, initiatives concerning an inter-religious dialogue, education and job creation may be effective and long-term means to counter such development. These initiatives may be supplemented with preventive initiatives directly targeting groups and especially young people at particular risk of radicalisation as well as the capacity of local authorities to manage such groups.



## 5 We will put migration high on the development agenda



Irregular migrants at the harbour of Tripoli, Libya, after 117 migrants with African origin have been rescued by two coastal boats off Libya's coast. Photographer: Mahmud Turkis

The effort to stabilise fragile countries and situations and create a favourable, sustainable economic and political development is closely related with managing future migration flows. Especially Goal No. 1 (poverty), Goal No. 8 (growth and employment) and Goal No. 16 (peace, justice and institutions) are central to managing migration together with states' responsibility to readmit their own citizens, which is included in Agenda 2030.

Irregular migration is a global challenge and as the refugee and migration crisis has demonstrated, the development in Europe's neighbourhood increasingly affect our part of the world. We believe that everyone must have the freedom to create a future for himself/herself and his/her family where their home is. We must contribute to this. Therefore, we will increase our activities in the migration area through prevention of irregular migration to Europe. The world is experiencing an increased labour mobility these years. That is positive, but it must be a prerequisite that it is regular and controlled migration.

### 5.1 A strengthened migration response – particularly through the EU

Denmark will work for a comprehensive international migration response and for the promotion of new approaches in the EU, the UN, the development banks and with

regional actors. Migration must be an integral element of Denmark's bilateral development cooperation. This applies to responses directly aimed at managing migration as well as responses that may help address the underlying causes of migration and strengthen the coherence between migration and development.

Denmark's efforts in the field of migration are not least undertaken as part of our EU engagement. We will work to ensure that migration is integrated into a broader and closer linking together of development efforts strategically, operationally and in terms of financing. Similarly, these efforts must be integrated into the EU's cooperation within justice and home affairs and the common foreign and security policy. One example is the EU's work with ensuring effective agreements with third countries concerning readmission and return. Here, country-specific packages have been prepared with assistance to partner countries, so that they may fulfil their international obligations to readmit their own citizens.

Denmark will support the UN's and the World Bank's initiatives to promote global responses and encourage the UN funds and programmes to systematically address migration in country programmes and regionally when relevant. We will increase cooperation with international actors that promote, safe orderly, regular and responsible migration.

We will support the international dialogue and strengthen the normative effort on a global and regional level, primarily by supporting the EU's comprehensive approach. Migration is very much a regional occurrence as most migrants are and remain in their own region. It requires a broader regional response to manage these movements and regional organisations play a key role in this connection.

### **5.2 Readmission of own citizens and building of local structures**

Denmark will conduct a robust dialogue concerning readmission and return of rejected asylum-seekers and irregular migrants in Denmark with our partner countries. Denmark will ensure that the development cooperation and other foreign policy instruments such as trade and policy dialogue can contribute to ensuring effective agreements on readmission in line with international obligations. We will strengthen our cooperation with relevant authorities concerning the readmission and return of rejected asylum-seekers and irregular migrants in order to facilitate their adherence to international obligations with regard to readmitting their own citizens. We will do this, taking a tailor-made approach as our starting point and in close cooperation with the EU and other European countries. We will look at how development instruments can be used in connection with the specific challenges which the partner countries are facing. At the same time, we will be unambiguous in our expectations to and the requirements we make as to the countries' cooperation on readmitting their own citizens. We will support the recipient countries in their work to readmit and to ensure that the individual citizen is provided with long-term future prospects in his/her own country.

When the EU pulls together, we will have more clout. This also applies to return of third-country citizens staying in the EU and Denmark without legal permit. Denmark will make an active effort to attain results under the return policy on an EU level. We attach importance to improved coordination between the member states and the EU institutions and increased interaction of the various instruments and tools within development, trade and other foreign policy areas in order to move the agenda forward.

Readmission must be a fixed, integral part of the EU's engagement with any third country based on clear requirements as to what we expect of the countries with which we cooperate in return for the support we offer. In connection with specific individual countries, this means that we must be ready to reward the countries that meet the obligations they are under to readmit their own citizens, while we will increase the pressure on the countries that do not meet these obligations. The reward also applies to the countries that contribute to housing the people who flee conflict and persecution. Denmark supports an approach where the EU and its member states develop partnerships for selected countries that are structured around both positive and negative incentives, while at the same time making clear that lack of cooperation on readmission and other parts of the migration management will have negative consequences. In Denmark, a special task-force between Danish authorities will implement tailor-made responses to relevant, selected countries to strengthen the return agenda. It is decisive that this approach does not act against the general goals of preventing future irregular migration and the other goals of the strategy, i.a. concerning strengthening the civil society in the recipient countries.

We will work with capacity-building of national authorities with regard to managing and enhancing the safety of migration, including in connection with border control, management of entry and exit and issuing of identification papers, combating of the smuggling of migrants and human trafficking. Like refugees, migrants are often on a dangerous quest when they move towards new destinations. Increased protection along the way and advice along transit routes will be an element in this initiative.

### **5.3 We will contribute to countering the root causes of migration**

We will integrate migration into relevant country interventions and strengthen the migration aspect in fragility, growth and employment efforts. We will systematically discuss migration-related topics and the connection between migration and development with our priority countries. A cornerstone concerns the countering of the root causes of migration in the migrants' countries of origin. The lack of prospects for the future and equal opportunities for children and young people, including education and decent jobs, are among the primary reasons why families migrate. At the same time, young people represent almost 40 percent of the unemployed people in the world. It makes extensive requirements on education, economic freedom and sustainable growth if we are to succeed in giving millions of young people a perspective of a good life in their country of origin. We will, especially through the EU and our multilateral engagement, press for investments in sustainable growth and development in the migrants' countries of origin and for the establishment of the necessary framework conditions.

We will counter deteriorating living conditions as a consequence of climate changes and degradation of the environment by building increased resilience. We will support the building of stable and just societies that provide the citizens with influence and self-determination; societies with gender equality and where women and girls can enforce their right to decide whether they want children and if so when, how many and with whom. We will contribute to improving the living conditions in countries of origin and transit and build a foundation that ensures that the populations, the young generation in particular, will not feel compelled to leave their country of origin.

Denmark will support sustainable re-integration and readmission programmes with a view to accelerating the return of irregular migrants and other foreigners without legal permission to stay in Denmark



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## 6 We will promote inclusive, sustainable growth



Africa's largest wind farm, Lake Turkana in Kenya, with a extensive Danish involvement. Vestas provides 365 windmills, while the Danish Climate Investment Fund contributes to the financing.

Sustainable global growth is in everybody's interest and a precondition of eradicating poverty. It is a precondition of creating jobs – particularly for young people. The individual must have the opportunity and freedom to realise his/her own potential and take charge of his/her own and his/her family's destiny. Sustainable economic growth is best created through private initiatives in a well-regulated market economy which at the same time strengthens global free trade.

Denmark will prioritise the promotion of market-based economic growth and freedom and raising employment levels with the particular purpose of strengthening the development of the private sector in the developing countries. Increased growth can also promote stability, counter irregular migration and radicalisation. Growth in developing countries opens up new market and investment opportunities for Danish businesses and Danish investors. Similarly, the involvement of Danish businesses and organisations will contribute to raising social and environmental standards locally. This will also open up opportunities to form value communities with selected and strategically important countries and contribute to generating results on Denmark's broader foreign policy agenda.

Above all, the overriding purpose of the Danish initiatives to strengthen the private sector in the developing countries is development, not only the benefit of businesses. Partner-



ships between civil society, authorities and the business sector, each representing a unique added value, special role, capacity and know-how, will often be the key to ensuring sustainable development results in the local communities and promoting the Sustainable Development Goals, see also Chapter 3.

Adapted to the specific country context, see Chapter 2, Denmark will attach weight to initiatives within Goal No. 3 (health and well-being), Goal No. 6 (clean water and sanitation), Goal No. 7 (sustainable energy), Goal No. 8 (decent jobs and economic growth), Goal No. 9 (industry, innovation, infrastructure) and Goal No. 11 (sustainable cities and local communities). This also applies to Goal No. 12 (responsible consumption, production), Goal No. 13 (climate), Goal No. 14 (life in the ocean) and Goal No. 15 (life on land). The building of institutions (Goal No. 16) is a framework condition for several of these initiatives.

Together, the Climate Change Agreement from Paris and the Sustainable Development Goals shape the course for increased investments in i.a. resource-effective and sustainable energy and water solutions where Denmark has strong competencies. We must use this to make a difference, while at the same time using Denmark's role as a show window for sustainable solutions. This applies also to the special knowledge we have about i.a. sustainable food production and agriculture.

Denmark will promote sustainable growth and employment in fragile countries and poor, stable countries. At the same time, we will give higher priority to initiatives in transition and growth economies that play an increasingly large role for global prosperity and progress towards the Sustainable Development Goals. They are necessary if the progress already made is not to be lost because of non-sustainability. This also applies to our engagement with our neighbours in the east. Our approach will be informed by an enhanced focus on catalysing knowledge and societal solutions and leveraging financing and investments through public-private partnerships as the countries' economies develop from low-income economies to transition and growth economies with middle incomes.

## 6.1 Growth through sustainable development

In its choice of Sustainable Development Goals to promote inclusive, sustainable growth, Denmark will build on its already solid international experience and specialist competencies. We will contribute to increasing the developing countries' potential earnings and productivity and support the contribution of the developing countries' business sector to fulfilling the Sustainable Development Goals. It is a goal to create jobs and earnings possibilities in the formal economy and particularly to contribute to lifting poor people from the informal economy into the formal economy. Priority for girls, women and young people is a good point of departure for inclusive, sustainable growth.

Many of the Sustainable Development Goals presuppose an active contribution from the private sector, e.g. in connection with energy, climate, health and food. A business sector with responsibly run businesses contributes to attaining the Sustainable Development Goals. This involves a clear expectation and requirement for respect for human rights where the state has a special responsibility for ensuring that the businesses with which the authorities cooperate respect human rights. This is also stipulated in the UN Guiding Principles on Businesses and Human Rights and a sustainable business model that addresses environmental challenges and creates decent jobs and working conditions based

on workers' rights, social dialogue and social protection. High standards of responsibility are also a competitive advantage for Danish businesses and the best guarantee to avoid ending in a race to the bottom. Here, Denmark can draw on its special competencies within the connection between human rights and sustainable growth, see also Chapter 7.

Climate changes have extensive, negative consequences for the living conditions in both the poor countries and the growth and transition countries and may undermine the Sustainable Development Goals. We must help the countries expand their knowledge about climate change and integrate climate consideration in their planning on all levels, including in relation to infrastructure and other economic activities. We will assist the developing countries in completing their adaptation and reduction plans (so-called National Determined Contributions) as part of performing the Climate Change Agreement from Paris. This is particularly aimed at ensuring that the populations will be more resilient in case of changes in weather conditions caused by climate change.

### 6.2 Framework conditions for sustainable growth

Denmark will work to create favourable framework conditions for the private sector, so that it may increase its contribution to the Sustainable Development Goals in the developing countries and globally. A good business climate grows from a foundation based on a well-functioning judicial system and respect for the human rights, effective, responsible and inclusive civic institutions, anti-corruption policies, building of infrastructure and gender equality. A good business climate and a responsible private sector can contribute to promoting democratic processes – and the other way around. Building of institutions, private land and property rights and economic freedom are crucial. Land and property rights are also often part of the livelihood and the food production for many poor people in the developing countries, which we must contribute to protect. Framework conditions also comprise a healthy labour force, including through access to i.a. health services, including combating HIV/AIDS, and the civil society organisations' support of vocational and labour market programmes.

Denmark will promote growth and economic freedom, employment and business development in the priority countries and through multilateral engagements – both in poor, stable and fragile countries. Employment in agriculture and the food sector must be a driver of inclusive, sustainable growth. The goal is to create new, potential earnings and value chains that can make an increasing contribution to e.g. agricultural and small and micro enterprises in the informal economy becoming integrated in the formal economy, and to ensure sustainable urban development and jobs for young people. This way, we can also increase access to global value chains, i.a. by helping the countries become better at taking advantage of market access.

Denmark will promote framework conditions that can pave the way for more investments and integration into sustainable and resilient infrastructure, consumption, energy and water. We will prioritise initiatives within clean water and sustainable energy and work to ensure that poor population groups have access to sustainable energy and water resources. In growth economies with high energy growth, we will primarily focus on investments in CO<sub>2</sub> reductions which are often not expensive and can have an extensive effect. In poor developing countries, we will provide grants to support climate adaptations.

Based on Danish experience, international guidelines and in partnerships with Danish labour market organisations, Denmark will promote more well-functioning labour markets in the developing countries based on workers' rights and social dialogue. This is decisive to ensuring the necessary private investments, for job creation and for developing the local business sector.

Denmark will contribute to the business sector's transition to sustainable production and trade. We will help businesses transform the Sustainable Development Goals into new markets, services and products that can contribute to a sustainable development in society. Enhanced integration in the international markets and value creation locally in the developing countries can create a more sustainable basis for global growth. Denmark will promote sustainability in global value chains in which the production to western consumers often takes place in developing countries.

Denmark will work to ensure that development of agriculture and of the food sector, i.a. also climate adaptations, is a driver of inclusive, sustainable growth that can contribute jobs and food, also for a growing urban population. Denmark's experience with organising producers and our experience and extensive competencies within sustainable energy, water and natural resource administration represent added value which we contribute to the cooperation. We will work to ensure that the poor population groups in cities and in the country get access to sustainable energy and clean water.

### **6.3 Danish authorities in international cooperation and research**

Denmark will prioritise an expansion of the Partnering with Denmark Initiative, where Danish authorities engage in international cooperation in response to the demand we experience from many developing countries with regard to Danish knowledge, experience, and technology in the creation of sustainable solutions and welfare. We will expand the Partnering with Denmark Initiative as a central model for Denmark's cooperation with strategically selected developing countries to enhance sustainable growth under prioritised Sustainable Development Goals. Several transition and growth economies face decisive choices concerning their major cities. Danish core competencies can be brought into play and contribute to framework conditions, which promote coherent social, environmental, and economic urban development. The Partnering with Denmark Initiative serves as a bridge between development policy and economic diplomacy. An expanded Initiative can increase the number of partner countries, line ministries, and furthermore include cities and other relevant authorities directly.

Research cooperation between universities and research institutions in Denmark and the developing countries will be strengthened, and the research cooperation will be seen in context with other instruments such as the Partnering with Denmark Initiative. The goal is still to contribute to new solutions with new knowledge and new approaches and to increase the countries' capacity for creating and applying new knowledge themselves. Similarly, we will also, going forward, prioritise the research cooperation and fellowship programmes in the transition and growth countries where Denmark is present and where the countries are facing societal challenges that match the Danish strengths e.g. within climate, water, energy, health, food as well as e.g. democracy and the rule of law.

## 6.4 Free trade

Global free trade is the key to growth. Denmark is a strong advocate of free trade – and a strong voice in the EU through which we can best promote our prioritised goals. Through active involvement in the EU, we aim to utilise trade policy to create a better framework for enhanced growth and prosperity also in the poorest countries. We will promote the opportunities of these countries to better take advantage of the market access they already have to the EU. Denmark will work for progress in the WTO and in this connection seek to promote the interests of the least developed countries. Denmark will support this development aim in the EU trade policy. The goal is to ensure a better integration of the least developed countries into the global and regional economy so as to enable them to trade their way to growth.

The EU works with a number of trade policy instruments with a development aim and the regional economic partnership agreements. Common to these is that in addition to providing free market access, they also aim to improve framework conditions for well-functioning trade cooperation between the EU and the countries and regions in question. The trade agreements are supplemented by an "Aid for Trade" programme which makes the EU the largest donor in the area. We will support the actual use of the market access that has been obtained through free trade negotiations. At the same time, it is decisive that the, often extensive, trade barriers between the individual developing countries are addressed through international cooperation.

## 6.5 Mobilisation of the developing countries' own national resources – tax

Denmark will contribute actively to international initiatives that can help realise the Addis Ababa Agreement on Financing for Development. Denmark will make a point of strengthening and enhancing the effectiveness of the developing countries' national and local tax systems with a view to enabling the countries, to an increasing extent, to mobilise their own resources with a view to realising the Sustainable Development Goals and create equal opportunities for all. This will particularly be the case in the poor, more stable developing countries with functioning public systems.

Focus will also include combating tax havens and illegal capital flows, international economic crime, terrorist financing and anti-corruption policies. These are priorities which we also seek to promote in EU initiatives.

Denmark sees the partner countries' tax systems as part of follow-up on the Sustainable Development Goals concerning strong institutions and good governance: A social contract between authorities and citizens and a society where no one is left behind, where there is increased accountability, transparency, anti-corruption and economic management of and within the authorities. Where relevant, we will involve the Danish tax authorities in the cooperation.

## 6.6 Promoting responsible investments and market-based solutions

The private sector is decisive in achieving the Sustainable Development Goals. Denmark will catalyse partnerships between various public and private partners with a view to coupling the best knowledge, the most innovative ideas and financing and contributing to developing markets and promoting market-driven sustainable growth and employment. In partnerships, public and private resources such as knowledge and capital can obtain a greater effect than if they stand alone.

Through networks and dialogue with the financial sector, businesses, private foundations, research and civil society, Denmark will contribute to a global Sustainable Development Goals mindset where the Sustainable Development Goals are regarded as opportunities of widening the field of commercially sustainable investments in the developing countries. Investments that ensure substantial and measurable development impacts while at the same time generating a reasonable financial return.

We see opportunities in supporting young, talented entrepreneurs, allowing them to develop business ideas and start businesses, including incubator programmes, training and access to financing. In the long term, successful entrepreneurs may create jobs in their businesses. We will keep in mind that new technological possibilities – “disruption” – may help the private sector in the developing countries skip a couple of development stages and make giant strides forward in terms of productivity and profitability.

A number of new development donors are especially active within major projects relating to infrastructure and economic growth. Denmark’s longstanding experience and good reputation in several developing countries, particularly in Africa, makes us an attractive knowledge partner for the new donors. Denmark will use this to promote the Sustainable Development Goals. With increased prosperity comes a larger global responsibility.

Through partnership instruments, Denmark will contribute to finding new business and market opportunities based on the Sustainable Development Goals and build sustainable markets. The goal is to pave the way for market-based, sustainable solutions to play an effective part in realising the Sustainable Development Goals locally. The starting point is a business idea driven by one or more businesses or investors where we can help bring relevant knowledge and resources into play.

In order to ensure investments in sustainable infrastructure which can be characterised as public goods and which can thus hardly be financed on commercial terms, Denmark will further develop and prioritise financing via Danida Business Finance for public purchasers in poor developing countries, including project development.

Denmark will strengthen the Investment Fund for Developing Countries (IFU) as the central Danish development investment institution. IFU and the IFU-managed investment funds are able to mobilise large-scale private funding, including from pension funds, foundations and businesses with a view to investing in sustainable growth, decent employment and technology transfer for addressing e.g. climate and environmental problems in difficult markets in developing countries. IFU will, at the same time, contribute to internationalising Danish businesses, including small and medium-sized enterprises.

The Danish support for the development of the private sector and engagement with local, Danish and international businesses and investors will follow the principles of



effectiveness, social responsibility and additionality. Cooperation with private businesses and investors makes it possible to leverage the aid funds by a factor of somewhere between 2 and 10 depending on the investment type and return. Aid funds are not to be brought into play where the private sector is willing and able. We must avoid distorting markets, and initiatives must create a market development by mobilising other private sector actors. Partnerships will be open to potential partners from other countries with the purpose of, in the long run, obtaining access to more cooperation opportunities and being able to scale successful initiatives.

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## 7 We will promote values – human rights, democracy, gender equality



Afghan women who have just voted in the second round of the Presidential election in Afghanistan in 2014. Photographer: Franz-Michael Skjold Mellbin

Denmark will be a significant global defender of human rights, democracy and gender equality. We will promote these values in a wide range of connections, from our contract with private businesses to active participation in UN negotiations in this regard. Human rights, democracy, good governance, the rule of law and gender equality represent a separate priority area of the Danish development cooperation. It is a condition for fulfilling the Sustainable Development Goals and an integral part hereof, particularly Goal No. 5 (gender equality) and Goal No. 16 (peace, justice and institutions), but also Goal No. 1 (poverty) which includes land and property rights. Denmark will support democracies in their right to be democracies, including their right to participate as equal partners in multilateral organisations – an important initiative in this regard is the Neighbourhood Programme for Eastern Europe, which focuses on fragile democracies in Ukraine and Georgia.

### 7.1 Human rights and democracy

Denmark has a continuing interest in an international order based on a common set of ground rules and will, based on fundamental Danish values, promote implementation of the internationally agreed rules.

Citizens must be able to choose their own future and contribute equally to developing their societies. Through development work, Denmark will support the development of sustainable societies based on the democratic rule of law and human rights, gender equality, freedom from corruption, impunity, discrimination, stigmatisation and oppression. Denmark will contribute to securing national framework conditions with strong institutions that can supply well-functioning judicial systems, effective anti-corruption measures and protection of private property. These framework conditions are decisive for the development of the private sector and for promoting economic freedom, long-term sustainable growth and development.

## **7.2 The human rights-based approach to development**

Denmark's development cooperation is based on the principles of non-discrimination, participation and inclusion, transparency and accountability as well as the distinction between rights holders and duty bearers. This helps us fulfil our global obligation of making the Sustainable Development Goals a reality for everyone. Denmark will continue to apply a human rights-based approach to development because this is a strong means of building sustainable societies where the individual can create a future for himself/herself and his/her family.

## **7.3 Shrinking civic space**

The framework conditions for civil society are under pressure in a number of countries. In the countries in which we engage, we will monitor the conditions and space in which civil society operates and enter into a dialogue with governments which, as duty bearers, must ensure that the population is able to express freely their attitudes and opinions and participate in democratic processes. Denmark will support and expand the role and capacity of civil society and promote advocacy by civil society actors in the developing countries. Denmark will continue its direct engagement with civil society organisations in the priority countries through dialogue and cooperation.

## **7.4 Joint promotion of human rights, democracy and gender equality**

Concrete improvements within human rights, democracy and gender equality require a new approach to partner choices. Danish authorities, civil society, youth organisations, the social partners of the labour market and other parties have many years of solid and up-to-date knowledge and experience within this particular area. Therefore, we will emphasise the importance of the cooperation between relevant Danish authorities and actors within human rights, democracy, including e.g. party-to-party cooperation through the Danish Institute for Parties and Democracy, gender equality and local partners in the countries with which we cooperate. Denmark has important competencies within the connection between human rights and sustainable growth. In our dialogue with governments, civil society organisations, private actors and others, we will emphasise the possibilities of social gains which human rights, democracy and gender equality may bring.

## 7.5 Gender equality and women's rights – a human right and social gain

Denmark will be at the forefront, fighting for gender equality and girls' and women's rights. Everyone must have an equal right to contribute to and participate in the political life, in the economic development and in the social and cultural life of a society. Girls and women are prevented from participating on an equal footing with boys and men in far too many places in the world. This is not only unjust, it is also holding societies back. It has consequences in terms of reduced sustainable growth and development, and it leaves the contribution which women and girls can bring on all levels unused.

Gender equality is associated with social gains on many levels. Research studies show that if the countries in the world that oppress or leave women's potential unexploited changed course, the economic gains would be massive. If women were to experience full gender equality in all countries in 2025, the world's economic added value (the world's gross domestic product) could increase by an estimated 25 percent. To reap this benefit, girls and women must have access to social services and have complete and unconditional right to participate as active citizens in their own societies on all levels, including in the economic life, and have a right to inherit and own land. When girls are allowed access to education and health services and are given an increased opportunity of being active citizens, they often marry later and have fewer and healthier children at a later time in life. This is also an important aspect of managing population growth and overpopulation.

Denmark will maintain its position as a strong global advocate of sexual and reproductive health and rights. The right to decide over one's own body and own sexuality is a fundamental human right. Girls must not be submitted to female genital mutilation or be forced to marry at an early age. Everyone is entitled to information, access to contraception, legal and safe abortion and other relevant services, including with regard to HIV/AIDS. On a global level, it is estimated that 225 million women do not have access to the contraception of their choice. Sexual and reproductive health and rights are vital to meeting the challenges and realising the potential that lies in the fact that the largest youth generation in the history of the world is growing up right now.

## 7.6 A small country with a strong voice

The UN is a central platform for Denmark's work in connection with promoting human rights, democracy and gender equality. In this connection, we will continue to make a persistent effort in the fight against torture and the promotion of the rights of indigenous peoples. Denmark has special strengths in the UN in these areas. Therefore, Denmark has announced its candidacy for both the Human Rights Council in 2019-2021 and the Security Council in 2025-2026 and will in future together with the Nordic countries promote important candidacies in order to increase the possibility of Nordic participation in central UN agencies.



## 8 From policy to results



Boy with a Danish designed soccer ball showing the Sustainable Development Goals in Kamsé Village in the Kaya region, Burkina Faso. Photographer: Christian Andersen

### 8.1 Focus on results

The Danish development cooperation will build on ambitious and realistic objectives that take into account the complexity of the context in which we are working and the problems with which we are working. We will adapt our ambitions to the individual interventions and display strategic patience to follow through on the goals we set ourselves.

We must be willing to take risks and at the same time ensure openness about the risks and challenges that arise and which are one of the conditions of development work. Whether it is a risk in relation to the security in connection with engagements in conflict situations and fragile contexts. Or the risk associated with engaging in and with countries with major corruption issues. Or the risk we must also accept when we, to an increasing extent, engage with private actors and thus on the terms that characterise the market forces, we must accept that we will not always succeed. The reality is that we will not reach even one of our ambitious goals in the development cooperation by always adopting a belt-and-braces approach. We need to have the courage to experiment with our approaches. This also means that we must be willing to change tracks if our interventions are not effective.



Realism and willingness to take risks are the precondition of creating solid returns on investments in the development cooperation. This must be the basis for the planning of all engagements: That, by attaining sustainable development results, we create real changes for countries and people. We will work for results that can be both documented and communicated and which persist for a long time after our intervention has ended. Among other things, this requires that we always work through our partners in the countries, so that we can be sure that they are able to continue their own development. Thus, Denmark works in accordance with the international principles for aid effectiveness. Through the further development of effective results reporting and use of international standards and systems, we will ensure transparency about the results attained through the Danish development cooperation.

Denmark supports the national indicators for measuring development established by the partner countries. In cooperation with our partners, we will endeavour to work towards indicators that support the measuring of results attained in connection with the Sustainable Development Goals. This also applies with regard to promoting the businesses' documentation of results.

Going forward, Denmark will not conclude new bilateral agreements on general budget aid as a development policy instrument. Denmark will continue its work in specific thematic areas and in sectors where the support, including the results achieved, can be monitored closely – also when it is provided through the national treasury administration systems with a view to building national capacity. Joint financing for the EU's so-called state-building contracts may still be possible, provided that proper control mechanisms, i.a. for preventing and addressing corruption, are in place. This change of policy is in line with the general trend among other like-minded development partners in recent years.

## 8.2 Zero tolerance of corruption

Denmark has zero tolerance of corruption. Part of Denmark's brand is being one of the world's least corrupt countries. This is something to treasure, also in our development cooperation. We will support the fight against corruption in all its forms. First and foremost, we will work to increase our partners' own capacity to fight corruption and thus, in the long term, contribute to ensuring that corruption will not erode the development results attained. We do not accept corruption, but we must accept the risk of corruption if we want to have a presence in areas where the working conditions are the most difficult, where the poverty is the deepest and corruption is part of reality. Therefore, we will work systematically with risk analysis and take appropriate precautions to prevent and detect corruption. If Danish development funds are lost as a consequence of corruption, it will have consequences. Zero tolerance of corruption is a decisive element in our development cooperation. We want to ensure transparency regarding cases where Danish funds have not been used as intended and ensure a better exchange of information and experience in connection with specific corruption cases and principles in this regard with like-minded bilateral and multilateral development partners. Promoting the international anti-corruption agenda is a high-priority issue for Denmark.

### **8.3 Communication concerning the development cooperation, involvement of the Danes**

We will increase awareness of Denmark's development cooperation and ensure that it is understandable, so that a larger share of the Danish population can decide on the value and relevance of development cooperation.

We will communicate what we do, why and how we do it and what we achieve. In our communication, we will prioritise the channels and platform used by the Danes, and we must involve our partners in the development cooperation as well. We will also reach out to children and young people to a greater extent than we have done so far.

We will communicate our contribution to development results in the countries and regions where we have a presence and are active. Local visibility of the responsibility assumed by Denmark for global development will help strengthen Denmark's reputation locally, and may at the same time contribute to promoting partnerships in other areas of Danish interest, including trade and export drives.

### **8.4 The World 2030 – a unique opportunity, a necessary investment**

We are facing a unique opportunity of creating a more safe, free, just, sustainable and prosperous world for the benefit of both the surrounding world and Denmark. Only by bringing a wide range of competencies into play and building innovative partnerships, can we deliver on our strategy. We cannot afford not to, we have everything to gain.









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## The World 2030. #VoresDKaid

### Denmark's strategy for development cooperation and humanitarian action

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Reverse: Denmark's new development cooperation and humanitarian strategy, The World 2030, represents a broad political compromise between a majority of the parties in the Danish Parliament and was developed with input from the Danes, the Danish civil society, interest groups, Danish businesses and international partners during the spring of 2016. Much input was received via #voresDKaid, which will also in future be active for networks and knowledge concerning Denmark's development policy and humanitarian engagement in the world.

Follow-up on the UN Sustainable Development Goals in Denmark will be included in the Danish Government's action plan for the Sustainable Development Goals, which will be presented in the beginning of 2017.