

# Africa – Development and Security



The Government's priorities for  
Danish cooperation with Africa  
2005-2009

Royal Danish Ministry of Foreign Affairs

## **Danida**

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Woman judge at the Supreme Court in Accra, Ghana  
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Children from Mozambique (Jørgen Schytte)

African peacekeeping soldiers are given the UN blue  
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# Summary

It is the intention of the Government that Danish foreign, development, security and trade policy should interact and mutually reinforce each other to support development in Africa in the best manner possible. It is clear that a poverty oriented development policy must focus on Africa. Denmark will invest approximately two thirds of its bilateral development assistance in Africa and work for multilateral organisations also focusing on Africa. Denmark's Africa policy is based on six general goals:

- **Integration of Africa in the global economy.** Denmark will work for increased sustainable economic growth through trade agreements that are more favourable for the poorest countries as well as an expansion of the 'Everything But Arms' scheme. Strengthening of the negotiation skills of the African countries.
- **Promotion of business development in Africa.** Support to improving national framework conditions and the potential for progress in the private sector, including agriculture. Education, a service-minded public sector and access to credit financing are key elements.
- **Peace and stability as preconditions for development in Africa.** Denmark will use its seat on the United Nations Security Council to further peace and stability in Africa. Denmark will simultaneously support the ability of African countries to build peace and prevent armed conflict, among other things by supporting the efforts of regional organisations.
- **The Regions of Origin Initiative in Africa to be strengthened.** Denmark will grant support to local populations in Kenya, Somalia, Tanzania, Uganda and Zambia and to the poor in the regions of origin hosting the refugees. Denmark will work for a global repatriation fund so that the refugees can return home more quickly.
- **Human rights and democracy in Africa.** Denmark will enhance its efforts for human rights, democracy and good governance in Africa. Infringements of political rights and corruption must be prosecuted and governments should work actively to ensure free and fair elections. A key role for civil society.
- **Health, education, water and a sustainable environment for the most impoverished Africans.** New sector programmes in the areas of health, education and water will be launched. In 2005 a new plan of action for HIV/AIDS will be presented, marking out among other things the balance between treatment and prevention. In all areas Denmark will work for women and men participating in the development process on equal terms. At the same time Denmark will upgrade environment as a cross-cutting issue in development work.



# Foreword

The principal element in Denmark's relation to sub-Saharan Africa is strong international engagement that is based on fundamental humanitarian principles and values. This will continue to be the case.

The obvious need for humanitarian efforts and the necessity of persistent development assistance efforts for poverty reduction has been prominent elements in Danish Africa policy for a long time. In recent years also the trade policy of the EU (and thus of Denmark) in relation to Africa has been the object of increased awareness, just as security and refugee policy deliberations have increasingly been directed towards this continent.

The need to develop a coherent and stringent Danish Africa policy has been confirmed by a number of international matters and events that brought Africa to the centre of attention in recent years. These include:

- The UN's Millennium Declaration concerning the Millennium Development Goals (2000)
- The launching of the Doha Development Round of the World Trade Organisation – WTO (2001)
- The launching of the NEPAD reform initiative (2001)
- The pledge of the Monterrey Summit concerning better governance in the developing countries and more development assistance from the industrialised countries (2002)
- The World Summit on Sustainable Development in Johannesburg (2002).

It is to exploit and contribute to this momentum that the Government has examined Denmark's overall cooperation with Africa to ensure that all political instruments mutually support each other and provide the most efficient effort.

The Government has desired broad, open debate about Denmark's Africa policy. Therefore, all interested parties have had the opportunity to comment on the Danish priorities in connection with a public hearing on 10 December 2004 and on the Ministry of Foreign Affairs home page. The Government appreciates the many constructive contributions to the policy.





# I Danish Africa policy: greater coherence – better results

**The key message of the Government is that Denmark can contribute to development in Africa by creating better coherence between our efforts for peace, economic growth and development.**

At the UN Millennium Summit in September 2000, together with the UN's other member nations Denmark committed itself to halving global poverty and making a concerted effort to eradicate the world's diseases, illiteracy and discrimination against women during the first 15 years of the new century. Specific goals have been set for this effort – the Millennium Development Goals.

In all likelihood we shall achieve the Millennium Development Goals at the global level. But Africa will not achieve them if the present development continues. On the contrary, the number of Africans, who are poor and starving, is rising. Very great efforts will be needed to turn this development around, first and foremost by the African countries themselves, but also by Africa's partners. Denmark will do its part to ensure that Africa is not left behind in this global development, and we shall work for this on all fronts. This requires a coherent Danish policy for Africa, where all efforts support and mutually reinforce each other.

## The Millennium Development Goals:

- 1) Halve extreme poverty and hunger
- 2) Secure primary education for both girls and boys
- 3) Secure gender equality of women
- 4) Reduce child mortality by  $\frac{2}{3}$
- 5) Reduce mortality among pregnant and birthing women by  $\frac{3}{4}$
- 6) Stop the spread of HIV/AIDS, malaria and other infectious diseases
- 7) Ensure a sustainable environment
- 8) Create a global partnership for development

High, sustained economic growth will be needed to reduce poverty in Africa, where the average income in most countries is not more than a dollar a day per inhabitant. In order to achieve the Millennium Development Goals many African countries will have to reach economic growth of seven-eight percent a year. The poverty reduction strategies of a number of African countries describe the way in which sustainable economic growth must come from the private sector, in particular agriculture and the associated industries. Therefore the Government will target its work to improve the framework for the private sector in Africa, secure increased foreign investments, improve regional trade between the African countries, and ensure genuine access to the markets of the industrialised countries – and increased possibilities for exploiting this market access in practice.

But trade and a more favourable climate for investments are not enough. In the medium term at least, increased development assistance will be necessary. Public investments in human resources, in a healthy, well-educated and efficient workforce, in infrastructure such as roads, har-

bours and telecommunications as well as better access to credits, also for the poor, will likewise be important contributions to creating a better framework for the development of the private sector, including agriculture. Development assistance can be used as a strategic instrument for achieving these goals.

At the same time, increased investments in human resources have an important humanitarian objective. The lack of clean drinking water, health facilities and educational opportunities has grave human and economic costs for millions of Africans. And at the present rate of population growth, there will be another 250 million people in Africa by 2015. The poor are often dependent on immediate access to natural resources and are therefore particularly hard hit by unsafe drinking water, degradation of agricultural land, air pollution and toxic waste. Likewise, the HIV/AIDS epidemic is making itself felt all too clearly, especially in eastern and southern Africa.

The industrialised countries have never been wealthier, but the share of GNP given in development assistance is on average only 0.25 percent – i.e. half of what it was in 1960. Against this background, the Government will continue working for the fulfilment of commitments of granting a minimum of 0.7 percent of GNP in development aid. It is simultaneously the policy of the Government that Denmark should continue to be in the forefront with respect to development assistance and continue to use approximately two thirds of direct development assistance on Africa. The Government will also work for adapting the development assistance from donor countries to the African countries' own poverty reduction strategies, so that the overall impact of the assistance is increased.

The African countries are themselves responsible for improving the political leadership and governance in the individual countries. An active civil society is necessary for holding governments accountable. Better management of public funds and increased accountability in public administration are necessary for ensuring that the scarce funds are put to better use. Corruption and lack of respect for the rule of law can contribute to the breakdown of states and internal armed conflicts arising. When this is combined with a lack of employment and no or poor prospects of social improvement among very large groups of young Africans, the result can be a dangerous cocktail. Religious fanaticism, emigration or participation in armed uprisings easily become an attractive alternative to a hopeless life in poverty, not least for young men who often feel superfluous and robbed of all opportunity.

It is crucial that the African countries further develop their national poverty reduction strategies that form the overall frame for prioritisation of goals and means in poverty reduction. Together with other donors, Denmark will continue to engage in discussing these strategies in the Programme Countries and emphasise that the poverty reduction strategies be broadly based and drawn up following consultations with all relevant parties.

Positive development in Africa also has a security policy dimension for Europe and Denmark. Reducing poverty will benefit peace and stability – not only in Africa but also in the whole world. Weak states are particularly vulnerable as shelters for and targets of terrorism, which has serious effects both on the society affected and international security. The increased pressure of refugees on Europe is another example of why the development of Africa has wider international significance.

Africa has enormous human, cultural and natural resources at its disposal, and there are clear signs of new African willingness to work together across the continent and in regional contexts to confront the challenges. The African organisations – not least the African Union – are increasingly taking co-responsibility for resolving the continent’s armed conflicts and fighting corruption, violence and oppression. The leaders of the region have undertaken to further democracy and development through the so-called NEPAD initiative.

A coherent Danish Africa policy must support these positive new development trends.

The challenges in Africa are complex. There are common features but also great differences between the countries. Coherent efforts are needed, but there is also a need to take a fixed point of departure in the specific needs of the different countries.

Many areas of policy concern Africa, directly or indirectly, not least trade, agriculture, refugee, security and development policy. Denmark outlines many of these policies together with its EU partners or under the auspices of the UN. Denmark will work to promote Africa’s development within these frameworks, both in connection with the Doha Development Round and in relation to the 2005 summit on the progress of the Millennium Development Goals. Denmark will also work for better coherence and consistency in the EU’s different instruments and policies vis-à-vis Africa. Simultaneously, Denmark’s membership of the UN Security Council in 2005-06 gives us the possibility of making special efforts for Africa in the coming years.

Denmark’s engagement in Africa’s development builds on decades of experience and broad popular engagement. Organisations, researchers and private individuals have built up great capacity and knowledge over the course of the years. This remains a cornerstone in development cooperation. We must thus make use of Denmark’s credibility as a partner in international cooperation for the benefit of Africa.

## II Integration in the global economy

Most of the African economies are small. There is a lot to be gained by the African countries cooperating regionally and strengthening economic integration, also by reducing the tariff barriers between the countries. In this way the countries will avoid high trade costs, duties and tariffs in particular. At the same time the African markets can reach a size that can render them interesting to foreign investments, and a basis can be created for increased specialisation in production, manufacturing and marketing.

The Government will work for:

- **Promotion of regional integration.** Denmark will support regional economic integration in Africa by means of technical assistance to the countries and organisations, where there is genuine willingness to enhance cooperation. This could be directed towards e.g. the development of common technical standards in different sectors, the introduction and enforcement of common external tariff rates, harmonisation and enforcement of duty structures and tax legislation and labour market legislation.

In poor African countries, private consumption is not in itself a sustainable foundation for economic growth. Increasing productivity is a necessity in the slightly longer term and can be achieved through the above-mentioned initiatives, among others. On the other hand, in the shorter term increased exports and a greater share of the home market by means of better terms for trade are the most immediate growth possibilities for African trade and industry. Therefore, access to the industrialised countries' markets and replacement of imported goods with local products is quite crucial for the development of the private sector in Africa.

Increased trade can play a part in growth and development. Sub-Saharan Africa – with 11 percent of the world's population – has a mere 1.3 percent of the world's total exports and 0.6 percent of total foreign investments. In 2002 export revenue in the whole of sub-Saharan Africa was only at the same level as that of Switzerland. The composition of Africa's exports – with the main emphasis on export of primary products – is also distinctively different from the composition of exports from the growth strong East Asian economies, most of whose exports consist of manufactured goods. The African countries are all too vulnerable to falling prices of primary products such as coffee, cocoa and cotton, and they also lack the necessary quality control, marketing, storage facilities etc. The African countries also require increased knowledge, experience and resources to participate on an equal footing in international trade talks. This means that they often do not take care of their interests well enough.

Approximately three quarters of the African poor live in rural districts and live off agriculture. Their possibilities for overcoming poverty are thus closely linked with development in the agricultural sector. In many of the poor countries of Africa agriculture is the single sector employing most

**World Trade Organisation (WTO) Doha Round** was launched in Doha, Qatar, in November 2001. The objective of the Round is further liberalisation of world trade and promotion of the integration and the position of the developing countries in the global economy. This is to take place among other things by lowering customs and other trade barriers to trading in goods (for example agricultural products), by furthering international trade in services (e.g. in shipping), and by giving the developing countries better conditions in the global economy. The Doha Round is therefore also called the Development Round. The talks are divided up into a number of areas such as trade in goods, services, antidumping, environment, investments, competitions, easing trade, technical assistance and special exceptions for the developing countries. The talks should have been concluded before the end of 2004. The result of the ministerial meeting in Cancun in September 2003 was, however, disappointing and gave rise to doubts about the progress of the Doha Round. The meeting in the WTO's General Council in July 2004, however, gave renewed optimism concerning the continued talks.

people and earning most foreign currency. For this reason agricultural subsidies in the countries of the West and technical trade barriers continue to play a part in stunting possibilities for growth in Africa. However, there has been progress. The "Everything But Arms" scheme has given the poorest countries better market access to the EU<sup>1</sup>.

The phasing out of the EU's export support has been initiated, although it is progressing slowly. The direct agricultural support in the EU still limits the African countries' access to potential export markets. The further liberalisation that is on the cards in the WTO and provided for through the regional partnership agreements between the EU and the African regions (the EPAs) are unlikely to benefit all countries equally. The challenge will consist in ensuring that increased liberalisation will be an advantage for the poorest countries and not just the high and middle-income countries. The trade policy development of the coming years will make great demands on Africa and necessitate some difficult acknowledgments. Firstly, an acknowledgement that increased liberalisation globally will put greater pressure on the African countries, as it implies reducing the significance of the trade preferences that the African countries now have – in the markets of the EU countries, among others. And secondly, it implies an acknowledgement that the standards for security of food and products set up by the EU e.g. as part of consumer protection, have come to stay and must also be respected by African producers wishing to enter the European markets.

Therefore, the Government will work for:

- **Better coherence in trade and development cooperation.** In the international trade talks, Denmark will work for better trade agreements and transition schemes for the most impoverished African countries, reduction of agricultural subsidies, especially in the US and the EU, and increased market access in the EU for agricultural products from Africa.

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<sup>1</sup> Everything But Arms: Free market access for the least developed countries, apart from transition schemes for rice, bananas and sugar, which are to be phased out over the coming years.

- **Special treatment in the Doha trade round.** Continued support for the Commission's announcement that most of the developing countries will be able to completely avoid undertaking new WTO commitments in connection with the result of the Doha talks.
- **Abolition of the EU's demand for reciprocity in the EPAs.** Denmark will support the poorest countries' demand for maintaining tariffs vis-à-vis the EU's products and work for EU trade-related assistance to support structural changes caused by future globalised trade cooperation.
- **Expansion of the Everything But Arms scheme.** The scheme should include all sub-Saharan countries (with the exception of South Africa).
- **Phasing out of the EU's tariffs, quotas and export support.** The EU's planned phasing out of these forms of subsidies and phasing out schemes must be respected without any further extensions or other concessions.
- **Strengthening of the African countries' negotiation skills in trade rounds,** among other things by means of offers of financing technical and professional capacity for the countries' preparations for negotiations. DKK 50 million a year has been earmarked for this purpose. Denmark will offer assistance to the least developed countries' coordination office in Cotonou, AITEC, the African countries' cotton initiative, the International Trade Centre and the Programme Countries, among others, e.g. by trade policy becoming better integrated in the national poverty reduction strategies.
- **Capacity building in food control etc.** by the establishment of public control mechanisms or certification of private laboratories. By means of business and agricultural sector programmes, Denmark will contribute to the African countries better meeting EU requirements concerning food security and consumer protection. African organisations, the EU and UN organisations (IFAD and FAO) are also possible partners.
- **Ministerial conference on trade and development in Africa.** Together with the Nordic countries, Denmark will convene a symposium with the participation of 20 African governments in 2005.

Many African countries are still struggling under a considerable burden of debt, which means that a significant share of public funds is used for repayments. In turn this leads to fewer resources for the necessary investments in, for example, health and education. In 1999 the World Bank and the IMF took the initiative to debt relief for the most heavily indebted countries (called 'HIPC'). 33 of the 38 countries that are today or are expected to be included in HIPC are African. 'Post-HIPC', which covers both these countries and other indebted low-income countries is forward looking and takes its starting point in a country-specific evaluation.

The Government will work for:

- **Full implementation of the HIPC initiative** for the countries that manage to qualify for the process before the initiative expires at the end of 2006. Here Denmark will work for other bilateral creditors granting 100 percent cancellation of loans taken before the adoption of the HIPC initiative.

- **Bilateral debt forgiveness** for the most impoverished countries, while debt rescheduling for other countries should be organised on conditions that can ensure debt sustainability in the longer term.

### **III Business development in the African countries**

Sustainable economic development is decisive for helping the poor in Africa and the engine for this growth can only be the private sector. In many ways Africa has dynamic entrepreneurs but for the most part they work under very unfavourable conditions. There is a need to ensure that the growing African middle class find it attractive to invest in their home countries' productive businesses, where the individual country has comparative advantages and the best conditions for growth. One of the most important prerequisites for this succeeding is ongoing education of the workforce and effective combating of the HIV/AIDS epidemic.

A great part of the increased production and employment must come from agriculture, which will continue to be the motive force in most African countries in the future. But the associated sectors in the rural districts should also play an important role if the majority of countries in Africa are to approach the growth, and not least the employment, necessary for decisively reducing poverty. The greater part of the populations in the African countries – not least women and the poor – makes a living by agriculture. Production must be increased by increased productivity in the fields and limiting losses after harvests because of bad storage conditions, faulty road networks, too few credit opportunities etc. Last but not least diversification and increased processing of agricultural goods combined with securing food security and nutrition are vital for the poor, especially in relation to improving the situation of poor women. Increasing processing presupposes a qualified workforce, not least skilled craftsmen, targeted financing services for the business community, and a public sector that works for favourable business development.

The Government will work for:

- **Ongoing development of the countries' national poverty reduction strategies** with a clear focus on economic growth and strong national ownership following consultation with civil society and with broad backing from development partners. External assistance should to the highest possible extent be granted in the areas prioritised in the poverty reduction strategies.
- **Growth for the benefit of the poor – and for women.** A special effort to further equal rights, access to markets and resources and influence for the poorest and for women. The emphasis should be on areas such as girls' schooling, vocational education, and changing traditions and legislation that discriminate against women with respect to access to land and inheritance rights. Such gender equality considerations are important for growth too.

A more enabling environment for business development in Africa is absolutely necessary for promoting competition and attracting investments. It is the duty of every country to conduct healthy, responsible economic policy and create a sufficiently growth oriented economic climate. Dynamic entrepreneurs are often halted in their attempts to set up businesses due to bad legislation, bureaucracy, corruption and a lack of access to financing. This applies not least to small farmers and other small business people, who often have great potential if they merely get somewhat better working conditions and if the public authorities are more service-minded. The possibilities of obtaining property rights or right of use to land and of being able to use such rights as security against loans etc. are of crucial importance here.

#### **National barriers to growth and trade**

- Lacking establishment and protection of ownership rights, corruption and inefficient tariff administration
- Weak economic and financial infrastructure (roads, energy and water supply, communications and borrowing possibilities)
- Product quality and food security not adequate for Western markets

Due process for small enterprises in particular is often not good enough. Inefficient juridical systems frequently make it both expensive and time-consuming to have even simple disputes resolved, and business legislation is in many cases not sufficiently up-to-date for a market economy in an international business environment. The informal sector in many African countries employs more than half of the workforce. The costs and the marginal benefits of becoming registered in the formal sector are simply too high.

Enterprises need financing in order to develop. There is a lack of opportunity to take even small loans and this stunts the growth potential of the small enterprises in particular. Many farmers and small enterprises have no access at all to the established banking system, and even when this is possible high interest rates and bureaucracy are often involved, which has a demotivating effect on entrepreneurship.

Rising employment and income are also linked with sufficient and targeted vocationally relevant educational possibilities for both women and men. This applies in particular to the many young people, but possibilities of ongoing upgrading of qualifications are important for the whole of the workforce. Better exploitation of the capacity in the education sector, including technical education programmes, must be examined. Better utilisation of teachers and physical facilities is important, also in the form of night school.

The promotion of a good business climate will receive more attention in Danish development assistance. The positive experience from the Danish business sector programmes in Ghana, Kenya and Tanzania can form a basis for increased cooperation with other countries about similar efforts.



To enable business development to take a central place in the development plans of the African countries, it is important that the countries set up simple, measurable and comparable indicators for a good business climate (e.g. starting up an enterprise, registration of private property rights, borrowing options and contract enforcement).

The Government will work for:

- **Better framework conditions for business in Africa.** It must be easier to run a business in Africa. This means increased focus on agriculture, but also investments in infrastructure, combating of corruption and cartelisation, more service minded and efficient public authorities, easier access to establishing enterprises, better investment protection for foreign investors, better legislation and enforcement, and transfer of technology. Business sector programmes and similar initiatives will be upgraded.
- **Business development a key contribution to poverty reduction.** Denmark will work for business promotion having a central and operative position in the Programmes Countries' development policy and strategies for growth and poverty reduction. Drawing up clear indicators will be a priority in the preparation and revision of Country Strategies and the organisation of long-term sector and macroeconomic cooperation. Effective combating of HIV/AIDS is also crucial for business promotion.
- **Access to credit financing.** The Government will prioritise the establishment of credit facilities in the African Programme Countries to make access easier for small business people and farmers in particular. It is important that this area is provided with resources and that the effort is targeted towards the many business people without access to credit, including micro credits for women.
- **Better technical education and knowledge sharing.** The educational systems must be relevant to the private sector. Denmark will contribute to this by means of closer interaction between the support for the business, agricultural and education sectors.
- **Support for the development of new African businesses.** More targeted support must be secured for African businesses so that they become better at competing locally and internationally. The Private Sector Programme has proved useful in relation to establishing cooperation between Danish and African enterprises, but the scheme needs to be developed and adapted on an ongoing basis.
- **Better cohesion between the different business instruments.** There is need to create greater coherence in the Danish effort in the area, including between Business and Private Sector Programmes, Mixed Credits, IFU – the Industrialisation Fund for Developing Countries' Investments and Public-Private Partnerships.

## IV Peace and stability

The group of reform and democracy oriented African countries is growing, but there are still a number of countries in Africa that are plagued by armed conflict. Even more countries are hampered by the aftermath of earlier conflicts, and almost all regions experience varying degrees of regional instability. The conflicts are primarily internal, but interference from the outside often causes them to develop in a violent direction. The consequences of armed conflict in Africa are extensive and leave distinctive and long-term marks on the societies. Killing of civilians constitutes up to 90 percent of the deaths in armed conflicts, economic activity is halted and social norms are eroded. In addition, HIV/AIDS is increased, the flows of refugees grow and human rights violations are often horrific and widespread.

Women in particular are severely affected by the conflicts because they are often exposed to extensive and deliberately violent assault, among other things in the form of sexual abuse. Children and young people are also especially vulnerable in relation to conflicts. Children's rights are violated and the use of child soldiers is a widespread practice in many conflicts. Frustrated young people, especially men with no prospects of education, work, land, self-determination or upward social mobility are far too easily recruited for militant groups and find it difficult to become integrated in society when the conflict is over. This is one of the main reasons why conflicts so often flare up again.

Armed conflicts involve great costs for the affected and neighbouring countries and lead to destabilisation in the region, economically, socially, politically and security wise. Thus, strengthened efforts to prevent and halt conflicts in weak states are important for wider security and for the real possibility to fight poverty and strengthen growth – also in the Programme Countries. The division of labour between the international partners must be clearer, and African ownership is quite crucial.

The Government will work for:

- **Increased focus on peace and security.** Denmark's membership of the Security Council 2005-06 will be used to promote peace and stability in Africa, maintain the focus on the African conflicts and contribute to broad international backing for their resolution, and work for strengthened African representation in the Security Council.
- **Danish contribution to personnel for crisis management** in selected African areas of conflict.

### **Membership of the Security Council (2005-06): Danish priorities for resolving armed conflicts in Africa**

- Strengthen African security architecture
- Proactive conflict prevention
- Increased involvement of African organisations
- Coherent approach to civil and military crisis management
- Synergy between UN operations and conflict efforts regionally
- Fighting terrorism
- Focus on gender in conflict management
- Ensure human rights during conflicts
- Focus on the role of natural resources
- Strengthened African representation in the Security Council

- **Coherent conflict resolution strategies for Africa.** Denmark will work for the UN, the EU, the AU, the regional organisations and civil society organisations working within the frames of coherent and coordinated efforts for peace and stability. There must be focus on the fundamental causes of armed conflict, the crosscutting elements in conflict management, including gender issues, as well as efforts that can prevent conflicts flaring up again.

Natural resources are often contributory causes of conflicts and an important source of financing that can play a part in prolonging conflicts. Those particularly referred to as conflict resources include oil, diamonds and tropical timber. Different attempts have been made to implement relevant interventions. The Security Council has e.g. introduced an embargo on timber from Liberia, and certification systems have been developed for diamonds and timber. It is important that this issue be introduced at an early stage and that different types of interventions aimed at the specific situation are tried. Increased transparency and more sustainable utilisation of the resources are decisive. Interaction with civil society can contribute to this.

The Government will work for:

- **Focus on natural resources in armed conflict.** The Security Council should raise the issue of utilisation of natural resources at an early point in discussions of conflicts in Africa, and problems must likewise be handled efficiently in relation to ongoing conflicts.
- **Work for a common definition of conflict resources** and work for measures that can control trade in these, including working for certification schemes and transparency in economic transactions.

States do not break down suddenly. Failed states are most frequently a result of many years of bad governance and continuous lack of political, economic and social development. Simultaneously, there are often a number of single factors that play a role. Religious radicalisation and extreme fundamentalism are a potential source of conflict. The growing religious activism and awareness and intensified competition among different religious communities that can be seen many places in Africa have created divisions between the population groups, have potential to spur violent conflict, and are in certain cases consciously exploited in political power struggles.

Denmark's long-term development cooperation with Africa contributes to peaceful and stable development in the Programme Countries, and can in itself have the effect of preventing conflict. Strengthened Danish efforts for peace and stability in Africa are closely linked with cooperation with the regional organisations and the long-term support to the eight Danish Programme Countries, where there is a will for change. Without good leadership the task will be difficult. Hence, it is important that the African countries undertake this responsibility. By helping reform-friendly governments and supporting regional organisations and civil society's conflict prevention efforts, we can contribute to stabilising weak states and preventing armed conflict.

The Government will work for:

- **Greater focus on conflict prevention in Africa.** Through its membership of the Security Council Denmark will work for increased initiatives concerning conflict prevention and for consolidating the peace in post conflict situations. In addition, conflict analyses will form part of the planning of new efforts in the Programme Countries.
- **Focus on young people.** Education, work and their right to self-determination especially for young men in areas threatened by conflict must be upgraded to stop participation in militant groups from being the only attractive route to social status. Focus on job creation, education and reintegration of ex-combatants, among others, in selected countries in Africa.
- **International conference on HIV/AIDS and security.** In cooperation with relevant African organisations and other partners, Denmark will take the initiative to a conference on HIV/AIDS in relation to conflicts and relevant follow-up efforts.

In recent years, through the AU and other regional organisations, for example, African leaders have shown both the commitment and the ability to undertake greater responsibility for handling and prevention of armed conflicts in Africa. During its membership of the Security Council, Denmark will support the African countries' own endeavours for increased engagement and participation in conflict resolution locally.

An important new initiative concerns the building up of a coherent African security architecture that opens the way for operative cooperation between the UN, the EU and other international actors, and which in the longer term makes possible more active efforts for stopping conflicts by means of African peace operations. The regional organisations are likewise working on improving their ability to prevent new armed conflicts and helping communities during the post conflict period. Denmark will use the establishment of a new Danish embassy in Addis Ababa, where the AU has its headquarters, to further the link between the African initiatives and the Security Council.

The Government will work for:

- **The Africa Programme for Peace.** Denmark actively supports the African countries being able to undertake greater responsibility for conflict resolution and crisis management in Africa. This presupposes building up competences in the regional organisations that make them capable of efficiently preventing and managing crises. Through the Africa Programme for Peace, Denmark is contributing DKK 248 million in 2004-2009 to the work of the AU and the regional organisations in developing capacity within conflict prevention and crisis management as well as strengthening cooperation with civil society, which is an important factor in prevention of local conflicts, for example.
- **Strategic linkage between international and regional efforts.** Denmark finds it important that the UN and the EU expand their strategic work with the African regional organisations. Denmark will therefore also use its membership of the Security Council to strengthen the interna-

tional backing for increased involvement of the African security architecture in resolving the armed conflicts in the continent.

- **Demobilisation and weapons management.** Through its cooperation with the UN, the EU, regional organisations and NGOs, Denmark will contribute to implementing coherent and relevant efforts for the demobilisation and reintegration of ex-combatants and strengthen mine clearing efforts. Denmark will work for an international treaty on trade in weapons in order to control small and light weapons (SALW).
- **Strengthen the UN's capacity in post-conflict situations.** As well as important contributions via multilateral development assistance, Denmark is considering seconding Danes to assist, for example, the UN country teams to strengthen the interaction between humanitarian, development and peacekeeping efforts.

By virtue of EU assistance, the Cotonou agreement and the EU's common position for conflict prevention and management in Africa, the EU plays an important role in the dialogue concerning democracy, human rights and conflict prevention/management with the African countries.

At the request of the AU the EU set up in 2003 a Peace Facility to support the African countries' own efforts for conflict resolution and conflict management, including building up the capacity of the AU. The Peace Facility, which can be used to cover non-military expenditures, was launched in May 2004 and amounts to 250 million Euro in the period 2004-2007. Though this facility, among others, support has been granted to the AU's monitoring mission in Darfur, Sudan.

Under the ESDP (European Security and Defence Policy), the EU Member States likewise place military and civilian (police, due process experts, civilian administrators) crisis management capacity at the disposal of the EU's humanitarian, conflict preventing and peace creating efforts. Cooperation with the UN is of central importance for the ESDP. In 2003, the EU conducted a military operation in DR Congo at the request of the UN Security Council. The EU force was to ensure stability until such time as a UN force could be deployed. The EU followed up with a civilian police initiative. The EU also contributes to the UN's and AU's management of the crisis in Sudan with support in the fields of planning and logistics. Due to the "Defence Opt-Out", however, Denmark does not participate in EU military crisis management operations.

In November 2004 the EU adopted an action plan for ESDP support for peace and stability in Africa. The plan includes, among other things, technical advice and expert assistance with a view to strengthening the capacity of the AU and the other regional African organisations to plan and implement crisis management operations.

The World Bank is an important actor in the reconstruction of weak or failed states. The Bank's "Low Income Countries Under Stress" initiative (the LICUS initiative) is an important initiative in terms of building up democratic institutions and public administrations in the weakest states.

The Government will work for:

- **Support for the EU's peace facility and ESDP.** Active Danish participation in the implementation of the EU's peace facility and crisis management efforts under the ESDP (Denmark cannot participate in military crisis management operations under EU auspices because of the Defence Opt-Out).
- **Contribution to the World Bank's LICUS initiative.** Denmark will support the LICUS initiative with DKK 12 million in 2005-07, and work for coordination of different post-conflict efforts, also including strategic prioritisation of the efforts of the Danish NGOs in the LICUS countries.
- **Increased humanitarian assistance.** A considerable part of Denmark's humanitarian assistance will continue to be channelled to acute and permanent crises in Africa. In post-conflict areas Denmark will seek to promote a linkage between humanitarian efforts and long-term development work.
- **DKK 500 million over five years will be earmarked for Sudan.** The support will be used after a peace agreement for, among other things, emergency aid, integration of refugees and displaced persons, good governance, respect for human rights, and specific reconstruction activities. This will be implemented inter alia through the UN system and Danish NGOs.
- **Strengthened dialogue and cooperation across the Atlantic.** Denmark will work for closer coordination and harmonisation of the efforts of the EU and the USA to support the endeavours of the African leaders and organisations in the area of conflict prevention and crisis management.
- **Continued rooting of political dialogue in the EU.** The Cotonou agreement with its various dialogue instruments is an important tool for cooperation with the African countries on democracy and stability. Denmark will continue to contribute actively to this dialogue.

In areas where poverty and war trauma are a central part of everyday life, pressure on local resources in connection with influxes of refugees from neighbouring countries/areas will inevitably create unrest. Here it is important to undertake both conflict preventive activities and initiatives to further reconciliation processes in relation to groups of refugees and the internally displaced. In the Programme Countries and their neighbouring regions, Denmark has a special obligation as well as good qualifications for helping. Danish and local NGOs play a key role because they often have particularly good possibilities for reaching the target populations.

The Government will work for:

- **Strengthened Regions of Origin efforts** to help refugees as close to their home countries as possible, minimise the burden on local communities that receive the refugees, and work to counteract new conflicts. In 2005, efforts will be implemented in Kenya, Somalia, Tanzania, Uganda and Zambia. The activities will focus on repatriation and reintegration in the refugees' home countries and contribute to development activities that benefit the refugees as well as the local populations hosting refugees.

- **Establishment of a Global Repatriation Fund** in cooperation with other countries. The initiative is to ensure swifter and more effective financing of activities so that refugees in the Regions of Origin and internally displaced can return home as soon as conditions allow.

The weakest states in Africa in particular are vulnerable as shelters of and targets for terrorism. This has a grave impact on the societies affected, both politically and economically. As a supplement to the general development assistance to the countries in Africa, the Government will make a special effort to prevent terrorism from becoming rooted in weak states.

The effort will be directly targeted at strengthening the integration of vulnerable and marginalised groups in countries and areas, where developments point to a possible radicalisation of society. It is important in this way to try to minimise the recruitment basis for potential terrorist groups. A special effort will also be made to support countries that are committed to, but lack the capacity to carry out the requirements laid down in Security Council resolution 1373. Denmark will, moreover, strengthen its cooperation with the regional organisations concerning combating terrorism in order to raise the political awareness of the problems.

The Government will work for:

- **Anti-terrorism initiatives.** DKK 30 million has been allocated in the period 2004-2006 to counteract the emergence of religious radicalism in Niger and Kenya. In addition to this a special effort will be made to support a number of countries to, among other things, implement the UN's 12 terrorism conventions, including strengthening border controls and port security and improving money transfer monitoring.

## **V Human rights, democracy and good governance**

Respect for human rights, democratisation and good governance contribute to creating the required framework for sustainable economic growth and poverty reduction. Violations of human rights, political oppression, lack of freedom of speech and corruption can, on the other hand, lead to instability, and political radicalisation and spur violence and conflict. For the African countries to eradicate poverty, the limited public funds available should be administered for the purpose of the common good rather than serving the interests of single individuals. Equally, favourable environments must be established in order for the private sector to develop and be strengthened.

Despite great differences between the countries of Africa, positive developments are noticeable. Progressive countries such as South Africa have launched the NEPAD initiative through which countries among other things commit themselves to evaluating their own governance. Several countries are in the process of making the public sector more efficient,

fighting corruption, strengthening their economic management and decentralising the administration. In many countries changes of government and president are increasingly taking place democratically, and there is progress in the strengthening of the judicial system, parliaments, human rights institutions and the participation of civil society herein. On the basis of positive results in Benin, Ghana, Tanzania and Uganda, among others, many donors including Denmark are now increasingly extending development assistance through joint budget support mechanisms. As a point of departure, this donor coordination provides less bureaucratic and more efficient development assistance, but also less opportunity for following the contributions of the individual donors. Therefore, the recipient countries must constantly document measurable results, especially concerning good governance and poverty reduction.

However, great challenges remain, also in the reform-oriented countries. The administration in many African countries is characterised by a hierarchical administrative structure and large differences in the distribution and utilisation of public services between urban and rural districts, respectively, and regionally. There are attempts at monopolisation of state authority, corruption is still a widespread phenomenon, African parliaments are typically weak and badly equipped to fulfil their role in the process of democratisation, and the judicial system often does not ensure legal protection for women and the poor. Women's influence on the political decision-making processes and self-determination of their own situation are limited in general.

Based on the policies and strategies of the individual African country and the countries' international commitments, Denmark will further good governance, democracy and human rights. Pan-African initiatives often have great signal value. The NEPAD initiative is an important step towards greater African ownership and can give an impetus to democratisation regionally. Not least the so-called 'Peer Review Mechanism' (cf. box on NEPAD) and initiatives to involve civil society are being followed by Denmark with great interest. The integration of gender equality aspects in NEPAD is also a priority. In cooperation with like-minded countries, the Government will contribute to supporting the NEPAD initiative to promote democratisation in the whole of Africa. This will take place inter alia by means of participation in the expanded G8 cooperation, the Africa Partnership Forum, by support for the regional organisations and the work of the

**New Partnership for Africa's Development, NEPAD**, an initiative launched by South Africa, Nigeria, Algeria, Egypt and Senegal, was acceded to by the African Heads of State in July 2001. The goal is to accelerate the development of the continent by drawing on the progressive forces in Africa. NEPAD's strengths are the strong African ownership and that it links peace, stability and a number of fundamental criteria concerning democratic principles, the rule of law, respect for human rights and good governance to the possibilities of creating development. What is of particular interest is the so-called "African Peer Review Mechanism", where the countries voluntarily expose their governance and status in democratic and political reforms to the scrutiny of an independent panel.



African Development Bank, and through contributions to special initiatives in the individual countries.

The Government will work for:

- **A politically strengthened NEPAD.** Denmark will support NEPAD through political dialogue with the African governments and work actively for all countries in the AU to accede to the partnership.
- **Support for implementation of NEPAD.** Support for ECOWAS' implementation of the NEPAD initiative in West Africa of DKK 18 million in the period 2004-2009, including involvement of civil society in the Peer Reviews. Denmark will, furthermore, support concrete initiatives as a result of the individual countries' Peer Reviews.

It is important that the political dialogue with the Programme Countries, where Denmark is a respected partner because of its high level of development assistance, among other things, is used strategically to strengthen the countries' governance and human rights situation, not least the rights of women. In countries in which Denmark is not represented, strengthened dialogue through the UN and the EU and with the regional organisations will be a priority. The EU dialogue is distinguished among other things by being able to address particularly difficult issues with undemocratic governments and exerting pressure on the implementation of necessary changes by means of the so-called "article 96 consultations" that inter alia can cause discontinuation of the EU's assistance to the countries.

The Government will work for:

- **Promotion of human rights.** Denmark will promote good governance and human rights through the UN, the AU, the EU dialogue, bilaterally, and through civil society. Ratification and implementation of the torture convention, the women's convention, the children's convention, the ILO's conventions on the rights of workers' and of indigenous peoples, and affiliation to the International Criminal Court are focal points.

Experience from programmes in Benin and Ghana shows that coherent programmes have the greatest impact rather than isolated projects. The Government wishes to further popular participation more vigorously. Strengthening the political capacity of poor communities helps to sustain specific development activities and creates ownership in the local communities. New Danish programmes will be based on the countries' international commitments and the national priorities enshrined in the poverty reduction strategies.

The Government will work for:

- **Upgrading of the effort for good governance and human rights.** Launching of new, coherent programmes in Burkina Faso, Kenya and Zambia, among other countries, within a frame of DKK 270 million over five years. The programmes will build on national priorities such as improved public administration, constitutional reform, fighting corruption, strengthening the judicial system, parliaments and human rights institutions, as well as strengthening and inclusion of civil society.

- **Decentralisation and local democracy.** Denmark will support reform initiatives aiming at decentralisation and increased influence of citizens in local communities, including improved utilisation of existing resources. Support for civil society will be an element of the effort.
- **New regional media programme.** A regional media programme with a frame of DKK 35 million over five years will be launched in 2005. The objective is to support training and education of media personnel and to support independent media organisations.
- **Strengthen women's access to influence and resources.** Implementation of the new Gender Equality Strategy's recommendations concerning the integration of gender equality aspects in all development assistance and targeted efforts, including support for furthering women's participation in society and standing for election, for example by means of NGO assistance.

Good governance will not only be supported by special programmes but also integrated in development assistance in general. Corruption mostly affects the poor in society, who suffer the most when public funds are misused. Corruption counteracts the development of reliable structures and can cause the breakdown of society because it can take years to repair the subsequent moral collapse.

The Government will work for:

- **Fighting corruption.** The implementation of Danida's Action Plan to Fight Corruption at country level through increased incorporation of anti-corruption measures in all country programmes. Focus on social agents (schools, youth, women) that can contribute to change in the longer term. Implementation of the anti-corruption programme in Uganda (DKK 30 million in the period 2004-2007).

The promotion of good governance and achievement of concrete results in the countries also depend on the nature of the development assistance. By coordinating the assistance with the support of other donors and allowing national priorities and institutions to guide the efforts, development assistance becomes more effective. Denmark cannot be present in all countries or sectors. Cooperation and division of labour among the donors is necessary (for example, Danish assistance for physical infrastructure is declining). Harmonisation can take many forms. Together with leading donors such as the World Bank, which grants large contributions to Africa, Denmark uses sector support and direct budget support in countries pursuing good policies and showing concrete results such as sound financial management, fighting corruption and targeted poverty reduction. Simultaneously, the Government uses donor coordination to secure Denmark strategic influence in the dialogue concerning the countries' economic policy and priorities in relation to poverty reduction. Enhanced involvement of civil society in the formation and supervision of the countries' poverty reduction strategies is crucial for strengthening genuine popular participation in the development processes and for furthering transparency in the utilisation of the public funds.

The Government will work for:

- **Increased coordination and harmonisation of development assistance.** Denmark will enhance the predictability and thus the effectiveness of development assistance. In the short term 80 percent of Danish development assistance will be reflected in Programme Countries' budgets, and in the longer term the ambition is to channel a significant part of the assistance through the national authorities and ensure local democratic control of the funds. The emphasis is on active dialogue with the World Bank, the IMF and like-minded bilateral donors concerning strengthened harmonisation and adjustment of the development assistance within the scope of the poverty reduction strategies.
- **Untying of development aid.** Since 1 January 2004 Denmark has untied its development aid and now follows the EU's tendering rules. Denmark is working for other countries to likewise untie their development assistance and thus achieve the rationalisation of development assistance, which increased competition implies.
- **Enhanced ownership.** Build up enhanced national ownership by allowing the countries' own plans and objectives to govern the implementation of Danish development assistance. Through support for anti-corruption measures and improved administration of public funds, establish the conditions for increased Danish budget support.
- **Broad-based ownership of poverty reduction strategies.** Civil society is to participate actively and be better included in the processes concerning the poverty reduction strategies.
- **Increased resources for women.** Through political dialogue with the countries and support for aggregation of gender-differentiated statistics, Denmark will work for integrating gender equality in the poverty reduction strategies and particularly in public expenditure.

## VI Bringing human development into focus

An efficient, healthy and well-educated workforce is paramount for sustainable economic growth and poverty reduction. The development of human resources must – as emphasised in many African countries' own policies and strategies – for that reason be at the core of the development process.

In the coming years, through targeted investments in the social and economic sectors Denmark will continue to contribute to the poor in Africa being placed in a position to utilise their own resources in the best way possible and thereby achieve improved living conditions. This must in particular take place by continued prioritisation of areas such as water and sanitation, health and education – areas that are of particular importance for promoting women's living conditions and influence, just as economically poor groups in particular are affected by problems within these areas. Denmark will concentrate a significant part of its development assistance in one or more of these social sectors in all Programme Countries in Africa.

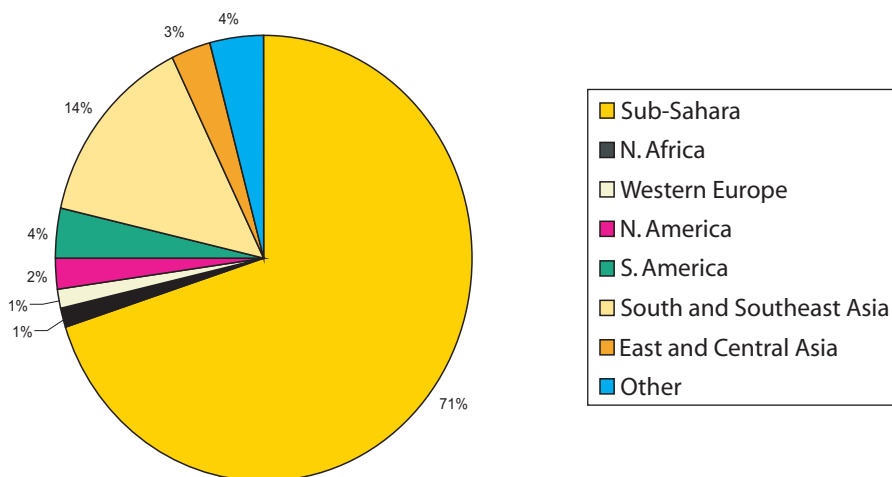
The social sectors are an important element of the African countries' poverty reduction strategies. The World Bank and the IMF in particular contribute to the formulation and development of the strategies. It is therefore important that Denmark continues active dialogue with the two organisations – also in areas concerning the social sectors.

The Government will work for:

- **Continued dialogue with the World Bank and the IMF.** Through multi-lateral and bilateral talks, Denmark will work for the two organisations' continued contribution to improving the national poverty reduction strategies. Denmark will also work for the focus on Africa being maintained.
- **One and a half billion DKK for water in Africa.** The Government will ensure that in the period 2002-2009 Denmark will contribute approximately DKK one and a half billion to water in Africa. This will take place through water sector programmes in Benin, Burkina Faso, Ghana, Kenya, Uganda and Zambia and by means of a strengthened multilateral effort for water and sanitation.

HIV/AIDS is an important barrier to sustainable development and economic growth. Life expectancy has fallen by 13 years since 1999 in several affected countries. In a number of countries, especially in southern and eastern Africa, the proportion of people, who are HIV positive, comes to more than 25-30 percent of the population. The disease affects teachers and health workers, among others, draws resources from the treatment of other health initiatives, and undermines the already weak social sectors. 57 percent of those newly infected in Africa are women. African women and girls, who are poor and young, are up to two and half times more likely to become infected in comparison with boys and men

### Global distribution of HIV/AIDS



of their own age. It is therefore quite crucial to upgrade the support for fighting HIV/AIDS in Africa, and especially to remedy the capacity crisis in the sectors that are particularly affected by HIV/AIDS, for example within health and transport. However, HIV/AIDS considerations must be included in *all* sectors.

A new Danish Plan of Action for control of HIV/AIDS is in preparation and will lay down clear goals and guidelines for future efforts in the developing countries. The plan takes its starting point in analyses of the way in which the HIV/AIDS epidemic affects the primary social and economic structures in the Danish Programme Countries in Africa and thus the framework for development cooperation. The plan will relate to the balance between prevention, care, treatment and other initiatives aimed at the consequences of the epidemic. A crucial issue is the scope of treatment with antiretroviral (ARV) medicine. Denmark will continue its support to the national healthcare systems and thus work for the HIV/AIDS efforts becoming as efficient as possible. At the same time the preventive efforts should be expanded and strengthened to prevent still more people from being infected.

The Government will work for:

- **Upgrading of efforts to prevent and fight HIV/AIDS in the Programme Countries in Africa.** The focus will be on strengthening capacity in the health sector. The Government's Plan of Action will in particular be directed at Africa. A HIV/AIDS pool will be allocated to Danish NGOs for the promotion of smaller innovative initiatives. The emphasis will be on the NGOs' comparative advantages, including their close partnerships with NGOs in Africa.

An improvement of health conditions in Africa is decisive for reducing poverty. While expansion of the primary healthcare service has shown good results, resource problems still exist as a consequence of inappropriate policies and cuts. In many African countries the health sector suffers from lack of financing, lack of access to services for the poor and vulnerable groups, varying quality, especially in rural districts, and lack of competent and motivated personnel. The lack of financing has caused increased user fees, which prevents the poorest and most vulnerable groups from achieving access to the services if special schemes do not exist for these groups. It is therefore necessary to establish efficient exemption systems for poor and other vulnerable groups, and to work for health insurance schemes that include the poor. Africa, in particular, is far from achieving the Millennium Development Goals in health related areas.

The Government will work for:

- **Developing healthcare systems in Programme Countries.** Earlier isolated project activities will be replaced by a health sector programme in Kenya (approximately DKK 250 million). Ongoing sector programmes in Ghana, Tanzania, Uganda, and Zambia will continue. Experience from public-private partnership will be incorporated.

- **2005 Summit on Millennium Development Goals.** Denmark is contributing to ensuring that sexual and reproductive health and rights, including the connection with fighting HIV/AIDS, are placed centrally in relation to the achievement of the Millennium Development Goals. Denmark will draw up concrete proposals for the way in which the support for the poorest countries in Africa can be strengthened, including the role of the private sector.

Another crucial element in the development of human resources is education. In general the education systems in Africa are characterised by under-funding and unequal access. There is therefore a need for thinking in long-term solutions that address both national planning capacity and improvements of the specific conditions for education, not least at primary school level. Studies have shown that investments in the education of girls are of vital importance for the promotion of women's rights and possibilities for contributing to economic and social development. At the same time it is important that women, and also young men, are ensured vocationally relevant educational opportunities that actually lead to employment and an income. Therefore, business sector support and Denmark's support to the education sector interact closely.

The Government will work for:

- **Implementation of the new education programmes.** Education programmes will be implemented in Benin (DKK 20 million annually) and Burkina Faso (DKK 20-30 million annually).
- **Strengthening of national planning capacity.** In the area of primary school and vocational education the focus will be on increased access and quality and on strengthening of administrative capacity.

Children and young people under 18 years of age constitute more than half of Africa's population, and this share is rising due to the spread of HIV/AIDS. They are important social actors with resources that are decisive for the development of society and positive change. In some countries orphans and homeless children comprise more than 10 percent of the total population. Ordinary family structures are weak or even non-existent. Children are particularly exposed to violations of their rights, abuse, kidnappings and forced participation in wars and conflicts. A population composition with a surplus of children and young people constitutes a special dynamic and an issue that is important to address in the planning of resources. Children and young people are also crucial for the direction that society takes. Special efforts should be directed at the group of particularly vulnerable children.

The Government will work for:

- **Increased focus on vulnerable groups.** On the basis of the experience of the last ten years with integration of vulnerable groups, for example children with learning disabilities, Denmark will work for systematised dissemination of the practice that has been termed "inclusive education". Moreover – based on experience from Kenya, Uganda and Zambia – Denmark will further develop specific efforts for the most vulnerable groups, including the handicapped.

- **Initiatives directed at children.** Through support for education, health, water and sanitation, among other things, there will be focus on children and young people as important social actors for sustainable development in Africa.

Supporting the environment is a crucial contribution to the possibility for developing human resources. Poverty, poor health and environmental degradation are cumulative. The poor are often highly dependent on nature's own resources, which are the foundation for a considerable share of the supply of food, fuel and building materials. At the same time the poor are the most severely affected by polluted water, degradation of cultivated land, air pollution and waste problems. Cultivated land is under heavy pressure. 2/3 of Africa's cultivated area is deteriorating and only 30 percent of the original forest area remains. The fish stocks are declining swiftly, which particularly affects the part of the population living off traditional coastal fishery. Growing urban areas constitute a challenge for public health and the environment. This negative development can only be reversed by targeted and crosscutting initiatives that can be ensured by having the environmental consequences incorporated in, for example, the countries' poverty reduction strategies. Environmental considerations must receive high priority in Danish development assistance. Negative impacts on biodiversity must be minimised.

International environmental conventions can be made into a more effective instrument than is the case today. The Government will work for simplification and better coordination. Synergy will arise between the areas, and significant administrative simplifications will be achieved that are necessary for African countries with scarce resources to benefit from the conventions. This applies, for example, to the conventions regulating toxic chemicals (the Stockholm Convention), hazardous waste (Basel Convention), the biodiversity convention, the desertification convention, and information and prior informed consent procedures concerning hazardous transports (Rotterdam Convention). These have been implemented, inter alia to solve Africa's problems of being used as a dump for hazardous waste. Further synergy and coordination will take place in connection with the upcoming global strategic approach to international chemicals management (SAICM), which is expected to be in place at the beginning of 2006.

In the Strategy for Denmark's Environmental Assistance to Developing Countries, the focus is, among other things, on urban environment, management of natural resources and renewable energy, including climate change. These will be important sectors for the coming multilateral and bilateral work in Africa.

The Government will work for:

- **Environment as a crosscutting issue.** Environment is to be upgraded in both multilateral and bilateral development work. Special emphasis will be put on incorporation of environmental considerations in the national poverty reduction strategies and drawing up of national strategies for sustainable development.

- **International environmental conventions and agreements.** Targeted development and compliance with these will continue to receive great emphasis. The Government will work for administrative simplifications.
- **Large-scale environmental programmes** are expected to be launched in 2005 in Mozambique (DKK 180 million) and South Africa (DKK 220 million), in 2007 in Tanzania (DKK 180 million) and in 2008 in Zambia (DKK 120 million). These will focus on urban environment, natural resources, including biodiversity, and energy, including climate.
- **Multilateral environmental assistance.** International environmental cooperation will be upgraded in Africa, in particular support to water, chemicals, energy and climate adjustments.



## Annex 1. Overview of bilateral sector programme support and project assistance for sub-Saharan Africa

	2005	2006	2007	2008	2009*
Total**	2,067	2,089	2,079	2,110	2,110
Programme Countries	1,915	1,935	1,935	1,965	1,965
Benin	180	180	180	180	180
Burkina Faso	195	195	195	195	195
Ghana	290	290	290	290	290
Kenya	150	160	160	160	160
Mozambique	290	290	290	320	320
Tanzania	380	380	380	380	380
Uganda	250	250	250	250	250
Zambia	180	190	190	190	190
Other countries	150	140	140	140	140
Eritrea	10	0	0	0	0
Niger	40	40	40	40	40
South Africa	50	50	50	50	50
Sudan	50	50	50	50	50
Other country initiatives	2	14	4	5	5

(DKK million) 2005 prices

\* Technical scenario

\*\* To this must be added personnel assistance, NGO assistance, special environmental assistance, assistance through the African Development Bank, and Regions of Origin efforts. In all, approximately DKK 1 billion per year.

Source: Finance Bill for 2005 – Notes, & “Security, Growth – Development” (August 2004).

## Annex 2. Overview of sectors and areas of priority for bilateral development assistance to Danish Programme Countries in sub-Saharan Africa

	Benin	Burkina Faso <sup>4</sup>	Ghana	Kenya <sup>5</sup>	Mozambique	Niger	Tanzania	Uganda	Zambia	South Africa
Business Development										
Energy										
Education <sup>1</sup>										
Health										
Water and sanitation										
Transport										
Agriculture										
Good Governance <sup>2</sup>										
Budget Support										
Environment <sup>3</sup>										

- 1 Education sector support is expected to be launched in Benin in 2005 and in Burkina Faso in 2006.
- 2 Large-scale programmes are expected to be launched in Benin, Burkina Faso, Kenya and Zambia in 2005.
- 3 Large-scale environmental programmes are expected to be launched in Mozambique and South Africa in 2005, Tanzania in 2007 and Zambia in 2008.
- 4 The energy sector programme is to be phased out in the period 2005-2008.
- 5 A business sector programme is planned from 2006.

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In “Africa – Development and Security “, the Government presents its priorities for Africa in the period 2005-2009. The Government wishes Danish foreign, development, security and trade policy to interact and to be mutually reinforcing in order to promote the best development possible in Africa.

Denmark’s Africa policy is based on six general objectives:

- Integration of Africa in the global economy
- Promotion of business development in Africa
- Peace and stability as preconditions for development in Africa
- The Regions of Origin Initiative in Africa to be strengthened
- Human rights and democracy in Africa
- Health, education, water and a sustainable environment for the most impoverished Africans

A fundamental element of Denmark’s Africa policy is the African countries’ own plans and efforts to combat poverty and inequality and to create economic growth, peace and stability.