

Udenrigsudvalget  
URU alm. del - Bilag 72  
Offentligt



**Mellemfolkeligt Samvirke**

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International Co-operation

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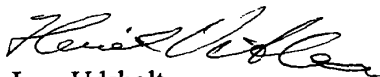
8 december 2004

Vedr. Henvendelse til Udviklingsministeren vedr. DAC kriterier for udviklingsbistand

Hermed fremsendes til Udenrigsudvalgets orientering kopi af en henvendelse til Udviklingsministeren fremsendt af Mellemfolkeligt Samvirke og Folkekirkens Nødhjælp.

Det er vort håb, at udvalget vil tage spørgsmålet op og være med til at sikre, at Danmark i OECDs DAC komite modsætter sig en udvidelse af DAC kriterierne og fastholder at udviklingsarbejdets primære fokus på fattigdomsreduktion fastholdes.

Venlig hilsen

  
A  
Lars Udsholt  
Generalsekretær



7. december 2004

Udviklingsminister  
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Kære Bertel Haarder

Ved det kommende senior level møde i OECDs Development Assistance Committee (DAC) d. 8.-9. december vil der på dagsordenen være en drøftelse af muligheden for at udvide kriterierne for, hvilke aktiviteter der ifølge DAC kan kategoriseres som udviklingsbistand. Af særlig betydning vil være overvejelser om at inkludere nye sikkerheds- og konfliktrelaterede udgifter.


Vi er stærkt bekymrede over denne udvikling. Mens vi anerkender, at der er gode grunde til at igangsætte og støtte konfliktløsende, fredsbevarende og andre sikkerhedsrelaterede initiativer, er det vor klare opfattelse, at de militære udgifter og en stor del af sikkerheds komponenterne ikke på nogen måde bør finansieres af de midler, der er afsat til udviklingssamarbejde. Vedlagte notat fra vort europæiske Global Security and Development Network uddyber vore synspunkter herom.

Der er behov for at donorlandene forbedrer og forøger investeringerne i både sikkerhed og udvikling, men dette må ikke resultere i at sikkerhed finansieres på bekostning af udvikling indenfor de i forvejen begrænsede rammer.


Folkekirkens Nødhjælp og MS har sammen med flere andre organisationer så sent som i går i en kronik i Politiken (6.12.04.) påpeget, at prioriteringerne for dansk udviklingsbistand sløres, når det talmæssige grundlag er uklart eller rammerne ændres. En udvidelse af DAC kriterierne vil kun bidrage til en sådan sløring og være stik imod det officielle danske mål om at fokusere udviklingssamarbejdet på at reducere global fattigdom, så vi opfylder FNs 2015 mål.

Vi vil derfor på det stærkeste opfordre dig til at sikre, at Danmark ved DAC mødet i denne uge og ved det efterfølgende møde i marts 2005 modsætter sig en udvidelse af DAC kriterierne og fastholder at udviklingssamarbejdets primære fokus fastholdes.

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Bilag: Civil Society Statement on the OECD Development Assistance Committee Senior Level Meeting, December 8-9, 2004

cc. Udviklingspolitisk kontor, Kontorchef Finn Jønck

**CIVIL SOCIETY STATEMENT ON THE  
OECD DEVELOPMENT ASSISTANCE COMMITTEE  
SENIOR LEVEL MEETING, DECEMBER 8-9, 2004**

**Official Development Assistance, Poverty Eradication and the Millennium Development Goals**

Today, 2.7 billion people live in poverty, with more than 1 billion of these living in extreme poverty. Figures showing gradual decreases in global poverty rates hide the stagnation in poverty reduction in Africa, and growing inequality in India, Brazil and China. In response, the international community has committed to the Millennium Development Goals (MDGs) in the UN Millennium Declaration of 2000. Leaders acknowledged that 'in addition to our separate responsibilities to our individual societies, we have a collective responsibility to uphold the principles of human dignity, equality and equity at the global level'. At the end of 2004, many of the poorest developing countries are in grave danger of failing to meet most of these goals by their 2015 deadline.

The UN Zedillo Report suggests that an additional US\$50 billion per year is required to meet the MDGs. Were all donor governments to meet the 0.7% of GNI target for official development assistance (ODA), this estimate of additional aid could be met. But donors - even with promised aid increases - are far from meeting this pledge. Aid remains close to an all-time low.

The existing and internationally agreed mandate for ODA is drastically under-funded, and yet some donors have pushed to expand the ODA eligibility criteria to include debt forgiveness, refugee and asylum-related costs in donor countries and projects under the 'clean development mechanism'. This dilution of ODA definition undermines the focus of ODA on poverty eradication and the MDGs.

**Peace, Security and Development Co-operation**

*Conflict, Security and Development:*

In 2003, the number of advanced armed conflicts totalled 36 in 28 countries, with over four fifths of these occurring in Africa and Asia. The world's poor remain the most affected by violent conflict. Both the day-to-day and the long term impacts of these conflicts on the human rights, livelihoods and basic survival of people living in poverty is one of the most pressing issues facing donor and recipient countries alike.

There are a variety of legitimate mechanisms through which the international community can and should intervene to save lives in situations of violent conflict. Humanitarian assistance, human rights promotion, peacekeeping forces, peace support instruments and,

in extreme cases, support for military intervention, all action on the part of the international community. In addition, holistic approaches to development co-operation and conflict prevention are prerequisites for peace and stability in the long-term.

*Key issues in international responses:*

In the multi-faceted responses of the international community to situations of violent conflict, two issues are key.

First, the division of roles between military and civilian actors must be made and kept clear. Security-related tasks of a military nature are the responsibility of defence institutions and military forces; scrutinised and held accountable through democratic political oversight. Civilian government ministries, multilateral institutions and NGOs are responsible for humanitarian assistance, peacebuilding, reconstruction and rehabilitation. In the absence of clearly defined and distinct roles for humanitarian and military workers, humanitarian and development work is hampered, local and international humanitarian aid workers are endangered, and the independence of humanitarian organisations is threatened.

Second, the financing of international initiatives in situations of violent conflict should reflect the mandates of the various institutions involved, and the distinct roles noted above. This question of who should fund initiatives at the interface of peace, security and development, and with what monies, is at the heart of an ongoing debate at the Development Assistance Committee at the OECD.

*On-going debate at the DAC:*

NGOs appreciate the work of the DAC in the late 1990s in setting out a useful summary of the contributions of aid to best practices in *The DAC Guidelines Helping Prevent Violent Conflict*. However, with the release of its April 2003 discussion paper "A Development Co-operation Lens on Terrorism Prevention", the DAC risks losing these lessons by manipulating ODA in response to a narrow counter-terror agenda in the post September 11 era.

At its April 2004 High Level Meeting, DAC Ministers recognised that 'security and development are inextricably linked: conflict kills the prospects for broad-based growth. (...) And without development, there can be no sustainable human security.' They agreed to expand ODA criteria to include activities relating to preventing the recruitment of child soldiers, enhancing civil society's role in the security system, and civilian oversight and democratic control of security expenditure. These were largely uncontroversial.

Issues relating to the support of Southern Peace Support Operations by military forces from developing countries, as well as reform and training of security forces, were put to the Conflict Peace and Development Committee of the DAC for further consideration. The December 8-9, 2004 Senior Level Meeting will involve discussion of these issues among senior aid officials, and DAC Ministers will make decisions relating to ODA eligibility on these issues at the High Level Meeting in March 2005.

*Official Development Assistance and Policy Coherence:*

Some, within and outside of the DAC, argue that since long-term violent conflicts are significant impediments to poverty reduction, the realisation of human rights and the MDGs in developing countries, ODA funds should be used to fund “coherent and comprehensive” interventions in these conflicts. Peace support operations are shamefully under-funded, reflecting a willful neglect of the international community’s responsibility to protect vulnerable citizens. Many conflicts remain neglected or “forgotten” by the international community, while others persist in part due to under-funded and inadequate assistance. Preventable deaths occur daily and conflicts persist needlessly. However the under-signed civil society organisations do not believe that “coherent and comprehensive” approaches are best achieved by redefining ODA.

Official Development Assistance can play an important role in responding to the threat and reality of violent conflict. This happens *through the promotion of human rights and the enabling of sustainable livelihoods for the poor*. Sustainable and inclusive development processes prevent and address violent conflict by contributing to the reduction of horizontal inequalities and enabling people to claim their rights through non-violent means. The DAC recognises that exclusion and inequalities lie at the roots of many conflicts in developing countries. Effective development co-operation can include support for local civil society conflict prevention and peacebuilding efforts, de-mining, facilitation of peace negotiations, support for democratic governance initiatives. These broad areas are already covered in the current eligibility criteria for ODA.

Peace enforcement missions by regional or international security forces may be crucial to resolve conflicts or deal with short-term situations of violence and instability. Peacekeeping forces play an essential role in facilitating peace and stability in the aftermath of combat. Support for military reform and capacity-building in developing countries and the operational costs associated with developing country peacekeeping operations are also important. For example, the trend for African Union peace and security institutions to play an increased role in peace support operations is a positive development. Donors should increase their contributions and diversify their funding mechanisms under defence budget allocations towards these activities as part of fostering international peace and security. However these activities cannot be directly linked to poverty reduction and the MDGs and should not, under any circumstances, be transferred to ODA budgets.

Funding should be allocated proportionally across conflict-afflicted areas worldwide, and directed towards strengthening local capacities to build long-lasting peace, security and reconciliation. This demands much larger investments in civilian conflict prevention and peacebuilding capacities, for example through supporting local womens’ peace initiatives. Donor defence budgets can respond to the urgent need to support military capacity and peace operations in developing countries. Coherent policy can be achieved through holistic and integrated approaches to policy-making across policy areas. Effective linkages between short-term crisis management and longer-term conflict resolution do not require the blurring of defence and international development policy or financing frameworks.

## **Conclusions**

- Official development assistance budgets are woefully under-funded and are now hard-pressed to meet existing commitments on tackling chronic poverty or ensuring the attainment of the Millennium Development Goals.
- Financing assistance in the area of military reform, peacekeeping and peace enforcement operations from already small and overstretched ODA budgets would inevitably be at the expense of the resources required for achieving the Millennium Development Goals, sustainable development, social justice and human rights.
- Recently announced increases in ODA budgets by some donors should not be used to justify re-directing development aid to new security-related priorities. Northern governments must find the necessary resources in appropriate non-ODA budget lines to respond to conflict and security demands in a manner that is proportional and coherent with policy commitments on promoting international development, human rights and democratic governance.
- The inclusion of military expenditure in ODA would inflate formal ODA levels without strengthening poverty reduction activities in developing countries. The risk of diversion of funds from less strategic countries and sectors is also clear.
- Policy coherence with respect to international development, conflict and security policies should constitute a goal for all donors. Policy coherence does not require the blurring or subordination of international development policy or financial frameworks.
- Donors need to improve and increase their investment in both security and development, not finance one at the expense of the other.

## **SIGNATORIES**

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Water and Energy Users' Federation, Nepal  
South Asian Solidarity for Rivers and Peoples, Nepal

Campaign for Human Rights and Humanitarian Law, Nepal  
Netherlands institute for Southern Africa (NiZA), Netherlands  
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IBON, Philippines  
Mercy Corps Scotland, Scotland  
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