

Children and Young People in Danish Development Cooperation

Guidelines



TABLE OF CONTENTS

1	PREAMBLE	2
2	CHILDREN AND YOUNG PEOPLE - A FOCUS IN DANISH DEVELOPMENT COOPERATION	3
2.1	SUPPORT TO CHILDREN AND YOUNG PEOPLE	3
2.2	A ‘CHILDREN AND YOUNG PEOPLE FOCUS’: SCOPE AND PURPOSE.....	3
2.3	THE DANISH POLICY FRAMEWORK	4
2.4	CHILDREN AND YOUNG PEOPLE: TARGET GROUP AND STAKEHOLDER	6
3	AN ANALYSIS OF THE DEVELOPMENT CHALLENGES OF CHILDREN AND YOUNG PEOPLE	7
3.1	CHILDREN IN POVERTY	7
3.2	HEALTHY CHILDHOOD, GROWTH AND DEVELOPMENT.....	7
3.3	ACCESS AND RIGHT TO QUALITY EDUCATION FOR ALL.....	8
3.4	GENDER EQUALITY: DISCRIMINATION OF GIRLS	8
3.5	ALL CHILDREN HAVE A RIGHT TO BE PROTECTED, INCLUDING THE SPECIAL GROUPS OF CHILDREN	9
3.6	CHILDREN AND YOUNG PEOPLE IN CRISIS, CONFLICT AND INJUSTICE.....	9
3.7	CHILDREN AND YOUNG PEOPLE - LIVING WITH HIV/AIDS.....	10
3.8	YOUNG PEOPLE - THE CHALLENGES OF GROWING UP IN A DEVELOPING WORLD	10
4	THE INTERNATIONAL LEGAL AND POLICY FRAMEWORK	11
4.1	THE UN CONVENTION ON THE RIGHTS OF THE CHILD - A VALUE BASE.....	11
4.2	DEVELOPMENTS FOLLOWING THE CRC.....	12
4.3	THE MILLENNIUM DEVELOPMENT GOALS.....	14
5	PRIORITIES FOR CHILDREN AND YOUNG PEOPLE IN DANISH DEVELOPMENT COOPERATION	15
5.1	MDG 1 - ERADICATE EXTREME POVERTY AND HUNGER.....	15
5.2	MDG 2 - ACHIEVE UNIVERSAL PRIMARY EDUCATION	16
5.3	MDG 3 - PROMOTE GENDER EQUALITY AND EMPOWER WOMEN.....	17
5.4	MDG 4 - REDUCTION OF CHILD MORTALITY.....	19
5.5	MDG 5 - IMPROVE MATERNAL HEALTH	20
5.6	MDG 6 - COMBAT HIV/AIDS, MALARIA AND OTHER DISEASES	21
5.7	MDG 7 - ENSURE ENVIRONMENTAL SUSTAINABILITY	22
5.8	MDG 8 - DEVELOP A GLOBAL PARTNERSHIP FOR DEVELOPMENT	23
6	CHILDREN AND YOUNG PEOPLE IN CRISIS, CONFLICT AND INJUSTICE	25
7	SUGGESTED APPROACHES	27

8 CAPACITY DEVELOPMENT AND MONITORING.....30

ANNEXES:

Annex 1: The Millennium Development Goals

Annex 2: Overview of the international legal and policy framework

Annex 3: List of Abbreviations

Annex 4: Relevant Documents

Executive Summary

The Danish Ministry of Foreign Affairs' most significant contributions to improving conditions for children and young people can be summed up in these five points: 1) Denmark is a strong supporter of the Convention on the Rights of the Child and provides capacity building to help countries implement children's rights; 2) substantial aid is given for projects and programmes aimed at children and young people through multilateral organisations and NGOs; 3) Danida has given significant priority to education and especially basic education aimed at children and young people; 4) health is a priority sector, as diseases and virus such as HIV/AIDS leave children orphaned and young people without resources and homes; and 5) conflict management in poor countries, especially in Africa, is being prioritised e.g. through Denmark's membership of the UN Security Council. Children and young people are especially vulnerable in conflict situations.

Denmark's commitment to children and young people in development and its obligations towards the Convention on the Rights of the Child (CRC) are reflected in the Danish development policy document, 'Partnership 2000', and backed up in the 'Priorities of the Danish Government for Danish Development Cooperation'. The emphasis in these documents is on support to children, human rights as well as prioritising support to education.

The present Guidelines elaborate on the Danish policy stance and provide a means to transform policy into action. They are intended for the Danish Ministry of Foreign Affairs/Danida and the Royal Danish Embassies. The eight Millennium Development Goals (MDGs) on poverty, education, gender equality, child mortality, maternal health, HIV/AIDS and other diseases, environmental sustainability and global partnership make up the framework for the present Guidelines. Six of the eight MDGs refer specifically to children, as they point to safeguarding the rights of children to health, education, protection and equality. This creates a momentum for a focus on children and youth in development policy. National policies, poverty reduction strategies and action plans that translate the MDGs, as well as the CRC into local commitments constitute an *operational* entry point for the Guidelines.

These Guidelines provide an overview and analysis of the frameworks and context behind the priorities for children and young people in Danish development assistance. They are an integral part of the Aid Management Guidelines. The priorities are listed under each MDG, illustrating how Denmark works with partners to contribute to their achievement.

1 Preamble

Children and young people make up more than half the world's population. It is now over a decade since the Convention on the Rights of the Child (CRC) was adopted by the United Nation's General Assembly. The progress of our societies is determined, amongst other, by how much we involve children and young people -- in thoughts, words and action -- in developing the present and building the future.

Investing in children is thus an effective means of achieving poverty reduction, as children and young people comprise a resource which will benefit themselves and society. Denmark's commitment to children and young people in development and its obligations towards the CRC are reflected in the Danish development policy, 'Partnership 2000', and backed up in the 'Priorities of the Danish Government for Danish Development Cooperation'¹, emphasising support to children and human rights, as well as prioritising support to education.

The present Guidelines provide a means to transform policy into action. They are intended for the Danish Ministry of Foreign Affairs/Danida and the Royal Danish Embassies. The Millennium Development Goals (MDGs) make up the framework for the Guidelines. The MDGs are specific and are oriented toward the future. Six of the eight MDGs refer specifically to children, as they point to safeguarding the rights of children to health, education, protection and equality. This creates a crucial momentum for a children's focus in development policy. National policies, poverty reduction strategies and action plans that translate the MDGs, as well as the CRC into local commitments provide an *operational* entry point for the Guidelines.

The first half of the document, Chapters 1 through 4, explains the purpose and scope of the Guidelines, outlines the policy framework/principles, and provides an overview of the situation facing children and young people in the developing world today. The second half of the document -- Chapters 5 through 8 -- lists the main priorities of Danish development assistance to children and young people, structured according to the eight MDGs, and provides a course of action for follow up and review.

¹ Danida (2003) 'A World of Difference: The Government's Vision for New Priorities in Danish Development Assistance 2004-2008' and Danida (2004) 'Security, Growth – Development. Priorities of the Danish Government for Danish Development Assistance 2005-2009'.

2 Children and Young People - a Focus in Danish Development Cooperation

2.1 Support to Children and Young People

Denmark supports children and young people through bilateral, multilateral and NGO assistance. Bilateral assistance is channelled mainly through sector programme support. The priority given to assistance to children is also reflected in Denmark's substantial contribution through the multilateral organisations, i.e. UNICEF and UNDP. A substantial part of Danish assistance to children as well as young people is channelled through Danish NGOs.² Bilateral projects and programmes aimed at children have been supported under the following themes: human rights, health, education, exploitation of children and young people, and environment.

Danish assistance has been characterised by a multiplicity of approaches. Experience from bilateral assistance shows that assistance to children has often been coupled with support to women or marginalized groups, and the focus on children has variably been direct or indirect. In view of past experiences and in response to the Danish policy for development assistance -- manifest in Partnership 2000 and the Priorities of the Danish Government for Danish Development Cooperation -- a set of guidelines for more focused Danida assistance to children and young people is needed.

2.2 A 'Children and Young People Focus': Scope and Purpose

The justification for a focus on children and young people is clear: children's rights and needs are particularly difficult to address within policies targeted towards adults or other vulnerable groups; children and young people are an integral part of the development process; and children and young people form a rich resource of the present and the future.

Danish development assistance takes a 'child/young people focus'. This implies that children and young people receive specific programmatic attention, for example, through an increase in child-specific interventions, some of which may directly link to the question of children's rights. A "child/young people focus" also means that particularly this target group is highlighted as a priority area in policy documents, as is the case, for example, in Partnership 2000 and in the present Guidelines.

These Guidelines elaborate on the objectives of Partnership 2000 and enlarge the focus on children and young people in Danish development assistance in response to international goals. Hence, the Guidelines enhance Danida's position as a partner in the international community. They help Danida realise the MDGs by sharpening the focus on children and youth in relevant programmes and projects. The Guidelines form an

² Crawford (1999) Børn og unge i dansk NGO bistand.

integral part of the Aid Management Guidelines, and the success of their implementation will be reflected in their translation into practice.

The Guidelines are intended for practitioners and policy makers in the Danish Ministry of Foreign Affairs/Danida and in the Royal Danish Embassies (RDE). The document provides guidance by outlining the framework and principles for assistance to children and young people; listing priority areas for children and young people in Danish development assistance; and inspiring stakeholders to take action. The Guidelines are also intended to be used by NGOs, consultants, researchers, etc.

2.3 The Danish Policy Framework

The Danish policy framework for assistance to children and young people expresses the overall policies for Danish development assistance as articulated in several key documents: ‘Partnership 2000’, the ‘Priorities of the Danish Government for Danish Development Cooperation’, and the ‘Danish Government’s Action Plan to Fight Sexual Abuse of Children’.

Partnership 2000

In the Danish policy document, ‘Partnership 2000’, poverty reduction is defined as the overriding objective of the Danish development policy, while gender equality, environment and democratisation and human rights are defined as cross-cutting issues. The concept of partnership involves close dialogue with the governments and local authorities, private sector and civil society of countries that receive development assistance.

Partnership 2000 takes a solid stand on children and young people as a crucial target group of Danish development assistance: “Denmark will help to give children and young people in the developing countries a future in which they will be able to develop and exploit their human potential for their own sake and for the benefit of the societies in which they live. Children and young people are the key resource on which a country can draw to create sustainable, long-term development, and they must therefore be ensured central status in development activities”. Partnership 2000 further confirms that the obligations in the UN Convention on the Rights of the Child will be a direct point of departure for Denmark’s efforts. As shown in the box below, Partnership 2000 reflects the fact that children are a special priority area or theme in Danish development policy.

Box 1: Children as a priority in Danish development assistance, Partnership 2000

- | |
|---|
| ◆ Assist the developing countries in building capacity to live up to the obligations of the CRC and in other relevant conventions. |
| ◆ Promote health and welfare of children and young people. Health in childhood is essential for the development of the child and the young person’s human potential, capacity for learning and social skills. |
| ◆ Prioritise assistance for education of children and young people as the investment that contributes most to long-term and sustainable growth. As a vital element in educational assistance, Denmark |

will work to ensure that girls and boys have equal opportunities for education.
♦ Support the development of coherent and qualitatively improved educational systems that will give children and young people skills that correspond to the needs in their country, and can thus lead to productive employment and active engagement in the development process.
♦ Help to promote awareness of the wishes and requirements of children and young people themselves and to evolve processes and institutions that give children and young people the opportunity to be heard.
♦ Direct particular attention -- in Danish contributions to humanitarian interventions -- to the needs of children and young people in conflict situations, as refugees and internally displaced persons, but also to the resources that children and young people possess in themselves, even in the most difficult of circumstances. This will apply not least to the contributions made by children and young people to processes of reconciliation and long-term conflict resolution.
♦ Contribute to support for children and young people in particularly difficult circumstances, for example, disabled children and children orphaned as a result of the HIV/AIDS epidemic or as a consequence of armed conflict. Both bilaterally and through the international organisations, Denmark will support programmes that protect and improve the situation of these children. It must be ensured that they have the opportunity to grow up in surroundings that offer them health, socialisation and care.

The Priorities of the Danish Government for Danish Development Cooperation

The policy document from 2003, 'A World of Difference', presents priorities of the Danish government for Danish development cooperation and highlights children as a priority. 'A World of Difference' states that social and economic development and reduction of poverty is determined by women and children's access to health and education. These goals should be realised alongside the promotion of human rights, child rights, democratisation and good governance.

In the Priorities of the Danish Government for Danish Development Cooperation from 2004 'Security, Growth – Development', human rights and children's schooling are still given high priority. Among the new initiatives is a strengthened effort to combat the HIV/AIDS epidemic, which makes orphans of children and breaks up families. The effort to achieve respect for human rights is also strengthened.³ The Priorities of the Danish Government for Danish Development Cooperation confirms bilateral assistance to children, especially through primary education and re-productive health programmes. Children will also be targeted through Danish assistance to multilateral aid, particularly through Danish contributions to UNICEF and UNDP.⁴

Amongst the new focus areas are interventions that promote stability, security and democratisation through conflict prevention, peace-building and peacekeeping. Denmark will, amongst others, focus its assistance on refugees and internally displaced people affected by war and conflict. This priority will in itself lead to an enhanced focus on children and young people. Women and children are recognised as vulnerable groups in situations of crisis and are therefore in need of particular assistance.

³ Danida (2004) 'Security, Growth – Development. Priorities of the Danish Government for Danish Development Assistance 2005-2009'.

⁴ Danida (2003) 'A World of Difference: The Government's Vision for New Priorities in Danish Development Assistance 2004-2008'.

The Danish Government's Action Plan to Fight Sexual Abuse of Children

The Danish government has developed an action plan to fight sexual abuse of children, domestically as well as internationally. The action plan commits Denmark to carry out preventive measures related to the sexual abuse of children; legal prosecution; support to the child and the family; and to participate in international interventions against sexual abuse of children.⁵ Regarding the latter, reference is made to the Danish ratifications of the UN Convention on the Rights of the Child; the UN Protocols on children in armed conflict and sale of children and child prostitution and child pornography; the UN Convention on fighting cross-border organised crime; the EU framework agreement on fighting human trafficking, including the sale of children in relation to sexual exploitation; and the cooperation on fighting organised crime under the Baltic Sea Region.

2.4 Children and Young People: Target Group and Stakeholder

Working with children and young people requires a definition and a distinction, as children and young people are different in needs and wants. The definition of a child, according to international standards, is almost synonymous across the line of many organisations and is defined in conformity with the CRC Article 1, which states, “A child means every human being below the age of eighteen years unless under the law applicable to the child, majority is attained earlier”. Childhood thus covers the period from the birth of the dependent infant to the coming of age of the child, 18 years later.

As concerns youth or young people, the definitions vary considerably. In UN terminology and practice, the following concepts are used:⁶ *Adolescents* are people aged 10-19; *Young people* are those aged 10-24 and; *Youth* are young people aged 15-24. Clearly, there are overlaps, and although many countries draw a line on youth at the legal “age of minority”, the operational definition of the term youth varies.

Acknowledging these complexities, the Guidelines will adhere to the CRC, thus defining a child as an individual aged up to 18 years while considering persons aged 10-24 to be youth or young people.⁷ At the same time, it is necessary to emphasise the importance of being flexible and of accommodating perceptions and definitions to the specific context and situation.

Children and young people are viewed not only as a target group and beneficiaries of aid, but also as stakeholders in the development process. As a present and future resource, children and young people are thus seen as active and valuable change agents for their societies.

⁵ Justitsministeriet & Socialministeriet (2003) 'Regeringens Handlingsplan om Bekæmpelse af seksuelt misbrug af børn'.

⁶ UN (1996) 'World Programme of Action for Youth to the Year 2000 and Beyond'.

⁷ The terms 'youth' and 'young people' will be used interchangeably throughout the document.

3 An Analysis of the Development Challenges of Children and Young People

The situation of children and young people is an important indicator of how society is developing. This section provides an overview of the major development challenges of children and young people.

3.1 Children in poverty

In developing countries, every fourth child lives in families with an income of less than one dollar a day. This *chronic* poverty remains the biggest obstacle to meeting the needs and protecting the rights of children. When it comes to *extreme* poverty, children are also most affected. Malnourishment leads to further poverty, as lives are shortened, causing lost output and income. Hunger leaves children vulnerable to disease, so that more resources have to be devoted to health care. From an economic viewpoint, the benefits of reducing hunger and malnutrition are many. Better-fed people are likely to contribute longer to GDP, through reduced infant mortality, increased labour productivity, etc. Poverty and hunger affecting children is not caused only by lack of food. Other factors play a big role, such as women's education, HIV/AIDS and malaria, and poor transport infrastructure.

3.2 Healthy childhood, growth and development

Owing to poverty and lack of access to basic health services, clean drinking water and sanitation, more than 10 million children under five years of age die each year of preventable diseases and malnutrition. Infant mortality and levels of malnutrition are often cited as indicators of the situation of children.⁸ A large majority of these children can survive if they are treated with simple techniques. A killer disease for countless children is malaria, particularly in Africa, and in most places the malaria parasite has become immune to regular treatments. Underlying these problems are the poor nutrition, pre- and post-pregnancy health, and education of mothers.

The odds against children are such that out of 100 children born in 2000: 30 are likely to be malnourished in their first five years of life, 40 lack access to adequate sanitation, 19 lack access to safe drinking water, 17 will never go to school. The worst consequence is that nearly 11 million children each year die before reaching their fifth birthday.

Source: www.unicef.org

Another increasing global problem is that many girls become mothers at a very early age.⁹ The highest risk countries for *children having children* are mainly on the African continent.¹⁰ When girls become mothers before they are physically and emotionally ready, the results

⁸ WHO (2003) Strategic Direction for Improving the Health and Development of Children and Adolescents.

⁹ Young mothers are aged 15-19 years. Very young mothers are aged 10-14 years.

¹⁰ Save the Children USA (2004) 'State of the World's Mothers'.

are often tragic: many girls die in childbirth and even a greater number of their babies die.¹¹

3.3 Access and right to quality education for all

Education is a key factor in reducing poverty and promoting democracy, tolerance and development. Despite globally agreed goals and substantial increases in enrolment of children through universal-primary-education policies, more than 100 million children of primary school age, the majority of them girls, are still not enrolled. Increasing access to education is one thing, providing quality education through cognitive and affective learning is different. Improving the quality of basic education remains an enduring problem for most countries, and millions of those in school are taught by untrained and underpaid teachers in overcrowded classrooms. Drop out rates are high in many countries.¹²

Wars deprive millions of children of an education. Without the stability of education, the impact of the conflict is intensified, and children are more susceptible to abduction, child soldiering and sexually- and gender-based violence. Education in emergency situations can protect children, may reduce some of the risks associated with conflict situations and can provide children with a sense of hope for the future.

The return on investment of quality education for children, and especially for girls, is significant. Education can put girls and boys on the path to economic and social empowerment. Educated women tend to marry later, have fewer children and are more likely to understand what they must do to protect themselves and their families. An argument can be made that education is the best weapon against HIV/AIDS.

3.4 Gender equality: discrimination of girls

Discrimination occurs more often and more systematically against girls than boys. Cult ceremonies to respect the ancestors and the provision of care in old age are still associated with the oldest son, while daughters are given responsibilities in their husbands' families after marriage. With the small family becoming the norm, it becomes important to give birth to boys, which in many cases results in the killing of girl children and systematic gender-based infanticide abortions.¹³

Gender-based discrimination continues during childhood. This is demonstrated by the higher rates of malnutrition, disease and deaths for girls than boys, particularly in Asia. Many girls are married off and become pregnant in their early teens. Genital mutilation of women is still practiced and has serious consequences for the well-being of girls. Legislation regulating marriage, inheritance and ownership

¹¹ See www.savethechildren.org

¹² Netherlands Ministry of Foreign Affairs (2003) 'Joint Evaluation of External Support to Basic Education in Developing Countries'.

¹³ Danida (2004) 'Strategy for Gender Equality in Danish Development Assistance Strategy'.

of property often discriminates against girls/women.

Trafficking, sexual exploitation and economic exploitation are daily realities for children in several regions. Many children, mostly girls/young women, become victims of trafficking in connection with prostitution every year.

There are still large disparities between girls' and boys' opportunities to get an education. This disparity is noticeable in South Asia and on most of the African continent. In sub Saharan Africa alone, 24 million girls were out of school in 2002.

Women today comprise 544 million of the worlds 875 million illiterate people.

Source: www.unicef.org/edu

3.5 All children have a right to be protected, including the special groups of children

Mentally or physically disabled children, children of ethnic minorities or of indigenous origin have special needs and are often subject to discrimination. There are between 120 and 150 million disabled children and young people in the world.¹⁴ Extremely few of these children attend school. Non-formal education is a crucial alternative for this group of children if the regular school system, due to attitudes and structure, is inaccessible. Often the latter is the case, as governments do not prioritise children with disabilities. Girls with disabilities are known to be more vulnerable than boys in societies, as well as in families, subsequently enhancing the risk of discrimination. Indigenous children and children belonging to minorities are also disproportionately disadvantaged in many countries owing to all forms of discrimination, including racial and ethnic discrimination, as well as discrimination based on caste. An estimated 250 million people suffer discrimination because they were born into a marginalized caste.¹⁵

3.6 Children and young people in crisis, conflict and injustice

In recent decades, the proportion of civilian casualties in armed conflicts has increased dramatically. Many victims are children who have died or who have been disabled or injured as a direct result of armed conflict. Children are forced to flee their homes because of conflict and live as refugees in neighbouring countries or as internally displaced within their own national borders. Currently, an estimated 300,000 children associated with armed forces¹⁶ are involved in severe conflicts. Humanitarian crisis and armed conflict aggravate the incidence of gender-based violence due to the breakdown of protective mechanisms, and separated children and households headed by children (girls) become victims of violence and exploitation.

Children and young people in detention often suffer violations of basic rights. Arrest, detention and sentencing are often arbitrary and sometimes even illegal, the results of

¹⁴ See www.unicef.org/protection

¹⁵ www.unicef.org/protection

¹⁶ Children associated with armed forces includes child soldiers, who are used in combat, as well as children involved in armed forces in non-combat capacities, as cook, porter, a soldier's wife, children who act as informers or lay land mines, etc.

judicial proceedings by police or military, in which no civil protections exist. Detained children below the age of criminal responsibility can be jailed with adult prisoners, who may abuse them. Most of the children in detention are not serious criminals, and many have not even committed a criminal offence.¹⁷

3.7 Children and young people - living with HIV/AIDS

AIDS has orphaned millions of children, and thousands of infants daily become HIV-positive during pregnancy, birth or through breastfeeding. HIV/AIDS is increasingly a disease of the young, particularly girls and young women. The African continent is hardest hit. Political and ethnic conflicts on this continent add to the gravity of the HIV/AIDS problem. In Asia, the data show alarming increases in infection rates, with India being hit worst. The consequences are colossal and cut across sectors and workforces, depriving countries of their human capital. In recent years, incidence rates of HIV/AIDS in Uganda, Thailand, and Brazil have fallen among young people. This is primarily due to intense information, care and prevention campaigns spearheaded by national political commitment.¹⁸

By the end of 2002, 42 million people were living with HIV/AIDS, including almost 12 million young people between 15 and 24 and more than three million children under the age of 15. Half the number of people living with HIV/AIDS were women and girls.

In 2002 alone, more than 2.5 million adults and 610,000 children died of AIDS. In 2003, almost 2000 infants became HIV positive every day.

Source: www.unicef.org/aids

3.8 Young People - the challenges of growing up in a developing world

Young people represent approximately 18 % of the world's population. Most young people live in developing countries, and in 2000, nearly a quarter survived on less than one dollar a day. Although young women and men in some regions are better educated, many remain illiterate. Although the young comprise nearly one fifth of the global population, they account for nearly half of all the unemployed. The possibility of obtaining work or education has led an increasing number of young people to move to the towns. The encounter with urban life, however, in many cases also brings about an encounter with drug abuse, crime and prostitution. The UN World Youth Report 2003 states that 7000 young people become infected with HIV daily. Young people are powerful agents for change if given the opportunity to voice their views and develop their capabilities. Empowering, organising, capacity-building and partnering with young people is also a key to good governance and accountability in the public and private sector.

¹⁷ See www.unicef.org/protection.

¹⁸ See www.unicef.org/aids & UNFPA (2003) 'State of the World's Population 2003'.

4 The International Legal and Policy Framework

There are seven key events within the international legal and policy framework relating to children and young people. This chapter captures the significance of each of the events. A chronological summary of events is presented in Annex 2.

4.1 The UN Convention on the Rights of the Child - A Value Base

The UN Convention on the Rights of the Child (CRC) of 1989 is the most widely accepted human rights convention. It has been ratified or acceded to by 191 states.¹⁹ The CRC sets an international standard -- a universal normative consensus. The CRC focuses on children as not only recipients of services or beneficiaries of protective measures. Rather, they are subjects of rights and participants in actions affecting them. Children's rights generate responsibilities that must be honoured. Their rights should be perceived as an expression of solidarity and partnership. The CRC sets out four principles that would ensure the realisation of children's rights: the right to non-discrimination; the right to life, survival and development; the promotion of the best interests of the child; and the right to participation and views. The principles constitute the fundamental values and apply to children, young people and adults. The box explains the principles.

Box 2: The four principles of the CRC

Non-discrimination on the basis of race, colour, gender, language, religion, opinion, origin, disability, birth or any other characteristic means that all children have the same right to develop their potential. To fight discrimination, it is necessary to change values and attitudes, revise legislation and legal practices. Those Groups whose rights are often violated and who need extra support include disabled children, refugee children, children of ethnic minorities, and indigenous populations (*CRC, Article 2*).

The best interests of the child is a consideration in all actions regarding children, relative to the best interests of others in society and balancing the child's autonomy rights with his/her need for protection. This means that the interests of other parties, such as the state, parents or other social groups will not *automatically* prevail. A major challenge is to determine what is the "best interest", because values differ from place to place and person to person. As societies undergo political, economic and cultural transition, the CRC can serve as a guide for the direction that change should take for children (*CRC, Article 3*).

The right to life, survival and development is fundamental for all children. This principle is formulated to ensure access to basic services and equity of opportunity for all individuals to achieve their full development, based on among other things the principles of distributive justice. This implies that states assume the responsibility to guarantee that children's needs are provided for and that international support to developing countries is sustained (*CRC, Articles 4 and 6*).

Hearing and respecting the **participation and views of children** is closely linked to protecting the child's "best interests". This principle means that children's opinions are important and although they do not have the right to vote, their views and voices must rightfully be taken into account. This principle implies that children should participate in decision-making processes that affect them in ways that are appropriate for their age. This requires a change in attitudes and behaviour of both children and adults (*CRC Article 12*).

¹⁹ All but two, The United States and Somalia.

The CRC is based on the Universal Declaration of Human Rights, the International Covenant on Political and Civil Rights and the International Covenant on Economic, Social and Cultural Rights. In the CRC, the fundamental freedoms and needs and the protection against abuse and exploitation are merged into one convention. Their indivisibility and interdependence are made unambiguous. Having ratified or acceded to the CRC, a State has three main obligations: an obligation of result, and obligation of conduct and an obligation of transparent assessment of progress. The CRC is monitored at national and international levels.²⁰ Article 4 of the CRC affirms that:

“State parties shall undertake all appropriate legislative, administrative and other measures for the implementation of rights recognised in the present Convention. With regard to economic, social and cultural rights, state parties shall undertake such measures to the maximum extent of their available resources and, where needed, within the framework of international cooperation.”

This Article, hence, compels wealthier nations to take financial and political action to protect the rights of the child in poorer nations and obliges development agencies to integrate the provisions of the CRC in their programmes.

In 2002, the optional protocols to the CRC on (i) involvement of children in armed conflicts; and (ii) the sale of children, child prostitution and child pornography took effect. As of November 2003, 66 states have ratified the first protocol, and 67 states have ratified the second.

Using a Human Rights treaty, like the CRC, as the reference is positive for many reasons:

- It gives a vision to the work: the activities undertaken contribute to the treaty;
- It provides a precise agenda, not a simple set of general principles;
- It prevents commitment from being diluted in fragmented actions;
- It allows to set benchmarks and to identify the measures required to achieve them in a particular timeframe;
- It provides an opportunity to promote a self-critical monitoring process, which in turn constitutes a leverage for progress and improvement.

Source: Save the Children (2004)

4.2 Developments following the CRC

The World Summit for Children (1990)

At the World Summit for Children in 1990, world leaders made important commitments to the world’s children:

- The reduction of death rates for infants and children under five by one-third by 2000;
- A 50% reduction in the rate of severe and moderate malnutrition among children under five by 2000;
- The provision of universal primary education and equality of access of boys and girls by 2000.

²⁰ Country monitoring takes place through development and follow up of National Plans of Action (NPAs), and international monitoring is done by a number of international organisations, including the UN children’s Committee in Geneva.

The World Programme of Action for Youth to the Year 2000 and Beyond (1996)

In 1996, the UN General assembly adopted the resolution “World Programme of Action for Youth to Year 2000 and Beyond”. The Programme of Action provides a policy framework and guidelines for national action and international support to improve the situation for youth. The Programme of Action focuses on measures to strengthen national capacities and to increase the quality and quantity of opportunities available to young people for constructive participation in society. Focus areas include: education, employment, extreme poverty, health, environment, drugs, juvenile delinquency, leisure-time activities, girls and young women, and participation in decision-making. The World Youth Report of 2003 also lists other issues important to youth: globalisation, information and communication technology, HIV/AIDS, conflict prevention and inter-generational relations.

The UN General Assembly Special Session on Children (2002)

More than 7000 people participated in this important international conference, the United Nations General Assembly’s Special Session on Children, at which the nations of the world committed themselves to a series of goals to improve the situation of children. More than two years of consensus-building resulted in four key priorities for children:

- Promoting healthy lives;
- Providing quality education for all;
- Protecting children against abuse, exploitation and violence; and
- Combating HIV/AIDS.

The Special Session culminated in 180 nations adopting the document; ‘A World Fit for Children’.

A World Fit for Children (2002)

The document’s declaration commits leaders to complete the unfinished agenda of the 1990 World Summit for Children and to achieve, in particular, the goals of the UN Millennium Declaration. It re-affirms leaders’ obligations to protect the rights of children, acknowledging the legal standards set by the CRC and its optional protocols. A World Fit for Children sets out three outcomes:²¹

- The best possible start in life for children;
- Access to a quality basic education, including free and compulsory primary education; and
- Ample opportunity for children and adolescents to develop their individual capacities.

The Plan of Action lists 21 goals for children, including promoting healthy lives, providing quality education, combating HIV/AIDS, protecting against abuse, exploitation and violence, protection from armed conflict, combating child labour, and elimination of trafficking and sexual exploitation. The development of national action plans for children is the only follow-up action defined in ‘A World Fit for Children’. It is

²¹ See www.unicef.org/specialsession.

a process which should translate international goals into national goals. A number of countries have yet to fulfil the task.²²

4.3 The Millennium Development Goals

The Millennium Development Goals (MDGs) were adopted at the United Nations Millennium Summit held in 2000. They are a summary of the development goals agreed upon at UN conferences and summits held during the 1990s. One hundred ninety-one member countries agreed to work towards the same development goals, and the agreement was confirmed at subsequent the world summits in Monterrey (2002) and Johannesburg (2002). The Millennium Declaration includes eight time-bound goals, 18 targets and more than 40 indicators²³, which are monitored on a global scale with the aim of reducing poverty and showing results by 2015.

The MDGs are particularly relevant to the world's younger population. Six of the eight MDGs can best be met by safeguarding the rights of children to health, education, protection and equality. These same six goals match the goals set out in 'A World Fit for Children'. In order to achieve the MDGs, governments and donors have to work together and address issues such as macro-economic policies, quality education for all, reform of national health systems, child-focused strategies for tackling HIV/AIDS, equitable trade/investment and root causes to conflict and violence.

The MDGs are ambitious. The targets and indicators are bold and their fulfilment requires wide-ranging international efforts.²⁴ Denmark contributes to realising the MDGs and participates in the global cooperation for poverty reduction.²⁵ Given that the MDGs are child-oriented, future oriented, represent a consolidation of the main objectives of 'A World Fit For Children' and other international agreements, and are monitored on a global scale, they constitute an appropriate framework for the Danish priorities. Moreover, there are clear linkages between the MDGs and the goals of Partnership 2000, the sectoral priorities in Danish development assistance, and the focus on the cross-cutting issues of gender equality, environment and human rights and democratisation.

The MDGs allow for embracing an array of child/youth related issues within each of the eight goals. However, the MDGs are not all-inclusive, and important issues lie beyond the MDGs. It is, thus, acknowledged that the rights and needs of children and youth cut across, overlap, and go beyond the eight MDGs.

²² UNICEF (2003) 'The UN Special Session on Children - A first anniversary report on follow-up'.

²³ www.un.org/millenniumgoals See also Annex 1 for an overview.

²⁴ For example MDG 2, on achieving gender parity in primary education across the world by 2005, is not going to be met.

²⁵ Danida (2000) 'Partnership 2000'. See also Danida (2004) 'Millennium Development Goals. Progress Report by Denmark 2004'.

5 Priorities for Children and Young People in Danish Development Cooperation

Whereas the MDGs provide the overall framework and the CRC the value base for these Guidelines, it is the national policies, Poverty Reduction Strategies (PRS) and action plans that translate MDGs and the CRC into national commitments. For example, National Plans of Action (NPAs) constitute an important monitoring tool for the CRC. Moreover, when the agenda regarding children and young people is made visible in the PRS process, it helps to draw attention to child/youth-related issues across all social sectors, e.g. the quality of education, child labour, youth employment, access to health services etc. This provides scope for integrating and operationalising child/youth-related objectives into national priorities, and it is these priorities that constitute the basis for sector and programme support. Children and youth are a priority theme: a) mainstreamed in sector and programme support, and b) target group and stakeholders of specific interventions. Alliance-building with national and international children and youth stakeholders is a key part of the process.

5.1 MDG 1 - Eradicate extreme poverty and hunger

Food aid to improve people's nutritional status is a solution in acute situations. From a long-term perspective, however, the more important factors to improve the nutritional status of children include the education and employment of mothers, their ability to ensure fair distribution of food between family members, and a healthy environment. Changes in economic policies and political agendas, through poverty reduction strategies and national sector policies, for example, is needed to alleviate poverty and can directly affect children and youth through improved social services and fairer distribution of national resources. Recognising a child's right to protection and care, as well as the right to life, survival and development, Danish development assistance focuses on:

- Supporting the development of national policies, such as PRS and sector plans, to stimulate pro-poor growth and a child focus in social service sectors, alongside focusing on the CRC and related NPAs to increase monitoring of children's rights and respond to their needs;
- Supporting national reform programmes of decentralisation, taxation and anti-corruption to enhance transparent governance, fair distribution of resources and effective service delivery in view of poverty alleviation;
- Supporting sustainable livelihoods for families and children across sector programmes through capacity building, employment creation and income generating activities for young people, and young women in particular;
- Prioritising national and international efforts on food security and support to national food policy and agricultural programmes to improve access to food and food distribution;

- Supporting national efforts to fight malnutrition through improved health care and treatment, particularly to improve micro-nutrition for children under five.

Example of Intervention Mechanisms

Multilateral	<ul style="list-style-type: none"> • Developmental and humanitarian aid through WFP, which directly targets poor children and school-going children, particularly girls (food for education), and children affected by HIV/AIDS. • Developmental assistance to agricultural development, land rights and women's rights (IFAD).
Bilateral	<ul style="list-style-type: none"> • Assistance to programmes in basic service sectors, such as education, health care, water and sanitation, and agriculture, with an overall goal of poverty alleviation. In the assistance, focus is on children and young people not only as beneficiaries but also as active agents for change and development. • Support sustainable income generating activities (incl. micro-credit), particularly for young women in relevant sector programmes.
Others	<ul style="list-style-type: none"> • Humanitarian and emergency aid through support to I/NGOs. • Research on food security and food policy through IFPRI.

5.2 MDG 2 - Achieve Universal Primary Education

Prioritising enrolment of girls and boys, ensuring quality education through sustainable teacher training and focusing on retention in schools, especially for girls and marginalized groups, are steps towards achieving universal primary education. Denmark accords high priority to education; as reflected in the Priorities of the Danish Government for Danish Development Cooperation, education will be one of the largest Danida sectors by 2008. Programmatic support to the education sector is part of the country programmes in Nepal, Mozambique and Zambia. In 2003, education sector assistance was pledged to Benin, Burkina Faso, Bolivia, Bhutan and Nicaragua, as well as to transitional assistance to Afghanistan and South Africa.²⁶ Development assistance for education is framed by the principles of the CRC, the Dakar Framework for Action (2000) and the World Conference on Education for All (1990). Assistance focuses on:

- Prioritising assistance for education of children and young people (boys and girls) as the investment that contributes to long term and sustainable growth, and work to ensure that girls and boys have equal opportunities for education;²⁷
- Promoting access to education for children with disabilities or special needs, and children of ethnic minorities. Strengthening inclusive and integrated ways of schooling, as well as back-to-school programmes, which facilitate solutions for children in disadvantaged circumstances;
- Supporting the development of coherent and qualitative education by improved educational systems that will give children and young people skills corresponding to

²⁶ Danida (2003) 'A World of Difference: The Government's Vision for New Priorities in Danish Development Assistance 2004-2008'.

²⁷ Danida (2000) 'Partnership 2000'.

their needs in their country and which can lead to productive employment and active engagement in the development process.²⁸

- Prioritising research and capacity building of sustainable teacher training to enhance the competences of teachers, the quality of education and the school environment by strengthening national teacher colleges and training institutions in education sector programmes;
- Considering children and young people as active change agents by supporting peer education, youth mobilisation and youth organisation in order to inform, raise awareness and build democratic traditions -- as a supplement to formal education;
- Assisting in sustaining children’s access to education in times of crisis and conflict by promoting alternative means of education and supporting ‘emergency education’, where necessary.

Examples of Intervention Mechanisms

Multilateral	<ul style="list-style-type: none"> • Support to girls’ education initiatives and to innovative approaches through UNICEF.²⁹ • Support to the development and implementation of National EFA Plans.
Bilateral	<ul style="list-style-type: none"> • Sector programme support to national basic primary education programmes. • Support to educational reforms and institutional development/capacity building of the education sector. • Support to national programmes of secondary education.
Others	<ul style="list-style-type: none"> • Through NGO support, to strengthen non-formal education, alternative and supplementary schooling for children in need, including disadvantaged children and children. • Through NGO support, reach out to children in crisis and conflict with ‘emergency education’. • Through NGO support, to increase advocacy programmes for girl or boy child enrolment and retention.

5.3 MDG 3 - Promote Gender Equality and Empower Women

Gender equality, including girls’/young women’s/young mother’s empowerment and access to education and employment, has direct impact on child welfare and development. Moreover, equal rights and access for women and men also contributes to reduction in poverty and increased economic growth. Young men and women equally compose a driving force in this respect, which should be utilised. Voting rights, employment opportunities, economic influence, the right to own land and reproductive rights determine the possibilities for young women, and are particularly crucial to releasing their potential. Gender equality is a cross-cutting issue in Danish development assistance. This builds on the fundamental principles of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). The rights of

²⁸ Danida (2000) ‘Partnership 2000’.

²⁹ Reference is also made to MOFA’s organisation strategy for UNICEF.

boys/girls and young men/women to equality, non-discrimination and protection is the basis for:

- Applying the fundamental principles of Danida’s gender strategy whenever supporting children/youth and thereby continuing efforts to increase gender-responsive development and monitoring in all activities. This includes developing child/youth profiles in relevant sectors in order to assess the subject relevance and opportunities for support to children/youth in line with country-gender-analysis;
- Supporting activities across sectors and programmes that educate and sensitise boys/girls and young women/men with respect to gender equality and non-discrimination;
- Focusing assistance on improving particularly girls’ access to quality education and retention, and prioritising secondary education for girls as a vital investment, and working in partnerships with parents to ensure a collective responsibility;
- Supporting the monitoring of the CRC-related NPAs of programme countries and ensuring boys’ and girls’ rights to protection and non-discrimination through initiatives to combat physical or mental violence or abuse against young women, and initiatives to counter sexual exploitation, trafficking and prostitution of girls and boys;
- Supporting specific interventions to empower and to increase the capacity of women to make their own decisions and take charge of their lives, including awareness about maternal health, family planning, consequences of early marriages and early pregnancies, as well as HIV/AIDS;
- Prioritising assistance which increases young women’s access to employment, as well as initiatives that strengthen girls’ and young women’s participation in democratic development and in national political processes.

Examples of Intervention Mechanisms

Multilateral	<ul style="list-style-type: none"> • Continued dialogue and cooperation with multilateral organisations on prioritising gender mainstreaming and monitoring of the CEDAW. • Support to girls’ education and protection through UNICEF and protection of mothers through UNFPA, WHO, etc.³⁰
Bilateral	<ul style="list-style-type: none"> • In all SPS, continue to mainstream gender across all sectors and in all relevant activities. • In all SPS, continue to collect and analyse gender-disaggregated data. • In all programmes, increase women’s capacity and raise awareness about gender differences and solutions to combat discrimination. • Enhance young women’s employment opportunities through education and vocational training in sector programmes, including business sector programmes and private sector programmes.
Others	<ul style="list-style-type: none"> • In cooperation with NGOs, work towards fighting violation of the rights of young women and men, and support initiatives that prevent genderbased violence and sexual exploitation and that promote protection against HIV/AIDS.

³⁰ See also MOFA organisation strategies for UNFPA, UNICEF, etc.

5.4 MDG 4 - Reduction of Child Mortality

All children have a right to enjoy the highest attainable standard of health and protection. Child deaths are commonly the result of several risk factors, including unhygienic and unsafe environments, and unsafe and inadequate water and sanitary facilities. Foetal malnutrition can result in neo-natal mortality. For newborn babies and for children under-five, mal-nutrition³¹, diarrhoea, pneumonia, measles and malaria are the main causes of childhood deaths. Child mortality deals with the child, its mother and their surroundings, and interventions to reduce child mortality should have an integrated approach. Against the principles of a child's right to life, survival and development, Danish assistance is based on national policies and health systems and focuses on:

- Promoting the health and welfare of children and young people. Health in childhood is essential for the development of the child's and the young person's human potential, capacity for learning and social skills;³²
- Contributing to building sustainable national public health systems at the same time as focusing on building local capacity and strengthening holistic and cost-efficient solutions to health problems, particularly prioritising to improve access to neo-natal care, care for children under five and mothers-in-pregnancy;
- Supporting, through the national public health systems, education and awareness-raising of mothers, who are the prime care-givers responsible for ensuring children adequate nutrition, and working with parents, families and local communities to prevent harmful traditional practices on children;
- Collaborating with parents and young people in combating the HIV transmission from HIV-infected mothers to their infants through anti-retroviral (ARV) drug use, and improving access to HIV testing, counselling services and youth clinics;
- Supporting national immunization campaigns.

Examples of Intervention Mechanisms

Multilateral	<ul style="list-style-type: none"> • Support to mothers and to children under five through national and community programmes, such as Integrated Management of Childhood Illness³³ for mothers and children (WHO, UNICEF). • Support to the Global Child Survival Partnership (WHO). • Support to the general implementation of the strategies of WHO and UNICEF.
Bilateral	<ul style="list-style-type: none"> • Continued support to increased access to basic health services through health sector programmes. • Increasing awareness on health, hygiene and sanitation issues for children, young people and parents in water and education sector programmes.
Others	<ul style="list-style-type: none"> • Through research and capacity building, self-treatment practices in collaboration with parents, families and local communities. • Through NGOs, support youth health initiatives and youth health clinics.

³¹ Main types of malnutrition: stunting, wasting, kwashiorkor.

³² Danida (2002) 'Partnership 2000'.

³³ A globally applied integrated programme which balances preventive measures for childhood illnesses with curative measures, and at the same time builds local institutional capacity in a sustainable and cost-efficient manner.

5.5 MDG 5 - Improve Maternal Health

The health and survival of the child, especially in early infancy, is directly linked to the health and security of the mother and the care she receives. Pre-pregnancy health, nutrition, social status, the social physical environment, maternal behaviour and emotional well-being determine the growth and development of the child. Mothers have a right to health care and should be ensured access to information and basic knowledge about child health and nutrition, including the advantages of breastfeeding, hygiene, environmental sanitation and the prevention of accidents. The transition from breastfeeding to nutrition is sensitive, and often results in mal-nutrition of children. Young mothers compose a vulnerable group that needs extra attention. Danish development assistance priorities related to this MDG include the following:

- Strengthening the national health infrastructure and access to health services that promote safe pregnancies and safe motherhood, including support to child-birth services, and services that improve the health, nourishment and knowledge of mothers on how to protect themselves and their babies;
- Supporting national, as well as local initiatives that combat (sexual) violence against women and support measures intended to abolish traditional practices prejudicial to the health of the mother and child (e.g. female genital mutilation);
- Strengthening and improving national plans for reproductive health, including institution building (clinics), family planning and pregnancy-control programmes for women and young mothers. This also includes supporting initiatives that increase the awareness of sexual health, fight sexually transmitted infections and HIV/AIDS and promote testing and counselling;
- Directing special health care and support to young mothers in conflict and crisis.

Examples of Intervention Mechanisms

Multilateral	<ul style="list-style-type: none"> • Support to UNFPA to implement and monitor the Cairo International Conference on Population and Development (ICPD) Programme of Action. • Support to WHO and UNFPA in advocacy and implementation of strategies for reproductive health, sexual health, safe pregnancies and safe motherhood, e.g., through the Integrated Management of Adult and Adolescent Illness programme.
Bilateral	<ul style="list-style-type: none"> • Strengthen the efforts that increase access to basic health services both at national and local levels. • Increase the focus on addressing the basic health needs of children, young mothers in health sector programmes and support to health reforms. • Direct support to reproductive health initiatives across sectors, such as health, education, water, etc. • Support specific interventions and projects that focus on mothers and young women in difficult circumstances.
Others	<ul style="list-style-type: none"> • Through cooperation with I/NGOs, support reproductive health, hereunder raise awareness on STI, HIV/AIDS. • Support to research that contributes to the prevention of diseases, such as malaria and HIV/AIDS, and that increases immunization.

5.6 MDG 6 - Combat HIV/AIDS, malaria and other diseases

HIV/AIDS should be addressed through prevention, care, support and treatment. Infected children (mother-to-child transmissions) can be treated with ARV drugs. As for young people, the most crucial and effective measure against HIV/AIDS is prevention. Initiatives on HIV/AIDS should be mainstreamed in Danish development assistance and made accessible to all children and young men and women.³⁴ For the youngest children, HIV/AIDS is not the most fatal disease. This target group is still more vulnerable to diseases such as tuberculosis and malaria. There are considerable challenges to building research capacity and ensuring product development for communicable diseases. However, experience shows that the public and private sector and researchers, working together, can design and improve approaches to disease control. Hence, Danish assistance concentrates on:

- Viewing young men and women as change agents, and collaborating with them in reproductive health activities and in the fight against HIV/AIDS and other sexually transmitted diseases via measures of prevention, education and awareness-raising through peer-to-peer education;
- Combating HIV transmission from HIV-infected mothers to their infants through anti-retroviral drug use, including the better access to HIV testing and counselling services, e.g. via the establishment of youth clinics;
- Supporting capacity building of national health care providers to improve the quality of care and access to care for all young people with HIV/AIDS (e.g. through Job-Aid tool kits);
- Contributing to support to children and young people in particularly difficult circumstances; for example, special needs and orphaned children of HIV/AIDS³⁵; and directing special attention to HIV/AIDS affected child-headed households;
- Providing support to research and national disease control programmes and, when possible, moving beyond addressing single diseases towards integrated and holistic approaches for prevention and management of widespread diseases, such as malaria.

Examples of Intervention Mechanisms

Multilateral	<ul style="list-style-type: none"> • Support initiatives on reproductive health, including the establishment of youth clinics and job-aid programmes through Integrated Management of Adult and Adolescent Illness (WHO, UNFPA, IPPF). • Support to the Framework for Protection, Care and Support of Orphans and Vulnerable Children with HIV/AIDS (UNICEF).
Bilateral	<ul style="list-style-type: none"> • Through sector programmes and other programmatic support, sharpen the focus and analysis on HIV/AIDS child and youth related issues and <i>mainstream</i> HIV/AIDS

³⁴ Danida's Action Plan on HIV/AIDS (2001) highlights four areas in the fight against HIV/AIDS: 1) political mobilisation; 2) primary prevention; 3) care and support; and 4) reduction of long-term effects of HIV/AIDS. These principles guide the overall Danish assistance to combating HIV/AIDS, and should be mainstreamed in any intervention.

³⁵ Danida (2000) 'Partnership 2000'

	<p>initiatives according to the principles of Danida's policy on HIV/AIDS.</p> <ul style="list-style-type: none"> • Strengthen structures and policies that frame the national interventions on HIV/AIDS. • Through water/sanitation programmes and health programmes, support the development and national monitoring of indicators on levels of water-borne diseases (e.g. cholera, diarrhoea), malaria, TB etc.
Others	<ul style="list-style-type: none"> • Through NGO support, to provide for HIV/AIDS information and awareness through peer-education and involvement of children and young people in preventive activities. • Continue Danish research on disease control and prevention.

5.7 MDG 7 - Ensure Environmental Sustainability

Environmental risk factors to children's and young people's health include: household water, hygiene and sanitation, air pollution, indoor pollution (from cooking and fuel), disease vectors, chemical hazards and injuries and accidents. Child labourers are often in the danger zone of these hazards. It is easier to impact and change the habits and behaviour of children as opposed to adults, and societies can benefit from children as well as young people participating actively in ensuring a sustainable and safe environment. Governments, on the other hand, have an obligation to take appropriate measures to ensure the highest standard of health, clean drinking water, labour conditions, access to appropriate sanitary facilities and to take into consideration the dangers and risks of environmental pollution. Danish development assistance in the environmental area prioritises the following issues³⁶:

- Promoting healthy environments for children and youth high on the public health agenda and as an integral part of development policies by raising awareness about environmental risk factors for children, across sectors. In this connection, supporting national health and environmental monitoring, surveillance and response systems in relevant sectors in relation to the CRC.
- Viewing children and youth as active and valuable change agents, and as a means to protect their countries from environmental degradation, by involving them as information bearers, facilitators, partners, and direct target groups in environmental initiatives, across sectors;
- Continuing to support national governments to improve access to clean drinking water and sanitation in homes, communities as well as in public institutions (e.g. schools) in rural and urban areas. Increasing the focus on children and youth (incl. disadvantaged children and those with special needs) as a stakeholder and a specific target group.
- Developing inter-sectoral/integrated approaches to ensure environmental sustainability across programmes that have obvious links. This means assessing the

³⁶ Reference is also made to Danida's policy paper on Energy (2004), which highlights children and young people as a target group of concern.

needs and requirements for improving health and safety measures for children and young people in households and public places, across sectors, such as environment, transport, agriculture, energy, education, etc. (collection of wood fuel, collection of water, indoor pollution, manual work, household sanitation, environmental education, etc).

Examples of Intervention Mechanisms

Multilateral	<ul style="list-style-type: none"> • Contribute to the urgent elimination of the worst forms of child labour through support to ILO.
Bilateral	<ul style="list-style-type: none"> • Increasing focus on children and young people as a target group in environment, energy, road, and water sector programmes and assessment of measures for directly improving their occupational health and safety at home and in public places through targeted interventions. • Use children and young people as a source of information and channel for awareness raising when planning and implementing environment, energy, road sector and water sector programmes. • Design participatory initiatives targeted towards children in urban-development programmes (in water supply, urban slum, etc.).
Others	<ul style="list-style-type: none"> • Supporting research and development to build a knowledge base on children’s environmental health risk factors and the development and evaluation of operational interventions.

5.8 MDG 8 - Develop a Global Partnership for Development

Developing an open, rule-based, predictable, non-discriminatory trading and financial system by a commitment to good governance, development and poverty reduction will, in the long run, benefit children and young people. As with MDG 1, Poverty Reduction Strategies (PRS) and Sector Wide Approaches (SWAs) make up an entry point for donors and governments to address conditions of children and youth across sectors (education, health, agriculture, transport, etc.), just the way these strategies are used to assess gender imbalances, inequality and discrimination. Platforms for dialogue and consultations and strengthened partnerships provide opportunities for donors and national governments to enforce child and youth-related conventions and agreements. Danish development assistance focuses on:

- Assisting the developing countries in building capacity to live up to the obligations of the CRC³⁷; and supporting the development of institutions and mechanisms that can strengthen national reporting and monitoring of the CRC through five-yearly reports and NPAs. Supporting, where appropriate, national alternative reporting on the CRC;
- Supporting initiatives that ensure that issues related to children and youth are *visible* in national budgets and macro-economic plans (PRS, SWAs) and encouraging governments to allocate at least 20% of the national budgets to social services.

³⁷ Danida (2000) ‘Partnership 2000’.

Subsequently, strengthening the conditions for national ownership and sustainability of development;

- Supporting advocacy and realisation for debt relief and debt cancellation, particularly for Heavily Indebted Poor Countries (HIPC), conditioned upon the relieved debt being spent on social services;
- Viewing children as equal partners in the entire development process and including children in the decisions related to development (PRSs, NPAs and development programmes). Helping to promote awareness of the wishes and requirements of children and young people to evolve processes and institutions that provide opportunities for them to be heard;³⁸
- Supporting strategies and initiatives that can create opportunities for employment, decent productive work, as well as vocational training for young people and thereby strengthening the basis for partnerships. This includes strengthening social cohesion amongst children and young people through local organisation and building leadership capacity of young people at local levels.

Examples of Intervention Mechanisms

Multilateral	<ul style="list-style-type: none"> • Build alliances, dialogue and exchange experiences with multilateral agencies, such as the World Bank, UNICEF, and the European Union vis-à-vis the implementation of policies and programmes related to children and young people. • Support the monitoring and reporting process on the CRC through relevant multilateral agencies.
Bilateral	<ul style="list-style-type: none"> • Increase the focus on children and young people, where relevant, in ongoing as well as new programmes. • Through business sector programmes and private sector programmes, focus on young people with the objective of supporting activities that can increase the employment opportunities of this target group. • Through relevant sector programmes (education, health), focus on children's forums, child clubs, youth clubs, leadership training and exchange programmes. • Through consultations with governments and dialogue with children/youth, encourage partner countries to increase focus on children and young people in national strategies, policies and frameworks.
Others	<ul style="list-style-type: none"> • Support dialogue in the international and national NGO environment that will strengthen processes and increase advocacy on child and youth related issues. • Support international exchange of research experiences vis-à-vis children and young people as development cooperation.

³⁸ Danida (2000) 'Partnership 2000

6 Children and Young People in Crisis, Conflict and Injustice

Beyond the MDGs, there is a need for an increased focus on children and youth in crisis, conflict and injustice -- both from a developmental and a humanitarian perspective. Human rights, democracy, peace, stability, security and protection are key words in Danish development policy. Denmark, furthermore, has the leverage to address these issues in its membership of the UN Security Council (2005-2006) and to thus increase the focus on children and young people in crisis, conflict and injustice. In recognition of the legal rights and right to protection of children and young people, and recognising the two additional protocols to the CRC that stipulate the protection of children in armed conflict and oppose the sale of children, child prostitution, and child pornography, Danish assistance to children and young people has the following priorities:

- Directing particular attention, in Danish contributions to humanitarian interventions, to the needs of children and young people in conflict situations, as refugees and internally displaced people, but also to the resources that children and young people possess in themselves even in the most difficult of circumstances. This will apply not least to the contributions made by children and young people to processes of reconciliation and long-term conflict;³⁹
- Directing special attention to interventions directed to children and young people in crisis, i.e. children affected by and associated with armed conflict and children who are victims of natural disasters (including orphans, children separated from parents, and child-headed households);
- Supporting the UN and the World Bank in the '4 R'⁴⁰ cooperation;
- Directing special attention to children and young people in conflict with the law and supporting specific interventions that strengthen young women's and men's access to legal aid (e.g. youth clinics);
- Working with national and international stakeholders on interventions to protect and recognize the rights of children who are victims of trafficking, sexual exploitation and prostitution;
- Combating economic exploitation and child labour by collaborating with national governments and the private sector, including NGOs, so as to seek strategies to ease labour intensive work for children (manual work, industrial labour, etc.) and eliminate exploitative and unsafe work for children. Alongside this, advocating children's right to protection by supporting the monitoring of the CRC.

39 Danida (2000) 'Partnership 2000'

40 Cooperation on Relief, Rehabilitation, Recovery and Reconstruction.

Examples of Intervention Mechanisms

Multilateral	<ul style="list-style-type: none"> • Support to child protection in post conflict situations and ‘4 R’ cooperation (UNHCR and partners). • Work towards prevention of child labour, child trafficking, sexual exploitation and prostitution (ILO). • Developmental and humanitarian support to demobilisation and children in post-war situations through the thematic Trust fund of Crisis, Prevention and Recovery (UNDP).⁴¹
Bilateral	<ul style="list-style-type: none"> • Increase the focus on support to initiatives such as “education in emergencies”, disarmament, demobilisation and re-integration of children in education and human rights programmes. • Support to children in armed conflicts and crisis through human rights/democratisation programmes. • Strengthen National Human Rights Commissions to also enforce child protection in emergencies. • Support to a children’s ombudsman function through programmes on governance/human rights. • Support to juvenile justice in justice sector and human rights programmes. • In decentralisation programmes, assess the possibility of incorporating budget lines for child-focused interventions in fiscal decentralisation mechanisms.
Others	<ul style="list-style-type: none"> • Through NGOs, support interventions that improve the conditions for children and young people associated with crisis, conflict and disasters (demobilization, family tracing, psychosocial assistance, emergency education, training of police, etc.). • Through NGOs, advocate on children’s rights in partnership with human rights NGOs in the South.

41 See www.undp.org

7 Suggested Approaches

The focus on children and young people in development cooperation may operate at various levels, across sectors. The following list highlights the approaches on the previous pages, and serves as an incentive for Danida and RDE programmers, administrators, policy-makers, implementers, etc. to further implement the Guidelines. The Guidelines are not a blue print, nor are they exhaustive; rather, they constitute a point of departure for development practitioners to enhance the focus on children and youth in development assistance. The approaches may be developed and adapted to particular conditions and circumstances.

Guidelines for child/youth focused programme planning

- ⇒ Enhance the focus on children in the Danish Country Strategies.
- ⇒ Where relevant, carry out assessments of issues related to children/young people when formulating programmes and projects. Develop sector-specific initiatives for incorporating children and young people into the development objectives and activities of sector programmes.
- ⇒ In line with country-gender-analysis (see Danida's gender strategy), develop child/youth profiles in relevant sectors in order to assess the subject relevance and opportunities for support.
- ⇒ Incorporate an analysis of the situation of children and young people in baseline studies and target group studies and identification/formulation missions, where relevant.
- ⇒ Engage and listen to children and young people in the development process. Involve them as active agents and partners in relevant development fora and programmes. For example, by involving them, where appropriate and relevant, in the formulation and design of programmes and projects.

Guidelines for child/youth focused capacity development

- ⇒ Support awareness raising of stakeholders in children's rights and child-focused planning, monitoring and reporting.
- ⇒ Support dialogue, networking and consultations between children/young people and organisations working with development programmes and policies.

- ⇒ Support internships in Danish embassies, where young “interns” on six-month positions are assigned tasks such as increasing the awareness and attention on issues related to children/young people.
- ⇒ Support capacity-building of youth (implementers, administrators, researchers, etc.) in the development field through existing mechanisms of internships, trainees, JPO positions, researchers, etc.
- ⇒ Support research and development of new and innovative methodologies through pilot activities that include and engage children and young people in the planning and monitoring of development sector programmes.
- ⇒ Support research and documentation of best practices and lessons learned on programmes and interventions that target children and young people.

Guidelines for child/youth focused programme management and monitoring

- ⇒ Support qualitative and quantitative studies (baseline) by which Danish development assistance can better support children and youth in relation to the eight MDGs, using them for monitoring purposes and for integrating findings into sector programmes, where relevant.
- ⇒ Support the development of indicators on children and young people in relevant sectors.
- ⇒ Support the publication of reports on children and young people in Danish development assistance.
- ⇒ Support conferences on children and young people in development.

Guidelines for child/youth-focused institutional and policy development

- ⇒ Take a point of departure in the respective country reports on CRC or National Plans of Action for Children (NPAs) in annual consultations with governments and raise important issues on children and young people.
- ⇒ Support capacity-building of the national governments and NGOs, where relevant, in their reporting process to the UN committee for the CRC, through strengthening of data collection, monitoring, analysis and dissemination of information. Support the development of NPAs.
- ⇒ Support the integration of NPAs into existing national plans and policies, PRSPs and/or sectoral policies. Assist in translating international goals and targets into national goals based on local needs and situations. Furthermore, support mechanisms that enable meaningful implementation, monitoring and review of children and youth.
- ⇒ Support monitoring functions which can provide a clearer picture of the situation, for example, through the establishment of an ombudsman function or, alternatively, support an NGO which is trustworthy on this matter and can carry out the function.

8 Capacity development and monitoring

Capacity development, monitoring and evaluation are crucial to ensuring high quality implementation of the Guidelines.

Capacity-development of stakeholders, including decision-makers, project administrators and implementers, is vital for internalising the Guidelines, the problem areas it presents and for understanding the value, as well as the potential of supporting children and young people. Furthermore and most importantly, capacity development of stakeholders helps prepare them for implementing the Guidelines. Capacity-building in this area will take place in dialogue with Danida's Competence Centre.

Monitoring of the priorities listed in the Guidelines will be helpful for Danida's reporting on the MDGs. Monitoring of performance and progress as regards children and young people in development assistance can be carried out through the existing performance management framework established for Danish development assistance. Integrating the monitoring of children and young people into the existing performance management framework means that, as a Danish priority area, reporting takes place (i) in the country and sector assessments, (ii) in Annual Business Plan indicators, and (iii) as part of a performance review, when it constitutes a major, critical, and strategic element of a given programme or project supported by Denmark. The present guidelines define the standard against which performance will be measured.

Feedback on performance will be part of the dialogue between stakeholders in Denmark. The Ministry of Foreign Affairs/Danida and the Danish development community could share responsibility for organising and facilitating dialogue meetings of Danish stakeholders. The aim of the meetings would be to take stock of progress and process and challenges amongst NGOs, researchers, Danida, etc.

An external review of Danish assistance to children and young people will be carried out five years from the date these Guidelines take effect. The review should, amongst others, assess, to the extent possible, (i) progress made in achieving each of the MDG priorities as defined in the present guidelines, (ii) progress at bilateral and multilateral levels, and (iii) the cooperation and network established between Danish stakeholders (governmental plus non-governmental) and their ability to share experiences and internalise lessons learnt.

Annex 1

The Millennium Development Goals

By 2015, all 191 United Nations member states have pledged to meet the following goals and agreed targets. Indicators for the goals have also been developed and are continuously monitored. They are found in detail on www.un.org/millenniumgoals.

1. Eradicate extreme poverty and hunger

Target 1: Reduce by half the proportion of people whose income is less than one dollar a day.

Target 2: Reduce by half the proportion of people who suffer from hunger.

2. Achieve Universal Primary Education

Target 3: Ensure that boys and girls alike will be able to complete a full course of primary education.

3. Promote gender equality and empower women

Target 4: Eliminate gender disparity in primary and secondary education preferably by 2005.

4. Reduction of child mortality

Target 5: Reduce by two-thirds, the under-five mortality rate.

5. Improve maternal health

Target 6: Reduce by 75% the maternal mortality ratio.

6. Combat HIV/AIDS, malaria and other diseases

Target 7: Have halted and begun to reverse the spread of HIV/AIDS.

Target 8: Have halted and begun to reverse the incidence of malaria and other major diseases.

7. Ensure environmental sustainability

Target 9: Integrate the principles of sustainable development into country policies and programmes and reverse loss of environmental resources.

Target 10: Reduce by half the proportion of people without sustainable access to safe drinking water and sanitation.

Target 11: Improvement in the lives of at least 100 million slum dwellers.

8. Develop a global partnership for development

Target 12: Develop further an open, rule-based, predictable, non-discriminatory trading and financial system, including commitment to good governance, development and poverty reduction, nationally and internationally.

Target 13: Address the least developed countries' special needs. This includes tariff and quota-free access to their exports; enhanced debt relief for heavily indebted poor countries; cancellation of official bilateral debt; and more generous official development assistance for countries committed to poverty reduction.

Target 14: Address the special needs of landlocked and small island developing states.

Target 15: Deal comprehensively with developing countries' debt problems through national and international measures to make debt sustainable in the long term.

Target 16: Implement strategies for decent and productive work for youth.

Target 17: In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries.

Target 18: In cooperation with the private sector, make available the benefits of new technologies, especially information and communications technologies.

Annex 2

Overview of the development of the international legal and policy framework for children and young people

The developments and events below have produced a wealth of literature and reports, available at their respective websites.

1989	The Convention on the Rights of the Child (CRC) was adopted by the UN General Assembly.
1990	The World Summit on Children. The Summit, amongst others, produced a Plan of Action for Implementing the World Declaration on the Survival, Protection and Development of Children. The CRC entered into force during the World Summit.
1994	The principles of the CRC were reaffirmed and expanded at the International Conference on Population and Development in Cairo (ICPD).
1996	The resolution on a “World Programme of Action for Youth to the Year 2000 and Beyond” adopted by the UN General Assembly.
2000	United Nations Millennium Summit, where world leaders agreed to a set of time-bound and measurable Millennium Development Goals (MDGs) and targets for combating poverty, hunger, disease, illiteracy, environmental degradation and discrimination against women.
2002	United Nations General Assembly’s Special Session on Children, at which the nations of the world committed themselves to a series of goals to improve the situation of children and young people.
2002	UNGASS adopts the document entitled ‘A World Fit for Children’.

Annex 3

List of Abbreviations

AIDS	Acquired Immunodeficiency Syndrome
ARV	Anti-Retroviral
CEDAW	Convention on Elimination of All Forms of Discrimination Against Women
CRC	Convention on the Rights of the Child
Danida	Danish development assistance
EFA	Education for All
EU	The European Union
HIV/AIDS	Human Immunodeficiency Virus
HIPC	Heavily Indebted Poor Countries
I/NGO	International/Non-Governmental Organisation
ICPD	International Conference on Population and Development
ILO	International Labour Organisation
IFAD	International Fund for Agricultural Development
IPPF	International Planned Parenthood Federation
IFPRI	International Food Policy Research Institute
JPO	Junior Professional Officer
IMAI	Integrated Management of Adult and Adolescent Illness
IMCI	Integrated Management of Childhood Illness
MDG	Millennium Development Goal
MOFA	Ministry of Foreign Affairs
NGO	Non-Governmental Organisation
NPA	National Plan of Action
PRS	Poverty Reduction Strategies
PRSP	Poverty Reduction Strategy Paper
RDE	Royal Danish Embassy
SPS	Sector Programme Support
STI	Sexually Transmitted Infection
SWAp	Sector Wide Approach
TB	Tuberculosis
UN	United Nations
UNESCO	United Nations Educational Scientific and Cultural Organisation
UNFPA	United Nations Population Fund
UNDP	United Nations Development Programme
UNGASS	United National General Assembly Special Session
UNICEF	United Nations Children's Fund
WFP	World Food Programme
WHO	World Health Organisation

Annex 4

Relevant Documents

Crawford, Peter	1999	<i>Børn og Unge i dansk NGO bistand</i>
Danida	2004	<i>Millennium Development Goals. Progress Report by Denmark 2004</i>
Danida	2004	<i>Strategy for gender equality in Danish development assistance</i>
Danida	2004	<i>Security, Growth – Development. Priorities of the Danish Government for Danish Development Assistance 2005-2009</i>
Danida	2003	<i>A World of Difference - The Government's Vision for New Priorities in Danish Development Assistance</i>
Danida	2001	<i>Action Plan for Danish International Assistance in the fight against HIV/AIDS</i>
Danida	2000	<i>Denmark's Development Policy - Strategy for Development Cooperation - Partnership 2000</i>
Danida	1999	<i>Danmarks hjælp til børn i verden</i>
Danida	1998	<i>Child labour in the developing countries</i>
DUF	2000	<i>Børn og Unge i Udviklingsbistanden - En håndbog om rettighedsbaseret udviklings samarbejde for og med børn og unge</i>
Justitsministeriet/ Socialministeriet	2003	<i>Regeringens Handlingsplan om Bekæmpelse af Seksuelt Misbrug af Børn</i>
Netherlands Ministry of Foreign Affairs	2003	<i>Joint Evaluation of External Support to Basic Education in Developing Countries</i>
Nordic Youth Councils	1999	<i>Youth in Development - A Trojan Horse</i>
Save the Children	2004	<i>Note to the Security Council Debate on Children and Armed Conflict</i>
Save the Children	2002	<i>Invisible Children</i>
Sida	2000	<i>The Rights of the Child in Swedish Development Cooperation</i>
The Economist	2004	<i>Article: 'Could AIDS Explode in India?', April 17th</i>
The Economist	2004	<i>Article: 'Feeding the Hungry', May 8th</i>
The Economist	2004	<i>Article: 'The Cost of AIDS - an Imprecise Catastrophe', May 22nd</i>
The Lancet	2003	<i>Article: 'Where and by are 10 illion children ying very ear?'</i>
UN	2004	<i>UN Press release: World Youth Report</i>
UN	2003	<i>World Youth Report 2003</i>
UN	2000	<i>Optional Protocol to the Convention on the Rights of the Child on the ale of hildren, hild rostitution and hild ornography</i>
UN	2000	<i>Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflicts</i>
UN	1996	<i>World Programme of Action for Youth to the Year 2000 and</i>

		<i>beyond</i>
UN	1989	<i>Convention on the Rights of the Child</i>
UN		<i>Youth Agenda - Empowering Youth for Development and Peace</i>
UNFPA	2003	<i>State of the World's Population 2003</i>
UNGASS	2002	<i>A World Fit for Children</i>
UNICEF	2003	<i>The Millennium Development Goals - They are about children</i>
UNICEF	2003	<i>The UN Special Session on Children - A first anniversary report in follow up</i>
UNICEF	1999	<i>A Human Rights Conceptual Framework for UNICEF</i>
UNICEF		<i>Human Rights for Children and Women: How UNICEF helps make them a reality</i>
WHO	2003	<i>Strategic Directions for Improving the Health and Development of Children and Adolescents</i>
WHO		<i>Improving Child Health - IMCI: the integrated approach</i>
World Bank	2004	<i>Investing in Children and Youth - A Strategy to Fight Poverty, Reduce Inequity and Promote Human Development</i>
World Bank	2004	<i>Global Monitoring Report 2004 - Policies and Action for Achieving the MDGs and Related Outcomes.</i>

Relevant Websites

www.copenhagenconsensus.dk

www.danida.dk

www.savethechildren.org

www.un.org

www.un.org/millenniumgoals

www.undp.org

www.unfpa.org

www.unicef.org/aids

www.unicef.org/girlseducation

www.unicef.org/protection

www.unicef.org/specialsession

www.who.org

www.worldbank.org

MINISTRY OF FOREIGN AFFAIRS
Danida

Cover photos:

Front: Girl carrying wood at her back to the market in Dumre

Photo: Jørgen Schytte

Back: The school 'Hanoi-Dien Bien Phu' in Dien Bien Phu

Photo: Jørgen Schytte

Print and production:

© December 2004

Ministry of Foreign Affairs

Asiatisk Plads 2

1448 Copenhagen K

Phone: +45 33 92 00 00

Fax: +45 32 54 05 33

E-mail: um@um.dk

Home page: www.um.dk

ISBN:

Print version: 87-7667-157-7

Internet version: 87-7667-149-6

Ministry of Foreign Affairs **Danida**

2, Asistisk Plads
DK-1448 Copenhagen K
Denmark
Phone: +45 33 92 00 00
Fax: +45 32 54 05 33
E-mail: um@um.dk
Home page: www.um.dk



ISBN:
Print version: 87-7667-157-7
Internet version: 87-7667-149-6