

MINISTRY OF FOREIGN AFFAIRS OF DENMARK

DANIDA | INTERNATIONAL
DEVELOPMENT COOPERATION



FREEDOM
from
POVERTY

FREEDOM

to
CHANGE

STRATEGY FOR DENMARK'S DEVELOPMENT COOPERATION





*Two students carry out experiments with power at Dr. Bruno Buchwieser-School for engineering and electrical engineering in Ouagadougou, Burkina Faso.
Photo: Thorsten Overgaard/Danida*

CONTENTS

DANISH DEVELOPMENT POLICY – FREEDOM AND DEVELOPMENT	4
POVERTY REDUCTION AND SUSTAINABLE DEVELOPMENT	6
PARTNERSHIPS FOR CHANGE	8
FREEDOM, DEMOCRACY AND HUMAN RIGHTS	15
GROWTH AND EMPLOYMENT	18
GENDER EQUALITY	22
STABILITY AND FRAGILITY	25
ENVIRONMENT AND CLIMATE	28
FROM STRATEGY TO ACTION	31

DANISH DEVELOPMENT POLICY – FREEDOM AND DEVELOPMENT

Development is about fostering freedom throughout the world, about setting each individual and their potential free. Denmark's development policy rests on the fundamental belief that all people are born free and equal, with inalienable rights. Freedom is an absolute good and a precondition for development. Without freedom there will be no development.

Fighting poverty is about giving each individual the opportunity and the ability to influence their own situation in life, politically, economically and socially. Denmark's development policy is therefore rooted in universal human rights and fundamental freedoms as they are set out in the UN Charter and the Universal Declaration of Human Rights. These rights and freedoms are fundamental to the lives, integrity and dignity of all people.

Development policy must ensure freedom *from* and promote freedom *to*. Freedom from poverty, fear and degradation, from powerlessness and abuse. Freedom to take charge of one's own destiny and responsibility for one's own life. Freedom to take full advantage of one's own potential – for the benefit of the individual and the community. Freedom to live a life with dignity in just and open societies where each individual has the right to freedom of thought and expression.

Sustainable development and long term poverty reduction assume democracy, free

and well-functioning markets alongside a state with good institutions, good governance and a strong civil society. Poverty and hunger do not thrive in open, just societies where those in power must answer to the citizens and where people have the opportunity to take responsibility and to display initiative and enterprise. Moreover, it is difficult for instability and conflict to flourish in pluralistic societies with free speech, the rule of law and respect for the individual and the community as a whole.

Freedom is necessary but it is not a guarantee of development and poverty reduction, because freedom alone cannot ensure a dignified life without poverty. In order to take advantage of freedom, it must be possible to seize political, economic and social opportunities. That is not possible if you die of malaria before the age of five; if attending school and learning are impossible for economic or cultural reasons; if conflict, despotic dictators or climate change force you to flee; or if the nearest market or source of clean drinking water is a day's journey away. Denmark's development policy will therefore contribute to creating both the framework for free human endeavour and the opportunities for making use of this framework. Freedom and development presuppose and mutually reinforce each other.

As citizens in one of the world's richest societies, we gladly assume our share of a global

responsibility. Through our development policy we will seek to further the same freedom we ourselves enjoy. We believe in the fundamental right of human beings to live a life in freedom and dignity and we are prepared to make a contribution towards this end.

Development policy is also Realpolitik. Denmark has a clear interest in promoting development and fundamental values through proactive and focused participation in international development cooperation. Twenty years after the fall of the Berlin Wall, we know that democracy and free market values cannot be taken for granted. It is still necessary to fight to ensure that people in other countries can live in freedom and without want.

The beginning of the 21st century is a time of unrest and upheaval, with many challenges and opportunities. The world is undergoing tremendous change and globalisation has made us more interdependent. Poverty, climate change, armed conflicts, epidemics, radicalisation, starvation and migration are transnational issues. A number of challenges – i.a. the economic crisis, the food crisis and climate change – have had an impact on all parts of the world, but developing countries in particular have felt the negative consequences.

Globalisation creates opportunities to access new technology and pursue de-



A Danida supported IT project at the Green Hill Academy in Uganda. Photo: Mikkel Østergaard/Danida

velopment through foreign investment and exports. Contributing to stability and progress in societies far from Denmark can have a direct impact on us. A significant side effect of long term economic development and stability in the world's poorest countries is new markets for Denmark. We live in a global community with a shared destiny where Denmark, in cooperation with others, has an interest in contributing to a sustainable, free and peaceful world for the benefit of the present and future generations. A world with freedom and opportunities for all is in everyone's interest.

Global responsibility and promoting universal values of freedom go hand in hand with safeguarding our own interests. This is the foundation for our engagement.

Development policy is an integral part of the proactive Danish foreign and security policy. It is an equal and independent element in our overall global engagement.

Development and change in Danish development policy

We must continue to evolve, adjust and advance our development policy to better meet current challenges and opportunities. We continue to learn more about what works

and what does not work in development assistance, and we need to consider the wishes and priorities of our development partners. For example, we owe it to the African leaders to listen to their recommendations concerning private sector-driven economic growth and employment as a way out of poverty. This is clearly reflected in the recommendations of the Africa Commission.

We will be present where the need is most urgent, and we must ensure that development cooperation is structured to support change in the best possible way. Development assistance should generate welfare and prosperity, and our development policy – or policies in other areas of significance for the world's poor – should never unintentionally contribute to keeping people and societies in poverty. We must continually ensure that efforts targeted at meeting people's immediate needs also support long-term development. We will use all lessons learned, both positive and negative. For example, we will need a different type of thinking if, despite massive development assistance over a number of years, a country remains at a standstill while other countries have managed to lift large numbers of people out of poverty in a relatively short period of time. If the recipient country's po-

litical will obstructs assistance efforts, it can have consequences for Danish development assistance.

We should always remember that the purpose of Danish development cooperation is to set people free and thereby enable them to escape poverty. This is the core of the new strategy for Denmark's development cooperation.

We cannot make demands for change if we ourselves are not prepared to change. The five political priorities put forward here signify Denmark's readiness for change, improvement and renewal in our development cooperation.

POVERTY REDUCTION AND SUSTAINABLE DEVELOPMENT

Danish development policy will contribute to reducing poverty by promoting freedom and creating sustainable development.

Responsibility for own development

The purpose of development is to create change for the better. Change must first and foremost come from within, and each society bears the responsibility for its own development. However, in the poorest and most fragile societies of the world, the challenges are so great that individual countries cannot tackle them alone – even when they are willing to assume the responsibility. The capacity of the society and the citizens is often weak, and conditions such as trade barriers, climate change, the international economic crisis and financial fluctuations place limits on the opportunities for change. Denmark can and will support countries in meeting the challenges. We will cooperate with partners who are willing and able to create change.

Change for the better should provide each person with political, economic and social opportunities for creating lasting improvement in their living conditions and security. Change must also reduce the vulnerability of the individual, family or society and strengthen the ability to cope when livelihoods are threatened.

Development that is economically, socially and environmentally sustainable requires lasting economic growth which benefits the poor. Growth based on free market principles and private property rights. Sustainable development also requires peaceful demo-



*Two girls are planting a tree in their family's garden in the Entoto Mountains in Ethiopia.
Photo: Jørgen Schytte/Danida.*

cratic societies, respect for human rights, gender equality, and consideration for the environment and climate.

Change requires perseverance and the willingness to take risks

There are no easy solutions. Creating change requires persistent engagement that is flexible and involves a willingness to take risks.

Development and change are not created from one day to another and change is often difficult and time-consuming. Conflicting interests, values and a determination both to promote and resist change may exist. However, change for the better is crucial for creating lasting improvement in the living conditions of the poorest people in the world.

The point of departure for the Danish engagement will always be local needs and priorities and the determination to create change through partnerships. To this end, in each situation Denmark will make use of the necessary instruments.

To achieve our ambitious targets we need to be innovative and prepared to take chances. A determined and persistent development effort involves being willing to take risks. We must be prepared to accept mistakes and setbacks on the way towards long-term progress. Risks will be present in new as well as established partnerships and in fragile as well as stable and democratic countries. We are willing to accept these risks because it is necessary to achieve our goals.

The Millennium Development Goals are the guideline for Danish development policy

The Millennium Development Goals (MDGs) are the international community's commitment to reducing poverty and promoting sustainable development by 2015. These goals constitute the guideline for Danish development policy, and the joint effort must be stepped up if we are to achieve them by 2015. Sustainable economic growth, freedom, democracy and human rights are prerequisites for achieving the MDGs.

Global progress has been made in achieving the MDGs. But the results vary greatly from country to country and from goal to goal. Some developing countries like Ghana, Mozambique and Vietnam are well on their way. Meanwhile, a large number of countries are far from achieving the MDGs and must struggle merely to maintain the results already achieved. These countries are often fragile and characterised by instability and conflict, and the population is subject to severe poverty and vulnerability. This is the reality in countries like Somalia and Sudan.

Many developing countries experience rapid population growth, which means more mouths to feed and more hands to employ. It puts pressure on already weak infrastructures in, for example, the health and educational sectors. It increases the strain on natural resources and in many countries economic growth cannot keep up with the population growth. This can lead to an influx of refugees and to instability and conflict. In many developing countries increasing urbanisation provides both opportunities and challenges. An accessible supply of labour and a short distance to markets provide opportunities for economic development and a better foundation for health and education services in the urban areas. However, urbanisation also creates new forms of poverty.

FACTS

Millennium Development Goals

1. Eradicate extreme poverty and hunger in the world
2. Achieve universal primary education
3. Promote gender equality and empower women
4. Reduce by two thirds the mortality rate of children under five
5. Reduce by three quarters the maternal mortality ratio
6. Combat HIV/AIDS, malaria and other diseases
7. Ensure environmental sustainability
8. Develop a global partnership for development

Five priorities for Danish development policy

The needs of developing countries are many and wide-ranging. They include fighting corruption, creating a more open and efficient public administration, and providing better infrastructure and favourable framework conditions for businesses activities alongside initiatives targeted at improving education, healthcare and safe drinking water. The efforts aimed at meeting these needs are inextricably linked. Results in one area are dependent on results in other areas. The development of social sectors is linked to opportunities for increased production and economic growth. At the same time, growth and good governance are decisive for enhancing a country's opportunities for financing its own long term social development.

With scarce resources, the many needs are a challenge to which developing countries, together with Denmark as a partner, must respond. Denmark neither can nor will take responsibility for all challenges in all countries. We must concentrate and focus our efforts on specially prioritised areas where we can make a difference. The most important thing is for the international community, collectively and in partnership, to contribute to ensuring that developing countries can implement the necessary initiatives in the most efficient and sustainable way.

In its development policy, Denmark will focus particularly on five political priorities:

- Growth and employment
- Freedom, democracy and human rights
- Gender equality
- Stability and fragility
- Environment and climate

The priorities are all interconnected and essential for fighting poverty and reaching the MDGs. Respect for human rights, democratic participation in society and good governance are crucial for both social and economic progress as well as long-term stability and social coherence. Economic growth and employment are decisive for eradicating extreme poverty and hunger and ensuring that the developing countries will be able to finance their own development in the long run. Gender equality and the empowerment of women are goals in their own right and are crucial elements in creating growth and fighting poverty as well as slowing down the high rate of population growth. In many areas, persistent conflicts and instability constitute a hindrance to reducing poverty and creating development. In other areas, climate change, environmental problems and natural disasters threaten to destroy emerging development.

DENMARK WILL

- Base its development engagement on partnerships with actors who can and wish to create change
- Strengthen international cooperation on global challenges and the international division of labour
- Strengthen the EU's role as an actor in development cooperation
- Have a global development engagement based on partner countries, with the majority of Danish development assistance continuing to go to Africa
- Strengthen regional cooperation
- Ensure better results through more focused and effective development cooperation
- Strengthen the coherence between policy areas and instruments for the benefit of development

PARTNERSHIPS FOR CHANGE

Partnerships increase possibilities for change

Denmark will base its development engagement on partnerships. Our opportunities for making an impact on the world and supporting local and global processes of change are greater in partnership with others.

Denmark will enter into partnerships with the actors who can and wish to create change. Both the type of partnerships and the partners will be manifold. We will form partnerships with governments, civil societies, the media, actors in cultural life, education and research institutions and the private business sector in partner countries. We will enter into partnerships with actors at the local, regional and international level.

Long-term partnerships are the basis for Denmark's engagement. They create credibility and provide the best possibilities for ensuring results. The Danish engagement in partnerships will be robust, flexible and dynamic. It will be robust enough to handle pressure and setbacks, flexible enough to adjust to local conditions and changes, and dynamic enough to respond under difficult conditions as well as to seize opportunities. This requires perseverance and willingness to take risks. It also requires fundamental political and popular support for Danish development policy.

Partnerships will be based on openness and mutual commitments. Denmark will make demands on its partners and will be prepared to act in accordance with the commitments we assume. Results must be achieved. Joint control and joint responsibility for results and for the administration of development assistance are the best guarantors of efficient and result-oriented cooperation. Inefficiency and corruption will have consequences. Denmark will make it clear to all partners that corruption is not tolerated, that every suspicion of corruption will be investigated and that those involved will be held accountable for their actions. Moreover, Denmark will require initiatives to stamp out corruption.

Strengthen international cooperation

Global and transnational challenges are best solved through strong international cooperation. However, the global power structure is undergoing change, and Denmark must think in new ways in terms of the discord this creates in international cooperation.

The multilateral system creates norms and has global legitimacy and presence. Further multilateral cooperation provides a platform for dialogue, including with partners with whom we disagree. A binding multilateral



Children of Indian workers at a painted wall in a small community outside Thimphu, Bhutan. Photo: Mikkel Østergaard/Danida.

system is in Denmark's interest, even though at times there are disappointments and the work is demanding. Multilateral cooperation must produce results that are more than mere declarations of intent.

Denmark will continue to be an active and determined partner in multilateral cooperation. We wish to increase our influence as well as that of the EU in traditional cooperation fora such as the UN, the World Bank and the WTO and in other global fora such as the G20. Multilateral cooperation should support achievement of the MDGs and it should foster freedom, peace and security. It should contribute to a well-functioning global economy, market access for developing countries and solutions to other global challenges such as global environmental and climate problems.

Denmark will strive to ensure the constant legitimacy, relevance and efficiency of the multilateral system and will take part in reforming it where necessary. This applies at the country level, where the UN organisations in particular should strengthen their internal cooperation in order to achieve better results. And it also applies at the global level, where multilateral cooperation has

not been capable of providing solutions to a range of global challenges. Human rights and their universality are under pressure, and a few countries have been allowed to negatively influence the agenda far too much. Together with the other EU countries, Denmark will work harder to set the agenda and actively form alliances with moderate and progressive forces in other parts of the world while remaining true to our values.

The future role of the UN is therefore dependent on how the UN and its Member States manage to transform the UN system to be able to meet global challenges in an efficient and result-oriented fashion. Denmark will actively influence the policy direction and initiatives of multilateral institutions. Danish resources will be used on the organisations whose efforts are in keeping with Danish development priorities, where results are assured and where Denmark also has an influence on the policy direction. Denmark will conduct critical reviews of the multilateral assistance on an ongoing basis to ensure that Danish development assistance is spent in the most productive way.

China, India, Brazil, South Africa and the Arab countries are playing an ever-greater

international role, both in multilateral cooperation and in developing countries. These countries have a rapidly increasing aid, political and economic engagement in Africa as well as in their own regions, and they bring new perspectives and resources to development cooperation. This is positive. The greater the global commitment to fighting poverty, the greater the likelihood is that we will achieve the global development goals. These countries contribute to changing the dynamics of multilateral cooperation and cooperation in the developing countries. They do not always have the same interests and values as the traditional donors and do not always work according to the same principles. They demonstrate alternative development models and make different demands on their cooperation partners. This challenges the role of the traditional donors and the principles and values that apply in development cooperation.

Denmark will actively respond to the impact of the new actors. We will be open to cooperation with these countries – including countries we do not manifestly agree with. However, we will enter into critical dialogue with these countries if their activities contravene international principles and values. We



Bolivia. Photo: Mike Kollöffel/Danida.

Security of food supply

The food crisis in 2007-08 has put food security at the top of the international agenda. Here the EU and the Member States play an important political and financial role. Denmark supports the EU's focus on food security in the developing countries through the formation of the European Food Facility and the EU's continued work with policy coherence. The EU has been an important force in increasing the awareness of food security in international fora including the UN's MDG process and at country level cooperation with the developing countries. Further, the EU has emphasised the need to improve international and multilateral organisations' capacity to respond to future food crises. In order to strengthen the EU's leadership and ensure increased efficiency in the EU's development assistance, steps have been taken to formulate a coherent policy supporting developing countries in meeting challenges in, for example, agriculture and food supply. The focus for this new policy will be on the development of smallholder farms, good governance, regional integration and assistance to vulnerable groups in the population.

will foster cooperation between Denmark, the new actors and the developing countries at the country level to strengthen the exchange of lessons learned and to further the international division of labour. We will promote equal partnerships between the developing countries and all cooperation partners and support the developing countries in making demands on these partners. Denmark will simultaneously strive to ensure that the new actors assume the obligations that are involved in multilateral cooperation. The role of the EU and other democratic, like-minded countries within, for example, the OECD (Organisation for Economic Development and Cooperation) is fundamental for the opportunity to exercise influence and strengthen the cooperation.

Strengthen the EU's role as an actor in development cooperation

The EU is fundamentally a freedom and peace project that grew out of totalitarianism and dissension and as such it is a role model for democracy and peaceful co-existence. Denmark would therefore like to see the EU leading the way in promoting freedom, democracy and human rights. This requires that the EU actively uses its political and economic weight and all relevant instruments.

The changing global power structures mean that we should make more use of our membership of the EU to influence global agendas. Active involvement in the EU provides Denmark with greater influence than our size dictates. The Commission and the other EU Member States are Denmark's closest international cooperation partners. The EU is the largest actor in development cooperation in the world and has a global presence. However, EU's influence does not correspond with its status. Something must be done to change that.

Denmark will strengthen the EU's role as a global actor in international cooperation. The EU should assume greater responsibility for fighting poverty and creating global sustainable development. It should lead the way in achieving the international goals on more and better development assistance, and all Member States should live up to the EU's targets.

Denmark will influence the EU's development policy agenda. We will work together with other Member States to promote Danish points of view and ways of approaching development cooperation in the EU. We will strive to enhance the cooperation between the Commissioner for Development and the other Commissioners. Moreover, we will strive to ensure that the EU is able to respond as an effective and relevant development actor at country level.

Denmark will also promote more efficient administration of the EU's development cooperation and emphasise quality and results in both the Commission and the Member States. The EU should be the most efficient actor in development cooperation. There is a significant potential for better coordination of the efforts and ensuring a more appropriate division of labour, both between the partner countries and within the individual partner countries. Denmark is prepared to focus its presence and adjust its efforts in the light of an improved common EU approach.

Both Denmark and the EU are in a stronger position when the EU responds collectively to the world at large. The policies, instruments and development efforts of the Commission and the Member States must all pull in the same development-friendly direction. The Lisbon Treaty and the EU's common Foreign Service gather the EU's various instruments and provide a good foundation, especially in terms of foreign policy, security policy and development policy.

FACTS

Principles for engagement in partner countries

- **DEVELOPMENT NEED** – is assessed on the basis of a broad understanding of poverty, freedom, vulnerability and sustainable development. The need can be short or long term.
- **RELEVANCE** – is assessed in relation to the needs and challenges the country faces, including in the form of tyranny, instability and vulnerability to conflict and the effects this can have on neighbouring countries and the rest of the world. Danish interests in the engagement will play a role in the assessment.
- **IMPACT AND RESULTS** – are assessed on the basis of the opportunities available for Denmark to make a difference and help produce results. The will of the primary actors to change, the demand for Danish competencies and the involvement of other donors, and the opportunities for international division of labour will play a role in the assessment. Possible risks will play a role in planning the engagement but not, as a rule, preclude potential engagement.

Stronger engagement in fewer countries

Denmark will continue to have a global development engagement. The development needs and challenges vary from region to region and between countries in the individual regions. The primary focus will continue to be on Africa where the need for development is greatest.

The countries where Denmark is engaged with a long-term perspective and political and financial weight will be considered partner countries. This will also include previous programme countries where the partnership has been framed in one defined way. In dialogue with the partner countries we should be flexible and able to modify our engagement to meet the challenges.

Denmark will not spread its engagement between too many countries. In order to create long lasting results and to make an impact,

we need to focus our efforts. As a consequence we will have a stronger engagement in fewer countries. We will focus on a limited number of partner countries and reduce the number of countries receiving Danish assistance compared to today.

Selection of partner countries is a political decision. Development needs, relevance, impact and results will all be assessed. An assessment of the opportunities for establishing partnerships with actors who can and will create change and ensure sustainability in the results achieved will also play a role in the decision.

Together with the partner countries, we will closely follow development over time, and we will establish goals for the partnerships based on various indicators for measuring progress and establishing how we contribute to creating change. This will be an important tool in the dialogue with our partner countries.

Denmark will support increased regional cooperation between developing countries and work with development from a regional perspective. This provides good conditions for economic growth, for trade and for finding political solutions to cross-border challenges. Denmark will support partner countries' regional engagement and support relevant regional organisations.

An engagement adapted to the individual country

The overall Danish engagement will be targeted to best support development in each particular country and will therefore be adapted to national and regional conditions. Denmark will not be engaged in the same way with the same instruments in all countries. The engagement in countries with weak or oppressive state structures, conflicts or famine will be different from the engagement in countries where progress is being made in the fight against poverty, and where the governments are legitimate and accountable to the citizens and claim ownership of their country's own development processes.

Denmark will continuously evaluate the basis for each partnership and adapt the efforts accordingly. A partnership with the country's government will be the point of departure. In individual cases, it may not be possible or desirable to work with the government of a country for a period of time. It may be that non-democratic forces seize power or that the incumbent government develops in a significantly non-democratic direction. Partnerships with non-governmental or international actors will then form the point of departure for Denmark's development engagement. Cooperation that is adapted to the prevailing circumstances provides a continued opportunity for exerting influence to the benefit of the people whose freedom and living conditions we wish to improve. If the development in a country moves in a distinctly negative direction over an extended period of time, if our requirements for



Nepal. Photo: Mikkel Østergaard/Danida.

Nepal – Civil war, coup, popular rebellion and peace process

In February 2005 the Nepalese king dissolved the incumbent coalition government and took over power himself with the support of the Nepalese army. The democratic institutions were suspended. Politicians, activists and other opposition forces were imprisoned. The human rights and security situation, which already were critical after ten years of armed conflict with a Maoist insurgency, deteriorated further. In this situation Denmark maintained its lengthy engagement and support and sought to respond to the development by intensifying its support for those working for democracy, human rights, the promotion of a peaceful solution to the armed conflict and adherence to the poverty-oriented reform programme. At the same time, together with the rest of the donor community (not least the EU) Denmark set up clear conditions for continued support for key state focus areas such as education. 15 months later – and following extensive popular protests throughout Nepal – in April 2006 the king stepped down. This marked the beginning of the present peace and reconciliation process in Nepal, a process with Denmark as a central, active, and reliable supporter.

change are consistently ignored, and if the possibilities for curbing the negative development diminish, Denmark is prepared to be firm. We will coordinate reactions to negative developments in a partner country with other donors – especially with other EU countries.

Denmark's engagement will mainly focus on our partner countries, but we will also have the flexibility to provide rapid, short-term contributions in individual countries. This may be in order to react to sudden or threatening conflicts, disasters or other prevailing opportunities for creating change. The need for flexible efforts is particularly great in fragile states. At the same time there is also a need for long-term efforts to ensure that the countries become more robust and take responsibility for their own development.

Efficient and focused development cooperation which produces results

Both Denmark and the developing countries should get the most out of development assistance. This requires efficient development cooperation that produces results. In close dialogue with our partners, Denmark will therefore build on international principles for effective development assistance such as the Paris Declaration and the Accra Agenda for Action as well as the principles for good humanitarian donorship.

Better results require more focused cooperation and a greater international division of labour. For this reason, Denmark will focus its development engagement at country level on a few challenges, defined in cooperation with local partners and other development actors. Denmark will lead the way in selected areas and leave it to others to contribute in other areas. In order to ensure that Danish development assistance has a greater

impact, we will support fewer but larger programmes in each partner country, and we will focus the multilateral assistance on fewer organisations, especially those which most efficiently deliver results. The selection of focus areas will be based on local needs and Danish policy priorities as well as Danish competencies.

Together with other progressive actors, Denmark will lead the way in promoting increased division of labour between all development actors. The EU has a special role to play. Increased division of labour ensures more efficient utilisation of the overall development assistance and it helps to avoid too many actors with different agendas and requirements being involved in the same developing countries.

Denmark will work with democratic forces in the partner countries. We will strengthen democratic ownership, which ensures the active involvement of the people, parliament, civil society organisations and other non-governmental actors in the political dialogue concerning the country's development. The governments should be answerable to their own citizens and not just to international donors.

Ownership in the community and local government is crucial for effective development cooperation and sustainable results. Solutions should be local and should be an integrated part of the country's own development agenda. Together with other development actors, Denmark will adjust to the priorities, strategies and systems of the developing countries in order to support local ownership. There should be predictability in our priorities and assistance funds, and there should be transparency in our decisions, requirements and consequences. Denmark will be open about the administration of Danish development assistance to the governments, parliaments and people of the partner countries and assume joint responsibility for its results.

CASE



Kenya. Photo: Jørgen Schytte/Danida.

Measurable results on different levels

DFID, the UK's official development organisation, has good experience with measuring and communication results from its development cooperation. Research results from the World Bank are

used to document to the parliament and the population that British development assistance lifts 3 million people out of poverty every year.

Another example of measuring effects of development assistance is the American development organisation Millennium Challenge Corporation (MCC). The organisation has created its own rule-based approach to measuring development. It is based on 17 indicators from independent and recognised sources. The rule-based approach makes it possible to compare results between countries and areas. The results of Danish development assistance are measured and presented at different levels. Results from activities

are available through a public database. The more general results like the MDGs, aid effectiveness and cross cutting issues are presented at www.danida.dk. Lessons learnt on what works and what does not are available at www.evaluering.dk. There are different types of results but also different needs for information. The purpose of a differentiated communication effort is to address this issue.

Results must be documented and communicated

Development results should be documented, assessed, and communicated. Knowledge of what works and what does not work provides opportunities for continued improvement of our engagement as well as a basis for open communication about the development cooperation, both in Denmark and in the partner countries.

Denmark will further the measuring of results. Development cooperation is not just about digging wells and building classrooms. It is also about less concrete and measureable change such as building up the capacity of public authorities to provide services, greater recognition of women's rights and fostering reconciliation in areas of conflict. The results will reflect the overall effort that is created in cooperation with the partner country and other development actors, rather than the limited Danish effort alone. The internal learning process should be enhanced through research and evaluation, and this knowledge should be

utilised in planning new initiatives as well as in providing information about development cooperation. Denmark will increase its cooperation with other national and international actors and institutions on the documentation of results and the exchange of knowledge.

Denmark will continue to ensure communication about the challenges faced by developing countries and the results of international development cooperation in order to maintain and expand public support. Broad popular and political support creates a robust foundation for our development engagement and makes it possible to take the risks necessary for producing sustainable results. We will therefore, in an open and credible way, communicate about the results and about development issues in general.

Through public diplomacy Denmark will continue to spread awareness of our development engagement internationally as well as locally in the developing countries.

Denmark's proactive development policy is an important part of our international engagement. It gives us a strengthened profile and position in international contexts, which we must actively take advantage of to seek influence.

Coherent Danish policy for development

Development policy and assistance are not sufficient for fighting poverty and promoting social, economic and environmentally sustainable development. Development assistance is only part of the total flow of capital to the developing countries. The citizens' own income is often supplemented by remittances from family members working abroad. Trade, foreign investment and other transfers of capital support the development of the business community. Further, the developing countries are becoming more and more integrated in a globalised world, where the policies of

other countries have a significant impact on their opportunities for development. Consequently, an enhanced Danish effort is not only about better development assistance, but also about strengthening the overall Danish engagement in the developing countries.

Denmark has a good foundation for creating increased coherence between all the elements of Danish policy relating to developing countries. We will build on the existing structures for coordination, such as the coordination between civilian and military efforts, and we will expand upon the positive experience we have already gained in furthering coherence between development policy and other policy areas.

More coherence between relevant policies

A wide range of policy areas can have an impact – positive and negative – on development. These include policies for defence and security, trade, industry, the labour market, agriculture, tax, the environment, climate and energy.

A lack of coherence between policies and instruments can undermine the effort to fight poverty and create sustainable development. Denmark will therefore strengthen the link between the relevant Danish policies and instruments in order to achieve a higher degree of synergy to the benefit of development.

Denmark will also contribute to enhancing the coherence between the EU's policy areas and instruments to the advantage of development in the poorest countries of the world. Denmark will support the EU's ambitious efforts in this area and work closely with the Commission and the other Member States based on the priorities already agreed. Among other things, focus will be on the consequences for the developing countries of areas such as trade and financing, food security, climate change, security and migration.

More coherence between development policy instruments

In order to achieve results Denmark will utilise all relevant development policy instruments in its engagement. These instruments include policy dialogue and multilateral and bilateral development efforts, as well as sector programme assistance and budget support, trade and commercial cooperation, humanitarian aid and civil society support.

Coherence should be strengthened between the various development policy instruments while respect is maintained for the goals, principles and methods of the individual instruments. Denmark will mitigate the underlying causes of vulnerability by linking emergency aid more closely with development assistance. We will strengthen our efforts in partner countries by combining them more systematically with a multilateral policy effort and vice versa.

Utilising Danish competencies in development cooperation

Denmark will base its development engagement on its competencies within development. Denmark is a recognised and respected actor in international development cooperation, and Danish development cooperation is often highlighted as one of the best in the world. Denmark is seen as a credible and open partner in its cooperation with developing countries.

Danish competencies stem from both the way we have organised our society and our more specific experience within various sectors. Democracy, individual freedom, openness and gender equality are core Danish values, and our own work in these areas provides us with experience we can share with others. Denmark's high level of association activities demonstrates the value of promoting a strong civil society. Additionally, the Danish business community has strong competencies within, for example, the environment, energy and agriculture. As a small country with a large

volume of international trade, we realise the importance of continuously adapting to changing markets, ensuring decent labour conditions and social responsibility and focusing on innovation and technological development. Danish research is internationally recognised and contributes to new knowledge-based solutions.

Danish competencies must be put to work for development. The close and strategic cooperation with representatives from public authorities, civil society, the business community, labour market parties and education and research institutions will expand in the coming years.

DENMARK WILL

- Strengthen international cooperation to promote freedom, human rights, democracy, good governance and the fight against corruption
- Prioritise respect for the freedom and rights of individuals and democratic development in the dialogue with the developing countries
- Strengthen efforts to develop free, democratic societies based on the rule of law, equal rights for all, open political processes and public participation, and an efficient and responsible public sector
- Strengthen independent and multi-faceted civil societies in the developing countries working to promote open societies, human rights and democracy
- Fight all forms of corruption at all levels of society

FREEDOM, DEMOCRACY AND HUMAN RIGHTS

Promoting freedom, human rights and democracy are fundamental values and objectives in and of themselves. By the same token, the recognition of the rights of the individual is the foundation of freedom, justice and global peace. Democratic societies based on the rule of law and respect for human rights ensure people freedom from discrimination and abuse, and freedom of expression and the right to self-determination and participation in society.

International cooperation must promote common norms

Human rights are universal values that ensure the individual's basic rights and freedoms. Human rights serve as an ideal foundation for global cooperation and dialogue. Denmark seeks to strengthen international and regional institutions and fora with mandates to protect and promote human rights. Denmark will work to promote human rights and democracy and ensure common high standards for good governance and the fight against corruption within the UN and other standard-setting fora. We will achieve this through, for example, closer cooperation with countries that share our democratic values. We will enter into critical dialogue

with governments, civil societies and other non-governmental stakeholders to counter-act attempts at diluting existing obligations. In this context, close cooperation within the EU is essential.

A proactive effort to promote people's freedom and rights

Denmark will be at the forefront of promoting people's freedom, rights, and democratic development. These rights must be respected and governments' failure to uphold them must have consequences.

Through development cooperation we will work to further the partners' willingness and ability to observe human rights obligations and assist countries which are willing to guarantee basic rights and freedoms but do not have the capacity to do so. Denmark will work to strengthen the basic rule of law and contribute to the development of well-functioning legal systems in the partner countries. Private property rights and easy and safe access to the legal system constitute the foundation of economic prosperity in a society, and such access must be guaranteed for all members of society. Discrimination against poor and marginalised groups, inclu-



Court of justice in Jinja, Uganda, where Denmark has contributed to new fixtures and renovation of the old buildings. Photo: Mikkel Østergaard/Danida.

ding indigenous peoples, must be avoided to ensure that they also gain equal rights and access. But this is not enough. These groups must also know their rights and be able to assert them, and Denmark will strive to ensure this. We will also offer assistance to local, national and regional human rights institutions and civil society organisations working to promote open societies and respect for human rights and democracy.

Children have special rights and needs

Like all other people, children are protected by the human rights. Yet, they have a number of special needs which must be considered. Denmark will contribute to ensuring respect for the rights of children and young people. Children and young people account for more than half of the world's population and they are the most vulnerable to poverty, disaster and conflict. However, children and young people are the future of any society. To achieve the MDGs it is therefore essential that development cooperation also focuses on poor children and young people. They should be secured an upbringing which enables them to live in and contribute to their society. This requires, for example, that children and young people have access to healthcare and education and that special protection is given to children during

disasters and conflicts, and that special consideration is given to very vulnerable groups of children and young people. Through its development cooperation Denmark will contribute to protecting children against violation, betrayal, and exploitation. This includes economic exploitation and having to carry out work that is dangerous, interferes with the child's education, harms the child's health, or affects the child's physical, mental or social development. This entails that Denmark will contribute so that children who work do so under decent conditions and only carry out work which considers their age and their opportunity to go to school.

Open, free and democratic societies

An unprecedented number of countries claim to be democracies. However, the mere presence of democratic institutions does not guarantee a well-functioning democracy. Democracy also entails the protection of minorities and inclusive political processes. Denmark will contribute to strengthening democratic societies that ensure that political processes are open and allow for equal participation and freedom of expression of all members of society, societies where the rule of law and good governance prevail and where corruption is unacceptable. All members of society must have the right and

opportunity to participate in political processes, elect leaders and hold these accountable. Political parties must be strengthened so that they can carry out their democratic functions and represent the people. Political parties serve the important purpose of channelling the wishes and needs of members of the public to the government. Civil societies, independent media and public inclusion are crucial factors in strengthening the voices of poor and marginalised groups in society.

A voice for poor and marginalised people

Civil society can underpin the freedom of individuals and their possibility to organise themselves and freely express demands and expectations of governments, public authorities and other bodies. Denmark will assist in developing strong, independent and inclusive civil societies. Through improved working conditions and assistance aimed specifically at civil society organisations, civil society in developing countries should be assured a strong voice locally, regionally, and internationally. Improvement of the framework through, for example, dialogue with the partner countries concerning legislation and conditions for freedom of association will be accompanied by demands for responsibility and legitimacy for the civil society

CASE



Ghana. Photo: Jørgen Schytte/Danida.

NGO watchdog chases corrupt entrepreneurs

In 2003 students and teachers in the small Ghanaian village Nayorku were very pleased because new classrooms were under construction. The new classrooms were great improvement on the old school where it was difficult to see the blackboard because of too little light. Construction of the school was financed by debt relief, which Ghana had been granted under the international Heavily Indebted Poor Countries (HIPC) initiative. Yet, halfway through the construction the entrepreneur disappeared and four years later the students were still being taught in unfinished classrooms.

Few people outside Nayorku would ever have heard of the incident had it not been for a Ghanaian network of private civil society organisations. Instead of asking for more development assistance, they wanted to make sure that the funds already located were appropriately spent. The story of the unfinished school in Nayorku is from their newsletter which every month names and shames corrupt entrepreneurs and government officials. Along the way change happens, and today the school in Nayorku has been completed to the delight of students and teacher.

organisations. Civil society can influence political decision-making processes for the benefit of poor, powerless and marginalised individuals. Civil society can also have an influence on important societal issues such as democratisation, individual freedom and rights, gender equality and peaceful conflict resolution. This ensures broad public participation and public control of the societal development, which is absolutely crucial in democratic societies.

Efficient and responsible governance is decisive for development

Good governance is essential to ensure favourable conditions for the private sector and the efficient delivery of services. The quality of the public sector, the administration of society's resources and the opportunities to invest in education, healthcare and infrastructure are critical factors in the fight against poverty and the advancement of sustainable development. Denmark will work to ensure good governance in the partner countries. The public sector must be able to meet the basic needs of the people and provide the necessary framework for growth, development and more open societies. We will support decentralisation and the administration of societal resources and tax systems to ensure the efficient delivery of public sector services to the people. Public authorities exist for the benefit of the public and must be accountable to parliament and, ultimately, the people. Denmark therefore emphasises the need for transparency, responsibility, and auditing by independent authorities. We will work to ensure improved access to reliable information for parliaments, individuals, civil societies, private sectors and the media to establish better conditions for exercising democratic control. Enhanced public awareness of legislation, public expenditures and administrative procedures will make it easier for individual members of society to exercise their rights and hold politicians and government officials accountable in cases of abuse of authority or public resources.

Corruption must be fought

Denmark cannot and will not accept corruption. Every individual has the right to live in a society that is free of corruption. We will fight corruption in all its forms and at all levels of society. Corruption poisons development. It affects the poorest members of society the hardest and weakens the legitimacy of the state. Corruption undermines public sector services, discourages investors and curbs economic growth. Denmark will insist on the accountability of authorities in partner countries and will back international and national institutions in their efforts to fight corruption. We will insist on the implementation of initiatives to eliminate corruption, and we will help to ensure that corruption does not go unpunished. We will also take into consideration the political, economic and social reasons for corruption with a view to curbing corruption in the partner countries in the future. In this respect, collective EU pressure to enforce changes will in many instances be crucial if we are to achieve lasting results.

In cooperation with the partner countries, we will closely follow the progress made in the areas of human rights, democratic development and good governance. We will monitor improvements in political rights, the rule of law and the fight against corruption, and we will formulate targets for development in these areas.

If the dialogue with partner countries does not lead to improvements

Where there is a systematic neglect of human rights in a partner country, in each instance we will evaluate how to efficiently remedy the situation, using dialogue and cooperation as our primary tools. If the dialogue does not lead to improved conditions, it may be necessary to resort to other measures, such as channelling Danish development assistance primarily towards non-governmental organisations working to improve the conditions in the country. As a last resort it may become necessary to terminate the development cooperation.

DENMARK WILL

- Work towards increased free trade, market access for developing countries and better integration in the global economy
- Support partner countries in establishing the framework for market-based economic growth with a focus on employment
- Advance developing countries' access to new technology and innovation
- Work with all aspects from production to processing so that jobs are created and a more versatile production is established in partner countries
- Strengthen tax systems so that over time developing countries become capable of financing their own development
- Contribute to a safety net that provides the poorest members of society with an opportunity to improve their living conditions

GROWTH AND EMPLOYMENT

Economic growth and employment are prerequisites for fighting poverty. No country has ever succeeded in reducing poverty without lasting economic growth. The developing countries themselves emphasise initiatives for creating growth as crucial to lifting people out of poverty. Poverty can only be reduced through broad-based growth that leads to more employment, employment that generates income for the poorest people in society so that growth does not just benefit a small elite. Sustainable, long-term economic growth is best generated through private initiative in societies that support enterprise, creativity and entrepreneurship. The poor must have the opportunity and freedom to take advantage of their resources and assume responsibility for their own destiny. Denmark will focus especially on promoting market-based economic growth and employment through a significant increase in support for the development of the private sector in developing countries. The initiatives will be based on the recommendations of the Africa Commission in particular.

Developing countries' market access and integration in the global economy must be increased

Societies and individuals have always based their welfare and prosperity on trade and economic interaction, which are the foundations for economic development. For this reason, Denmark opposes

tariff barriers, trade-distorting subsidies and other forms of protectionism that prevent effective access to global markets for the products of developing countries. International trade and specialisation are vital prerequisites for economic growth. Trade policy and development policy must therefore work in concert. Denmark will work through the EU for regulatory, transparent and liberal trade regimes that meet the needs and special challenges of the poorest countries. At the same time, Denmark will support partner countries in meeting standards and quality requirements to enable them to compete according to international market conditions.

Well-functioning local and regional markets are important steps on the road towards greater integration in the global economy, and there is great potential in liberalising regional trade. Increased regional integration will create larger domestic markets and increase the competitiveness of the regions in the global markets. However, the local interstate trade between, for example, African countries is extremely limited at present. Denmark will therefore give greater priority, especially in Africa, to the work of promoting regional free trade initiatives such as the East African Community's efforts to create a common regional market through, among other things, simplifying regulations and provisions for promoting imports and exports.

FACTS

The Africa Commission's five initiatives

- Create a guarantee fund to secure loans for small and medium-sized enterprises in Africa
- Seek to ensure access to energy at the local level
- Create an index to measure Africa's competitiveness in the global market
- Support young African entrepreneurs
- Make universities more business-oriented within the field of agriculture and improve the business and vocational programmes in order to get more graduates into the labour market

The EU's economic partnership agreements with a number of developing countries also contribute to promoting the countries' sustainable development and poverty reduction through increased trade cooperation. Denmark will help ensure that the agreements are in accordance with the development needs and interests of the countries. We will strive to ensure that the products of developing countries obtain increased market access in the OECD countries and in the new major growth markets.

Local frameworks must support economic growth

Private sector-driven economic growth presupposes that it is attractive to invest and run a business in a country – also to foreign investors. This requires economic stability and freedom, the rule of law, a responsible, effective, and efficient public sector, adequate infrastructure and a healthy, well-educated workforce. In dialogue with the individual partner countries, Denmark will focus on the areas where the challenges for the private sector are greatest. These could feature a lack of access to financial services for the individual household as well as businesses and entrepreneurs, insufficient infrastructure, unstable energy and water supply, limited capacity to take advantage of new research and technology, or a lack of enforcement of legislation and private property rights.

Promoting and enforcing private property rights or consumer rights are decisive for the individual's incentive to invest in land and other property. They are also prerequisites for access to credit. When property can be used as security for a loan, resources are made available to invest and thus increase productivity. Meanwhile poor and marginalised groups must also be able to access the financial markets and products like micro credit. Access to well-functioning, fair and honest impartial legal systems also makes it more attractive to operate in the formal economy, where being able to use the courts to solve conflicts helps free up potential that would otherwise go unutilised. When a major portion of the population moves from the informal to the formal economy, the tax base is increased and there are more people to help contribute to the development of the country.

In the years to come a significant challenge for many developing countries will be to provide technical and vocational training to the large cohorts of young people in order to satisfy the private sector's need for a skilled labour force and to increase young people's opportunities for employment. This is vital for the productivity and competitiveness of businesses. Children and young people are the resources on which a society builds its future economic development. Many

developing countries have experienced significant improvements related to primary education, but youth educational programmes, technical and vocational training and further education are still lagging behind. It is vital to strengthen these areas and to ensure that there is a greater focus on the links between education and employment in the private sector.

The private sector comprises many actors, including agriculture and private manufacturing and service enterprises. Public commercial enterprises and public-private partnerships can also play a productive role. One thing they all have in common is the fact that they perform according to market conditions and thrive best in a healthy business climate with a well-functioning labour market. There must be an open dialogue between private sector organisations and the public sector in developing countries and it should be possible to form organisations that can participate in the dialogue. Denmark stresses the need for employee rights to be respected. The ILO (International Labour Organization) has an important role in promoting well-functioning labour markets.

We will monitor and measure the progress being made in creating a favourable economic framework for economic growth. For example, together with the partner countries in Africa we will measure competitiveness with a focus on red tape and corruption.

New technology and innovative partnerships

Denmark will promote innovation and innovative partnerships between various Danish public and private actors who can contribute to capacity building, knowledge-based solutions and production in developing countries. Denmark will enhance the developing countries' opportunities for utilising new technology and innovative solutions. Access to technology and innovation can help the developing countries skip development steps.



Kenya. Photo: Klaus Holsting/Danida.

Solar powered water supply paid over the mobile phone

Clean drinking water in the rural parts of Africa can be more than a manual pump.

An innovative solution to water supply has been put in place in some poor rural districts in Kenya. A pump powered by solar panels combined with a storage tank provides the rural population with access to clean drinking water. Further, the rural population are included as partners in the sale and distribution of the water. The payment is also innovative and is done over the mobile phone. The solution has resulted in easy access to clean drinking water for a larger part of the rural population.



Danish development assistance will not be tied to Danish businesses. However, partnerships with the Danish business community stimulate investment in developing countries and provide them with access to new knowledge and technology, for example in the field of agriculture and green growth. Through cooperation between Danish businesses and businesses in developing countries, we can actively support Danish businesses in doing business and assuming a societal responsibility in developing countries. This requires a willingness to take risks and to make a long-term commitment. Together Danish businesses and businesses in developing countries can promote the principles of responsible business behaviour. By incorporating the rights of employees, human rights, anti-corruption and consideration for the environment, businesses assume a social responsibility and contribute to sustainable development while enhancing their own competitiveness in the long run. Danish research and education institutions can contribute in areas where Danish research has a high international standard with a focus on applying research results in developing countries.

Production and processing create jobs

Denmark will support increasing versatility in developing countries' production and ensure that more goods are processed before they are exported. This will generate jobs and increased income as well as reduce dependency on imports. Economic growth that is broadly based is less vulnerable to global price fluctuations for individual products.

More and more poor people live in towns and cities. This means that both increased agricultural productivity and employment in urban areas are necessary to reduce poverty. A special Danish focus will be to promote employment for the large youth cohorts, especially in Africa. This can create alternatives to migration, including illegal migration.

Denmark will work with all elements of the production chain, from "the farm to fork". We will work to create value added in all links of the chain between the producer and the consumer, and focus our efforts on the branches that have the greatest development potential. In many developing countries, the potential for poverty-oriented economic growth is greatest within the agriculture and agro-industries. Poor farmers must be linked together with processing businesses and have access to new knowledge and technology, credit and service businesses in order to commercialise their production and increase their income. Other branches will also be able to contribute important employment opportunities, depending on local conditions. Small and medium sized production and service businesses should have access to financial services and market information to be in a position to expand and create more jobs. Microfinance will be an important instrument in reaching poor small-scale farmers and smaller businesspeople including women and young people.

Higher productivity and more efficient use of resources in agriculture will also contribute to increased food security, reducing the risk of food shortages and famine. Denmark will work internationally and in partner countries to create favourable conditions for improving the production and distribution of food. Further, Denmark will also support the development of insurance schemes which minimise the risks for specialised production in the event of harvest failure.

Economic growth should finance development

Economic growth expands the tax base in the individual countries. This should be used to finance better development for the citizens of the country. Denmark will support the creation of more effective tax systems so that the partner countries will eventually be able to finance their own public expenditures for such areas as healthcare, education, infrastructure, water and sanitation. A larger



CASE

Kenya. Photo: Mikkel Østergaard/Danida.

Value chains "from farm to fork"

In the Naivasha district in Kenya the milk being sold at the market was of a poor quality and diluted with water. The customers were demanding better milk and the

milk sellers were willingly to supply this, but they lacked the knowledge and skill necessary to judge the quality of the milk from the farmers who sold it to them. The route of the milk from farmer to milk buyer to dairy to customer comprises a value chain. When the value chain functions properly, the value of the product rises in each part. Value added is created, which is freed when the product reaches the final market. The sale on the market creates a cash flow that goes to the subcontractors and producers of the raw materials. It is this cash flow that is to ensure increased income for the rural population of the developing countries.

The higher the quality in each part of the chain, the higher is the remuneration. In Kenya Denmark has supported the knowledge of the agricultural advisers concerning milk production, the producers' methods of production and the milk buyers' skill at judging the quality of the raw milk. This means that several links in the value chain have been strengthened. Now it is not only possible to buy richer milk in the Naivasha district; Danish support has also contributed to furthering economic growth and development.

tax base also creates opportunities for initiatives which benefit the poorest members of society. Resources that illegally evade taxation must be uncovered and form part of the country's own development financing. Income from the extraction of natural resources should always benefit the entire society. Denmark will support international initiatives to counter tax havens and illegal financial transfers.

The most vulnerable must be protected

A large percentage of the poorest people in the world lack the resources necessary to participate in economic growth or do not enjoy the necessary freedom to seize opportunities to improve their own living conditions. In the face of small or perhaps even temporary economic setbacks, many poor households have to rely on drastic strategies for survival including sale of property or removing their children from school. This contributes to keeping the poor households in a vulnerable and powerless situation. These people must not be let down. Denmark will contribute to a safety

net which gives the poorest people tools to improve their own situation. Safety nets can take the form of targeted transfers of food or money to the most vulnerable, but often it makes more sense to provide seed corn and fertiliser to vulnerable small farmers than to simply provide food aid.

DENMARK WILL

- Be at the forefront of international work to achieve gender equality
- Emphasise gender equality in dialogue and cooperation with partner countries
- Seek to enhance women's freedom, rights and economic opportunities in particular
- Boost efforts to promote sexual and reproductive health and rights and expand the focus on population growth
- Increase the effort to improve girls' and women's access to education and health services
- Ensure better protection of women's rights in conflict and reconstruction situations and promote women's participation in peace building

GENDER EQUALITY

Gender equality is a fundamental right that cannot be qualified, and it is, moreover, essential to development. Lack of gender equality results in a large unutilised economic potential. Women should therefore be given better scope to deploy their resources. To this end, women should have the same access as men to democratic and financial institutions, healthcare, education and employment. This will lead to women obtaining greater freedom to determine their own situation.

Denmark wishes to enhance global awareness of gender equality and will take the lead in efforts to improve gender equality and women's freedom, rights and opportunities. Both the global and national dialogue should be based on universally recognised obligations and gender equality standards.

Recent years have seen many advances in the field of gender equality, particularly in terms of girls' access to education, but there is still a long way to go before legal, economic and political gender equality becomes a practical rather than merely a formal reality. Many women in the developing countries still experience inequality and discrimination hampering them in overcoming poverty and becoming active participants in society. Gender equality remains associated with conflict and taboo in many contexts, and in some countries this is increasingly the case. While Denmark will take cultural and religious differences into consideration, we are not willing to

compromise on universal human rights. Cultural differences, traditions or national legislation may not excuse or legitimise any violations of life and freedom such as female genital mutilation, child marriage or differences in women and men's rights to private ownership. We insist on placing these violations on the political agenda and call for a critical dialogue aimed at positive change.

Women's freedom and rights must be strengthened

Denmark will place gender equality at the centre of the dialogue with partner countries and at the centre of development cooperation, and we will work to improve the legislative, administrative and cultural frameworks for women's equal participation in political and economic contexts. Denmark will seek to effectuate changes to institutions, policies and legislation in order to promote equal rights through dialogue with partner countries and special efforts to eradicate, for example, discriminatory legislation or administrative practices.

Denmark will focus on establishing conditions that allow women to exercise their freedom and rights and which further women's economic opportunities and political participation. Women must be guaranteed access to and control of resources such as land and access to financial services on the same terms as men. Respect for private property irrespective of gender is essential if women are to have the freedom and opportunity to contribute to welfare and prosperity.

CASE



Former American Secretary of State Madeleine Albright. Photo: Stefan Katic/Danida.

Danish MDG3 Torch campaign has put spotlight on gender equality

Denmark has gained international recognition by placing gender equality and

women's opportunities on the international agenda through the MDG3 Torch Campaign. The Minister for Development Cooperation has presented almost 150 torches to such prominent people as Ban Ki-Moon, Hillary Clinton and Madeleine Albright. The torch is given to individuals who have pledged to do something extra to improve women's opportunities. The campaign has emphasised that gender equality is a goal in its own right and a prerequisite for achieving the other MDGs. The campaign has also created results at the local level. When Palestinian women's organisations accepted the torch, they committed themselves to

stepping-up the fight against honour killings and they succeeded in raising a national debate about honour killings of girls and women. When Tanzania's president Kikwete received the torch, he promised to increase women's political influence and today a new strategy for this is being carried out. Based on the momentum created by the campaign, Denmark hosted an international conference about MDG3 in March 2010. The conference resulted in recommendations for the MGD high level meeting in September 2010 in New York. The recommendations aim at strengthening women's rights and opportunities.

Access to education improves women's economic opportunities

Far too many girls are deprived of a decent education on financial or cultural grounds, and far too many women are denied access to higher education and vocational training. Obtaining an education is decisive for female employment. It contributes to women's financial independence and enables them to provide for themselves and their families.

Denmark will push to ensure that girls and women gain access to education, which is critical for the individual woman and her family. Increased access to education and employment for women will in general release a large potential for increased growth and prosperity in society.

Sexual and reproductive health – fundamental rights under pressure

Denmark will step up its efforts to improve sexual and reproductive health and rights, both as a goal in its own right and as a way of limiting increasing population growth.

Women must be guaranteed the right to decide over their own bodies and they must have access to essential health services during pregnancy and child birth. Every year in developing countries, more than half a million women die from complications in connection with pregnancy. Most of these women could be saved if access were provided to clinics with qualified healthcare staff. Healthcare systems must therefore be strengthened to handle the particular needs of women and children efficiently.

Although the number of children per family has decreased in some developing countries in recent years, the countries' total populations are still rising significantly. This means that already limited resources are being stretched and families remain poor. Denmark will strive to highlight the issue of population growth and will call for an ambitious debate on this issue, particularly within the EU and the UN. Access to family planning, general health information and modern contraception for women and men must be improved, as must healthcare pro-

visions for women and children. Denmark will work to ensure that the millions of women in the developing countries who wish to use contraception can gain access to it. Widened access to education is crucial too. Girls who get an education have fewer children and are better equipped to ensure that their own children receive schooling, remain healthy and are well-nourished. Accordingly, a woman's right to determine how many children she has, with whom and when becomes an essential element in underpinning women's access to education and employment.

The rapidly growing populations impact on developing countries' ability to adapt to climate change, as already strained natural resources are put under additional pressure. Denmark will therefore seek to promote international debate within the fields of sexual and reproductive health and rights, population growth and climate change. Denmark will, moreover, work towards embedding gender equality in the international effort to control climate change.

Denmark will continue to contribute to fighting the spread of HIV/AIDS, which also affects women severely. Progress has been made especially concerning access to treatment and prevention of mother-to-child spread of the disease. However, there is still a long way to go especially when it comes to prevention. For every two HIV positive people who start treatment, there are five new cases of HIV. AIDS is now the main cause of death for women of child-bearing age. Denmark will focus on preventing the spread of HIV/AIDS and make a special effort concerning very vulnerable groups. There is a need to strengthen the healthcare systems so they are able to handle the HIV/AIDS epidemic.

Women as key resources in creating stable and peaceful societies

Women and children are particularly vulnerable during and after conflict and in connection with major disasters. In such contexts, Denmark is committed to the protection of women in particular and to ensuring that women are safe from violation. Women are often marginalised in peace negotiations and reconstruction processes, meaning that valuable resources are lost. Denmark will promote the active participation of women on the same terms as men at all levels of peace processes, democratisation and reconstruction, and the involvement of women in the legal proceedings that follow the often widespread sexual violation of women in conflict situations.

DENMARK WILL

- Strengthen international and regional capacity for conflict prevention, peacekeeping and reconstruction, as well as the international rule of law
- Alleviate humanitarian needs and assist in the protection of those who are affected by conflict, crises and disasters, in particular women, children, refugees, internally displaced people and marginalised groups
- Contribute to nation building and the establishment of peace in fragile and conflict-stricken countries. This includes political stabilisation, prevention of radicalisation, and strengthening the ability of the state to supply basic public services
- Strengthen integration and coordination of our diplomatic, development, security and humanitarian efforts in fragile states
- Strengthen efforts to prevent conflict and disasters in the partner countries
- Be prepared to take calculated risks to facilitate necessary change in those countries

STABILITY AND FRAGILITY

Denmark will strengthen its efforts in fragile, conflict-stricken and collapsed states, making human freedom, safety, and basic living conditions its principal concerns.

Security is a precondition for development, and development is a precondition for lasting peace and stability. A third of the world's poorest people live in countries where the state has limited or no legitimacy, and where everyday activities are made difficult because the state cannot guarantee freedom from poverty, hunger and violence nor provide the structures that ensure basic safety, protection of human rights and development opportunities. A world where instability and lack of freedom is on the increase is a threat to the values Denmark seeks to further, and consequently a threat to our own security and freedom.

Fragile states differ widely and the causes of conflict and fragility can be manifold. Common factors are weak or non-existing structures for political negotiation, limited freedom, unequal distribution of resources and a vulnerable population. Fragility is, moreover, determined by the state's lack of willingness or inability to perform basic functions.

The international community must take joint responsibility

The international community must take joint responsibility. Denmark will cooperate closely with EU partners to strengthen the international community's capacity for conflict preven-

tion, peacekeeping and peace building and seek to further effective and transparent coordination. Similarly, the international, regional and national security structures and institutions must be strengthened. Humanitarian aid and early reconstruction efforts must be coordinated. We know from experience that integrated and coordinated approaches contribute to more efficient involvement in fragile states. Denmark will seek to strengthen the coordination of its diplomatic, development and security-related efforts while promoting coordination between these efforts and the humanitarian initiatives based on the fundamental humanitarian principles of humanity, neutrality, impartiality and independence.

Denmark will regularly work through international or regional partners. In many instances, it will indeed be relevant to adopt a regional approach. The UN system provides one key framework for engagement through its combined political, humanitarian, development and security-related activities. Moreover, the UN has global legitimacy, plays a central role in peace building and is present in areas of conflict throughout the world. The EU also has the necessary instruments for making a difference. The common EU Foreign and Security Policy along with its extensive development assistance programmes allow for a coordinated effort, backed by the cumulative weight and influence of all the Member States. Regional fora such as the African Union are likewise important contributors to local solutions. Denmark will support

FACTS

Increased cooperation between ministries

As part of the implementation of the Danish defence settlement, a new inter-ministerial structure for coordination was established in March 2010 involving the Prime Minister's Office, the Ministry of Foreign Affairs, the Ministry of Defence and the Ministry of Justice. The purpose of the structure is to strengthen Denmark's ability to conduct stabilisation and reconstruction operations. In a steering group, the ministries will draft a set of common recommendations for the Minister for Foreign Affairs, the Minister for Development Cooperation and the Minister of Defence. One of the primary tasks will be managing the new Global Fund of DKK 150 million annually (to include both development assistance and non-development assistance).

The Global Fund allows for more broadly defined stabilisation efforts, like the reconstruction of East African capacity for civilian and military operations, which, according to the OECD's guidelines, cannot be covered by development assistance alone. Moreover, an inter-ministerial secretariat with participants from the Ministry of Foreign Affairs and the Ministry of Defence has been established, with the aim of facilitating aspects of coordination such as strengthening civil capacity and the joint collection of lessons learned from international missions and early cooperative planning of new focus areas.

the African Union in its efforts to become better equipped to play a leading role in regional peacekeeping operations.

Denmark will fight human rights violations and impunity from war crimes. In this context, stronger international, regional, and national institutions will be crucial. The individual's sense of justice, freedom and equal access to the law is essential if lasting peace and stability are to be established. Post-conflict societies are often not themselves capable of effectuating justice after violent conflicts, in which case accumulated tensions and a sense of miscarriage of justice can lead to further instability and new conflicts.

Particularly vulnerable groups must be protected and humanitarian needs alleviated

In cooperation with international and local partners, Denmark will seek to alleviate the

humanitarian needs that arise in the wake of crises, armed conflicts and disasters, and in post-conflict situations. Crises caused by armed conflicts and disasters keep people in poverty and make vulnerable groups even more exposed to future crises. Women, men, and children are affected differently by conflict and fragile situations and they play different roles in these situations. Often women, children, the disabled, refugees, internally displaced people and marginalised groups are most vulnerable in conflict situations. Women are frequently subjected to sexual abuse and often they do not have access to protection, contraception or birth assistance. Children who are subjected to crises and conflicts often experience violations and their development is hampered at great future cost. In many situations it will therefore be vital that children in conflict areas gain access to education to avoid whole generations of children being left behind.

The purpose of Denmark's humanitarian efforts are to save and protect life, ease suffering, protect the dignity and rights of civilians during crises, contribute to swift reconstruction, strengthen the ability to withstand crises and prevent new crises from taking place by breaking the vicious circle of crisis and vulnerability. Denmark's humanitarian efforts will contribute to improving people's security and reducing poverty and vulnerability. All humanitarian initiatives must build upon holistic solutions with an emphasis on crisis prevention, preparedness and response capability and emergency aid while establishing a clear link to sustainable development. Denmark will work actively to ensure better protection of civilians, including ensuring the necessary humanitarian access to vulnerable groups in conflict and disaster situations. We will do this, for example, through our work with civilian protection, locally, nationally and internationally.

Region of origin efforts are a central element in the Danish effort in fragile, conflict-stricken and failed states. Denmark will contribute to improving living conditions for and protection of displaced people. We will also work to establish conditions in support of self-sufficiency and lasting solutions for refugees and internally displaced people and towards strengthening the capacity of public authorities, and we will cooperate with the local communities affected by forced migration. Further, and as a special initiative, Denmark expects to provide support to reception facilities that can facilitate a safe return to Afghanistan and Iraq for unaccompanied minors from these countries.

Stabilisation and nation building go hand in hand

Fragile and conflict-stricken countries have basic needs at all levels, from fundamental stabilisation, the development of state institutions and reconstruction of education and healthcare systems and infrastructure to employment and economic growth. Such vast concurrent challenges create a



Kenya. Photo: Jørgen Schytte/Danida.

Region of origin efforts in Kenya and the Horn of Africa

Through our efforts in the refugees' region of origin in Kenya, Denmark assists in the repatriation of refugees from Somalia and Sudan as soon as conditions allow them to return home. Denmark also assists local government authorities and the local host population in Kenya in handling the many challenges that arise when hundreds of thousands of refugees need to be accommodated. Coherence between national refugee and asylum policies and region of origin initiatives receives high priority. The activities include assisting the drafting of new refugee legislation, capacity building of immigration authorities as well as the specific activities in and around the three refugee camps near Dadaab in North Eastern Kenya, which are currently home to the world's largest concentration of refugees with approx. 300,000 refugees from Somalia. The activities, like the region of origin efforts, are aimed at refugees, the affected local communities, and returning refugees where relevant.

particularly precarious environment, but our engagement in these countries is necessary if we are to assist some of the world's most vulnerable people.

Denmark will contribute to nation building and democratisation both from the top-down and at the grassroots level. This requires the involvement of important state institutions, local authorities, civil society organisations and the private sector. Human freedom and human rights must be promoted and respected, the rule of law must be strengthened, often the security sector must be reformed, political processes must be made more inclusive, and the state must become more responsible and eventually more efficient. Moreover, civil society must be strengthened as part of the process of building up open democratic societies. Supporting local and regional conflict management mechanisms will, moreover, promote more peaceful conflict management and thus prevent violent conflicts.

When individual freedom is enhanced and communal aspects of society (e.g. national cooperation) are strengthened, the breeding grounds for radicalisation are limited. Denmark will strive to prevent radicalisation and terrorism and fight these where they have already gained a footing. Terrorism and radicalisation undermine societal structures and have an internationally destabilising effect. Lack of control of parts of a country creates favourable conditions for lawlessness, radicalisation, piracy and terrorism. Experience has shown that it is important also to engage in dialogue with untraditional groups and, for example, establish better understanding between faith-based or ethnic groups.

Better living conditions are decisive for state legitimacy

Denmark will contribute to securing the provision of services for all members of society. It is critical to the legitimacy of the state that all individuals have equal rights and equal access to the services provided by the state, and that the vast majority of the population

feel that their basic needs are being met. This applies not only to basic security but also for access to education, healthcare, clean drinking water and food. The situation may quickly get out of control, for example if food security is compromised through lack of access to supplies or if people do not have enough money to purchase food. Such circumstances may lead to political instability. Denmark will also strive to enable people to establish more sustainable livelihoods through agricultural production or employment. This creates an alternative to conflict, and strengthens social cohesion.

Conflict prevention is worthwhile

Denmark will contribute to preventing conflicts and crises. We will focus on strengthening the countries' own capacity to prevent conflict and on integrating conflict prevention in the countries' own strategies, including in those countries not currently affected by conflict. Among other things, there should be emphasis on strengthened dialogue and mediation in order to minimise the tension between, for example, minorities and marginalised groups which can lead to conflict. Time after time, otherwise stable countries have been made fragile or have been afflicted by armed conflict. And once armed conflict is a reality or a disaster occurs unexpectedly, it is far more difficult and costly to remedy the damage.

Risk is a basic condition of engagement

The engagement in fragile states must be flexible, focused and realistic. Some situations will call for rapid responses. The challenges are often so great and the situations often so unstable that it may be difficult to achieve results. We may experience setbacks and the results may be undermined. Choosing the right partners can be difficult. The effort will require a willingness to take risks and a long-term perspective based on international analyses of the local and regional situation, regardless of the duration of the Danish effort. In such situations, Denmark will plan its efforts in accordance with the OECD/DAC principles for good international engagement in fragile states.

DENMARK WILL

- Be a driving force for ambitious global targets for sustainable development
- Increase developing countries' access to dependable and sustainable energy and encourage private sector involvement in the development of innovative solutions
- Strengthen the environment and climate efforts in developing countries
- Ensure that natural resources such as land, forests and water are managed sustainably
- Alleviate climate-related humanitarian needs by stepping-up efforts to prevent disasters

ENVIRONMENT AND CLIMATE

There cannot be global sustainable development without solutions to crucial environment and climate issues. Already today environmental degradation, climate change or lack of access to energy, deprive many poor people of the opportunity to earn a livelihood and consequently the possibility of improving their living conditions. Stable economic growth must be combined with environment and climate-friendly development in order to be sustainable. For this to take place global framework conditions that ensure the access of poor people to natural resources and sustainable energy must be in place. This, in turn, necessitates a proactive effort to protect the environment, energy sources and the climate in the developing countries. Global environment, energy and climate policies must contribute to mitigating an increasing number of natural disasters, mounting scarcity of resources, hunger, migration and global conflicts in the world's poorest areas. At the same time, the developing countries must receive assistance to adapt to the consequences of climate change.

Ambitious global targets for sustainable development

The world shares a responsibility to solve global environmental problems and to limit climate change. The developing countries have not caused the changes to the climate but are often hit the hardest by the consequences of climate change. Denmark will assume its share of the responsibility and will work to ensure that the EU does the same. We want to be a driving force behind binding

and ambitious international obligations and assist in making sure that such obligations lead to action. If global warming is not curbed, climate change will lead to more natural disasters, growing scarcity of resources, substantial migration and conflicts in the world's poorest areas. The same applies if natural resources are depleted or if growth is not coupled with environmental protection. This is acceptable neither to us nor to the populations of the developing countries.

International environment and climate cooperation must be strengthened. Denmark will work to strengthen global institutions and cooperation fora and seek to increase international climate funding and the efficient administration of funds. We will, moreover, strive to ensure that the funding benefits the poorest and most vulnerable people.

Increased access to sustainable energy

Access to sustainable, renewable energy is crucial if we are to achieve lasting, sustainable development. Denmark will therefore seek to improve the developing countries' access to dependable and sustainable energy while promoting more efficient use of energy resources. The private sector should be encouraged to become involved in innovative solutions. Denmark will work to ensure the active involvement of the private sector in the development of sustainable forms of energy and in the transfer of new energy technologies to developing countries. We will support growth strategies based on low energy solutions and initiatives that improve the

CASE



Vietnam. Photo: Klaus Holsting/Danida.

Danish knowledge about CO₂ reduction

One of the world's leading research centres in the field of greenhouse gases, UNEP-Risø, is situated just outside Roskilde, Denmark. UNEP-Risø has received

support from the Danish Ministry of Foreign Affairs since 1990. The cooperation has led to UNEP-Risø being in the forefront of global knowledge about clean development mechanisms (CDM), which includes projects in developing countries to mitigate the effect of greenhouse gases. UNEP-Risø has contributed to increased knowledge and ability in developing countries, which increases the poorest countries' opportunities to take part in the international CO₂ market. In cooperation with the secretariat for the UN's climate convention, a CDM bazaar has been established making it possible to match supply and demand in the

international CO₂ market. This especially benefits the small countries. The effort has paid off. Today it is possible to identify an increase in the number of projects in African countries.

countries' chances of participation in the international CO₂ market. Climate friendly technology can lead to increased employment and Denmark will support developing countries' efforts to take advantage of this potential.

Denmark will work for the elimination of political, economic and legal obstacles to the establishment of a more efficient energy supply and will promote sustainable energy. Sustainable forms of energy should constitute a higher proportion of the energy supply in the individual developing countries. This will lower the consumption of fossil fuels and improve energy security.

Strengthened environment and climate effort in developing countries

Denmark will work to strengthen environment and climate efforts in partner countries. Large segments of the populations in developing countries are directly dependent on natural resources to secure the livelihood of their families. This makes them particularly vulnerable to environ-

mental degradation and climate changes. Further, the developing countries are faced with some of the most substantial environmental and climate related challenges. Their capacity to deal with environmental problems and respond to climate change is, however, often limited.

Economic growth and trade liberalisation must not involve neglect of the environment. Rapid growth without protection of the environment will impact the poorest people and may jeopardise growth in the long run. Denmark will contribute to the development and implementation of green growth strategies in partner countries. Such strategies will reduce CO₂ emission levels and protect ecosystems and biodiversity while simultaneously enabling growth and employment. While environmental policies and legislation have already been established in many countries, implementation of these policies often lags behind. Denmark will support capacity building of national and regional institutions that are responsible for environment and climate efforts,

including strengthening cooperation within education.

Closer monitoring of climate change and better knowledge about future climate change are preconditions for the planning and implementation of efficient climate change adaptation. Denmark will contribute to strengthening the warning and advisory capacity in the countries. We will also ensure that agricultural production and the use of natural resources in the partner countries are adapted to temperature fluctuations and altered rainfall patterns in order to limit the consequences of climate change for the most impoverished.

The integration of climate concerns will be a significant element in Danish development policy. In our climate effort we will balance a number of different issues, including the issue of enabling the adaptation of the poorest developing countries to already unavoidable climate changes and the necessity to curb climate change through limiting greenhouse gas emissions.

Sustainable management of natural resources

The world's natural resources must be sustainably managed. Denmark will emphasise the sustainable use of land, water and forest which increase the absorption of CO₂ and positively affect climate adaptation, secure water supply, and increase productivity and food security.

One of the key future challenges will be production of more food for growing populations while also producing more biomass for sustainable energy. This will impose great demands on agricultural production and call for increased capacity. At the same time, climate change will lead to water scarcity and complicate agricultural production in many developing countries. Denmark will contribute to safeguarding good management and development of land and water resources so that water is utilised optimally and the safe supply of drinking water is ensured, and so that productivity in agriculture and forestry may be improved in a sustainable manner. Such initiatives will also contribute to limiting greenhouse gas emissions from agricultural production. Denmark will actively encourage developing countries to cooperate in the management of shared water resources, which may give rise to conflict.

A large proportion of greenhouse gas emissions are caused by deforestation and agricultural production. Denmark will contribute to turning this development around, for example through efforts to reduce deforestation and increase productivity in agriculture. Denmark will participate in building mechanisms and strengthening the countries' capacity to counteract deforestation and we will promote the establishment of new forests. We will support the preservation of biodiversity in forests and making certain that those who work and live in the forests are involved in decisions about the use of the funds acquired through

compensation schemes for the preservation and extension of forests. The rights of the millions of people whose livelihoods depend on agriculture and forestry – in many cases, indigenous peoples – should be ensured. This especially applies to land and property rights and the right to be heard in issues which affects their livelihood.

The rights and voices of the poor and marginalised should be strengthened in connection with the management of the environment and natural resources at the global, regional and local level.

Limiting the humanitarian consequences of natural disasters

Denmark will seek to limit the humanitarian consequences of natural disasters. The developing countries' resistance to short and long-term natural disasters must be enhanced. Disaster Risk Reduction must be integrated into the countries' national policies and plans. At the same time, Denmark will address and limit the humanitarian consequences of those affected by disasters. Natural disasters such as droughts, flooding and storms may occur more frequently in the future due to climate change, and they place many vulnerable societies, particularly coastal communities, under pressure. Furthermore, high population growth means that more people are forced to settle in disaster prone areas. Natural disasters can therefore become particularly devastating. In a few seconds they may eradicate the results of years of development, or they may slowly erode people's living conditions.

FROM STRATEGY TO ACTION

This strategy presents the key priorities, values and principles of Danish development policy. The strategy therefore represents the overall framework for Denmark's development cooperation.

The annual budget for development cooperation is determined by the Government's Finance Act. The level of development assistance established by the Finance Act, in combination with the given budget frameworks of the ministries involved, will finance implementation of this new strategy for Denmark's development cooperation, given that the unified administration of development assistance remains the responsibility of the Ministry of Foreign Affairs.

The strategy will be implemented by the Ministry of Foreign Affairs in cooperation with relevant ministries and other partners. Implementation will be based on other current thematic strategies such as the Civil Society Strategy and existing guidelines. Implementation will be supported by action plans for the individual priority areas. Furthermore, the specific implementation of the strategy in the partner countries will be suited to local organisations and other partners, as will the choice of specific development policy instruments.

We will closely monitor the development in the partner countries and organisations and the results of our joint efforts will be measu-



Children in the schoolyard before morning classes at Toi Primary School in the Kibera slum, Kenya. Photo: Jørgen Schytte/Danida.

red. There must not be any doubt about what we aim to achieve and by when. In mutually binding cooperation with partner countries, organisations and other development partners, we will define specific targets and monitor progress so that we can identify the results achieved and adjust our engagement accordingly. We will use existing, recognised indicators and, if necessary, contribute to the development of relevant new indicators. The first step in this process will be to establish a new internationally-oriented research

programme, which, inter alia will conduct research into measuring and documenting the results of development cooperation.

The way we communicate about the results of international development cooperation and of the problems associated with development will be strengthened.

Implementation of the key elements of our development policy will be continuously evaluated.

FREEDOM from POVERTY – FREEDOM to CHANGE
Strategy for Denmark's Development Cooperation
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Picture p. 3: A girl jumps a stream in the slum area of
Kyebando, Uganda. Photo: Mikkel Østergaard/Danida

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