

DANSK RESUMÉ AF KONCEPTNOTE FOR HANDLINGSPLAN FOR POLITIKSAMMENHÆNG FOR UDVIKLING

Resumé:

Politikssammenhæng for udvikling er en tilgang, der har til formål at få nationale politikmål til at harmonere med bredere internationale eller globale mål for at undgå eller minimere negative konsekvenser for udviklingslandene. I stedet vil potentialet for positive synergieffekter på tværs af politikker blive efterstræbt for at skabe positive effekter på udviklingslandene. Dette vil medføre behov for afvejning af politiske hensyn samt kompromiser.

Konceptnotens beskriver, hvordan Danmark vil arbejde med politikssammenhæng for udvikling, herunder strategiske overvejelser og valg i processen for at fastlægge den danske tilgang. I noten præsenteres tre udvalgte prioritetsområder: fødevarerforsyningsikkerhed og klimaforandringer, handel og finansiering samt sikkerhed. En handlingsplan vil blive udarbejdet på baggrund af konceptnotens, og den vil fastlægge, hvordan Danmark vil styrke, prioritere, koordinere og gennemføre arbejdet med politikssammenhæng for udvikling. Handlingsplanen vil formulere politiske målsætninger under de valgte prioritetsområder samt identificere tre til fem konkrete politikspørsmål, som Danmark vil fokusere sin indsats på.

Den danske indsats vil være rettet mod EU-politikker, idet disse har langt større betydning for udviklingslandene end nationale politikker. Danmark vil anlægge en ressourceeffektiv tilgang til behandlingen af politikssammenhæng for udvikling, der bygger på eksisterende interministerielle koordinationsmekanismer og eksisterende strukturer for dialogen med Folketingets Udenrigsudvalg og Europaudvalg. Den danske ressourcebase vil fortsat blive inviteret til at bidrage til arbejdet med at fremme politikssammenhæng. Ejerskab og fælles forståelse for målsætninger på tværs af ministerområder er afgørende for fremskridt, hvis dagsordenen skal kunne løftes.

Dette papir er en forkortet dansk version, der sammenfatter hovedpointerne i den vedlagte engelske version af konceptnotens for "Shared Results – Denmark's Action Plan for Policy Coherence for Development".

1. Overordnet vision og rammer

Alle lande i verden deler et ansvar for, at der ikke vedtages eller gennemføres politikker, der underminerer mulighederne for at stimulere fremskridt og velstand andre steder i verden. Usammenhængende politikker hindrer ikke alene økonomisk vækst og fattigdomsbekæmpelse i udviklingslandene, men underminerer også effektiviteten og resultaterne af udviklingssamarbejdet. Økonomisk vækst og udvikling på global plan kan alene fremmes, hvis alle landes potentiale indfris. Europas langsigtede velstand afhænger således også af, om levestandarden for fattige mennesker i udviklingslande forbedres. Samarbejdet med udviklingslande vil desuden i stigende grad være rettet mod varetagelsen af fælles interesser og forpligtende samarbejde med det formål at beskytte og regulere globale offentlige goder.

Politikssammenhæng for udvikling skal forstås som et fælles ansvar for at undgå politikker, der hindrer udvikling, men i stedet tilstræbe at føre gensidigt understøttende politikker i fællesskab med udviklingslandene. Danmark ønsker med sin tilgang til politikssammenhæng for udvikling at sikre sammenhæng mellem nationale politiske målsætninger og bredere internationale eller globale udviklingspolitiske målsætninger med det formål at undgå eller minimere negative virkninger på udviklingslandene. I stedet vil potentialet i synergieffekter på tværs af politikområder søges udnyttet for at opnå positive effekter på udvikling. Usammenhængende politikker er ofte udtryk for interessekonflikter mere end blot manglende koordination eller utilstrækkelig information. Det

kræver kompromiser og politisk ejerskab fulgt op af klare og realistiske politikmål. Men der kan være situationer, hvor andre interesser vejere tungere end udviklingspolitiske målsætninger.

Målet om at øge politiksammenhæng for udvikling nyder stor politisk opbakning i den danske regering. En dansk handlingsplan for politiksammenhæng for udvikling vil søge at indfri de forpligtelser, som regeringen har formuleret i regeringsgrundlaget "Et Danmark der står sammen" (2011), strategi for Danmarks udviklingssamarbejde "Retten til et bedre liv" (2012), Lov om internationalt udviklingssamarbejde (2013), den nye handelspolitiske strategi (2013) og den strategiske ramme for Danmarks deltagelse i EU's udviklingssamarbejde "Fælles om en bedre verden" (2013).

Formålet med handlingsplanen for politiksammenhæng for udvikling er at formulere, hvordan Danmark kan styrke, prioritere, koordinere og gennemføre tiltag, der fremmer politiksammenhæng for udvikling. Handlingsplanen vil definere strategiske prioriteter og politiske målsætninger for danske indsatser, hvilke vil være gældende frem mod 2020, samt løbende identificere politik-spør, som skal forfølges.

2. Danmarks tilgang til politiksammenhæng for udvikling

Danmark vil anlægge en ambitiøs, men realistisk tilgang, der sætter fokus på udvalgte prioritetsområder for derigennem at sikre maksimal gennemslagskraft og en effektiv ressourceanvendelse. Danmark vil bygge på erfaringer fra andre ligesindede lande, når der etableres en national mekanisme for politiksammenhæng for udvikling. Nedenfor beskrives en række strategiske overvejelser og valg, der er gjort i forbindelse med fastlæggelsen af den danske tilgang:

Politisk opbakning og ejerskab på tværs af regeringen: For at opnå fremskridt med dagsordenen for politiksammenhæng for udvikling er det nødvendigt med politisk interesse, støtte og ejerskab på tværs af relevante ministerier. Det er nødvendigt at skabe en fælles forståelse af målsætninger og handlemuligheder. Derfor vil relevante ministerier, hvis ressortområder påvirker udviklingslandene, være inddraget og engageret i processen med at identificere prioriteter og aktiviteter for den danske indsats for politiksammenhæng for udvikling.

Fokus på EU-politikker: EU's fælles politikker har langt større betydning for udviklingslandene end nationale politikker. Derfor vil den danske tilgang til politiksammenhæng for udvikling være fokuseret på EU og på EU's politikker. Der er i EU stærke politiske og juridiske forpligtelser i forhold til politiksammenhæng for udvikling, bl.a. i Lissabon-traktaten. Danmark vil arbejde for, at disse ambitioner omsættes til handling ved at støtte EU i arbejdet med at institutionalisere behandlingen af politiksammenhæng for udvikling. Det gælder blandt andet EU's lovgivningsarbejde, men også at fremme politiske drøftelser om dilemmaer relateret til politiksammenhæng for udvikling. Med global tilstedeværelse i godt 140 lande har EU også en væsentlig komparativ fordel i forhold til dets medlemslande i forhold til at føre dialog på landeniveau om politiksammenhæng for udvikling.

En ressourceeffektiv tilgang til interministeriel behandling af politiksammenhæng for udvikling: Erfaringer fra andre sammenlignelige lande viser, at nationale mekanismer for at sikre politiksammenhæng for udvikling bør baseres på den eksisterende forvaltningskultur. Danmark vil derfor ikke opbygge nye enheder eller særskilte koordinationsystemer, men i stedet forankre arbejdet i eksisterende strukturer for at sikre ejerskab på tværs af ministerierne. Specialudvalget for udviklingspolitiske spørgsmål, der er en del af den danske EU-beslutningsproces, er en interministeriel koordinationsmekanisme, som har til opgave at sikre sammenhæng i behandling af

EU-sager, der vedrører udviklingsområdet. Specialudvalget vil i fremtiden fungere som platform for interministeriel dialog og koordination af emner relateret til politikssammenhæng for udvikling.

Formulering af prioriteter: For at opnå konkrete resultater vil Danmark fokusere indsatsen for politikssammenhæng for udvikling på et begrænset antal strategiske prioriteter, og der vil inden for disse prioriteter blive formuleret politiske målsætninger og tre til fem konkrete politikspor. På baggrund af en årlig screening af EU-kommissionens arbejdsprogram vil specialudvalget for udviklingspolitiske spørgsmål vurdere, hvilke konkrete politikspor, som Danmark vil forfølge med henblik på at understøtte de politiske målsætninger. Der vil i udvælgelsen af politikspor blive lagt vægt på, at Danmark kan fungere som forandringsagent og bidrage med merværdi i politikprocessen. Den danske ressourcebase vil blive inviteret til at komme med input til den årlige proces.

Viden og erfaringsopsamling: Politikker kan påvirke udviklingslande og befolkningsgrupper forskelligt. Uden den fornødne investering i evidensbaseret forskning i virkninger af EU-politikker for udviklingslande er det vanskeligt at fremme politikssammenhæng. Dataindsamling er en ressourcetung opgave, og der eksisterer et fælles behov for at forbedre den internationale kapacitet til at udføre fælles analyser og dele viden. EU's egne konsekvensanalyser, der udarbejdes i forbindelse med bl.a. lovforslag er et vigtigt værktøj, og Danmark vil arbejde for at sikre, at udviklingskriterier bliver inddraget i analyserne. En systematisk dialog med udviklingslandenes regeringer, civilsamfund og den akademiske verden gennem blandt andet EU's delegationer om konsekvenser af EU's politikker er også afgørende for at skabe den viden, der er nødvendig for at skabe sammenhængende politikker i forbindelse med politikudvikling.

Dialog og afrapportering: Civilsamfundet, private aktører, Folketinget og partnere i udviklingslande vil blive inddraget systematisk i arbejdet med at fremme politikssammenhæng for udvikling, bl.a. i forbindelse med den årlige screening af mulige politikspor for den danske indsats. Dialog med relevante udvalg i Folketinget om politikssammenhæng for udvikling vil finde sted som del af den danske EU-beslutningsprocedure, herunder i forbindelse med udviklingsministerens halvårslige forelæggelser af Udenrigsrådet (udvikling) for Folketingets Udenrigsudvalg og Europaudvalg. Danmarks indsats for politikssammenhæng for udvikling i EU-regi vil blive beskrevet i Udenrigsministeriet/Danidas årsrapport. EU's egen rapport om politikssammenhæng for udvikling, som udarbejdes hvert andet år, vil blive anvendt til at følge fremgang i såvel EU's institutionelle håndtering af politikssammenhæng for udvikling som fremskridt indenfor de enkelte prioritetsområder.

3. Strategiske prioritetsområder

Den danske indsats for politikssammenhæng for udvikling vil fokusere på følgende tre strategiske prioritetsområder, der alle ligger inden for EU's nuværende fokusområder for politikssammenhæng for udvikling: 1) Fødevarerforsyningsikkerhed og klimaforandringer, 2) handel og finansiering og 3) sikkerhed. Disse prioritetsområder repræsenterer danske styrkeområder og komplementerer danske udviklingspolitiske strategier, strategiske rammer og handlingsplaner. Inden for disse strategiske prioritetsområder vil der som led i handlingsplanen blive formuleret konkrete politiske målsætninger. Der vil yderligere blive identificeret i alt tre til fem konkrete politikspor, som vil blive forfulgt de kommende år for at understøtte de politiske målsætninger.

Fødevarerforsyningsikkerhed og klima

Den globale middelklasse forventes at vokse til tre milliarder mennesker i 2030, og det vil øge efterspørgslen på energi med 45 procent, på vand med 30 procent og på fødevarer med 50 procent. Samtidig forventes det øgede pres på naturressourcer i udviklingslande at resultere i høje

og ustabile priser på fødevarer og ressourcer pga. befolkningsstigning, ikke-bæredygtigt forbrug og produktionsmønstre samt klimaforandringer. Udviklingslande er mere sårbare over for resultaterne af klimaforandringer, og modstandsdygtighed i forhold til klimaforandringer og fødevarerforsyningsikkerhed nødvendiggør en holistisk tilgang.

Fremme af politiksammenhæng indenfor fødevarerforsyningsikkerhed og klima er komplekst. En særlig udfordring er de konkurrerende målsætninger om øget landbrugsproduktivitet, øget anvendelse af bioenergi, nedbringelse af vandforbrug og affald samt reduktion af gødning og pesticider, klimaforandringer, tab af skovarealer og andre økosystemer. Vækst i landbrugssektoren har større effekt på økonomisk udvikling, beskæftigelse og fattigdomsbekæmpelse end vækst i nogen anden sektor, men det er også en af de sektorer, der er mest påvirket af klimaforandringer.

Som konkret politikspor inden for politiksammenhæng for udvikling kan Danmark eksempelvis arbejde for at sikre, at EU fremmer et grønt globalt landbrugs- og handelssystem, der støtter udviklingslande med at prioritere og gennemføre bæredygtige løsninger. Danmark kan arbejde for at sikre, at EU's energi- og naturressourcepolitikker ikke påvirker udviklingslandenes fødevarer- og ernæringsikkerhed negativt og samtidig arbejde for at sikre sammenhæng og synergi mellem EU's klimapolitik og EU's målsætninger på udviklingsområdet. Adgang til jord er livsgrundlaget for mange mennesker i udviklingslande. EU skal støtte jord- og ejendomsrettigheder i udviklingslande for at sikre, at fødevarerproduktion og lokale folks livsgrundlag ikke undermineres af eksternt opkøb af jord og ejendom. Biobrændsel er et område, hvor priser, politikker og effekter på jord kan have både lokal og global påvirkning på fødevarerikkerhed og fødevarerpriser. Men koblingen mellem biobrændsel og fødevarerikkerhed er ikke entydig, og evalueringerne af disse bør være multifacetterede og tage hensyn til den konkrete kontekst.

Handel og finansiering

Mange udviklingslande nyder godt af stigende økonomisk vækst, handel, regional integration og højere investeringsrater. Dette gør landene mindre afhængige af udviklingsbistand og åbner samtidig op for nye muligheder for samarbejde og handelsrelationer - også for Danmark. Men en række af verdens fattigste lande falder fortsat agterud på grund af mangelfuld integration i det internationale handelssystem. Samtidig mister udviklingslande, herunder danske prioritetslande, milliarder hvert år som følge af ulovlige pengestrømme med forbindelse til kriminalitet, korruption og skatteunddragelse. Disse milliarder kunne have finansieret en bedre offentlig sektor i udviklingslandene.

Øget regional og økonomisk integration fremmer og forenkler samhandel mellem udviklingslande. Som konkret politikspor inden for politiksammenhæng for udvikling kan Danmark eksempelvis støtte EU's bestræbelser for at sikre, at standarder og tekniske krav ikke bliver handelsbarrierer, samt støtte øget EU-samarbejde med regionale organisationer såsom EAC og ECOWAS. Danmark kan også arbejde for, at EU udviser fleksibilitet i forhandlingerne om frihandelsaftaler med de fattigste udviklingslande. I den forbindelse bør fokus være på bæredygtighed og markedsadgang, herunder i forhold til liberalisering af grønne produkter samt fremme af menneskerettigheder og arbejdstagerrettigheder. EU's frihandelsaftaler med andre udviklede lande kan også gavne udviklingslandene. En mere systematisk evaluering af effekterne af frihandelsaftalerne på udviklingslande og bæredygtig udvikling bør derfor fremmes.

Danmark kan også støtte EU-tiltag, der fremmer systemer til national ressourcemobilisering i udviklingslande, oftest i form af mere effektiv skatteinddrivning. Det kunne også være fremme af synergieffekter imellem EU's arbejde for at bekæmpe skattesnyd og skatteunddragelse og EU's arbejde for at fremme god regeringsførelse indenfor skatteområdet. Et eksempel er det nye

regnskabsdirektiv vedtaget i 2013, som har indført krav om land-til-land rapportering for store udvindings- og skovdriftsvirksomheder med henblik på blandt andet at øge gennemsigtigheden af virksomhedernes betalinger for at udnytte naturressourcer, særligt i udviklingslande.

Sikkerhed

Stabilitet og sikkerhed er tæt forbundet med udvikling, fattigdomsbekæmpelse og fremme af menneskerettigheder. Verdensbanken og OECD forventer, at mere end halvdelen af verdens fattige lever i skrøbelige stater i 2015. Som en konsekvens af dette har både EU og Danmark øget samarbejdet med skrøbelige stater samt øget fokus på konfliktforebyggelse, statsopbygning og fredsopbygning. EU har en unik styrke i forhold til at anvende en bred vifte af udenrigs-, udviklings-, finansielle og sikkerhedspolitikker til at takle disse komplekse problemstillinger. Heri ligger der muligheder for at sikre politiksammenhæng for udvikling og sammentænkte indsatser.

Danmark vil arbejde for at styrke koordinationen og komplementariteten mellem sikkerheds- og udviklingsmålsætninger i EU, alt imens der fastholdes et fokus på fattigdomsbekæmpelse. EU skal være bedre til at udnytte Den Fælles Udenrigstjenestes potentiale til at sikre politiksammenhæng på tværs af alle EU's udenrigspolitiske områder for at udnytte synergieffekter og dermed styrke resultaterne af de samlede indsatser. Som konkrete politikspor inden for politiksammenhæng for udvikling kan Danmark eksempelvis fokusere på tiltag mod pirateri i Vestafrika og bekæmpelse af seksuel vold i konfliktsituationer.

SHARED RESULTS
- Denmark's Action Plan for Policy Coherence for Development

CONCEPT NOTE

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This concept note clarifies the concept of policy coherence for development (PCD), presents strategic considerations and choices made in the process towards determining Denmark's approach to this area, and describes the priority areas selected for future work on PCD.

An action plan will be developed based on this concept note. It will formulate how Denmark can strengthen, prioritise, coordinate and implement efforts in promoting policy coherence for development focusing on the EU. The action plan will include three to five specific activities and political tracks to be followed within the selected priority areas.

This concept note is the result of an inclusive and transparent process, close cooperation with ministries participating in the Special Committee for Development Policy Issues. Constructive inputs from the resource base have been received in connection with the public hearing, and will along with discussions in the Council for Development Policy and the Foreign Affairs Committee of the Danish Parliament be taken into account when drafting the action plan.

1. Overall vision and context of Denmark's approach

All countries share a responsibility in avoiding formulating and implementing policies that undermine the possibilities of stimulating progress and well-being elsewhere in the world. To drive forward global economic growth and development, the potential of all countries must be fulfilled. As such, safeguarding Europe's long-term prosperity also depends on our ability to improve living standards of poor people in developing countries. Future cooperation with developing countries is increasingly directed towards the promotion of collective interests and effective engagement to protect and regulate global public goods that are in the interest of everyone. Striving towards fulfilling this shared responsibility to not impede development and instead pursue mutually supportive policies and collective interests together with the developing world is known as *policy coherence for development*.

“Policy coherence means different policy communities working together in ways that result in more powerful tools and products for all concerned. It means looking for synergies and complementarities and filling gaps among different policy areas so as to meet common and shared objectives.” (OECD)

Pursuing policy coherence for development in a changing global context entails giving priority to collective action, realising synergies, opportunities and win-win situations. It builds common ground on how to make efforts in key policy areas relevant for developing countries more coherent and effective. It is a global policy tool that helps facilitate collective action to create enabling environments conducive to development for all countries.

In its approach to policy coherence for development, Denmark will seek to reconcile domestic policy objectives with broader international or global objectives with the view to avoid or minimise negative spill-over effects and the impacts of policies that adversely affect development. Instead the potential of positive synergies across policies to foster positive effects on development will be exploited. Not only do incoherent policies impede developing countries' ability to achieve economic growth and poverty alleviation, but they also greatly undermine the effectiveness of development cooperation and development aid.

Incoherent policies are often a matter of conflict of interests more than lack of coordination or insufficient information. This entails trade-offs and compromise, requiring political ownership and choices accompanied by clear and realistic political objectives. However, it is also acknowledged that some issues may be subject to interests outweighing a trade-off to be made with the objectives of development cooperation.

The aim of increasing policy coherence for development enjoys political support in the Danish government, and has since the last two years initiated progressive changes in its development policy that underpins commitment to strengthen the efforts in this area. The Danish action plan on policy coherence for development will seek to realise commitments made in the government platform “A Denmark that stands together” (2011), Denmark's development policy strategy “The Right to a Better Life” (2012), the new International Development Cooperation Act (2013), the New Trade Policy Strategy (2013) and the Strategic Framework on Denmark's Participation in the EU's Development Cooperation, “Together for a better World” (2013).

Studies from the OECD/DAC and other international partners have accentuated the need to establish coordination and reporting systems able to provide greater coherence between those sectors and policy areas that affect developing countries. The Ministry of Foreign Affairs have continually but on an ad-hoc basis worked with policy coherence for development issues in

close collaboration with other ministries over the last years, but is yet to establish more formal tools for systematically dealing with such issues. This has been noted in the last three peer reviews of Denmark's development cooperation made by the OECD in 2003, 2007 and 2011.

The aim of the action plan for policy coherence for development is to formulate how Denmark can strengthen, prioritise, coordinate and implement efforts in promoting policy coherence for development. The action plan will define strategic priorities and policy objectives for Danish engagement, which will apply up until 2020, and will also include policy tracks and initiatives to be pursued. The specific policy tracks will, however, be subject to annual assessments.

2. Denmark's Approach: Pursuing coherent policies in the EU

Pursuing policy coherence for development is an exceptionally difficult task in practice. It is an integral political concept that requires political ownership and choices at the highest possible level accompanied by clear and realistic objectives. Denmark will apply an ambitious but realistic approach, entailing engagement in selected priority areas in order to focus resources and maximise impact.

In its approach, Denmark will build on the lessons-learned from other likeminded countries when establishing its national tool for PCD. The European Centre for Development Policy Management prepared a study for the Danish Ministry of Foreign Affairs in the spring of 2013 on the experiences of other EU member states with implementing policy coherence for development¹.

In the following, the strategic considerations and choices made in the process of determining Denmark's approach to policy coherence for development are presented.

Political support and ownership across government and ministries: Policy coherence for development not only relates to the Ministry of Foreign Affairs, nor is it only a technical matter. Without broad ownership and political sponsorship across the government and across line ministries progress is not likely to be made. Developing and sustaining high levels of political interest and support for policy coherence for development is imperative and can become the greatest challenge, if a common understanding of objectives and channels of action is not created. Therefore, all relevant ministries whose mandates may affect developing countries have been and will continue to be included and engaged in the developing and deciding priorities and activities in the action plan.

Concentrating efforts on EU-policies: During the last ten years, policy coherence for development has gained prominence in the EU and has been underpinned by strong political and legal commitments². The obligations of the European Union are Denmark's obligations, and Denmark will work to translate these ambitions into action by supporting the EU in assuring that its policies do not impact developing countries negatively. Combined with Denmark's strong position in EU development cooperation, the acknowledgement that neither Denmark nor any other individual Member State may lift this agenda alone, and further that it is in the

¹ ECDPM: ["Insights from Developments in National Policy Coherence for Development Systems: Key Cross Cutting Issues and Dilemmas"](#).

² E.g. in the Lisbon Treaty, article 208 which reads: "The union shall take into account the objectives of development cooperation in the policies that it implements which are likely to affect developing countries"

EU decisions on policies with the greatest impact on developing countries are taken, implies that Denmark will work through the EU and concentrate efforts on EU-policies. With its global presence in more than 140 countries, the EU has striking comparative advantages to any of its member states in maintaining country-level dialogue on PCD with developing countries. The EU generally pursues policy coherence for development within twelve priority areas with current emphasis on five of these. These are food security, trade and finance, climate change, security and migration. Denmark will also focus its PCD-efforts within these areas in order to complement work.

A resource effective approach to inter-ministerial handling: Lessons learned from other countries shows that the configuration and dynamics of national tools for policy coherence for development should be based upon the governance and administrative culture in place. Denmark will thus not seek to build new units or separate coordination systems but rather base its work on existing structures in order to ensure efficiency and ownership across ministries. The Special Committee for Development Policy Issues, created as part of the Danish EU-decision making process, is an inter-ministerial coordination mechanism set in place to ensure coherence across ministries. Today, it handles EU-files under the Foreign Affairs Council in so far as it deals with development. This committee will in future become the platform for inter-ministerial dialogue and coordination of PCD-related issues, including the task of identifying processes and policy tracks to be pursued within the strategic priorities. If necessary other EU special committees can be engaged on specific issues.

Priority setting: Experience shows that setting political objectives and priorities within a limited number of issues is of key importance in order to ensure concrete outcomes on PCD. Denmark's approach will be thematic and issue-based and will take a forward-look. In this concept note the more overall priority areas have been selected while more concrete policy objectives will be identified as part of the action plan. The more specific and immediate policy tracks and processes in which Denmark will engage within these priority areas supporting the policy objectives will depend upon an analysis of on-going and forthcoming initiatives and policy proposals in the EU. This screening will take place on a yearly basis, taking outset in the European Commission's annual work programme. Based on the screening, the Special Committee for Development Policy Issues will decide to engage in a limited number of issues for the next year(s) and set specific goals for the outcomes to be obtained. The Danish resource base will be invited to contribute with input in this process. In setting the priorities and objectives, it will be considered where Denmark is able to act as an agent of change and add value to the policy processes.

Evidence: The consequences of policies differ according to context. Without investment in evidence-driven research on the (potential) impact of EU policies on developing countries, commitments and institutional arrangements for policy coherence for development will continue to lack the necessary traction and evidence. Feedback from developing countries on the impact of policies on development is fundamental to generate the necessary evidence to inform policy. As no single EU member state has the capacity or resources to conduct such data-gathering work solely on their own, a common need exists to improve our capacity for performing joint analyses and sharing knowledge. EU impact assessments are important tools and Denmark will work to ensure that these are shaped to take incoherencies and PCD-issues into account. Denmark will promote that EU-delegations engage in a more systematic dialogue with partner countries including the civil society, academia etc. in order to obtain information on country-specific impacts of EU-policies. Denmark will also work with relevant partners

(EU, OECD, think tanks, academia and research institutes) at both international and national level to build more systematic approaches to evidence-based analyses with involvement of developing countries.

Dialogue and reporting: Dialogue and engaging with civil society, private actors, parliamentary stakeholders and developing countries is essential in ensuring that policy coherence for development can bring about real outcomes. The involvement of these actors will therefore be made more systematic, e.g. in connection with the annual screening of the policy tracks for Danish engagement. Dialogue with relevant parliamentary committees on PCD-issues will take place in the framework of the Danish EU-decision procedures, including in connection with the Development Minister's biannual meetings with the Foreign Affairs Committee and European Affairs Committee on preparation of the Foreign Affairs Council (Development). Experience shows that a flexible dialogue-based approach is preferable to heavy ex-post reporting. Results in the work on policy coherence for development in the EU will be reported annually in the Ministry of Foreign Affairs annual report. The biennial reports of the EU will be utilised as a basis for following progress in the EU on the institutional handling of PCD as well as within the individual priority areas.

3. Strategic priority areas

The Special Committee on Development Policy Issues has agreed to focus on the following three strategic priority areas in the action plan for policy coherence for development: 1) *Food security and climate change*, 2) *trade and finance*, and 3) *security*. These priority areas represent Danish strongholds and complement efforts and strategic orientations as set out in other political strategies, strategic frameworks and action plans. It is foreseen that a total of three to five policy tracks and issues within these selected priority areas will be pursued for the next years. These will be agreed upon in the process of developing the action plan. The input and responses received by the civil society organisations in this regard will be taken into due consideration in this process. The identified policy tracks and issues will be subject to a continuous assessment and pursued as long as their relevance remains intact.

Food security and climate change

The global middle-class is expected to increase by 3 billion in 2030 and increase demands for energy with 45 per cent, for water with 30 per cent and for food with 50 per cent. Simultaneously, pressure to natural resources in developing countries is expected to result in high and unstable prices on food and resources due to population growth, unsustainable consumption and production patterns and climate changes.

Addressing issues of incoherence within food security and climate change is a complex and multi-dimensional matter. The challenges include improving agricultural productivity as well as research and innovation systems; reducing waste as well as water usage; reconciling increased agricultural productivity with other potentially competing objectives and constraints such as bioenergy, water scarcity and quality, climate change, loss of forests and other ecosystems and use of fertilizers and pesticides.

The changing climate in many developing countries may affect rainfalls, water, land, forests and biodiversity entailing shifts in food production and implications for agriculture. Developing countries are more vulnerable to the effects of climate change than other countries. As important as the changes to food production and agricultural productivity is the question of distribution of and access to food. Building resilience to climate change and reducing

vulnerability to food security requires a holistic approach pursuing sustainability on several fronts.

Denmark can work to ensure that the EU advances a green global agricultural and trade system that supports developing countries in choosing and applying sustainable solutions to development challenges. Growth in the agricultural sector has a greater impact on economic development, employment and poverty alleviation than growth in any other sector, but is also one of the sectors hit hardest by climate change. In relations to partner countries, the EU should push to make agricultural and food industries drivers for a sustainable and inclusive growth, addressing vulnerability and adaptation of local farming to climate changes through strengthening resilience of food production systems and food producing communities.

Denmark can work to ensure EU energy and natural resource policies are not negatively affecting developing countries' food and nutrition security, while working to increase coherence and synergy between EU climate change policies and EU development objectives. EU's work to secure access to food in developing countries must not be undermined in the pursuit for economic growth or increased energy security.

Furthermore, Denmark can take an active role in working for a climate mechanism REDD+ (Reduction of Emissions from Deforestation and Forest Degradation) that includes non-carbon benefits for indigenous people and vulnerable forest-dependent populations. This will include more analysis and knowledge on non-carbon benefits and their relations to safeguards in the context of REDD+.

Access to land is the basis for the livelihood of many people in developing countries. The EU needs to support land and property rights in developing countries to ensure that food production and the livelihood of local people are not undermined through external acquisition of land. Biofuels is one issue in which prices, policies and land effects may have both local and global impacts on food security and food prices. Denmark will promote ambitious sustainability criteria for the use of biofuels. However, the links between biofuels and food security are complex and the assessments of such should thus be multi-faceted and contextualized.

Trade and finance

Many developing countries profit from increasing economic growth, trade, regional integration, and higher investment rates, making them less dependent on development aid and opening up new possibilities for cooperation and trade relations, including with Denmark. However, with the growth in several developing countries, some of the world's poorest countries are being left behind in the quest for economic growth through inadequate integration into the international trade system. Simultaneously, developing countries including Danish priority countries lose billions every year due to illicit financial flows connected with crime, corruption and tax evasion - funds that could have otherwise financed public services.

Technical trade barriers remain a challenge for developing countries, as the reciprocal opening of markets moves beyond solely negotiating tariff barriers becomes increasingly complex. Denmark can support EU efforts to ensure that standards and technical demands do not become barriers to trade. Increased regional economic integration encourages and simplifies trade. Denmark can focus efforts in supporting increased EU cooperation with regional organizations such as EAC and ECOWAS to facilitate increased regional integration. Denmark will also work to ensure that EU exercises flexibility in the negotiations of free trade agreements with the poorest developing countries, giving attention to the interests of these when it comes to sustainability and market access, and advancing human rights and employee

rights, including ILO conventions. EU's free trade agreements with other developed countries, as e.g. with the USA, can also benefit developing countries. The EU should more systematically evaluate the effects of the new chapters on sustainable development in the free trade agreements, instead of concentrating on ex-ante assessments. These assessments should provide information on consequences for developing countries of the free trade agreement and be used to strengthen the content of chapters on sustainable development in future free trade agreements. Further possibilities of promoting green chapters in free trade agreements can be explored allowing swifter liberalisation of green energy products and encouraging green growth.

Denmark can also support the EU in promoting high standards from European enterprises engaging in developing countries. European enterprises are well placed to transfer their high standards and practices on human rights and labour rights, environmental protection and anti-corruption to business operations in developing countries.

Denmark can support EU efforts to promote systems for mobilising domestic resources in developing countries, and can work to promote synergies between EU efforts to fight tax fraud and tax evasion, as well as EU efforts to promote good governance in tax matters.

Revenue from natural resources should benefit the population and help finance public services and reform. The new EU Accounting Directive adopted in June 2013 introduces a new obligation for large extractive and logging companies in the EU to report the payments they make to governments on a country-by-country basis. The new disclosure requirement will improve the transparency of payments made to governments all over the world by extractive and logging industries. Such disclosure will provide civil society in resource-rich countries with the information needed to hold governments to account for any income made through the exploitation of natural resources. Denmark will continue to support the EU's efforts in this area and close links can be made to the implementation plan for Danish engagement in tax and development in its development cooperation. In this connection the Special Committee will look into the concrete suggestions for the action plan received by the civil society organisations regarding fighting illicit financial flows and promoting financial transparency as well as more effective and fair taxation of extraction of natural resources.

Security

Stability and security are closely interrelated with development, poverty reduction and advancement of human rights. The EU is uniquely equipped to tackle these complex and interrelated challenges. The principal strength of the EU is the wide array of political, developmental, financial, and security tools at its disposal. For instance, EU development assistance targeting poverty eradication can be strengthened by active use of other EU tools where relevant.

These considerations are not least pertinent to fragile and conflict-ridden states. The World Bank and OECD predict that more than half of the world's poor will be living in fragile states by 2015. Overall, fragile states are by far underperforming on UN development targets and no fragile or conflict-ridden country has reached the 2015 goals. As a consequence, both EU and Denmark have increased their cooperation with fragile states and efforts within conflict prevention, state building and peace building.

It is within the interplay between the EU's many different instruments that the necessity of pursuing PCD in the context of security becomes evident. A coherent and whole-of-EU approach to fragile states is required to ensure that development cooperation objectives and

humanitarian principles are not compromised by insufficient coordination and recognition from other actors.

Denmark will work to strengthen coordination and complementarity between security and development objectives in the EU, while maintaining focus on poverty reduction. The EU needs to better exploit the potential of the European External Action Service in ensuring policy coherence across all EU foreign policy instruments and actors to create synergies and thereby strengthen the combined development efforts. Guiding efforts in this direction can have wide-ranging consequences, bearing the EU's presence in more than 140 countries in mind.

Possible areas for Danish engagement could be anti-piracy efforts in West Africa, focusing on regional coordination, capacity building and poverty reduction, linking it to EU's regional strategy for the Sahel.

Another issue for further exploration for the action plan is sexual violence in conflicts. In addition to the physical and psychological trauma suffered by survivors, sexual violence adds to ethnic, sectarian and other divisions, which engrains conflict and instability and undermines peace-building and stabilisation efforts. Yet the overwhelming majority of survivors never receive justice and face considerable challenges in accessing the medical, psycho-social or economic support necessary to help them rebuild their lives. A range of responses which address prevention, protection and access to justice are therefore required. Denmark can encourage the EU to play a major role in supporting this agenda.