

THE DANISH GOVERNMENT 2007

# africa strategy



## **DENMARK IN AFRICA - A CONTINENT ON ITS WAY** THE GOVERNMENT'S PRIORITIES FOR DENMARK'S COOPERATION WITH SUB-SAHARAN AFRICA

AUGUST 2007

## FOREWORD BY THE MINISTER FOR FOREIGN AFFAIRS AND THE MINISTER FOR DEVELOPMENT COOPERATION

Africa is an extremely rich and an extremely poor continent at one and the same time – rich in human dynamics, culture, nature and history, but poor measured in terms of financial and social welfare. Projections indicate that in all likelihood the continent will not achieve the UN's Millennium Development Goals (MDGs). An extraordinary effort is therefore required if Africa is to be a part of global development. In cooperation with the African countries and the international community, Denmark has a historic chance and a humanitarian responsibility to contribute to Africa's development.

This is the background for the Government's new Africa Strategy. The main priorities are that Denmark is to work for the inclusion of Africa in globalisation and its

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strategy



development into an equal global partner. We will work for increased regional integration as a driving force for increased security and more trade. Finally, we will provide more and better assistance to Africa with the focus on employment, young people and gender equality.

Our priorities are based on analyses of development in Africa, drawn up in close cooperation with African, Danish and international experts. The complete analysis, "Making Progress in Africa", can be found at [www.afrika.um.dk](http://www.afrika.um.dk).

During its inception the Africa Strategy has been debated by many Danes – something we are very pleased with. We would like to thank everyone who has taken part in the debate. It has helped to set the agenda for what we should discuss and the way in which we should formulate the final strategy. The debate on our website with blogs and questions on various themes has been an interesting experiment which clearly showed that there is great interest in dialogue between politicians and citizens concerning Denmark's engagement in Africa.

Many have called for a higher degree of focus in our endeavours in Africa, but there is by no means agreement about what should be focused on. Africans them-

selves are in full agreement that the large unemployed youth cohorts constitute one of the very greatest challenges for the coming years. Likewise, the promotion of gender equality and improvement in the conditions of African women is one of the best investments in Africa's future we can undertake right now. Consequently, these are two crosscutting themes for the strategy as a whole.

Our long-term, pro-poor development assistance to ten poor countries in Sub-Saharan Africa is also an initiative for growth, greater integration in world trade and stability. This assistance is one of the many instruments we are employing for the better integration of Africa in global growth and development. At the same time as we increase our development assistance to Africa, we are also strengthening our engagement in dealing with foreign, security and trade policy challenges relating to Africa.

We are doing this in broad cooperation with African and Danish partners – governments, civil society, researchers and the business sector. We look forward to cooperating on the challenges in Africa – a continent on its way.



A handwritten signature in black ink that reads "Per Stig Møller".

Per Stig Møller,  
Minister for Foreign Affairs



A handwritten signature in black ink that reads "Ulla Tørnæs".

Ulla Tørnæs,  
Minister for Development  
Cooperation



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## 1. NEW CHALLENGES: NEW ANSWERS

In recent years, many Sub-Saharan African countries have experienced greater economic growth, more trade, more investment and above all fewer wars and more democracy than before. Even though we still cannot speak of consolidated growth rates, and a boom in raw material prices and investments concentrated around the extraction industry drives much of the economic growth, there is new and powerful optimism in Africa and a belief in progress. The international community has committed to increasing assistance to Africa, and many African governments are showing the will to strengthen the reform effort that is already producing results.

The UN's Millennium Declaration set 2015 as the year by which eight key goals in world development should be achieved. We are now halfway through this 15-year period, and Africa is lagging considerably behind the other continents

The MDGs were adopted under UN auspices in 2000. Global unity was thereby achieved to reduce poverty and its basic causes, with clear targets in eight central areas: poverty reduction, primary education, gender equality, infant mortality, maternal mortality, the spread of HIV/AIDS and other diseases, the environment and global partnership for development.

*Read more about the MDGs at <http://2015.danida.dk/da/>*

**Despite progress in Africa at present, the MDGs will probably not be achieved in the continent.** Projections indicate that Africa will remain the poorest continent on the globe for many decades to come. If Nigeria and South Africa are

excluded, the combined gross national product of Sub-Saharan Africa is only the size of Denmark's. Denmark has a humanitarian obligation to help Africa's many poor and particularly vulnerable groups and to contribute actively to ensuring the African countries a greater share in the world's prosperity.

**Too little progress has been made in combating Africa's poverty.** The MDG to halve the number of poor people can probably not be achieved in Africa. Although the proportion of Africans currently living on less than USD 1 a day is falling as a result of economic growth, the overall number of poor people is still rising. Life expectancy is still only 46, compared with 65 in other developing countries.

**Despite improvements in access to education and health, 1 in 5 children die in Africa before the age of 5,** and a third of all children do not attend school. 1 out of 15 women dies in connection with pregnancy. A fifth of the total population of Sub-Saharan Africa (approx. 770 million people) live in countries characterised by conflict or instability.

*Source: UN ([www.un.org](http://www.un.org))*

**Africa will therefore be the main priority for Denmark's development cooperation in the years to come.** This will mean increased development assistance for Africa, with the focus on the effective implementation of that assistance and with women, young people and employment as central themes. There will also be an increased political engagement in Africa, in which foreign, trade, environmental and security policies will play key roles.

Our partnership with Africa will above all be based on the countries' own commitment to development and on a close cooperation with African leaders who demonstrate good governance in the form of social accountability, the will to reform and respect for human rights and democratic principles. Our relationships with a number of African countries over many years constitute a unique platform for Denmark to make a difference, but we will also – bilaterally as well as multilaterally – contribute to stability and reconstruction in fragile states that are emerging from war or conflict, and contribute to preventing states becoming fragile states. This will involve a broad range of initiatives, depending on the recipient countries' needs and situation.

The new Africa Strategy lays down the Government's parameters for Denmark's future cooperation with Sub-Saharan Africa, based on the new challenges and opportunities created by globalisation.

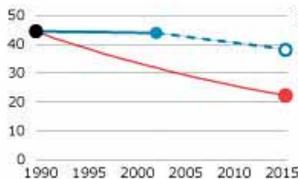
Denmark has a number of thematic strategies concerning cultural cooperation, gender equality etc. that play a part in our engagement and partnership with developing countries. Although these strategies are not all referred to in the present strategy, they still apply to our partnerships with Africa.



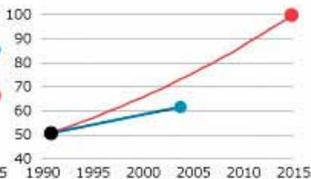
Women are not merely a driving force – they are the key to development in many of the world's poorest countries.

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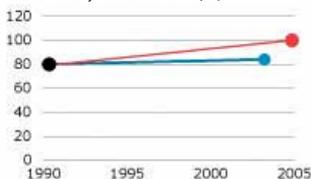
**Goal 1** – People living on less than \$1 a day (%)



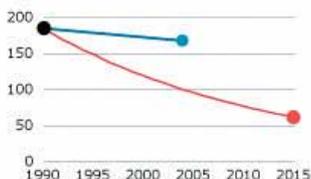
**Goal 2** – Primary completion rate total (%)



**Goal 3** – Ratio of girls to boys in primary and secondary education (%)



**Goal 4** – Under 5 mortality (deaths per 1,000)

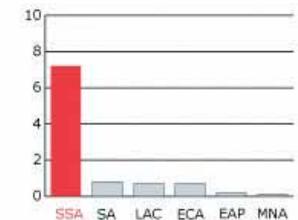


- Progress needed to achieve the goal
- Progress made
- Projected

● Benchmark  
● Most recent  
● Goal  
○ Projected

EAP = East Asia and the Pacific  
ECA = Eastern Europe and Central Asia  
LAC = Latin America and the Caribbean  
MNA = Middle East and North Africa  
SA = South Asia  
SSA = Sub-Saharan Africa

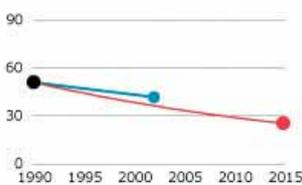
**Goal 6** – Prevalence of HIV, (% of population ages 15-49, 2003)



**Goal 5** – Maternal mortality ratio, (modeled estimate, per 100,000 live births, 2000)



**Goal 7** – Improved water source (% of population without access)



**FACTS:**

**Africa lagging behind on all the MDGs**

The UN's Millennium Declaration set the year 2015 as the target year for achieving eight goals in world development. We are now just under halfway through this 15-year period, and Africa lags considerably behind in terms of the goals and in relation to other continents. The Government will therefore strengthen its support for poverty reduction and growth in Africa and also work for increased support by other countries.

Source: World Bank, 2006, African Development Indicators 2006, WB, Washington DC.

### 1.1 The Government's goals for the cooperation with Africa

Poverty reduction will be the foundation of Denmark's engagement in Africa. The average per capita income in the countries with which Denmark has programme cooperation is less than USD 2 a day. In the African countries and regions to which Denmark provides emergency aid, region-of-origin assistance and support for fragile states, poverty is often even more pronounced. The Government's three strategic objectives for Denmark's relations with Africa in 2007-2011 are:

- a. Inclusion of Africa in globalisation.
- b. Increased regional integration and strengthened cooperation between Africa and the EU.
- c. More and better assistance for Africa, with the focus on young people, gender equality and, in particular, employment.

#### a. Inclusion of Africa in globalisation

The Government's objective is that Africa should participate in the world's growth and prosperity and become an equal partner in the efforts to resolve global challenges such as climate change, environment and migration.

In a globalised world, Africa impacts more on our everyday lives. Denmark's relations with Africa are manifold and increasingly concerned with areas other than development cooperation: trade; security policy challenges; influences from the media; art and culture; as well as friendships and family ties. All these challenges and relations are important for Africa's

future. Economic growth, better trade options and the resolution of security policy problems are prerequisites for fighting poverty on the continent. **It is the view of the Government that Africa has much to gain from globalisation and much to offer to the rest of the world. Denmark should therefore expand its relations with Africa in many areas.**

Global issues such as climate change, contagious diseases, sustainable use of natural resources, migration and radicalisation are making Africa a progressively more important international player. If we are to find sustainable solutions to these global challenges, Africa must be included as an equal partner. This also presupposes a focus on the resolution of conflicts in Africa and on subsequent reconstruction. The trend in several of the African countries is towards greater integration and participation in globalisation, which is evidenced by rising investments and growing trade. In addition, a number of players (especially China, India and Latin America) are showing increasing interest in Africa through the reinforcement of political bonds, trade, investment and development assistance.

#### b. Increased regional integration and increased cooperation between the EU and Africa

Like Europe and Asia, Africa is now making an effort to create stability and growth through regional integration. The African Union (AU) and several of the sub-regional organisations have developed into key players on the African continent over the last five years. The construction of an effective AU Commission, joint foreign and security policies, a Pan-African Parliament etc. are well under way.

The Government's objective is to support this process, so that Africa's own organisations become better able to manage the many continental and regional challenges. The Government will therefore work for increased regional integration in Africa and a stronger cooperation between the EU and Africa, focusing on conflict resolution and subsequent reconstruction, as well as higher growth through trade and investment.

Increased cooperation between Europe and Africa will also involve strengthened trade relations. In the longer term, Africa represents a large potential market, in which opportunities already exist. We must support the business contacts which in themselves can contribute to economic growth in both Europe and Africa.



The conflict in Darfur is leaving a bloody trail. More than 200,000 are dead and there are over 2 million internally displaced persons. It is primarily the governments' responsibility to protect their civilian populations, but if they fail, the international community has an obligation to step in.

In 2002, the African Union (AU) took over the role of the main Pan-African regional organisation from the Organisation of African Unity (OAU). The central tasks of the AU are to create peace and security together with political, economic and social integration and cooperation in Africa.

**Security and stability are central after many years of civil wars and conflicts**, but integration also includes democracy, human rights and economic cooperation – and as part of the latter, opportunities to create growth through trade. As the Africans themselves develop their cooperation, we must expand our political and financial support to the AU and the sub-regional organisations, both bilaterally and through the EU.

### **c. More and better assistance for Africa, with the focus on young people, gender equality and, in particular, employment**

More Danish development assistance must go to Africa and the Government will ensure that this assistance is utilised more effectively. There must be a focus on employment for the rising number of young people who have no prospect of a decent future and on increasing equality between men and women so that women share more fully in development.

As a result of the Government's decision to grant 0.8% of GNI in development assistance, Denmark will have increasing assistance resources available, the primary purpose of which will be to benefit Africa. It is the Government's aim that two out of



The International Labour Organisation (ILO) estimates that Africa needs 11 million new jobs every year to comply with the MDGs.

three DKK given in assistance will ultimately go to Africa. At the same time, Denmark will concentrate its assistance in Africa on fewer, but larger initiatives.

Particular attention must be paid to demographic development in respect of Africa. The population growth of Africa is the highest in the world. More than half of the African population is currently under the age of 18, and unlike other parts of the world it is expected that the youth cohorts in Africa will continue to grow. **History is filled with examples of the fact that the risk of conflict grows when the proportion of young people rises, especially if those young people cannot find meaningful employment that generates a reasonably decent income. Over the next 20 years, an annual 10-15 million new jobs will be needed just to employ the many young people joining the labour market.**

Demographic development therefore constitutes a particular challenge for Africa in the years to come. Denmark will focus on this and will ensure that our increased cooperation with the African countries gives priority to areas that are relevant for enabling Africa to benefit from demographic development. Particular priority will be given to efforts aimed at increasing employment and – in accordance with the Danish strategy “The Promotion of Sexual and Reproductive Health and Rights” – improving education as well as promoting sexual and reproductive health and rights, especially to strengthen women’s role in the development process, including their contribution to economic development.

### 1.2 Great differences between the countries necessitate a broad range of initiatives

There are great differences between the African countries and these differences are growing. Some countries are experiencing rapid economic growth, while others are lagging behind. If this trend continues, the continent will increasingly become divided into an A-team and a B-team.

Denmark’s cooperation with Africa will take its starting point in the situation in the individual country and the forces of change that are driving development. The promotion of responsible governance that fights poverty through the promotion of democracy and respect for human rights will continue to be a central element in our cooperation. The Government will conduct a coherent policy in which foreign and development policy aspects, together with economic and security policy engagement, mutually support each other. The weighting of the various focus areas will be different from country to country, just as the tools will be adapted to the needs and situation in each individual country.

### 1.3 Wide-ranging initiative to combat poverty in ten selected countries

Denmark has long-term development cooperation with ten countries in Sub-Saharan Africa. All these countries are among the poorest in the world, with an average per capita income of less than USD 2 a day. Several of these countries have previously been characterised by conflicts and actual civil war, but today these are countries that are relatively stable and have economic growth and progress in the areas of democratisation and

good governance. In such countries, development cooperation will continue to be the most important element in the Danish engagement, its point of departure being in the countries' own plans and priorities and their commitment to implementing them. However, in future the Government will also work to reinforce cooperation on trade, security sector reform, migration, climate change adaptation, culture and media.

Denmark has long-term development cooperation with ten countries in Sub-Saharan Africa. According to the UN, all Denmark's programme countries are among the poorest in the world, with an average per capita income of less than USD 2 a day:

Benin	Burkina Faso	Ghana	Kenya	Mali
Niger	Mozambique	Tanzania	Uganda	Zambia

#### 1.4 Targeted initiatives in selected fragile states

In fragile states, the problems may develop into a more fundamental lack of will or capacity to take responsibility for social development. Natural disasters and the struggle for natural resources may create or exacerbate conflicts and crises. In such cases, Denmark will contribute support in the form of development assistance and by means of active participation in the EU and in multilateral cooperation, including in the UN.

Stabilisation and reconstruction must be secured in close connection with political and peace-support initiatives both in the individual countries and at regional level, where we can build on our contacts and positions of strength derived from the long-term development cooperation. Denmark will also deepen its cooperation with the African Union (AU), which is in fact playing an increasing role in fostering cooperation between the African countries on stabilisation and conflict resolution. Bilaterally, Denmark will focus on Sudan and Zimbabwe in particular, while other fragile states will be predominantly supported through multilateral organisations.

#### 1.5 Focus on political cooperation with countries having major regional influence

Certain African countries with major economic and/or political clout can potentially influence the development of the entire region in a positive direction. This applies in particular to South Africa and to some degree also Nigeria and Ethiopia. The focus of Denmark's engagement in these countries will be a broader political and economic dialogue and increased trade and research cooperation. In South Africa, development cooperation will gradually be scaled down and adapted to specifically Danish priorities or initiatives aimed at strengthening South Africa's regional engagement.

## 2. AFRICA: A PARTNER IN GLOBALISATION

Globalisation involves a wide range of different trends and development aspects that characterise the world in the 21st century. Global contacts and relations have increased, which has opened up new options for economic growth and technological development all over the world. Africa, however, is an exception. In spite of the continent's rich natural resources, Africa's share of the global economy has fallen in recent decades, while poverty and instability continue to characterise African societies. At the same time, technological progress in telecommunications, media access, travel and trade have increased the impact of Africa's challenges on our everyday lives.

### Africa is not part of the global economy

Every tenth citizen of the world lives in Sub-Saharan Africa – but only 2% of the world's income, international investments and foreign trade are to be found in this area.

*Source: UN/World Bank*

In Sub-Saharan Africa, average per capita income declined by almost 2% in the 1980s and by 0.2% in the 1990s. The continent's share of world trade has fallen from 3% during the 1950s to less than 2% today. However, this negative trend is changing. During the last three years, Sub-Saharan Africa has experienced an average economic growth of more than 5%, and the most recent projections show that this positive trend will continue. But if the MDGs are to be achieved, growth will have to be increased significantly, and the relatively high population growth that erodes per capita growth must be reduced.

In the countries of Sub-Saharan Africa, foreign trade as a proportion of GNI has risen from 40% to over 60% since 1990, but the share of the region (excl. South Africa) in world exports has fallen to 0.3%. The proportion of world exports that comes from Sub-Saharan Africa with its approx. 689 million people is today less than half that of Belgium (which has about 10 million people). At the same time, there is no sign of the African countries managing to achieve a strategic position in the global value chains of businesses. Raw materials – especially oil and natural resources – seem likely to remain Africa's dominant export goods.

*Ministry of Foreign Affairs' Globalisation Analysis*

The Ministry of Foreign Affairs' Globalisation Analysis from 2006 describes Denmark's role and priorities in the globalised world of the future. The analysis "Diplomacy in a Boundless World" (executive summary and main conclusions) can be read on [www.um.dk/en](http://www.um.dk/en)

The comparatively high economic growth has been followed up by a marked rise in foreign investments, which in 2005 exceeded overall development assistance for the first time. However, these investments are to a substantial degree concentrated on the extraction of natural resources in a small number of countries. It is therefore vital that the African governments have the commitment and capacity to negotiate agreements with the private investors that ensure reasonable and stable incomes and a sustainable extraction of natural resources. Increased investments confirm that Africa today has better options for securing a place in international globalisation. The continent is increasingly interesting in terms of trade and eco-

conomic significance for a number of G8 countries, EU Member States and China. This is a role from which Africa should be able to derive greater benefit.

### 2.1 A stronger voice for Africa in global cooperation

What is needed is a partnership that takes the African countries out of their one-sided role as recipients of development assistance and more onto the international stage as international actors on equal terms. The dialogue and cooperation should make mutual understanding and influence possible, and must be based on a clear recognition that interests and views do not always coincide. We need to involve not only governments but also civil society and the private sector. **Many African countries have shown both the commitment and capacity to participate in globalisation and secure a share of the economic benefits this can provide.** This is the future for Africa, as it is for all other parts of the world.

Africa has major oil reserves and other natural resources that help to enhance the continent's strategic significance as a player in energy policy. There is also growing international awareness of the threat that increased radicalisation in Africa may pose in the future. Most African countries are responding to these challenges and to an increasing extent are actors in foreign and security policy. Regional cooperation in Africa is becoming an increasingly solid framework for the dialogue between the African countries. At the same time, there is growing interest in a foreign and security policy dialogue between Africa and the rest of the world. This is a positive trend which Denmark wishes to strengthen.

The Government will work towards:

- ✓ The achievement by the group of African countries – as part of an overall Security Council reform – of stronger representation on the UN Security Council, and the creation of better and closer cooperation between the UN, the AU and the EU, especially in the area of security policy.
- ✓ Broader dialogue at all levels, including ministerial visits and parliamentary delegations, on politics, security policy and economic issues of common interest.
- ✓ Closer cooperation and exchange between Denmark and Africa as regards research, e.g. on agriculture, health, security, gender equality, culture and media.
- ✓ Strengthened African participation in global cooperation in the field of non-proliferation.
- ✓ Strengthened political dialogue with South Africa and other major regional powers on a range of questions of importance to Africa as a whole, with a sharpened focus on initiatives capable of promoting a positive role for them on the continent.

### 2.2 Climate change will hit Africa extra hard

Climate change increases the pressure on Africa's natural resources and creates additional obstacles to the achievement of the MDGs. This pressure is increased by demographic development and the need for further economic growth. Africa is the continent that contributes least in absolute terms to global warming but the one that will suffer the most severe consequences.

Two-thirds of Africans still live in rural areas and are directly dependent on natural resources – and agricultural productivity is not increasing as it is in other parts of the world. **The poorest people are directly dependent on well-functioning ecosystems, e.g. the African forests and fresh water systems, whose biodiversity is among the richest in the world.** Climate change will reinforce the trend towards desertification, increase the risk of devastating natural disasters and contribute to engendering migration and conflicts.

**Africa's environment is already under pressure, and the climate change will hit Africa hard**

The latest report from the Intergovernmental Panel on Climate Change indicates that as many as 250 million people will experience increased problems with access to water even before 2020, dry areas will become drier, while in certain areas precipitation will fall in greater concentrations over a shorter time, thereby creating floods.

*Source: UN, the Intergovernmental Panel on Climate Change Report 2007, [www.ipcc.ch](http://www.ipcc.ch).*

More frequent occurrences of natural disasters have enormous human, social and financial costs in Africa. Poverty is a powerful factor in rendering the African population even more vulnerable when disaster strikes. Disaster prevention is therefore an important focus area. The work on disaster prevention, the environment and securing a sustainable use of natural resources must be based on the African countries' own planning and priorities.

Since Africa contributes very little to global warming, the climate change initiatives in Africa will primarily concentrate on adaptation. However, Africa has a need for energy that will rise sharply in the years to come, and there will therefore be a certain potential for preventive measures based on the transfer of technology and financing referred to in the CDM mechanism of the Kyoto Protocol. Africa will then also be in a position to contribute to reductions in greenhouse gas emissions.

**Clean Development Mechanism (CDM)** is a mechanism under the Kyoto Protocol that makes it possible for industrialised countries to invest in greenhouse gas-reducing projects in a developing country. This reduction is converted into CO<sub>2</sub> credits, which may be subtracted from the industrialised country's national "climate account".

Africa must be more closely involved in the global cooperation on climate change, and Denmark will therefore assist the African countries in their preparation for and participation in international negotiations. This is especially relevant as regards Denmark's hosting of the UN Climate Change Conference in 2009 (COP15), at which negotiation for a successor to the Kyoto Agreement is expected. This will give Denmark a unique platform for influencing the agenda, and the Government will, among other things, work to ensure that the consideration of the poorest countries' interests is incorporated as a key element in a new agreement (post-2012 agreement).

The Government will:

- ✓ Contribute to ensuring the involvement of Africa in solutions to the global challenges created by climate change in the form of migration, conflicts and increased poverty.
- ✓ Use the hosting of COP15 to ensure that the poor countries' problems are high on the agenda in the international

climate change negotiations. Denmark will work for solutions that respect the principles of justice and a common but differentiated responsibility.

- ✓ Work to ensure that environmental considerations, sustainable use of natural resources and prevention of natural disasters are incorporated into the African countries' policies and



The message from the Climate Change Conference in Copenhagen in 2009 was that the developing countries will be the hardest hit by the climate change of the future. Action must be taken now, advocates economist Jeffrey Sachs.

poverty reduction strategies, and explore the possibilities for promoting such concepts as organic farming, including also as an export option, based on the research and expertise available in the area.

- ✓ Integrate the climate dimension into our development cooperation, including by climate-screening Danish initiatives in the African programme countries.
- ✓ Prioritise bilateral sectoral assistance in environment and climate, and work for a stronger cohesion between initiatives in the agricultural and environmental sectors – especially in the Sahel area in West Africa, where the challenges are particularly daunting.
- ✓ Work for better access by the African countries to the financing of projects that reduce the emission of greenhouse gases, to new technologies in the establishment of increased energy production, and to climate-friendly and energy-efficient solutions.

### 2.3 We must tackle the fundamental reasons for forced migration

Long before the Europeans drew national borders in Africa, migration was an important part of the survival strategy of families and entire societies on the continent. Migration arises primarily from changes in economic, environmental or security conditions. By far the greater part of this migration takes place within Africa itself, and the great majority of migrants move from rural to urban areas and cross national borders in their search for security or employment.

**Migration is basically a positive force in economic development, and in many areas is actively promoted.** For example, in West Africa there is free movement of labour, which has traditionally been highly mobile between the countries. It is in particular the well-run African countries that benefit from migration by attracting skilled labour, investors and entrepreneurs.

One consequence of migration in Africa is rapid urbanisation. The lack of development in African agriculture plays an important part here, whether in terms of environmental factors, unsuccessful economic policy or the international trade regime. It is characteristic of urbanisation in Africa that small and medium-sized towns experience only modest growth, while growth in the capital cities is explosive. Urbanisation is a natural part of the development process in which the towns traditionally create the important growth in the commercial and industrial sectors. At the same time, however, the headlong rush to the large cities in Africa helps to create a range of serious environmental, criminal and health problems.

One negative consequence of migration is the “brain drain” phenomenon, i.e. the migration of large parts of a country’s well-educated and resource-rich workforce to take up work abroad, thereby reducing the human resources that are crucial to development. It is thought that as many as 80,000 highly-educated Africans leave the continent every year. At the same time it must be taken into consideration that many African immigrants send money to families and relatives in the home country, which makes a positive contribution to the country’s development.



24,000 illegal migrants arrived in the Canary Islands from West Africa in 2006 in the hope of travelling on to mainland Spain. However, immigration to Europe is still only a small part of the total migration in Africa.

Long-term Danish development cooperation makes a substantial contribution to tackling the underlying causes of migration by focusing on poverty reduction. The Danish region-of-origin initiative is particularly relevant to migration caused by conflicts, where there is a major need for the protection and improvement of the living conditions of refugees and local populations in the regions of origin and for subsequent repatriation. The region-of-origin initiative contributes to local reconciliation processes, rebuilds social infrastructure and gives impetus to economic growth, so that refugees and internally displaced persons have something to go home to. The initiative also helps refugees who settle in neighbouring countries to find a home and a worthwhile existence.

A small part of the migration that has attracted international attention is the illegal migration, especially from West Africa to the EU. The sources of illegal migration are lack of jobs and desperate poverty. Migration from Africa to the EU has been increasing in recent years, stimulated partly by the flow of information generated by globalisation. The Southern European countries in particular are much affected, and the issue has been high on the political agenda in Italy, Spain and Portugal. But due to the free movement of persons within the EU, it is a challenge that must be tackled under EU auspices.

One particular problem is trafficking in women and smuggling in human beings, which especially involves the recruitment of young African women for the sex industry in the West.

The Government will:

- ✓ Work for improved dialogue between countries of origin, transit and destination aimed at creating the basis of effective international cooperation on migration – e.g. through the EU.
- ✓ Support the building of administrative national capacity to deal with migration flows both in the countries of origin and at regional level – both bilaterally and in cooperation with the EU Commission.
- ✓ As part of the implementation of the Danish action plan to combat trafficking in human beings, work to impede this trade, with particular reference to women and children.
- ✓ Implement targeted initiatives in Mali, Ghana and Niger and offer support to the West African organisation ECOWAS in its work on migration, in particular in respect to trafficking in women and children.
- ✓ Maintain a significant region-of-origin initiative in Africa – especially around the Danish programme countries. The correlation between national refugee and asylum policy and action in the regions of origin will continue to receive a high priority, and this will include attention to the especially vulnerable situation of women.

#### **DID YOU KNOW**

– that 23,000 health care workers travel from Africa every year to the USA, Europe and the Middle East to work.

– that in 2005 there were about 17 million migrants in Africa. This corresponds to 1.9% of the total population.

Source: UN/World Bank

### 3. STRONGER REGIONAL INTEGRATION TO PROMOTE CONFLICT RESOLUTION, TRADE, GROWTH AND STABILITY

#### 3.1 Regional integration

Like Europe, Africa wishes to create stability and growth through a process of integration that links security policy cooperation with economic cooperation and the promotion of democracy and human rights. As in Europe, the objective of many African leaders is a political, economic and monetary union based on the African Union. Economic integration in the form of regional markets for goods, services, capital and labour, including common standards and lower reciprocal customs barriers, will create larger and more interesting markets for both African and international investors and manufacturers. A mutual opening up of the regional African markets will be one of the elements in a necessary, deeper economic integration, which should also include physical and economic infrastructure and the free movement of labour.

**In the field of security policy, the African countries have undertaken to strengthen Africa's own organisations, so that they are in a better position to deal with the challenges themselves and have a stronger voice in the international community.** Since 2004, Denmark has given support to the construction of an African Security Architecture under the Africa Programme for Peace, which helps to strengthen the African Union and the regional organisations' capacity to deal with crises and contribute to peace-keeping operations. The African cooperation organisations have a growing commitment to reaching decisions and developing joint policies. It is important that the international support is based on sound African ownership and that it goes to the African organisations' own initiatives.

#### The Africa Programme for Peace

Through a grant of DKK 248 million over 5 years (2004-2009) to the Africa Programme for Peace, Denmark is contributing to peace and stability and thereby to sustainable development in Africa. In 2009 the Government will launch a more extensive programme for peace, security and African integration.

#### NEPAD

The New Partnership for Africa's Development (NEPAD) was adopted by the African heads of state in July 2001. South Africa, Nigeria and Senegal are the primary driving forces behind NEPAD, which aims to stimulate development and minimise the influence of the negative countries on the continent's development by mobilising the progressive forces in Africa.

The Government will:

- ✓ Launch a new initiative to encourage African integration in 2009, which will provide support for the security architecture and incorporate components to assist closer economic cooperation, democratisation, gender equality, promotion of human rights and regional research cooperation.
- ✓ Work for an inclusive agenda under which the AU, the African development initiative New Partnership for Africa's Development (NEPAD) and the sub-regional cooperation organisations all form part of a collective framework for the promotion of peace and economic development in Africa. The organisations must act in concert to a greater extent and be more effectively supported by the African Development Bank and the UN Economic Commission for Africa.

- ✓ Reinforce the EU's dialogue and cooperation with African organisations, including the adoption of a common strategy during the EU-Africa Summit in Lisbon in December 2007.

### 3.2 Better trade conditions to create growth opportunities for Africa

If the MDGs are to be achieved in Africa, increased growth and trade are a prerequisite. If Africa is to take part in the international division of labour, good framework conditions for

a dynamic and competitive business life and increased investments are essential. However, it will also be necessary for Africa to be offered international terms of trade that constitute a genuine opening for African manufacturers to participate in globalisation, and that Africa is offered trade-related assistance so that these opportunities can be exploited.

The African governments themselves must lead the work of promoting a positive business climate, including combating



Africa's oil, gas and mining industries have become attractive to investors. Direct investments on the continent rose by 78% in a single year.

corruption and unnecessary bureaucracy. The framework conditions for running a business in Africa are among the most difficult in the world, but a number of African countries have in recent years been among the most eager to reform, which shows a new trend.

The provision of the infrastructure necessary to ensure transport, electricity transmission, telecommunications etc. for running businesses, for example, requires extensive investment. Here, the very large donors such as the African Development Bank, the World Bank and the EU have a comparative advantage.

**The EU plays a central role – as a trade partner and in relation to the African organisations.** Europe’s experience of promoting growth and stability through integration is relevant to Africa, and there is great potential for increased cooperation between the EU and the AU. The EU is also an important donor in the individual African countries, especially within infrastructure and energy, and through its common trade policy the EU plays an absolutely vital role in Africa’s market possibilities, since the EU is Africa’s largest export market. The EU’s trade and development cooperation with Africa is undergoing review and will be based on Economic Partnership Agreements (EPAs) with four African regions. One of the principal objectives is to create larger regional markets in Africa – in principle through four free trade areas – thereby increasing trade. As far as Denmark is concerned, it is essential that the EPAs make a genuine, positive difference to the promotion of development and poverty reduction through the integration of Africa in world trade.

#### EPA

EPA stands for “Economic Partnership Agreement” and is the term for the future trade agreements between the EU Commission and the ACP countries (78 former colonies made up of African, Caribbean and Pacific countries). The objective is to eradicate poverty, foster sustainable development and integrate the ACP countries into the global economy.

The plans to resume the dialogue at the summit level between the EU and Africa may prove to be central to the relations between the two continents and to generating more momentum in the cooperation. Denmark’s high level of development assistance and political engagement in Africa provides a good platform for strengthened Danish influence on the EU’s relations with Africa.

The Government will:

- ✓ Work for a development-friendly outcome from the WTO’s Doha Development Round, in which:
  - the least developed African countries would not be required to take on new obligations (“a round for free”);
  - the EU would maintain its offer of duty- and quota-free market access to all African countries for all goods within the “Everything But Arms” initiative;
  - the other industrialised countries’ offer of the same terms for 97% of developing countries’ exports would not be diluted;
  - the rules of origin for achieving preferential access to the industrialised countries would be relaxed.

- ✓ Work for Economic Partnership Agreements (EPAs) that contribute to development and poverty reduction, in which:
  - the concrete development considerations are decisive for the scope and speed of the ACP countries’ tariff reductions, which must occur at a pace that takes proper account of social factors and state finances;
  - the trade-related questions concerning services, intellectual property rights etc. are not included in the EPAs (unless desired by African countries);
  - the EU will not pursue specific interests with reference to market access;
  - all African countries that take part in EPA negotiations are offered terms of market access in the EU that correspond to the “Everything But Arms” initiative without a transitional arrangement;
  - Africa effectively gains the capacity to protect itself against all dumping of, for example, agricultural products;
  - south-south trade, with special focus on trade between the African countries, is promoted by duty on imports from the EU being phased out more slowly than between the African countries;
  - more liberal and development-friendly rules of origin are introduced;
  - the EU phases out its trade-distorting subsidy schemes in agriculture, including (as rapidly as possible) export subsidies; and
  - the countries taking part in EPA negotiations receive assistance to reduce the trade taxes’ share of the total state revenues by developing other financing methods for the state budget.
- ✓ Work for delivery by the EU of its pledge to increase trade-related assistance (“Aid for Trade”) to EUR 2 billion annually from 2010 and to ensure that trade-related assistance is granted in accordance with the Paris Declaration on effectiveness of assistance that is integrated in the countries’ development and/or poverty reduction strategies.
- ✓ Promote infrastructure investments in Africa, partly through contributions to the new EU-Africa Infrastructure Trust Fund and resources for project preparation.
- ✓ Increase the support for improvement of the business and investment climate in a number of African countries and maintain Denmark’s high profile in the fight against corruption.

#### WTO

The WTO organisation was founded on 1 January 1995, and is the primary engine of international negotiations on the liberalisation of world trade. The WTO consists of 142 member countries, whose qualifications for competing in the international trade market vary widely. Industrialised countries, less developed countries and the poorest countries of all are among the members of the WTO. The developing countries today comprise over 100 of the members. The individual developing countries’ profit from the WTO cooperation depends on what they produce, market prices etc.

### 3.3 New opportunities for Danish business in Africa

Denmark’s trade with Africa remains extremely limited and constitutes less than 1% of total foreign trade. However, in the long term certain countries in Africa represent a potentially important growth market for Danish business, at the same



time as increased trade with and investments in Africa would make it easier for the continent to increase its involvement in globalisation and economic development.

**In countries with favourable terms and framework conditions for the private business sector, promotion campaigns**

**in which Danish companies participate may already be contributing to increased trade between Denmark and Africa.** More and more Danish businesses and investors are showing interest in the potential of new African markets and it would benefit Danish businesses to gain experience and build up networks. In a small group of countries such as Ghana,



International businesses move their production to where wages are low. In many African countries this means new and coveted jobs. However, in some cases the factories also mean poor working conditions.

Tanzania, Kenya, Nigeria, Mozambique and South Africa, there are interesting opportunities for Danish business.

Under the Mixed Credits Programme, increased resources have been allocated in recent years to the development of project options in Africa, and this has produced results. The Industrialisation Fund for Developing Countries (IFU) has also successfully focused on Africa in recent years, with an increasing number of development projects as a result. In addition, the Ministry of Foreign Affairs, the Trade Council of Denmark, the Export Credit Fund and the investment funds IFU and IØ (called GoGlobal) are collaborating with the aim of supporting exports to destinations that include the developing countries. The Business-to-Business (B2B) Programme underpins commercial cooperation between African and Danish businesses, and for the coming years the Government has allocated additional funding to the B2B Programme's focus on Africa's female entrepreneurs.

Closer commercial relations must be based on international standards for businesses' social responsibility and combating of corruption, e.g. by implementation of the UN's Global Compact. As part of the latter, the Public-Private Partnerships (PPP) Programme supports initiatives that promote responsible business operation and in recent years has been concentrating its efforts on innovative solutions that are intended to open up new paths by which African entrepreneurs can contribute to economic growth in Africa.

The Government will:

- ✓ Reinforce cooperation with business organisations in the promotion of Danish business engagement in Africa and investigate the options for more vigorous utilisation of Danish know-how and technology to promote the MDGs.
- ✓ Work for more synergy between initiatives that are relevant in relation to Danish business, including the sector programmes, B2B, Mixed Credits, PPP and IFU.
- ✓ Prioritise Danish business promotion in selected African countries, so that Danish and African businesses can together develop new business opportunities.
- ✓ Strengthen the initiative to assist Danish businesses in Africa through the Trade Council of Denmark.

**DEBATE:**

***Business support or development***

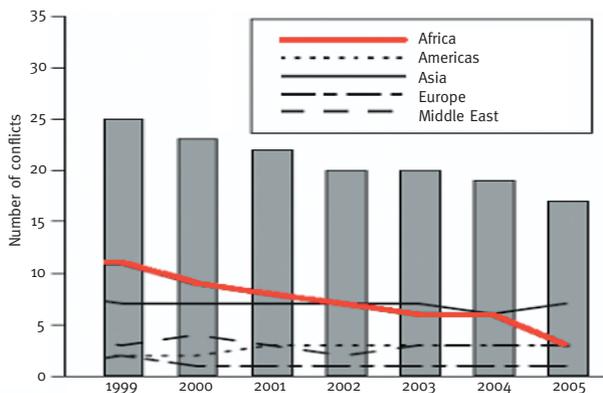
Opinion has always been divided as to the extent to which Danish businesses should use development assistance to work in developing countries. The Danish Government finds it appropriate especially because employment is very important to the development in Africa.

**3.4 Coherent initiatives in Africa's fragile states and conflict areas**

Despite a significant drop in the number of violent conflicts in recent years, political crises and conflicts still threaten Africa's stability and development. The African countries have themselves become more active in recent years in promoting democratisation processes and mediation, but in many cases they lack the resources and capacity for an effective effort.

**FACTS:**

There has been a significant drop in recent years in the number of violent conflicts in Africa, but political crises and conflicts still threaten Africa's stability and development.

**Number of armed conflicts, 1999-2005**

Source: SIPRI Yearbook 2006

**Denmark will expand its support for building up the regional organisations' capacity to deal with crises and conflicts.** But in addition there is also a need for extensive and long-term international support for some of the most difficult crises and conflicts, e.g. the protracted crisis in Sudan, the conflicts on the Horn of Africa and the unstable situation in many places in West Africa. Denmark must also be ready to provide a significant contribution when it becomes possible to help a new, democratic but deeply impoverished Zimbabwe back to its feet after years of repression and economic decline.

**Conflicts and instability impede progress**

Many countries in Africa are fighting to secure stability and post-conflict reconstruction (which affects about every fifth African), and the risk of relapse is high. 4-5 million Africans are refugees and 12-13 million are internally displaced persons.

Source: UN

Stabilisation and reconstruction are a major task after crises and conflicts. Peace-keeping and the building of effective and democratic states are central and are prerequisites for ensuring progress towards the MDGs and reducing poverty. In this context it is important to involve both women and men in conflict resolution and peace-building activities.

The Danish initiative in conflict countries and fragile states in Africa should be based on Danish and international experience of initiatives in both Africa and other parts of the world. This applies to such matters as participation in donor cooperation and ensuring cohesion between political, military, security, humanitarian and development initiatives. Although the conditions are more difficult than in more well-run countries, it is still possible to achieve results using development assistance even in fragile states. However, it is often necessary to organise the assistance in a different way. In particular, it is necessary to take a point of departure in the political and social conditions that may lead either to conflict or in the direction of peace and stability. This requires thorough analysis of the social conditions and forces for change in fragile states. For example, visible improvements in access to health and education may help



There is a need for extensive international support in some of the most difficult crises and conflicts, e.g. the protracted crisis in Sudan, where brutal rapes, attacks and harassment are everyday events for the women of Darfur.

to safeguard political stability and peace in transitional situations.

Judicial settlements and reconciliation processes may contribute to the creation of political stability and lay the foundations for the construction of a community governed by law. Military organisations and revolutionary groups are often dominated by men. Once peace has been concluded, it is important to ensure that women have the opportunity to contribute actively to the peace on an equal footing with men.

The Government will:

- ✓ Contribute to peace-keeping and the construction of effective and democratic states in close cooperation with African and multilateral organisations such as the AU, the EU and the UNDP and through involvement of the local civil society and Danish NGOs.
- ✓ Implement peace-building and crisis initiatives in selected countries, including Sudan and when possible in Zimbabwe. Danish initiatives in other weak states will primarily take place via multilateral cooperation and NGOs.
- ✓ Continue its active foreign policy initiative to create the conditions for a solution to the conflict in Darfur and contribute to the implementation of Sudan's north/south peace agreement.
- ✓ Make a military contribution under UN auspices to international peace-support operations in Africa when necessary and possible.
- ✓ Contribute actively to the international efforts to promote democracy and respect for human rights in Zimbabwe by

such measures as an intensification of Danish assistance to civil society in Zimbabwe, in such a way that Denmark has a sound platform for participation in a future reconstruction phase.

- ✓ Contribute to coherent international initiatives in crises and conflicts in Africa that embrace diplomatic, security-oriented, humanitarian and development elements.
- ✓ Increase focus on multilateral cooperation on conflict management and peace-building in Africa.
- ✓ Strengthen the dialogue on security sector reforms and seek to develop cooperation between Danish and African defence forces and police, both bilaterally and multilaterally with the AU and the sub-regional organisations.
- ✓ Take account of the exceptional situation of women and children in connection with violent conflicts.
- ✓ Provide extensive humanitarian aid in crisis situations involving factors such as lack of food and refugee problems.
- ✓ Work to make it possible for the UN Peacebuilding Commission (which Denmark was involved in establishing) and its associated Peacebuilding Fund to make an effective contribution, with the focus on reinforcing the coordination of the peace-building initiative in Africa, and for this to happen in close interaction with Africa's own cooperation organisations.

## 4. MORE AND BETTER ASSISTANCE FOR AFRICA AND NEW FOCUS ON YOUNG PEOPLE, GENDER EQUALITY AND EMPLOYMENT

### 4.1 We must do more of what we are good at

The long-term programme assistance has given Denmark special status as one of the most respected donors in the world. This special status was confirmed in the most recent OECD/DAC evaluation of Danish development assistance and by the international independent think-tank, the Center for Global Development. In addition, the OECD highlights the decentralisation of development assistance administration to the Danish embassies, implemented in 2003, as an example to be followed.

International assistance to Africa has risen considerably over the last five years, primarily through widespread debt relief during the period 2003-2006. The great majority of relevant African countries have now received debt relief. In 2005 the G8 countries also promised to double assistance to Africa by the year 2010. It must be ensured that the G8 countries honour these pledges, as most recently confirmed at the G8 Summit in Heiligendamm in July 2007.

**Experience has shown that an effective development assistance effort must be based on the processes and changes that are already taking place in the individual African countries.** A dialogue is needed with African governments, politicians, civil society representatives, businessmen, traditional and religious leaders, researchers and cultural personalities. The foundation of the Danish initiatives is the individual countries' own poverty reduction strategies with a view to securing the greatest possible ownership. It is crucial that the recipient countries' governments first and foremost are accountable to their own electors and ensure access to information about the results that are achieved.

In March 2005, more than 100 countries and international organisations subscribed to the Paris Declaration, the objective of which is to make development assistance effective and which also makes a point of stating that such assistance must be based on national policies, strategies and institutions.

**This is also the point of departure of the Paris Declaration, in which the donors have undertaken to organise their development assistance efforts in accordance with the recipient countries' priorities and to make greater use of the administrative systems of the recipient countries as part of their assistance efforts.** Focusing efforts on fewer but larger activities will facilitate the coordination and administration of assistance for the involved parties, and this is an important Danish priority. In recent years, joint country strategies have been drawn up in several African countries, and it is expected that this trend will spread to all the Danish programme countries in Africa within the next five years.

Danish assistance is geographically concentrated in nine programme countries where the great majority of its bilateral aid is disbursed. At the moment Denmark has some 52 sector and interdisciplinary programmes in these nine countries in Africa. Currently, the main stress is on the environmental, educational, water, agricultural and health sectors, which reflects the Danish development priorities. Denmark has a balanced approach to general budget support and is at present providing general budget support to five programme countries in Africa, based on the Government's ten criteria. The total disburse-

ments to budget support amounted to less than 11% of the total bilateral programme assistance to Africa in 2006.

In recent years, a number of donors outside the traditional OECD donor circle have begun to make their presence felt in Africa. This applies in particular to China, which has promised to double its assistance to Africa by 2009. This is a positive development that should be welcomed. At the same time it is important that the African countries ensure that new development assistance partners support a development process that promotes democracy and human rights as well as sustainable utilisation of natural resources. What is important is Africa's long-term development.

Anticipated development in Denmark's assistance to the nine programme countries plus Niger (DKK millions)		
Country/year	2007	2011
Tanzania	435	500
Kenya	170	254
Uganda	270	330
Mozambique	360	395
Ghana	297	400
Benin	188	240
Burkina Faso	206	238
Zambia	190	250
Mali	39	250
Niger	70	70
<b>Total</b>	<b>2225</b>	<b>2927</b>

The Government will:

- ✓ Ensure that the increasing assistance arising from the Government's decision to grant 0.8% of GNI in development assistance primarily benefits Africa. It is the Government's aim that two out of three DKK given in development assistance will ultimately go to Africa. An increased proportion of Danish development assistance will thereby be concentrated in Africa.
- ✓ Increase the long-term programme assistance significantly, based on continued progress in the recipient countries. Increased sector budget support, and to a certain extent general budget support based on individual country and sector assessments, will be elements in this. General budget support will be based on the Government's ten criteria.
- ✓ Work to influence the international community to fulfil its promises of increased development assistance to Africa and raise this question in relevant international fora, not least in the run-up to the international UN conference on Financing for Development in Doha in 2008.
- ✓ Increase the Danish contribution to the African Development Bank and work towards increased prioritisation of Africa by other multinational organisations.
- ✓ Work to influence the World Bank and the IMF to support the African countries' administrative systems, enabling them to handle and effectively utilise the increased assistance and enhance their management of other sources of finance such as government debt management and control.
- ✓ Maintain bilateral focus on the present nine programme countries, plus Niger.



Although Angola is the second-largest oil producer in Africa, most of the country's 14 million inhabitants live in poverty.

- ✓ Concentrate assistance on fewer, but larger and more effective initiatives. The present number of more than 50 initiatives in the programme countries will gradually be reduced to about 40, depending on the recipient countries' priorities and Denmark's comparative advantage in the individual country. Within each programme country, the Government will concentrate on one or two sectors in which Denmark is to play a leading role among the donors.
- ✓ Work to reinforce donor coordination under the management of the recipient countries, including active promotion of joint country strategies in all nine programme countries with involvement of all donors, including China.
- ✓ Encourage the African partner countries to ensure that agreements entered into with new donors are based on poverty reduction.

**Danish development assistance will be concentrated on fewer, but larger and more effective initiatives. Anticipated future distribution of development assistance programmes in various sectors**

Energy	0 (2)
Business	4 (4)
Environment	5 (5)
Education	4 (4)
Health care	4 (6)
Water and sanitation	4 (6)
Transport	2 (5)
Agriculture	5 (7)
Good governance	9 (8)

The figures in parentheses indicate the present number of programmes

#### 4.2 Good governance and respect for human rights are key issues

Good governance and respect for human rights are crucial to development and form the foundation of Danish assistance to Africa. There is a close correlation between good governance and the effectiveness of development assistance. For this reason good governance is an integral part of the Danish sector initiatives. It will be crucial to Denmark's engagement that the African leaders and cooperation partners themselves take the lead in this work and show the commitment to implementing the necessary changes and reforms. Likewise, Danish values with regard to democracy and human rights will be central to Danish relations with the African countries. Civil society also has an important role to play, including through advocacy.

Not least the NEPAD (New Partnership for Africa's Development) initiative points to the reciprocal obligation of the member countries to allow their governments to be subjected to a critical review under the "African Peer Review Mechanism" (APRM). There is increasing political will in a number of member countries to implement the APRM and in this way develop a set of recommendations to improve their governance. Denmark will continue to prompt the African Union and NEPAD to do further work on the APRM mechanism and focus on following up the recommendations.

Faith-based groups are also important partners in Danish development assistance. They are playing a growing role in Africa, and among other things help to secure access to health and education for the poor. However, there is also concern that



Corruption is like a fog settling over the public life of several African countries. But some people are trying to blow the fog away, like for instance Madame Adjai from the Public Moralisation Unit in Benin.

religion may impede progress and innovation, especially as regards gender equality and access to contraception – and therefore also protection against HIV/AIDS. In some cases, religion can create tensions in society and be a cause of radicalisation and conflict. The Government will engage faith-based groups in dialogue and cooperation.

**The fight against corruption is pivotal.** Corruption may vary in scope and take different forms, from high-level plundering of public resources to the bribery of local officials and police. There is a need to ensure that public procurement takes place in accordance with international standards. In the same way, it is necessary to strengthen the ability of parliaments, the media and civil society to gain knowledge of governments' work and exercise democratic control. The ability of the local population to exercise democratic control over local councils' work and decisions is also important in this context. Denmark bases its development cooperation on a zero-tolerance principle as regards all forms of abuse of Danish funding, and actively supports the partner countries' own fight against corruption.

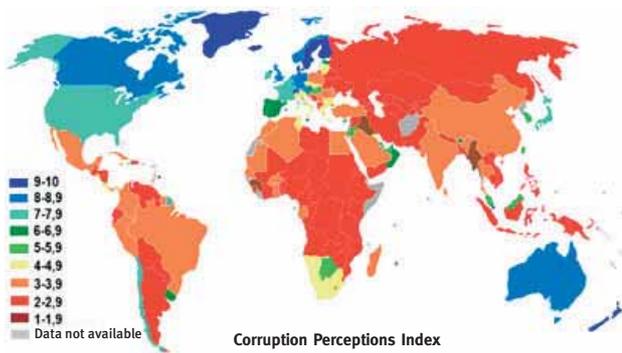
**Human rights are still not respected.** The implementation of international pledges in the field of human rights lags behind in many African countries. Despite the increased spread of democracy, conditions for opposition groups and human rights activists remain difficult.

The Government will:

- ✓ Support the NEPAD's APRM process and the subsequent implementation of the recommendations.
- ✓ Aim deliberately at the promotion of good governance in Africa, including in post-conflict and peace-building contexts, and at developing the capacity of African governments themselves to plan and implement development activities and combat corruption.
- ✓ Work for the creation of better frameworks for democratic participation in the development process within the parliamentary systems and in the direct interaction between state and civil society. It will be important to ensure that the public and local civil society organisations are better able to play a part, also in the fight against corruption. The Danish civil society strategy will be updated as a background for this.
- ✓ Involve Danish NGOs in both advocacy activities and the delivery of social services in Africa, depending on local conditions. The initiative will be tailored to the situation in the individual country and to the objective of promoting strong national ownership.
- ✓ Work towards a situation in which democracy, good governance and peace-building become part of the basic values of the educational sector, so that children and young people become involved in the construction of effective and democratic states.
- ✓ Continue to prioritise the work of promoting human rights and equality between women and men in Africa, e.g. through legal reforms and institutional development and by focusing on the implementation of treaty obligations and on the work to eliminate violence, torture and the death penalty, as well as promoting the rights of indigenous people, based on Denmark's knowledge and comparative strength in this field.

**FACTS:*****The prevalence of corruption:***

Transparency International (TI)'s "Corruption Perceptions Index". According to this index, the situation is worst in countries coloured red.

**4.3 Large youth cohorts will be Africa's major challenge**

One of Africa's greatest challenges comes from its demographic development. A new generation of young Africans is on the way with the energy and will to change, but they lack educational and employment opportunities. Young women in particular face major challenges, since in many places they must continue to fight to gain equal rights and influence over the circumstances of their lives and the development of African society.

Economic growth is not sufficient for poverty reduction. Good governance is required to ensure an equal distribution of the growth. In many countries in Africa there is a tendency by

which the increase in income accrues to a minority of the population. This has led to more inequality and therefore increased internal tensions. There is also a clear trend under which women do not benefit from economic development. Focusing on employment-promoting investments with special reference to women as part of a growth strategy will help to cement the connection between growth and poverty reduction.

**The lack of income and employment opportunities is one of the issues of most concern to Africans.** In an Africa in which several countries are increasingly characterised by peace, democracy and responsible leaders, this concern will become an important political challenge. Failure to respond to this challenge is of importance not only for the African societies, but also for Africa's neighbours and therefore for Denmark too.

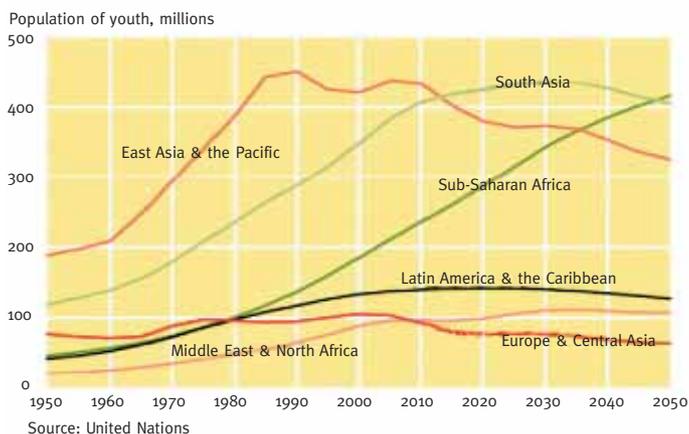
**Africa's youth can clear the way for progress, and constitute an important resource for the African societies.** At the same time, Africans generally see the future in a more positive light than they did previously. This must be exploited, but it requires a focus on the circumstances, rights and opportunities of children and young people. In this context education, in particular that of girls and women, is absolutely vital. If an adequate framework is not created for the many children and young people, there is a risk that their energy will be channelled in a negative direction. It is imperative that they have reasonable future prospects. A greater effort on behalf of children and young people in Africa and for better employment opportunities is not merely an effort to relieve poverty, but also an effort to prevent radicalisation, discord and illegal migration.

**FACTS:**

Africa's young people lack employment and educational opportunities. More than half of the African population is currently under the age of 18, and unlike other parts of the world the youth cohorts in Africa will continue to grow in the decades to come. Today there are 156 million young people between the ages of 15 and 24. In 2030 there will be 267 million. Over the next 20 years, 10-15 million new jobs a year will be needed just to employ the many young people joining the labour market.

Source: UN/World Bank

### Africa's major challenge: To create 10-15 million new jobs a year to employ the young people



**It must be profitable to manufacture in Africa.** Increased economic growth based on the private sector will be absolutely essential if the coming youth cohorts are to be able to contribute to development and see their hopes for the future fulfilled. Massive investments will be required for an increase in productivity and competitiveness. Good governance, increased regional integration and access to the rich countries' markets will be crucial if success is to be achieved. In this context, agriculture plays an important part as the majority of the African population is employed in this sector. The promotion of employment in agriculture and its complementary occupations, especially in the rural districts and the smaller towns, will be crucial to both poverty reduction and stability in many African countries.

The informal sector accounts for a considerable part of economic development in many African countries. It is important to create the right preconditions for the transition of an increasing part of the informal sector to the formal sector. Generally speaking, this requires good framework conditions. An important part of the framework conditions for agriculture and the private sector is better protection of land rights, including registration. In this context, special attention must be paid to women's equal access and right to land.

The Government will:

- ✓ Put focus internationally on youth and employment in Africa as a theme for the reinforced development initiatives in Africa.

- ✓ Increase Danish programme assistance to the business and agricultural sector and support job creation in rural districts and small/medium-sized towns, by such means as microfinancing and road-building in rural areas.
- ✓ Prioritise job creation considerations in all sectors and at all educational levels in order to contribute to future opportunities for both the unskilled and the highly educated, and provide a genuine alternative to migration.
- ✓ Work towards increased economic growth and job creation to the benefit of the poor in Africa through development cooperation, increased trade and more investments.
- ✓ Develop new methods for initiatives related to employment, partly by means of cooperation with other donors, the OECD, the World Bank, the IMF, the ILO and the EU Commission.
- ✓ Prioritise specific initiatives for the protection of property rights and the development of effective labour market organisations that can promote the objective of employment for young people.
- ✓ Promote entrepreneurship and business start-up in the discussions on national development plans in the programme countries and through support for professional courses, microfinancing and support for entrepreneurs in a broad sense, including a focus on opportunities for women.

#### 4.4 Focus on gender equality to secure women's rights and create growth

Gender equality is a priority in Danish development cooperation, not only from the perspective of a basic respect for human rights and democratic ideals of freedom, but also because



Fear of disgrace makes women better politicians – or such at any rate is the view of Salamatu Sulemana, currently a local politician in Ghana who would like to progress to parliament.

Africa stands in urgent need of the economic resources that will otherwise be withheld because of the inequality between women and men. To put it simply, women must be included if Africa is to significantly reduce poverty and create the necessary growth.

**Inequalities between men and women continue to be a highly significant cause of Africa's poverty. There is high growth potential in Africa if women's resources were better utilised.**

One factor in the situation of African women is that the access to public services by poor women is still inferior to that of poor men. This is seen not least in the sphere of health, where such factors as lack of access to contraception and maternity care lead to a major burden of disease. Women are often discriminated against by the law or through traditional norms and behaviour. Violence against women is widespread, and more women than men cannot read and write. Women are often economically, socially and politically marginalised. All this contributes to preventing women from taking part in the development process, and lack of gender equality is therefore a cause of poverty for both men and women.

Denmark's prioritisation of gender equality therefore takes as its point of departure partly a rights-based approach, and partly a recognition of the fact that equal access by women to participation in the development process is quite simply the most effective way of utilising the human resources. To secure the desired results, it is important that gender equality initiatives are based on the underlying causes of gender inequality.

**Women, as well as men, are therefore the target group for**

**the focused Danish initiative on women and equality.** Both women and men must be drawn into the process of change that is needed to produce positive results, and as far as possible that process should be based on African assumptions and priorities. Africa's women must be ensured political and economic equality as well as greater visibility and participation in political life, in civil society, in business life and in cooperation with donors.

The Government will:

- ✓ Continue to work with the Danish priority issue of promoting gender equality and the involvement of women in the economy, the political system and social contexts through specific and targeted initiatives.
- ✓ Earmark increased development assistance to promote gender equality in Africa.
- ✓ Support the work for equality between men and women in the Danish contribution as a whole and in the broader political dialogue, as well as in the cooperation on poverty reduction strategies.
- ✓ Ensure that women are involved in the planning, implementation and monitoring of the assistance and the national poverty reduction strategies.

**Women are not sufficiently included in the development process**

Today only just over a third of Africa's formal workforce are women, and only 16% of members of parliament are women.

*Source: UN/World Bank*

#### 4.5 Education for children and young people is vital

A significant and more powerful initiative is needed in the field of education in Africa to secure access to school attendance and quality of teaching for the just under 40 million children who do not attend school in Sub-Saharan Africa.

In recent years the numbers of children attending school in Africa have been rising rapidly, partly because of population growth and partly as a result of reforms in many Africa countries, which have resulted in free education and thereby made it easier for the poor to get their children into school. The



national educational systems find it difficult to cope with this growth, and in many places this affects quality.

Access to education is a human right and part of the UN's Convention on the Rights of the Child. It is the point of departure for Denmark's engagement. Education for all is a good investment and a precondition for long-term economic growth, but schooling and participation in primary education and lifelong learning activities also provide the individual African with better opportunities to look after his/her own life and participate in the decision-making processes in society. A massive effort is needed to secure the achievement of the UN's MDGs regarding access for all to primary education and particular measures to make sure that girls too remain in the educational system. But we must also aim at the adults.



Education and a little capital are often enough to get a production going that can provide a family with an income. Microcredit schemes are thus part of several Danish programmes in Africa.

Investment in adult education may lead to dramatic improvements in the economic, social, cultural and political spheres. The African countries ought themselves to devote more resources and conform to the international standards in the area, and the international donors should contribute by increasing existing input and making it more effective.

#### Too few of Africa's children attend school

While progress has been achieved in access to primary education, it is still the case that only 64% of African children attend school – and far fewer girls than boys complete their schooling. Vocational training and higher education often do not provide the qualifications that businesses are looking for.

*Source: UN/World Bank*

**There is a need to improve vocational training and the slightly lengthier education and training programmes in Africa and bring them into closer conformity with the labour market's needs through strong public/private partnerships.** Many young Africans who have undergone vocational training or higher education have difficulty finding relevant employment today, and this is often due to the fact that the programmes do not provide the skills that businesses require. At the same time, there is also a general need to provide more young people with the option of higher education, not least the women.

The Government will:

- ✓ Work to secure the right of African children to education by a continued expansion of access to education and by im-

proving the quality of the teaching. In particular there is a need to get more girls to attend school over a greater number of years.

- ✓ Increase the size of the present educational sector programmes in Africa over the next five years and explore the possibility of expanding the focus to include higher education too.
- ✓ Increase the Danish contribution to the international Fast-Track Initiative Fund, which supports the “Education for All” initiative.
- ✓ Ensure that education and capacity building form an integrated element in the concrete Danish development assistance initiatives.
- ✓ Strengthen vocational training in African countries based on the skills that businesses require.

#### 4.6 Support for weak and marginalised groups

It will also be necessary to continue to support weak and marginalised groups and secure their access to health and education. This applies to groups such as the disabled, orphans and children caught up in armed conflicts. There will continue to be a focus on the situation of indigenous peoples in Africa, who are to a great extent marginalised economically and politically, and suffer discrimination regarding access to public services.

#### 4.7 Strengthened initiative against HIV/AIDS

Almost two out of three people affected by HIV/AIDS are from Africa and just under 75% of those who died of AIDS in 2006 came from Sub-Saharan Africa. Geographically, HIV/AIDS is concentrated in Southern and Eastern Africa. HIV/AIDS has

been an enormous problem for Africa for many years. This is still the case, but now it seems as if the epidemic is beginning to abate. While there is still an increasing number of people with HIV in Southern Africa, the figures in several other African countries are falling or stabilising.

#### **HIV/AIDS kills millions in Africa and drains the continent of resources**

Of all those infected with HIV in the world, 64% are from Africa. 90% of all children with HIV are also from Africa. Women are the most severely affected and less than 50% of young Africans have an adequate knowledge of HIV/AIDS.

*Source: UN/World Bank*

The widespread epidemic of HIV/AIDS has had negative consequences in all social contexts, and there is a great need to strengthen the initiative against HIV/AIDS as a priority in the overall development effort in Africa. The initiative must be seen in close correlation with the work of promoting sexual and reproductive health and rights, which also takes account of the social context, involves both men and women (aiming in particular at young people) and secures access to contraception and health services. A key element will be the construction and enhancement of national health services, especially primary health care.

The Government will:

- ✓ Increase the allocations for the fight against HIV/AIDS significantly in Africa and work to integrate HIV/AIDS in the health sector programmes. This also involves initiatives

directed at alleviating the consequences of the HIV/AIDS epidemic, including orphans.

- ✓ Reinforce the initiative for capacity building and prevention, based on the two strategies, Strategy for Denmark's Support to the International Fight against HIV/AIDS

(2005) and The Promotion of Sexual and Reproductive Health and Rights (2006).

- ✓ Promote sexual and reproductive health and rights, including access to contraception and related health care services.



## 5. CONCLUSION

Denmark must make an extraordinary effort to ensure that the number of poor people in Africa does not continue to rise. Above all, we have a moral obligation to do this. But Africa as a more secure and prosperous continent and potential trading partner is also in our own interest. Denmark can make a difference, not least through its substantial long-term development assistance.. We must help to ensure that Africa becomes a part of globalisation, that regional cooperation is strengthened – both in terms of security policy and economics – and that a broader section of African society has a stake in development through a prioritisation of employment, young people and women.

The Government's Africa Strategy will be the foundation of Denmark's efforts in Africa in the coming years. Preparations have been made for strengthening the already substantial Danish input, but at the same time for broadening cooperation too. In drawing up its Africa Strategy, the Government has attached importance to an open dialogue with Danish and international stakeholders, partly to ensure the best possible product and partly to anchor Danish priorities more broadly. The next step will be the concrete implementation of the Government's objectives.

The Government considers it crucial that results can be demonstrated afterwards. A combined effort is required by Denmark, including civil society and Danish business, if we are to make the most of our efforts.





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