

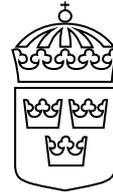
Policy framework for Swedish development  
cooperation and humanitarian assistance

Government Communication  
2016/17:60



# Government Communication

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### Policy framework for Swedish development cooperation and humanitarian assistance

Comm.  
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The Government submits this Communication to the Riksdag.

Stockholm den 14 december 2016

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(Ministry for Foreign Affairs )

## Main contents of the Communication

In this Communication the Government outlines the direction of Swedish development cooperation and humanitarian assistance. A new development agenda was established in 2015 with the adoption of the 2030 Agenda, the Addis Ababa Action Agenda on Financing for Development and the Paris Agreement on climate change. For the first time, poverty reduction efforts in the international arena have been explicitly linked to all three dimensions of sustainable development – economic, social and environmental. In combination, these undertakings provide a unique opportunity to take a horizontal approach to development. Sweden will continue to be a powerful voice globally on development issues and for humanitarian operations. The Government seeks to contribute to innovative thinking, to change and towards making a difference for people living in poverty. This policy framework, in the form of a Communication to the Riksdag, sees the Government presenting its policy for achieving this.

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# 1 The matter and its preparation

In this Communication the Government outlines the direction of Swedish development cooperation and humanitarian assistance. The policy framework for Swedish development cooperation and humanitarian assistance thus replaces the Aid policy framework comm. 2013/14:131

In its Statement of Government Policy in 2014 the Government announced that a new policy framework for development cooperation would be developed. The policy framework takes the current global development situation as its point of departure and relates to the 2030 Agenda, the commitments on development financing and the Paris Agreement on climate change.

A number of seminars and meetings have been held during the course of the work. A draft version of the Communication was circulated for consultation and more than 180 responses were received. The consultation bodies are listed in Appendix 1.

## 2 Introduction

We live in a world that is the shared responsibility of us all. We know that our actions affect the lives of people in other parts of the globe, and will affect the lives of future generations. We know that the resources of the planet that we share are limited and that humanity needs to embark on a new, sustainable path. We depend on each other to make this global transformation a reality.

When the UN summarized the results of the Millennium Development Goals agreed 15 years ago, we could see the progress that had been made and the potential for continued global development. A new development agenda was established in 2015 with the adoption of the 2030 Agenda, the Addis Ababa Action Agenda on Financing for Development and the Paris Agreement on climate change. The adoption of the Sendai Framework for Disaster Risk Reduction was also important. Overall, the new agenda offers the people and countries of the world a unique opportunity to combat poverty and injustice, promote sustainable development, democracy, human rights and gender equality, attain freedom from armed conflict and unarmed violence, and strengthen resilience to disasters. Sweden is to play a leading role in these endeavours.

Sweden's humanitarian assistance policy is needs based and founded on international humanitarian law, the humanitarian principles and principles of Good Humanitarian Donorship. Swedish development cooperation is a central component of Sweden's foreign policy and we strive for a coherent policy that takes into account the views of poor people on development. We must seize all the opportunities that the new, sustainable agenda has to offer. Sweden is to continue to be a powerful voice in the world and in international development policy. The Government's feminist foreign policy adds backbone to this work.

Skr. 2016/17:60 The aim of Swedish international development cooperation, as stipulated by the Riksdag, is to *create preconditions for better living conditions for people living in poverty and under oppression*. Sweden's humanitarian assistance is to help to save lives, alleviate suffering and uphold human dignity, for the benefit of people in need who are, or are at risk of becoming, the victims of armed conflicts, natural disasters or other disaster situations. The policy framework identifies how we can best contribute towards achieving these objectives.

Sweden has a long tradition of generous and ambitious development cooperation and we should be proud of this. In 1974, Sweden was the first country to meet the UN's target of 0.7 per cent of GNP being spent on official development assistance. The Government's target is considerably higher, at 1 per cent of Swedish GNP. Sweden's development cooperation is considered to be among the best in the world. Over the years, Sweden has always scored high on the direction and results of its development cooperation in OECD evaluations. One key reason for this is that cooperation is based on dialogue, local ownership and a long-term approach.

The Government takes a multidimensional approach to poverty. This means that poverty encompasses not only a shortage of material assets but also a lack of power and influence over one's own situation, choices and safety and over respect for human rights. Sweden's development cooperation takes as its point of departure and is characterised by the perspective of poor people on development and by a rights-based perspective. Economic, social and environmental conditions and processes are equally important and must be afforded weight in every important decision.

Swedish development cooperation and Sweden's humanitarian assistance are also strongly linked to civic engagement. It is essential to make the most of this commitment. Civil society, the research community, government agencies, the labour market partners, business and political parties are examples of crucial actors in Swedish development cooperation and a guarantee that we will continue to improve the quality and the results of our work.

Development cooperation and our humanitarian assistance must be knowledge-based, better coordinated and tackle challenges and needs in today's world. To encourage long-term solutions to recurring and protracted crises, there must be an increase in the number of development actors working to strengthen the resilience of individuals and societies and operating in humanitarian contexts.

Operations must be adapted to different contexts and changes. Consequently, priorities between and within the areas set out in the policy framework (section 5) are determined by the conditions and needs of each individual country and each individual region, organisation, etc. Sweden cannot and must not do everything everywhere. This means that the overall picture is also affected by other donors and analyses of how Sweden can best make a difference. Primary responsibility for a country's development rests with the government of the respective partner country and other national actors. Broad-based local ownership is vital to sustainable development and sustainable results. This approach, which characterises Swedish development cooperation as a whole, is

expanded on in section 9. The policy framework outlines the direction of Swedish development cooperation and humanitarian assistance. This is then applied in budgets and through the Government's instructions, in strategies (geographic, thematic and organisational strategies for multilateral organisations) and in appropriation directions (see Appendix 2). Implementation and results are followed up on the basis of these instruments and are reported to the Riksdag in the budget.

Sweden can make a real difference in relation to the challenges the world is facing and the opportunities created by the clear global direction towards sustainable development. We must seize this opportunity because we have a responsibility but also because we have valuable skills and experiences to share.

### 3 The development agenda in a changing world

This section outlines the broader context and changes to which the Government considers that Swedish development cooperation and humanitarian assistance should relate. It is necessary to constantly adapt to changing conditions, new challenges and needs in the world. Development cooperation must draw on the principles of development cooperation and development efficiency and the new international commitments that the world agreed on in 2015.

#### 3.1 The development agenda to 2030

For the first time, the world's leaders have agreed to bring together the international poverty reduction agendas and the three dimensions of sustainable development in a global, joint framework. The 2030 Agenda with its Sustainable Development Goals (SDGs) (see Appendix 3), the final document of the Third International Conference on Financing for Development (the Addis Ababa Action Agenda, AAAA), and the Paris Agreement on climate change together form an integrated sustainable development framework with goals and means of implementation. The new Sendai Framework for Disaster Risk Reduction 2015–2030, which addresses the issue of reducing the risks and consequences of disasters, must also be taken into account. Synergies between these frameworks are to be sought.

The Government is charged with implementing the agenda nationally and contributing towards its implementation internationally.

The 2030 Agenda must be applied across all policy areas, which means that resources must be allocated from the policy areas concerned. Development cooperation is one policy area among many and cannot finance the implementation of the entire agenda. Economic, social and environmental circumstances and processes are all equally important in

Skr. 2016/17:60 principle and so constitute prerequisites and opportunities in relation to each other.

It is essential that all policy areas work together to attain the common goals. The commitments entered into at the conferences in 2015 express the breadth of our shared challenges and the solutions required. These commitments must be met at local level, as well as at national, regional and global level. This horizontal and vertically integrated approach makes Sweden's Policy for Global Development (PGD, bill 2002/03:122) one of the most important tools in implementing the 2030 Agenda. The Policy for Global Development (PGD) addresses all the Sustainable Development Goals (SDGs) and has a direct link to SDG 17 on strengthening the means of implementation and revitalising the global partnership for sustainable development.

In the light of this, the Government is relaunching PGD with the aim of ensuring that all Swedish policy areas jointly and coherently contribute to the 2030 Agenda and the achievement of its goals. The entire Government has responsibility for PGD and the 2030 Agenda. However, development cooperation has a strategic role to play and an added value in contributing to sustainable development. PGD also includes an analysis of development cooperation in relation to other policy areas, e.g. international trade, or climate policy, which impact a country's development.

Sweden has been a powerful voice in the OECD and the EU, as well as in other bodies, in favour of globally developing and strengthening the work on policy coherence for development. The Government is now taking a clear step towards urging the EU to work, internally and externally, in a cohesive and constructive way to implement the 2030 Agenda. In the multilateral system (including the UN, the development banks and the OECD) the Government will act to ensure that the system is well equipped and capable of contributing to the implementation of the 2030 Agenda. Making progress demands a clear and appropriate division of labour between different actors. Development cooperation provides important support for low-income countries and countries with a lower average income and limited access to other funding in implementing the Agenda. The least developed countries and conflict-torn countries will need the most support.

Our development cooperation is to draw on the global development agenda and the 17 Sustainable Development Goals. However, there are areas in which the Government aims to do more than that agreed at a global level. This particularly concerns areas such as promoting democracy, respect for human rights, and gender equality.

Development cooperation is to act as a catalyst and contribute to creating conditions for larger funding streams, knowledge exchange, and sustainable investments with the broad participation of actors at all levels. It also fulfils an important function in terms of financing development in key areas that do not sufficiently generate or attract resources, and are therefore under-funded. In order to successfully mobilise resources for the new agenda, development cooperation must identify new methods and work with other resource flows. This will also contribute to improved conditions for trade and private investment.

The direction and shape of Swedish development cooperation draw on changes in the broader context and particularly important challenges. These are briefly described in this section.

### *Unique opportunities for change*

The new development agenda from 2015 offers unique opportunities to promote development, including by means of development cooperation. The number of actors involved in the development of the agenda means that many actors have ownership of the agenda, which bodes well for its implementation.

Today, research, innovation and technical developments offer great opportunities for low and middle-income countries to make faster progress than was previously the case. Today, people in low-income countries use mobile phones without previously having had access to a landline. People who do not have electricity now have opportunities to avoid solutions that are harmful for the environment and the climate, and instead are immediately able to access sustainable energy sources.

Digitalisation especially has the potential to radically change the circumstances of development. The internet and related technologies have become established in developing countries in a manner that previous technological innovations never came close to achieving.

We are seeing an enormous increase in the production and consumption of information around the world. On average, 8 out of 10 people in low and middle-income countries have access to a mobile phone, a number that is increasing all the time. Access to the internet is lagging behind, however. Only a third of the population in low and middle-income countries had access to the internet in 2014, in comparison with 80 per cent in high-income countries.

If technological development is to be transformed into investments that benefit citizens, cooperation is needed between different actors, such as universities, business, civil society and government agencies.

### *The number of people living in extreme poverty has halved*

In many respects, the world has experienced very positive development in the past 20 years. At the global level, the goal of halving the proportion of extremely poor and people suffering from hunger was attained in 2015. The number of people living in extreme poverty has fallen by just over a billion. High economic growth in many low and middle-income countries has resulted in a fall in the proportion of people living in poverty.

Despite global progress, income poverty remains widespread and deep in many places. About a tenth of the world's population – over 700 million people – are estimated to live below the economic poverty threshold of USD 1.9 per day (adjusted to reflect purchasing power). An estimated half of these are under 18 years old. The World Bank estimates that a third of the population in Sub-Saharan Africa live below the poverty line, which is higher than in other parts of the world.

The world faces major demographic changes. While in the last half century Asia was responsible for the majority of the global population increase, this trend has now shifted to Sub-Saharan Africa. South Asia and Sub-Saharan Africa will account for 80 per cent of growth in the global workforce in the next twenty years. There is an ever greater need to create employment and further young people's opportunities to enter the job market, while the aging population is creating new challenges. Continued work to strengthen women's empowerment, sex education and access to sexual and reproductive health and rights (SRHR), including contraceptives, is vital to enable young girls to complete their education and improve their opportunities to find employment.

#### *Changing patterns of poverty*

One clear change is that the formerly strong link between poor countries and people living in poverty is loosening. About 75 per cent of the people living in poverty today are in middle-income countries. Analysing the forms poverty takes and its causes and potential solutions in these countries has thus become ever more important. Poverty is increasingly about an inequitable distribution of resources and opportunities, oppression, a lack of security and respect for human rights, and social exclusion, rather than an absolute lack of resources. Growing inequalities weaken the value of economic growth in increasing prosperity and reducing poverty. The majority of least developed countries, not least in Sub-Saharan Africa, are characterised by a considerably higher level of inequality than was the case with the countries in East and South-East Asia. The lack of social protection systems cements people's vulnerability and undermines their opportunities to escape poverty through economic activity. Poverty often has negative consequences for children's life and development opportunities. Poverty among older people is increasing rapidly in many countries.

#### *Urban and rural poverty*

Urbanisation is a strong global trend that brings opportunities as well as challenges. Urbanisation can offer good development opportunities if it is planned and takes place in an economically, socially and environmentally sustainable way. It can foster economic growth, and growing cities can offer opportunities that rural areas lack. For many people, urban living offers an opportunity for education or work and better access to public services. However, in many low and middle-income countries, expanding cities also pose a major challenge in terms of growing health and environmental problems, inequalities, poverty and security problems. The number of people living in urban poverty is increasing rapidly. A large proportion of the world's urban environments will be planned and built in coming decades. This offers good opportunities to plan for smart and sustainable urban development where factors such as new technology, sustainable transport systems, sustainable energy, improved air quality, integrated management of water resources, sustainable chemicals and waste management, and disaster risk reduction can be integrated at an early stage. The UN Habitat III Conference in Quito adopted the global New Urban Agenda,

which contains an Implementation Plan with commitments and tools for a global focus on sustainable urban development.

However, the majority of people who live in poverty still live in rural areas. Higher productivity, especially in agriculture (i.e. agriculture and forestry), has led to a fall in poverty in Asia. Agricultural productivity has not increased to the same extent in rural Africa. It is important that the increase in productivity needed in Africa is sustainable.

### *Worrying trend for democracy and human rights*

Viewed over several decades, the status of democracy and respect for human rights are growing in many parts of the world. Political diversity has increased, while economic and social rights have improved. Civil society is active in many areas. The role of the media and journalists, like that of the legal system, has increased in many countries, while the internet and new technology have allowed for greater transparency and access to information. There is a greater understanding of the role of culture in social development and international cooperation.

However, in the past decade we have noted a worrying trend. Repressive legislation is limiting space for civil society. Human rights defenders, journalists and cultural actors have suffered persecution, threats and violence. This may affect civil and political rights activists as well as defenders of economic, social and cultural rights, including land and water rights. Democratic institutions, including election processes, lack integrity, which risks reducing trust in democracy as a form of government. Many countries are failing to uphold the rights of indigenous people. Discrimination on the basis of sex, age, gender identity and gender expression, sexual orientation, disability, ethnicity and religion or other beliefs remains widespread.

Freedom of expression is being restricted and media censorship and internet blockades are growing. Widespread impunity and authoritarian forms of government are undermining the opportunity to build societies under the rule of law. Gender-based violence is associated with widespread impunity. In many countries, corruption is also a key democratic problem. Dominant political parties are taking over large proportions of the State, making it difficult to establish a pluralist democracy.

In this context development cooperation faces challenges where non-traditional actors, including certain new donor countries, are offering cooperation or economic investments without demanding progress in terms of human rights and democracy.

### *The importance of well-functioning public institutions*

In countries with well-functioning public institutions, the prerequisites for development are better in place. An ever-growing proportion of people living in poverty live in countries with weak and poorly functioning institutions. Institutions have insufficient capacity and are unable to perform normative, governing, service-providing and administrative roles. The fundamental rights of citizens cannot be assured and the country's policy for economic, social and environmental development is jeopardised, as is its capacity to cope with crises such as

Skr. 2016/17:60 natural disasters. Trust in the State apparatus is often low, which can lead to increased corruption and prevent a good corporate and investment climate, functioning and transparent regulations, functioning markets and procurement systems.

*Increased gender equality essential for poverty reduction*

The Convention on the Elimination of All Forms of Discrimination against Women has now been ratified by 189 countries. Important global progress has been made towards increased gender equality in the past 15–20 years, e.g. regarding education, position in working life and representation in elected positions. However, progress is slow and there is a great deal of variation between countries. Systematic discrimination remains common. There are far too many obstacles in all areas of society for women and girls to fully be able to enjoy their human rights on equal terms with men and boys.

Societies are characterised to differing extents by unequal power relationships between women and men which assign rigid gender roles, in the family and in society. Gender roles discriminate against and disadvantage women and girls as well as men and boys. Negative gender stereotypes and the distribution of power uphold gender-based discrimination, gender-oppressive behaviours and the systematic subordination of women and girls which may be expressed, for instance, through different forms of gender-based violence. The situation of women and girls is particularly serious in crises, war and conflict.

More gender equal societies with broad female participation in the society and in the economy create better conditions for sustainable development. However, many women and girls are discriminated against in terms of political participation and influence in society, many are not given the same opportunities for education, or to access higher education and research or enter the labour market. Poor access to markets and resources hampers inclusive economic, social and environmentally sustainable development. Women and girls carry out the majority of the unpaid domestic and care work in the world. In addition, many women and girls are denied the right to decide over their own bodies, sexuality and reproduction and have no access to health care and medical services or social protection systems. Women human rights defenders are often at risk. In the long run, this has serious consequences for the capacity to defend and demand accountability for gender equality and for women's and girls' enjoyment of human rights.

*Environmental degradation and climate change obstruct development*

People living in poverty are the hardest hit by environmental degradation and climate change, threatening much of the progress that has been attained in low and middle-income countries in past decades. Biodiversity is under threat on land and in the world's seas and oceans. Natural resources are being exhausted and the functions of ecosystem services are deteriorating. Global deforestation continues to be alarmingly high, especially in tropical rain forests. Deforestation accounts for a significant proportion of global greenhouse gas emissions.

A changing climate brings with it rising sea levels, desertification, more extreme weather and natural disasters and can thereby pose an

existential threat to small island states and low-lying coastal countries, for example. A transition to sustainable development within planetary boundaries is necessary to turn the trend around and build sustainable communities. The Paris Agreement on climate change, and other aspects of the new development agenda, as well as the increasing number of solutions offered by rapid technological development, are encouraging. However, higher standards of living and population growth bring increased demand for food, water, energy and consumer goods. This increases the pressure on natural resources, with major changes in land use and water consumption as a result. Climate change exacerbates the situation, driving increasing numbers of people to leave their homes, and creating a breeding ground for vulnerability and conflict.

The Millennium Development Goal of halving the number of people without access to clean water has been attained. Despite this, almost a billion people still lack access to clean water and acceptable sanitary conditions. The environmental impact of chemicals, waste and emissions of environmentally harmful substances to the air is a growing problem, posing a serious risk of poorer health to people living in poverty.

*An increase in the number of conflict-torn countries*

Conflicts are currently the most serious obstacle to development in many countries. Extreme poverty and starvation are more concentrated in fragile and conflict-affected states. Today's conflicts are often internal but at the same time internationalised, with many actors involved, making conflict management and peacebuilding more difficult. The world has never before witnessed as large a number of refugees and internally displaced persons. Violent extremism and terrorism, which often exploit fundamental and past conflicts, threaten to destabilise more countries and regions. It is estimated that approximately 1.4 million people live in states that are fragile or suffering conflict.

*Productive employment and decent work*

A functional labour market with relationships of trust between employers, employees and the State has proven to improve opportunities for sustainable economic development and productive employment and decent work. A low level of formal employment, insecure working conditions, low productivity and sub-standard working conditions are important causes of poverty. About 1.5 billion people have employment with few or no rights in some form or other, which is a barrier to development. The informal sector employs more than 65 per cent of the workforce in South Asia, South-East Asia and Sub-Saharan Africa. People who earn their living from the informal sector are often not covered by social protection systems and have limited opportunities to assert their rights. Unemployment and under-employment form a breeding ground for social unrest, forced migration and conflict in many low and middle-income countries. Sub-standard and inadequate health and safety constitutes a problem. In the agricultural sector, people are particularly vulnerable to insecure working conditions with insufficient training, limited or no union rights, low pay, dangerous working conditions and a high incidence of child and forced labour. It is positive

Skr. 2016/17:60 that the number of child workers in the world has fallen in the past decade, especially where girls are concerned, but 158 million children are still in work, one of the effects of which is an inability to attend school. The number of people in some form of forced labour is estimated at more than 20 million. Migrant workers are a particularly vulnerable group.

*Need for greater domestic mobilisation of resources*

Many low-income countries lack effective systems for sustainably financing their own development, such as basic social services and social welfare. Inclusive and sustainable social development in these countries requires greater mobilisation of resources and innovation, as stipulated in the Addis Ababa Action Agenda. The design of the taxation system and capacity shortcomings in public administration, combined with a limited tax base, pose obstacles to development. Capital flight and tax evasion also hamper efficient mobilisation of resources. The greatest need is often seen in post-conflict countries and fragile states. These countries have major acute and long-term needs for investment in human resources and physical infrastructure.

*Increased trade and direct investment as a route out of poverty*

Trade and direct investment are important tools for economic growth and for combating poverty in the long term and are therefore essential to fair and sustainable global development. In past decades, increased trade and direct investment in many countries has enabled a large number of people to escape poverty. The global value chains that increasingly characterise world trade create many economic development opportunities for low and middle-income countries. However, development also encompasses sustainability challenges and there is major variation between countries. Many countries, particularly the least-developed countries, have a limited capacity to benefit from trade and investment. It is crucial to tackle the major barriers to trade, and cumbersome trade procedures that not only hamper trade opportunities, particularly for already vulnerable groups, but also form a breeding ground for corruption. In addition, it is important to build up social protection systems that support groups that would be disadvantaged by structural change in the transitional phase.

*Migration and refugees*

Migration largely benefits development. Estimations of the proportion of migrants in the world remain constant at around three per cent of the population. Most migration occurs within and between developing countries. The migrants that have chosen to leave their countries of origin for social or economic reasons, positive as well as negative, often end up in other low and middle-income countries as illegal labour. The proportion of displaced persons currently stands at its highest since the Second World War. A large number of these are children. Children who are forced to flee often find themselves in particularly vulnerable situations, in which their rights are not respected. Poor countries receive over 80 per cent of the total number of the world's refugees.

The volume of remittances, i.e. the money that migrants send to their countries of origin, is very large. They thus constitute an important resource for development; they are approximately 3.5 times higher than global official development assistance. Remittances are expected to increase in the years ahead while official development assistance is expected to remain relatively static.

*Progress on health but health and medical systems remain weak*

Extensive vaccination programmes and improved child and maternal health care have resulted in child mortality more than halving and maternal mortality almost halving between 1990 and 2015. The proportion of malnourished people has fallen. Major progress has been made thanks to research and more resources for initiatives to combat HIV/AIDS, malaria and tuberculosis. Average life expectancy has increased. Strides have also been made in women's and men's sexual and reproductive health and rights, but efforts in this area have encountered increased opposition in the past decade.

Despite progress in the field of health, there is still a lack of functional health and medical systems and thus access to adequate health and medical care in large parts of the world. This is particularly true in fragile states, in humanitarian crises and in remote rural areas. Weak health systems also mean that countries have a reduced capacity to cope with other health threats, such as infectious diseases and antibiotic resistance. The link between poverty and ill-health is clear. Poor health makes it hard for people to gain an education, to work and earn a living and so escape poverty.

*Progress on education and research but challenges remain*

Major strides have been made in the field of education. A majority of young people growing up in poverty can count, read and write, unlike their parents. The number of children attending school has increased markedly since the year 2000 and gender-based differences have fallen significantly at all levels of education. However, major differences in access and quality remain between different regions, between urban and rural areas, and also between poor and rich households. Sixty-one million girls and boys still lack access to primary education, especially in conflict-torn and fragile states in which girls and women are particularly vulnerable. Almost 30 per cent of children from the poorest households in low-income countries have never attended school, and only one per cent of girls from these households complete secondary education. Nine out of ten children with disabilities in low and middle-income countries do not attend primary education.

The fact that almost 760 million adults are still not able to read or write is a serious issue. Access to national research competence and capacity is unevenly distributed globally, with particularly grave deficiencies in many low-income countries. Ensuring domestic capacity for analysis, research and innovation is a sustainable means of strengthening responsibility for and ownership of one's own country's development. This also contributes to greater access to new knowledge, particularly knowledge that is nationally relevant and essential to critical societal debate.

*Growing humanitarian needs and humanitarian workers at greater risk*  
Increased humanitarian financing, a larger number of competent humanitarian organisations and important reforms have helped to strengthen the humanitarian response system. Unfortunately, an increased number of natural disasters and protracted conflict situations have resulted in humanitarian needs and international humanitarian operations continuing to grow in scope. Global humanitarian needs are expected to continue to increase. The trend is shifting towards more complex crises with elements of natural disasters combined with ongoing or frozen armed conflicts. At the same time, a worrying trend is being seen towards humanitarian actors being denied access to crisis areas and increased violence and threats against humanitarian staff.

In recent years, the number of protracted refugee situations has also increased markedly. UNHCR states that the average time from the outbreak of a refugee situation until a sustainable solution is found for those affected is almost 20 years. This means that new approaches must be taken, taking into account the refugees affected and the low-income countries that host the majority of the world's refugees.

## 4 Perspectives in Swedish development cooperation

The description of the broader context in section 3 makes it clear that the challenges to attaining sustainable development are significant, complex and often interlinked. The Government therefore considers that central perspectives must be integrated in all Swedish development cooperation.

Poverty is rarely caused by one single problem but is the combined result of the deficiencies and limitations experienced by people who have fallen into poverty. Poverty is multidimensional. The deficiencies are founded in an inequitable and gender unequal distribution of power, resources and opportunities. Sweden's development cooperation therefore takes as a point of departure and is characterised by the perspective of poor people on development and by a rights-based perspective. These two overarching perspectives are analysed and integrated throughout Swedish development cooperation.

*The perspective of poor people on development* means that the situation, needs, conditions and priorities of poor women, girls, men and boys is to be the point of departure for fighting poverty and promoting fair and sustainable development. Sustainable development refers to economic, social and environmental sustainability. For a person living in poverty, this can include the need for productive employment and decent work, access to basic social protection and education of good quality as well as a non-toxic environment.

*The rights perspective* means that *human rights and democracy* is to be seen as fundamental to development. The rights perspective derives from

a globally agreed set of values, comprising the UN Universal Declaration of Human Rights and the human rights conventions subsequently adopted, which are binding in international law. It includes four fundamental principles based on the normative framework for human rights: non-discrimination, participation, openness and transparency, and responsibility and accountability.

In addition, it is the responsibility of every government to adapt policy to new challenges and opportunities. In a time of new challenges, fighting poverty with a focus on human rights and gender equality needs to relate to peacebuilding and active environment and climate work more than ever before. In the light of this, and in addition to the two overarching perspectives, the Government therefore also wishes to highlight three thematic perspectives in development cooperation.

Swedish development cooperation is to be based on a *conflict perspective*. Peaceful and inclusive societies based on the principles of the rule of law are a prerequisite for sustainable development. The devastating effects of conflict on development lead to increased poverty in conflict-torn areas and to an increasing proportion of the world's extremely poor people living in conflict-affected and fragile states. This also means an increased risk of human rights infringements and of people being forced to flee. The Government is therefore increasing its focus on peacebuilding and state-building by taking conflict issues into account throughout its development cooperation.

Swedish development cooperation is also to be based on a *gender perspective*. Attention to gender equality throughout development cooperation is well established, but with its feminist foreign and development policy Sweden has raised its ambitions. The initiative seeks to enhance both gender equality and the full enjoyment of human rights by all women and girls, as global gender equality is essential for sustainable development. The Government is increasing its focus on gender equality by taking gender equality aspects into account throughout its development cooperation.

An *environmental and climate perspective* is to be integrated in Swedish development cooperation. The sustainable use of the earth's resources leads to environmental sustainability and reduced climate impact, which is a basic prerequisite for poverty reduction and sustainable societies. Global development must not take place at the expense of the opportunities of future generations. If development is to be sustainable in terms of the environment and climate, it needs to be shaped and managed within planetary boundaries, which includes promoting fossil-free and climate-resilient development. The Government is therefore increasing its focus on environmental and climate issues by taking these issues into account throughout its development cooperation.

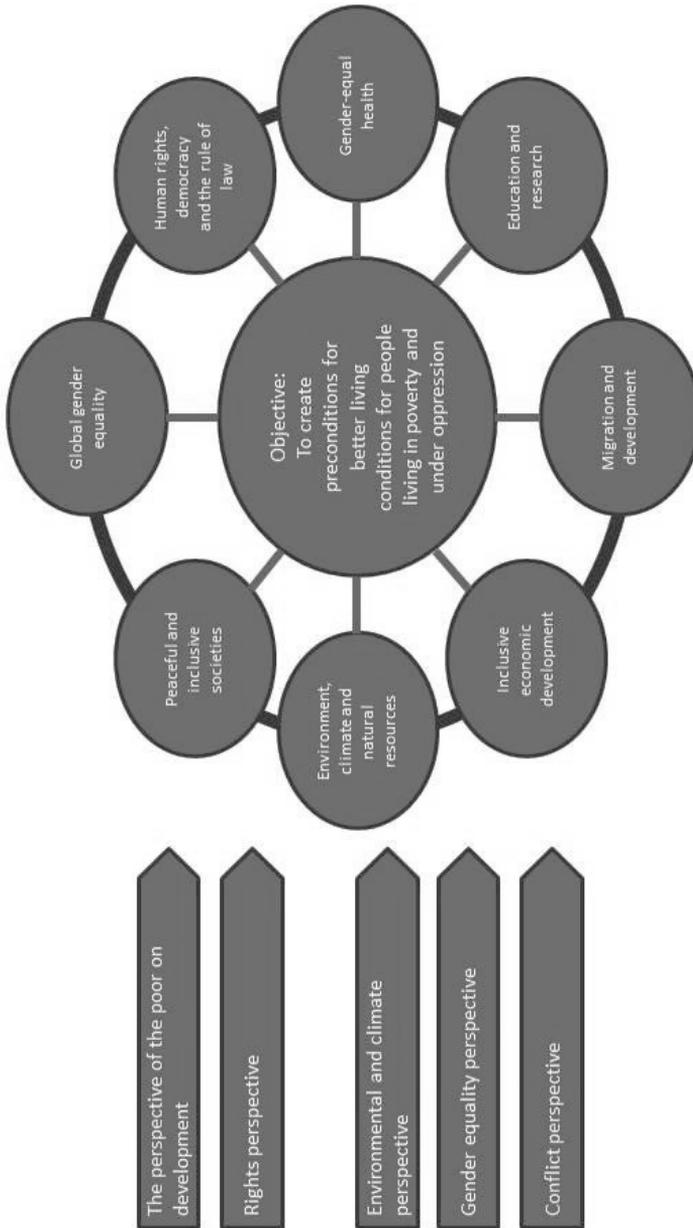
These perspectives are tools for identifying and managing conflicting objectives and for promoting synergies between different thematic areas of development cooperation.

They must be integrated in development cooperation: in decision-making, planning, implementation and in the follow-up of operations.

Integrating these perspectives in all areas of Swedish development cooperation (see figure 1) strengthens the prerequisites for contributing

Skr. 2016/17:60 towards the overarching objective: creating preconditions for better living conditions for people living in poverty and under oppression.

Figure 1. Perspectives integrated into Swedish development cooperation



## 5 The thematic direction of development cooperation

This section describes the main thematic direction of development cooperation, reasons for the selected direction and how the different thematic areas relate to the Sustainable Development Goals (SDGs). The order in which the thematic sections are presented is not indicative of priority. Humanitarian assistance is presented in section 6.

In the introduction it was stated that development cooperation and its direction must draw on the countries' own visions, priorities and plans, based on the principle of the partner countries' ownership and responsibility for their own development.

This section does not prioritise between or within areas. These are adapted to each individual country, region or organisation. Development cooperation must be founded on knowledge and analysis. It must be adapted to conditions and needs and where Swedish development cooperation has an added value – for countries, regions or organisations.

Sweden carries out development cooperation in different contexts. The direction of long-term policy presented in each section includes global, regional, bilateral and multilateral development cooperation and work within the remit of the EU's development cooperation. This includes financial support and engaging in dialogue to influence norms. The latter may, for example, include issues the Government pursues in the governance of organisations or in dialogue with different actors.

The thematic areas are linked in different ways depending on the reality in which they are applied. This demands an analytical and integrated approach to development cooperation. This is the case in particular regarding cooperation with humanitarian assistance. Humanitarian actors and development actors must improve their cooperation and use joint analysis, planning and goal formulation to a greater extent so as to reduce the risk and the consequences of humanitarian crises. It is important that this work is guided by a clear division of responsibility. The non-political mission and unique nature of the humanitarian actors must be respected.

### 5.1 Human rights, democracy and the principles of the rule of law

**Long-term policy direction:**

- Safeguarding human rights will continue to be a cornerstone of Swedish development cooperation.
- Sweden will work to build and strengthen democratic forms of government and institutions.
- Sweden will strengthen women's participation and influence in political processes.

- Sweden will promote the principles of the rule of law, including through institutional development and fighting corruption, with the aim of supporting transparency and accountability, and to ensure that women and girls are treated equally before the law and have the same level of legal protection as men and boys.
- Sweden will work to counteract the shrinking space for civil society. Freedom of expression, freedom of association and assembly must be defended, and human rights defenders are to be supported. Union rights will be promoted.
- Sweden will be a global voice in combating discrimination in all its forms, whether on the basis of sex, age, gender identity and gender expression, sexual orientation, disability, ethnicity, or religion or other belief.
- Individual's access to information will be strengthened through free, independent media and a free, open and safe internet in which human rights and the principles of the rule of law are respected.
- As part of the rights perspective, the child rights perspective will be prioritised in development cooperation in line with the Convention on the Rights of the Child.
- Sweden will be a driving force in the work against human trafficking and purchase of sex and its causes.
- Democracy, human rights and gender equality can be promoted through support to cultural actors and to education.

**2030 Agenda SDGs relating to human rights, democracy and the principles of the rule of law:** Sweden's ambitions on human rights, democracy and the principles of the rule of law are considerably higher than those agreed upon in the 2030 Agenda. Human rights, democracy and the principles of the rule of law are essential to the implementation of the 2030 Agenda. All the goals of the agenda seek to realise the fundamental rights of all people. SDG 16 to promote peaceful and inclusive societies for sustainable development seeks to provide access to justice for all and build effective, accountable and inclusive institutions at all levels.

**Reasons for the Government's assessment:** Internationally, Sweden has a unique position and a credibility that facilitates cooperation on democracy, human rights and the principles of the rule of law. At the same time, work in these areas now faces greater challenges in many countries. Shrinking space for democracy is part of this trend. The principles of the equal value of all people and of non-discrimination are fundamental in safeguarding human rights and must run through every aspect of development cooperation. Civil, political and economic, social and cultural rights are mutually reinforcing.

Support for building democratic forms of government is a central element of development cooperation. Democracy facilitates people living in poverty being able to improve their living conditions and defend their human rights. Democratic development can only be built on free, fair, pluralist and transparent election processes, parliaments and institutions that follow the principles of the rule of law. A functioning democracy with responsibility, accountability and representation also requires a

Skr. 2016/17:60 democratic multi-party system. The political parties, together with civil society actors, are central as opinion formers and advocates.

Sweden promotes the principles of the rule of law including by providing support for developing institutions and implementing reforms in the legal and security sectors as well as the government administration.

Well-functioning, independent, effective and transparent institutions, operating under the rule of law at different levels, are vital to democratic development and for individuals to be able to enjoy their human rights. They are essential to attaining the Sustainable Development Goals. Public institutions are crucial to functioning regulations and markets, the investment climate, effective management of public funds, sustainable public investment and procurement and basic social services free from corruption. Well-functioning institutions boost sustainability and resilience in a society, which can mitigate the effects of humanitarian crises.

Corruption is a serious obstacle to development. It undermines democracy, good governance of society and human rights and prevents the efficient use of resources. The resource flows of development cooperation may constitute a risk of corruption in their own right. It is important to combat corruption in development cooperation initiatives and support the efforts of partner countries to fight corruption. It is necessary to strengthen institutions, control functions, civil society actors and whistle-blowers.

Civil society actors are particularly important for democratic development and respect for human rights. The negative trends of recent years emphasise the importance of continued strong and long-term support for these groups and an enabling climate in which they can operate. A pluralist and independent civil society, which shifts the boundaries of what can be said and done in repressive states through innovative forms of collaboration, is important. By promoting freedom of expression and opinion, and freedom of association and assembly, Sweden is combatting the shrinking space afforded civil society. It is essential to safeguard individuals' opportunities to organise in unions and encourage union rights and freedoms. Democracy, human rights and gender equality can be promoted by support to cultural actors. It is important to strengthen and protect artistic freedom and actors of change in the cultural sphere, e.g. through Cities of Refuge.

Religious communities can play an important role in the fight against intolerance, discrimination and restrictions of human rights.

Human rights defenders play a central role. Attention must be paid to women human rights defenders, and the systematic and serious threats that they face. It is important to develop flexible and innovative forms of support for new actors in civil society, especially in those countries in which democracy and freedom of expression are under pressure.

Support for journalists and other media actors, and also for greater media and information literacy is of great importance. The emergence of free, independent and accountable media is also vital. Education and protection for journalists and media actors in traditional as well as new media are important.

The internet and new media have a vital role to play in safeguarding human rights. Development cooperation therefore has a role in supporting a free, open and safe internet in which laws, institutions and regulations are shaped in line with the principles of the rule of law. In the light of growing disinformation and propaganda on the internet, a capacity for critical thinking needs to be strengthened, not least among the young. Development cooperation needs match with and benefit from technological development and its importance for freedom of expression and freedom of the media online and elsewhere.

The education system fulfils an important function in conveying values. Educational institutions therefore play a fundamental role in building and strengthening human rights, democracy and the principles of the rule of law.

Children and young persons are important rights-holders and actors and must be included in the decision-making and implementation processes of building society. In measures concerning children, development cooperation is to be based on the Convention on the Rights of the Child and the four fundamental child rights principles: the best interests of the child, non-discrimination, respect for the views of the child and the child's right to life, survival and development. It is important to highlight a child rights perspective in dialogue with partner countries and to draw attention to children who are forced to flee.

Protecting economic, social and cultural rights is important for reducing inequality, but also for civil and political rights. These rights includes the right to education, health, participation in cultural life, social protection, work, unionisation and to decent and fair working conditions irrespective of sex, sexual orientation, gender identity or gender expression. Social protection is of great importance in reducing inequality, vulnerability and poverty. Fundamental principles and rights at work must be protected on the basis of the ILO Core Conventions and the global Decent Work Agenda.

## 5.2 Global gender equality

### **Long-term policy direction:**

- Sweden will work to ensure that implementation of the Sustainable Development Goals in the 2030 Agenda and the Addis Ababa Action Agenda is characterised by a gender perspective and that development initiatives at all levels contribute to meet the gender equality goal and rights-based targets.
- Sweden will work for the agency of women and girls. The experiences, needs, priorities and conditions of women and girls are essential to being able to change the living conditions of women and girls.
- Sweden will contribute to strengthen the representation of women and girls and their political participation and influence in all areas of society and at all levels; involvement in preventing and solving conflicts and in peacebuilding post-conflict situations; economic rights, empowerment, participation and influence; sexual and

reproductive health and rights (SRHR); and preventing and combating all forms of psychological, physical and sexual gender-based violence in all situations and environments.

- Sweden should be a driving force in the work of emphasising the role and responsibility of men and boys in achieving gender equality and respect for the full enjoyment of human rights by all women and girls.
- Sweden's political dialogue will include gender equality and the full enjoyment of human rights, including SRHR, by all women and girls.

**2030 Agenda SDGs relating to global gender equality:** All 17 of the Sustainable Development Goals in the 2030 Agenda are to contribute towards achieving gender equality. Gender equality and the empowerment of all women and girls is also set out in SDG 5, in different targets and integrated in other SDGs, as well as in the chapter on follow-up and review.

**Reasons for the Government's assessment:** The Government's feminist foreign policy is to strengthen the rights, representation and resources of women and girls. Sweden works towards gender equality and the full enjoyment of human rights by all women and girls, in line with the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the declarations, platforms and programmes for action following the UN's Conference on Women and the Conference on Population and Development and their review conferences, and UN Security Council Resolution 1325 on Women, Peace and Security and subsequent resolutions.

Despite important global progress being made on gender equality, the world's societies are characterised by a lack of gender equality to varying extents. Women and girls are particularly affected by poverty. Climate change, greater pressure on land use, competition for natural resources and protracted conflicts make the situation of women in particular worse. Women and girls are particularly vulnerable in humanitarian crises. Women and girls who flee encounter particular challenges and risk being the victims of human trafficking and gender-based violence, and actions must be tailored to their needs.

Promoting the civil, political, economic, social and cultural rights of women and girls is necessary to fight poverty, and important in mitigating environmental and climate related problems, building peace and preventing conflict. The skills and experiences of women and girls are essential if sustainable development is to be achieved. Women are powerful actors for change.

Women and men, as well as girls and boys, must have the same power to shape society and their own lives. Power is about rights as well as opportunities. Non-discrimination is part of all core UN human rights instruments. Discriminatory and gender-stereotypical norms and attitudes prevent not only women and girls but also men and boys from attaining their full potential and obstruct their opportunity to contribute towards social development that is gender equal. Women and girls, men and boys, are not homogeneous groups but individuals with different

identities, needs, circumstances and influence. Different power structures and dimensions work together. Discrimination and marginalisation on grounds of gender are also affected by age, origin, class, social status, gender identity and gender expression, sexual orientation, disability, ethnicity and religious belief, and this must be taken into account.

Gender-based discrimination may look different at national and local levels. Cooperation, including exchanging experience and expertise, between Swedish and other actors working for the human rights of women and girls and their empowerment in partner countries, is therefore important in terms of attaining gender equality. To achieve this objective, the gender equality perspective must be systematically integrated in all development cooperation. Gender equality analysis must be carried out systematically and incorporated in development cooperation planning, implementation, monitoring and reporting development cooperation. In order to attain a holistic perspective, qualitative information and sex and age disaggregated data must be used, as well as other data. Gender equality analyses should also contain an assessment of the other prevailing power relationships affecting different individuals and groups in the context in question. LGBTQ people are a particularly vulnerable group and demand particular attention in these analyses.

The systematic subordination of women and girls and stereotypical gender norms, especially those that link masculinity to violence, have a negative impact on human development and the development of societies. Extensive and widespread gender-based violence and harmful practices, in times of peace as well as during conflict and post-conflict, are the most tangible expressions of the systematic subordination of women and girls. The consequences of violence are widespread, especially for the individual woman and girl, but also for related children and for the development of society as a whole. In low and middle-income countries, one in three girls are forced into marriage before the age of 18. These girls often leave school. Child marriage and early pregnancy impact on the development of society and constitute a significant barrier to girls fully enjoying their human rights. The opportunity of young mothers to attain higher education, gain employment that generates an income, support themselves and achieve independence is often lost, which also reduces opportunities for economic development nationally. Armed violence tends to affect women and girls differently from men and boys. Here more data – disaggregated by sex and age – is needed on the consequences of armed violence, and also more generally in order to follow up and review the 2030 Agenda.

It is essential that gender equality and the full enjoyment of human rights, including sexual and reproductive rights, by women and girls is constantly brought up in dialogue with representatives of states, the EU, multilateral organisations and institutions, and other relevant actors. These issues must be central, integrated and mutually reinforcing parts of the dialogue, whether this concerns foreign and security policy, development policy, trade policy or promotion.

Cooperation within the EU and multilateral organisations, especially the UN and the development banks, is extremely important in achieving the global goals on gender equality and is therefore a priority. The EU's

Skr. 2016/17:60 Gender Action Plan (GAP) is the central tool for the EU's activities on gender equality in EU's external relations.

Civil society actors, especially women human rights defenders and women's organisations, have an important role to play. Additional and new actors, including academic institutions, faith communities, unions and businesses, should be engaged and included in dialogues and collaboration on gender equality.

### 5.3 Environmentally and climate-related sustainable development and sustainable use of natural resources

**Long-term policy direction:**

- Sweden will support low and middle-income countries' accession to and implementation of commitments under international environment and climate conventions.
- Sweden will particularly support countries in implementing their Nationally Determined Contributions under the Paris Agreement on climate change.
- Sweden will be a role model in including environmental and climate aspects in its development cooperation, including regarding emission caps and climate adaptation.
- Sweden will work to mobilise additional public funding to be used as a catalyst to encourage private sector investments to support a fossil-free and climate-resilient development.
- Sweden will work to ensure that the international financial institutions' investments in, and support to, fossil energy are phased out in the long term by substantially reducing such investments, and significantly increasing investments in renewable energy.
- Sweden will work for sustainable management of land-based ecosystems with sustainable use of ecosystem services, sustainable use of natural resources and preservation of biodiversity, as well as more productive and sustainable agricultural systems.
- Sweden will work to ensure that seas and oceans, coastal waters and marine resources are preserved and used by means of sustainable management.
- Sweden will contribute to strengthened and integrated sustainable management of aquatic resources. Development cooperation is to contribute to an effective and sustainable water use throughout the production chain.
- Sweden will work for improved air quality and reduced use and sustainable management of chemicals and waste, including ambitious regulation of chemicals and waste management on a global scale.
- Sweden will work to strengthen women's participation in decision-making processes related to the environment, climate and sustainable use of natural resources, and to strengthen opportunities for political and local actors in civil society

organisations to work for greater awareness, participation, transparency and accountability.

- Sweden will help to expand knowledge on environmental and climate problems and on solutions to such problems, in part through capacity-building of agencies, academia, civil society organisations and media.

**2030 Agenda SDGs relating to the environment, climate and sustainable use of natural resources:** All of the SDGs fundamentally have clear links to the environment and climate. SDG 6 on clean water and sanitation, SDG 7 on affordable and clean energy, SDG 11 on sustainable cities and communities, SDG 12 on responsible consumption and production, SDG 13 on climate change, SDG 14 on oceans, seas and marine resources and SDG 15 on sustainable use of terrestrial ecosystems have the strongest links.

**Reasons for the Government's assessment:** It is crucial to achieve a transition to sustainable development within planetary boundaries. The Government views climate change as the key issue of our age. Climate change already affects people's development opportunities and livelihoods and undermines opportunities to achieve globally sustainable development. Certain equatorial countries and small island nations risk being destroyed by extreme drought or flooding. Climate change increases the risk of conflicts, poverty and hunger, undermines human rights and is a growing cause of forced migration.

However, research shows that countries at all income levels are able to attain economic development, and better living and working conditions while simultaneously restricting their climate impact. This opportunity must be seized. Capacity building is vital in implementing countries' Nationally Determined Contributions.

Climate change and environmental degradation hit those living in poverty hardest as they are often directly dependent on natural resources, biodiversity and ecosystem services from forests, land, watercourses and seas for their livelihoods. Climate adaptation, disaster risk reduction and sustainable use of land, forests and water can mitigate the negative consequences of climate change and natural disasters, help to reduce poverty, safeguard food security and thus reduce the risk of humanitarian crises. Disaster risk reduction measures should be seen as an integrated part of long-term development cooperation, as a complement to humanitarian assistance. Food waste and losses throughout the food chain must be reduced to ensure food security and limit environmental and climate impact.

Access to reliable and sustainable energy is essential to attaining the SDGs and here small-scale, flexible energy solutions and falling renewable energy prices offer unique opportunities. Investment and support for fossil energy must be cut considerably and be phased out in the long term. Development cooperation must help to safeguard access to energy in low and middle-income countries through cost-effective and renewable energy solutions, including improving energy efficiency. This makes it possible for people who do not have electricity to avoid

Skr. 2016/17:60 solutions that are harmful for the environment and the climate and instead gain direct and secure access to sustainable energy sources.

Resilient ecosystems and biodiversity are essential for sustainable food and water supplies. They also counteract and mitigate the effects of natural disasters such as flooding and drought. Sustainable use of agriculture, forests and water is fundamental. Sustainable use, protection and restoration of ecosystems and preservation of biodiversity are also essential. To safeguard ecosystem services, it is vital to gather knowledge, carry out analysis and implement initiatives targeting the underlying causes of their depletion. For example, it is essential to protect and use local plant varieties and animal breeds.

The state of the oceans and seas is serious. Climate change, ocean acidification, overfishing, marine litter, environmental pollutants and exploitation of natural resources are seriously disrupting marine ecosystems. Sweden will work to strengthen the opportunities of the multilateral system to manage global challenges related to the oceans and seas, coastal waters and marine resources.

Water shortages are increasing as a development challenge, partly as a consequence of climate change and unsustainable use. This increases demands to improve the efficiency of use, and to balance water needs for domestic use, agriculture, industry, ecosystems and energy production. Tensions over water catchment areas can also increase the risk of conflict. Increased and integrated management of water resources locally and regionally, and stronger resilience regarding water are ways in which development cooperation can help to reduce tensions and conflicts.

Environmentally toxic emissions, exposure to hazardous substances, and air pollutants are growing challenges for many low and middle-income countries. Rapid, often uncontrolled, urbanisation contributes to this. Environmental and social planning is often under-funded. Chemicals are spread via air, water and goods, with a negative impact on health, the work environment and agriculture. Air pollution is the greatest environmental threat to human health today. The spread of harmful substances and problems caused by chemicals, waste and air pollution risk undermining development progress.

Women and children in low-income countries are often hardest hit by climate change. Women are central to the work on sustainable environmental and climate solutions and the sustainable use of natural resources. Women often bear the main responsibility for food production, water supplies and the family's welfare and therefore possess knowledge as to how climate adaptation measures should be developed locally, for example. Women are much more active in the renewable energy sector than in the fossil sector, which means that greater support for renewable energy can also strengthen women's economic empowerment.

Well-functioning environmental management and legislation are central if countries are to be able to take long-term responsibility for sustainable development. This involves tools for follow-up, monitoring and supervision. Actors' capacity for collaboration at the national level must be strengthened, while taking local knowledge into account. Respect for human rights and democratic principles, including accountability, are important for environmentally sustainable development. Strong and independent civil societies and democratic

public information management, reliable statistics and reliable data have important roles, as do the media. Capacity building – in partnership with local, national, regional and global actors – is vital. Economic instruments, procurement systems and other policy instruments that help to shift public and private financial flows towards environmental and climate-related sustainability and sustainable use of natural resources must be supported. The prerequisites for investment in and trade in eco-friendly and resource-efficient goods and services must be strengthened.

## 5.4 Peaceful and inclusive societies

### **Long-term policy direction:**

- Sweden's efforts for peacebuilding and state-building seek to tackle the underlying causes of conflict and vulnerability. Sweden will work for effective, responsible, open and inclusive institutions and for human rights.
- Sweden will also strengthen capacity to withstand crises and handle conflict by peaceful means.
- Sweden will support inclusive dialogues and mediation processes as well as civil crisis management to prevent, manage and resolve armed conflict.
- Sweden will work in line with the New Deal for Engagement in Fragile States, which links political dialogue with development cooperation.
- Sweden will contribute to strengthening the influence of women and girls and their meaningful participation in peace processes. The Women, Peace and Security agenda is central.
- Sweden will work to ensure that women and girls are given special protection, in line with UN Security Council Resolution 1325 on Women, Peace and Security and its follow-up resolutions. Initiatives are also to promote positive masculinities.
- In its conflict prevention work, Sweden will contribute towards implementing Security Council Resolution 2250 on Youth, Peace and Security.
- Sweden will work preventively to protect children in both peace and conflict.
- Sweden will contribute towards initiatives for eliminating landmines and support the work against the irresponsible and illegal spread of arms in line with Sweden's actions under international law.
- Sweden will work for transitional justice that incorporates the right to combat impunity, the right to know the truth, the right of victims to compensation, guarantees of non-repetition of human rights violations, and humanitarian law.

**2030 Agenda SDGs relating to peaceful and inclusive societies:** Among the SDGs in the 2030 Agenda there are two key goals that relate to peaceful and inclusive societies: SDG 5 on gender equality and

Skr. 2016/17:60 empowering women and girls, and SDG 16 on promoting peaceful and inclusive societies. Additional SDGs of high relevance are SDG 1 on ending poverty, SDG 10 on inequality, SDG 3 on health and SDG 13 on climate change and its consequences.

**Reasons for the Government's assessment:** There can be no sustainable development without peace and no peace without sustainable development, and neither are possible without respect for human rights. Fragile and conflict-torn states are particularly vulnerable to global challenges, e.g. migration, climate change, environmental degradation, infectious disease outbreaks, radicalisation, terrorism, organised crime and economic crises. These countries also have less capacity to create inclusive and sustainable development as they are often characterised by instability, weak institutions and a lack of trust between the State and the population. Over 40 per cent of people living in poverty live in fragile or conflict-torn states.

Work to prevent conflict and promote peace must revolve around the causes of the conflict and the entire conflict cycle, making the link between security and development clear. Social inequality, poverty, hunger, weak institutional structures and democratic deficits are some of the most common causes of conflict, while violent extremism, fundamentalism, terrorism, systematic use of sexual violence and climate change combine with already existing challenges to exacerbate the situation. Once a society has descended into a spiral of conflict or violence, it is hard to break out of it. As a whole, these challenges demand a stronger, new and innovative approach to the way we combat and handle conflict and build peace.

Sweden emphasises an inclusive policy, building states under the rule of law, human security and justice, fundamental social services and economic choices. These aspects also form the basis of the New Deal, a platform for political dialogue on more effective work in fragile and conflict-torn states, linking policy, security and development cooperation with justice and economics. Greater capacity in local and national institutions is a priority. Inclusive processes for peacebuilding and state-building with the participation of civil society and diaspora groups are essential.

A well-functioning DDR process (demobilisation, disarmament and reintegration of former combatants) supplemented by transitional justice for the victims of conflict is fundamental to reducing violence and developing peaceful societies. Support for democratic control and security sector reform (SSR) is important to reduce the risk of armed conflict and relapsing into conflict. Human long-term security is founded on a functioning security sector and SSR must be based on the security needs of all women, men, girls and boys. Military or police officers using unlawful and arbitrary violence or otherwise exploiting their position of power are a threat to democracy and the rule of law and here SSR can improve the social contract between states and individuals.

Employment and education are fundamental to preventing conflicts and reducing the risk of relapsing into conflict. The arts and cultural activities have an important role to play in reconciliation and rebuilding. Young people are important in creating inclusive and peaceful communities and should be included in peacebuilding.

Violence is the ultimate form of oppression. Conflict and post-conflict situations are often characterised by violence and attacks on civilians. More men and boys are killed by direct violence in these situations while women and girls are more vulnerable to conflict-related sexual violence. In conflict situations there is a special need to address destructive norms linked to masculinity and exercising violence. Violence limits women's opportunities to actively contribute towards societal development. Older people often find it more difficult to flee or protect themselves against violence and abuse. LGBTQ people can also be particularly vulnerable in conflict situations.

Increasing numbers of children are affected by war and forced to flee their homes. Children are particularly vulnerable, especially children and young people with disabilities. Children's right to protection from all forms of violence must be guaranteed to enable effective development. In difficult circumstances child marriage and other harmful customs increase, while opportunities to access education decrease. Rehabilitation of child soldiers is important for the society as a whole in the short and the long term and quality education for both girls and boys is essential to create sustainable societies, encourage gender equality and avoid radicalisation.

Women's increased participation in peace work is important to combat violent extremism and encourage more effective policy creation and implementation. As brokers and participants in peace processes, women can play a vital role in ensuring lasting peace. Today women rarely participate in peace processes and there is a tangible lack of women as brokers and negotiators. Societies in which women are empowered and are active participants in politics, the economy, culture and the life of society tend to be less inclined towards violence, more democratic and to respect human rights to a greater extent. Increasing the representation of women from conflict-torn countries in peace processes across the globe is therefore also a way of contributing towards lasting peace. Women's perspectives should be integrated both in direct peace negotiations and in reconciliation processes, peacebuilding and accountability.

Arms purchasing and criminal activity that helps to increase violence and warfare are often financed by unsustainable, illegal extraction of natural resources and illegal trade in wild animals and plants. Dissemination of, and access to, weapons can contribute to a culture of arms and violence that lives on long after a conflict is over. This increases violence against women and girls, also in the home. Initiatives to prevent the spread of small arms and light weapons, and implementation of the Arms Trade Treaty, as well as initiatives in eliminating landmines, cluster munitions, and other explosive remnants of war are of great importance in fostering more peaceful societies.

### 5.5.1 Productive employment, decent work and sustainable business

**Long-term policy direction:**

- Sweden will strengthen the capacity of low and middle-income countries to develop institutions and systems such that these effectively contribute towards sustainable, inclusive economic development. This includes improving the conditions for dynamic and sustainable business.
- Sweden will work for productive employment and decent work, promote inclusive growth in line with the ILO's Decent Work agenda and further the social dialogue in line with the Global Deal concept. Sweden will encourage a transition from an informal to a formal economy.
- Sweden will work for equal economic and work-related rights and opportunities for women and men. Women's economic empowerment is to be strengthened.
- Sweden will strengthen the capacity of partner countries to develop and maintain nationally owned institutions and systems for basic social protection.
- Sweden will work for economically, socially and environmentally sustainable procurement in all parts of development cooperation.
- Sweden will contribute towards strengthening the domestic resource mobilisation of low and middle-income countries.

**2030 Agenda SDGs relating to productive employment, decent work and sustainable business:** This area is linked to several of the SDGs in the 2030 Agenda, particularly SDG 8 on economic growth and decent work, SDG 1 on ending poverty, SDG 2 on ending hunger, achieving food security and improved nutrition and promoting sustainable agriculture, SDG 4 on quality education for all, SDG 5 on gender equality and empowering all women and girls, SDG 10 on reducing inequality within and among countries, SDG 12 on ensuring sustainable consumption and production patterns, SDG 13 on climate change, SDG 14 on oceans, seas and marine resources, SDG 16 on promoting peaceful and inclusive societies, and SDG 17 on implementation and revitalising the global partnership for sustainable development.

**Reasons for the Government's assessment:** It is important to create more productive jobs and better working conditions to strengthen the link between economic development and poverty reduction. This is particularly true of jobs for young people entering the labour market. The majority of new jobs in low and middle-income countries are created by the private sector. A dynamic and sustainable business community and a business climate that encourages this are therefore important for economically, socially and environmentally sustainable development. Sustainable business means acting responsibly by following international

norms and guidelines and contributing towards driving sustainable social development, partly through innovation and new ideas.

Development cooperation can strengthen conditions for sustainable business in low and middle-income countries through long-term institutional development and capacity building. This can be done by promoting good governance, gender equality, decent work and productive employment, anticorruption and human rights, and integrating environmental and climate issues. Development cooperation can also improve conditions for diversifying the economy. All Swedish development cooperation must be implemented in line with the OECD's Guidelines for Multinational Enterprises, the principles of the UN Global Compact and the UN's Guiding Principles on Business and Human Rights, and the ILO's Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy.

Public procurement is an important instrument for sustainable global development. Often there is a lack of capacity, rules, practice and integrity to factor in economic, social and environmental sustainability criteria, including gender equality aspects and anticorruption. This rewards short-termism. The capacity of institutions to safeguard quality, sustainability and transparency in procurement must be promoted.

Areas in which many people live in poverty often suffer a lack of economic opportunities and productive jobs. Social, occupational and geographic mobility is therefore of great importance. Development cooperation has a role to play in combating the formal and informal obstacles that limit people's mobility and their opportunity to make use of resources. Access to quality education, including technical and vocational education and training that meets the labour market's demands and requirements is also of great importance.

Free labour market partners, union rights and the human rights of all employees at work are important. Combating sexual violence and harassment and all forms of discrimination in and around the workplace is key. Social dialogue between the labour market partners and governments is vital to productivity, job creation and decent work and building capacity among the labour market partners and strengthening relations between them is therefore necessary. The labour market partners also have an important role to play in encouraging a fair transition of jobs to a green economy with decent working conditions, based on the ILO's Decent Work agenda. Unions that represent informal workers must be given the capacity to exert influence on policy decisions.

Gender-based differences in working conditions, pay, access to and the right to productive work are a widespread problem. Equal rights and opportunities for women and men are vital to attaining sustainable development. There is also a strong link between women's access to and participation in the labour market and economic growth. Discriminatory and stereotypical gender norms, such as labour markets divided by gender, unequal distribution of unpaid domestic and care work, and discriminatory practices regarding women's access to productive resources constitute major obstacles to development. Women are also over-represented in the informal economy, often lack job security and

Skr. 2016/17:60 access to social benefits, and have poor working conditions and a low and insecure income.

Encouraging women's economic empowerment is an important aspect of inclusive economic development. Sexual and reproductive health and rights and access to quality education play an important role here. Making it easier for women to develop and run companies strengthens women's economic position in society. This also helps to diversify the economy and develop the sector for small and medium-sized enterprises. Small-scale innovation-driven enterprise has particular potential.

Social protection systems fulfil a key function for a more equitable and gender-equal distribution of welfare throughout people's lives. They help to improve resilience in the face of poverty and vulnerability, particularly in conjunction with humanitarian crises and climate change. Social protection is a human right in its own right but it is also a means of attaining other human rights, such as education and health. In addition, it is a tool that enables people to exploit their full potential to improve their living conditions. Access to social protection is additionally fundamental for women's opportunities to participate in the labour market on the same terms as men.

Tax income is the basic building block in creating a functioning society and financing it in the longer term. Sweden is to support low and middle-income countries in developing effective tax authorities. The countries also need support in participating in and implementing international agreements. It is important to reduce the use of ineffective tax incentives in low-income countries.

### **5.5.2 Free and fair trade and sustainable investment**

**Long-term policy direction:**

- Sweden will contribute towards creating open, inclusive and sustainable markets in developing countries. The focus is to be on the parts of the economy where the potential for productive employment and sustainable development is particularly high.
- Sweden will support low and middle-income countries to participate in trade and become integrated in regional and international value chains and markets.
- Sweden will support sustainable, responsible and productive investments and a transition to a resource-efficient, circular and bio-based economy.
- Sweden will contribute towards responsible investments for greater productivity and sustainability in agriculture (agriculture and forestry) and for sustainable fisheries.
- Sweden will support sustainable use of ecosystem services and natural resources, including transparent and effective regulations for investments and trade in natural resources.
- Sweden will contribute towards people living in poverty, particularly women, having access to and benefiting from increased digitalisation.

**2030 Agenda SDGs relating to international trade and sustainable investment:** This area is linked to several of the 2030 Agenda's SDGs. Notably, SDG 1 on ending poverty, SDG 2 on ending hunger, achieving food security and improved nutrition and promoting sustainable agriculture, SDG 5 on gender equality and empowering all women and girls, SDG 7 on access to affordable, reliable, sustainable and modern energy for all, SDG 8 on economic growth and decent work, SDG 9 on infrastructure, SDG 10 on reducing inequality within and among countries, SDG 12 on ensuring sustainable consumption and production patterns, SDG 13 on climate change, SDG 14 on oceans, seas and marine resources, SDG 15 on sustainable use of terrestrial ecosystems, SDG 16 on promoting peaceful and inclusive societies, and SDG 17 on implementation and revitalising the global partnership for sustainable development.

**Reasons for the Government's assessment:** Sustainable development and increased productive employment are being slowed in many countries by a lack of basic infrastructure and related services, such as reliable and sustainable energy, transport, information and communication technology and financial services. Important causes are insufficient or ineffective investments and a lack of competition. Protecting the rule of law, transparent and effective institutions and regulations, access to international markets, macroeconomic stability and a functioning financial system creates trust and confidence, which are central for increased investment.

Swedish development cooperation must contribute towards more favourable conditions in low and middle-income countries to attract sustainable and productive investments, e.g. through improved investment frameworks and a more favourable investment climate. Regulations and procurement systems, which help to price and incorporate external effects, so that economic decisions take into account for example climate impact, are important. Sustainable public procurement, in which the procurement criteria reflect advantages for society and its development as a whole are one example of such measures. Infrastructure is particularly key here, as the design of infrastructure sets the long-term framework for environmental and climate impact. Gender equality analysis at an early stage is also central, as women and men use infrastructure in different ways.

Equal access to, control over and rights of ownership, use and inheritance of resources such as land, fishing waters, capital, natural resources, technology, information and networks are very important to inclusive economic development. Improving market systems and institutions is also important in developing domestic production. Formal and informal obstacles, discrimination and corruption often have a particularly serious impact on women and people living in poverty. Broad access to financial services, such as saving, insurance and credit, encourages development and reduces vulnerability.

Digitalisation has the potential to radically change the ground rules of development in that it facilitates access to information, education, public and financial services, and enterprise and trade. The consequences of the digital divide in terms of access to the internet and mobile telephony, particularly between the sexes, are constantly growing. Stronger

Skr. 2016/17:60 institutions as well as legislation based on the principles of the rule of law, which *inter alia* strengthens competition between actors and respect for human rights, are crucial. It is important that knowledge increases and that the significance of digitalisation for public services and for greater accountability is exploited.

The majority of people living in poverty are found in rural areas and rely on small-scale farming or fishing for their livelihood. A sustainable increase in agricultural productivity is a prerequisite for achieving food security and thereby sustainable economic development. Secure access to nutritious and safe food is a right and a fundamental prerequisite for a decent life and people's opportunity to contribute to the economy. Dependence on natural resources makes people particularly vulnerable to climate change, depleted ecosystems, deterioration of the aquatic environment and land degradation. Responsible investment to develop sustainable agriculture and sustainable use of forests and fishing is a powerful instrument in fighting poverty, and ensuring food security and sustainable economic development. It provides higher incomes that can be invested in education and health. It also facilitates structural economic change. These investments may aim at improved production methods and management of the harvest, digitalisation and greater market orientation. It is important to improve access to financing, natural resources, technology, inputs, networks and advice, and to equal and secure rights to land and fishing resources. Here, support to producer organisations and cooperatives has an important role to play, as does research into and development of new innovations. Local knowledge must be utilised. Higher incomes for small farmers can also reduce child labour, the majority of which is seen in agriculture.

Women have a central role in food security. Obstacles to food security include weak or unclear ownership, tenure and inheritance rights, as well as food loss and waste and poor infrastructure, which often put women at a disadvantage.

Efforts in the sanitary and phytosanitary field as well as in animal production, e.g. in terms of animal husbandry and animal health, can contribute towards an improved and sustainable use of resources and greater export opportunities while also having positive health effects.

Free and fair trade is a powerful tool for economic growth, sustainable development and fighting poverty. Trade creates more productive jobs, higher incomes and greater access to goods and services, as well as technology transfer, more efficient production and incentives for innovation and investment. However, many low and middle-income countries have a limited capacity to exploit the potential of trade and foreign investment. Therefore the countries of the world have committed to increase Aid for Trade support for developing countries. Development cooperation must strengthen countries' ability to participate in regional and global value chains and trade, e.g. through efforts for trade facilitation, reduced trade barriers, trade-related sustainable infrastructure and private sector development. Initiatives for national and regional institution building, transparent and effective regulations and a greater capacity to analyse, negotiate on and carry out development-friendly trade and investment agreements are important. Development

cooperation also plays a key role in supporting all sustainability dimensions in trade agreements.

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It is important to increase the ability to meet international standards, including increasingly ambitious sustainability requirements, which among other things seek to maintain and strengthen the protection of the environment and human and animal health. It is important to support work on trade and human rights, anticorruption and gender equality as well as decent working conditions to ensure that men and women living in poverty gain better opportunities to benefit from the advantages of trade.

The transition to a circular and bio-based economy with sustainable production and consumption increases resource efficiency. Economic instruments and new business models, education and information, as well as sustainable public procurement are tools for achieving this. Development cooperation is to help to highlight the link between clean water, sustainable energy and food security. Innovations and environmental technology that encourage fossil-free, climate-resilient development with toxin-free material streams are important in this respect.

## 5.6 Migration and development

### **Long-term policy direction:**

- Swedish development cooperation will contribute to increasing the positive development effects of migration and reducing the negative effects in countries of origin.
- Sweden will contribute to improving the living situation of people living in poverty by strengthening human rights and promoting livelihood opportunities, as well as tackling environmental and climate-related threats and reducing the risk of humanitarian crises that could lead to forced migration.
- Sweden will contribute to creating conditions to ensure that people who choose to migrate are able to do so in a safe, orderly and regulated way.
- Sweden will contribute to improving the capacity of countries of destination to manage migration in a way that safeguards the rights of refugees and migrants and promotes the countries' development.
- Sweden will strengthen the link between long-term development cooperation and humanitarian assistance.

**2030 Agenda SDGs relating to migration and development:** The 2030 Agenda highlights the importance of facilitating safe, orderly, regulated and responsible migration, as well as the importance of humane treatment of all migrants, refugees and displaced people, with full respect of human rights. States also commit to give migrants access to lifelong learning, to lower the transaction costs of remittances and to protect the rights of migrant workers. The Sustainable Development Goals that relate most to migration are SDG 1 on ending poverty, SDG 8 on

Skr. 2016/17:60 promoting sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all, SDG 10 on reducing inequality within and among countries, SDG 13 on climate action and SDG 16 on promoting peaceful and inclusive societies.

**Reasons for the Government's assessment:** Our development cooperation is to increase the positive development effects of migration. Migration has positive effects on the development of countries of origin as well as for countries of destination, and for the migrants themselves and their families. Migrants are often engaged in the development of their country of origin, e.g. through financial remittances and the establishment of new companies. Their unique knowledge of needs and opportunities in their country of origin allows values, ideas and networks to be passed on as social and political remittances. Members of diasporas in Sweden and in the world are increasingly seen as agents of development with significant economic influence. Sweden will support the transfer of funds, knowledge and ideas by migrants and diaspora groups to their countries of origin. Greater trade opportunities can contribute to improved prospects, and also make it easier for low and middle-income countries to benefit from the engagement of diaspora groups.

Financial remittances far exceed international development cooperation. They are often invested in health, education and housing, especially when women manage the money, but also often provide the means for setting up small enterprises. Both policy coherence for development (PCD) and development cooperation can help to lower the costs of remittances by promoting competition, using new technology, and improving financial skills and access to financial services.

It is important to improve living conditions in countries of origin to create alternatives to migration due to poverty, hunger or other vulnerabilities, as well as more opportunities to return. This includes strengthening and protecting human rights and livelihoods, preventing conflicts and contributing to tackling environmental and climate-related threats. Synergies between humanitarian assistance and long-term development cooperation are vital. For example, these synergies can involve improving the resilience of communities and thus reducing the risk of humanitarian crises. Putting more effort and resources into development, conflict resolution and disaster risk reduction counteracts or prevents crises from becoming protracted and recurring.

People who choose to migrate must be able to do so in a safe, orderly and regulated manner. Female migrants and refugees live in vulnerable situations more often than male migrants and refugees. Children who are forced to flee are often more vulnerable and have special rights. All states have a responsibility to respect international conventions on the human rights of migrants and refugees, including the Geneva Convention. It is important to improve migrants' and refugees' enjoyment of these rights, and to particularly protect women, boys and girls from all forms of violence, including sexual violence, human trafficking and other abuse. Sweden will also work for equal access to the right to seek asylum.

Swedish development cooperation can contribute to improving the capacity of low and middle-income countries to manage migration in a

way that safeguards the rights of refugees and migrants and that promotes the countries' development. A well-functioning system for managing migration, both when leaving a country and upon return, is important to improve the positive development effects of regular migration, as well as to counteract the negative development effects that may result from irregular and forced migration.

Synergies between humanitarian assistance and long-term development cooperation are particularly important to issues of forced migration and possibilities to contribute to development in countries of origin. The role of development cooperation in increasing the resilience of societies and opportunities of people, and thus reducing the risk of humanitarian crises and preventing protracted crises, is directly linked to a reduced need for humanitarian assistance. Internationally and within the EU, Sweden works to eradicate the fundamental drivers of forced migration and is a driving force behind a long-term approach that supports the implementation of the 2030 Agenda, including promoting the development effects of migration and protecting the rights of migrants.

## 5.7 Equal health

### **Long-term policy direction:**

- Sweden will contribute towards effective national health systems and institutions that deliver services to prevent illness and injury, and good quality, integrated and gender-equal health and medical care for all.
- Sweden will pay particular attention to the gender equality perspective in the light of existing gender differences regarding health and access to health and medical care. The human rights of women, girls and young people are central. Child and maternity care are a priority.
- Sweden will continue to defend all people's right to health with a particular focus on sexual and reproductive health and rights. Young people's needs and points of departure must be highlighted, as must respect for the rights of LGBTQ people.
- In working to combat the spread of HIV, Sweden will have a long-term, rights-based and broad approach.
- Sweden will highlight the importance of access to clean water, sanitation and hygiene, and sufficient, safe and nutritious food, as well as sustainable energy for health.
- Sweden will work to ensure that greater attention is paid to non-communicable diseases on the international agenda and in national health programmes.
- Sweden will continue to demonstrate leadership in the work against antimicrobial resistance (AMR) and work for capacity building in line with the Global Action Plan on AMR.
- Sweden will work for stronger global capacity to detect and respond to health threats by implementing the International Health Regulations (IHR 2005).

- Sweden will raise awareness of the link between health and environmental and climate challenges and between health and security in development cooperation, in humanitarian initiatives and in the interface between them.

**2030 Agenda SDGs relating to health:** Good health development in the population is of fundamental importance for the development of society in general. Promoting health and preventing illness create conditions for long-term sustainability. Consequently, almost all the SDGs in the 2030 Agenda are important for people's health and to the specific statement in SDG 3 on good health and well-being for all at all ages.

**Reasons for the Government's assessment:** Access to adequate health and medical care at an affordable cost vastly reduces the risk of illness that leads to poorer quality of life, lost capacity to work or death. Robust health systems are central for development, and for efforts targeting specific diseases such as malaria, tuberculosis and the Zika virus. They also form the basis of work on sexual and reproductive health and functioning child and maternity health care. Strong health systems are essential to work on global health security and increase countries' capacity to tackle infectious diseases and antibiotic resistance.

Access to clean water and basic sanitation is a human right. Water, good sanitation and hygiene, combined with nutritious food, are essential for health, fighting poverty and reducing child mortality. The needs of pregnant women, mothers and babies are especially important here.

The right to decide over and exercise control over one's own body, sexuality and reproduction is fundamental. Sexual and reproductive health and rights (SRHR) play a prominent role in Swedish development cooperation. Increasing women's, men's and young people's access to information and education about sex and relationships, contraception, sexually transmitted infections and safe abortions is a priority. The healthcare needs of women and young people linked to SRHR, menstrual hygiene and maternity care need to be highlighted, as does respect for the rights of LGBTQ people. Sweden's work on SRHR must be founded on international commitments. These include the Declaration and Programmes of Action from the UN's International Conference on Population and Development in Cairo in 1994 and the World Conference on Women in Beijing in 1995. The rights of LGBTQ people are one of the starting points of Sweden's work on SRHR.

The right to health applies to everyone, including vulnerable groups such as people with disabilities and mental ill-health. Great strides have been made in paediatrics but children with disabilities are still disadvantaged.

Despite great progress, several thousand people were infected with HIV every day in 2015. Women and girls are more severely affected than men. The challenges include poverty, the vulnerable position of women, sexual violence and a lack of respect for sexual and reproductive rights, children and young people who are not reached by information and knowledge, low condom use and discrimination against vulnerable groups. Better conditions for women and girls are central but attention

must also be paid to the perspective of men and boys. Non-discrimination must be highlighted in terms of people living with HIV and particularly vulnerable groups. Sweden must make efforts to achieve a balance regarding preventive work, care and support initiatives.

The risk of catching *infectious diseases* as a result of malnutrition, polluted water, poor sanitation or a lack of vaccination has fallen. Despite this, people who live in poverty in particular are continuing to die from complications of infectious diseases that should not be fatal. Infectious diseases are a global problem that must be solved internationally as well as nationally as travel and global trade weaken natural barriers to the spread of infection. Infectious diseases have also reappeared and emerged in new regions. The International Health Regulations (IHR 2005) form the basis for global work against health threats and include core capacity requirements that are binding for all WHO Member States. About a third of Member States have implemented the regulations. The capacity of the health system is vital to implementing IHR. Together with WHO and other relevant actors, Sweden must strengthen the global capacity to detect and respond to health threats by implementing IHR.

Antimicrobial resistance (AMR), particularly antibiotic resistance, is a growing global threat to health and sustainable development, especially in poor countries. Antibiotic resistance demands a cross-sectoral approach, linking human and animal health as well as the environment. It is essential to safeguard adequate access to and responsible use of antibiotics. Measures to prevent infection, such as infection control in health care settings and good animal husbandry, are needed to combat the development and spread of resistance.

Major health improvements have been seen in the poorest countries. At the same time unhealthy lifestyles are increasing. The biggest risk factors in many low and middle-income countries are obesity and malnutrition, poor diet, insufficient physical activity, tobacco and alcohol consumption, and exposure to hazardous substances, e.g. from air pollution. These countries are currently responsible for about three-quarters of the deaths from non-communicable diseases. These countries are also particularly vulnerable regarding the incidence of fatal and serious traffic injuries. Safe infrastructure helps to prevent injuries.

## 5.8 Education and research

### **Long-term policy direction:**

- Sweden will work towards a holistic approach to learning with a focus on national education systems, including good quality teacher training that leads to sustainable development.
- Sweden will work for equitable and inclusive education of good quality at all levels for all girls and boys, women and men, from early childhood education and throughout their lives.
- Sweden will contribute towards all girls and boys being able to complete equitable primary and secondary education of good quality free of charge.

- Sweden will pay particular attention to the importance and role of education in conflict and post-conflict situations and in humanitarian crises.
- Sweden will contribute towards boosting high-quality research relevant to the fight against poverty and to sustainable development, predominantly with a focus on low-income countries and low-income regions. Capacity building for research training, research and research systems will continue to constitute a core activity.
- Support for research and research systems is to contribute towards a knowledge base and research capacity on the basis of the needs of the partner country, especially in relation to the SDGs.
- Sweden will support research at regional and global levels that contributes towards innovative solutions of relevance to low-income countries and low-income regions.
- Sweden will contribute towards research of relevance to the fight against poverty and to sustainable development in low-income countries being conducted at Swedish universities and higher education institutions.

**2030 Agenda SDGs relating to education and research:** Education and research, as well as professional and functioning institutions and systems for these activities are crucial to the ability to attain all the SDGs in the 2030 Agenda and so increase the responsibility of every country for its own development. Ensuring inclusive and equitable education of good quality and promoting lifelong learning for all is set out separately in SDG 4 and in various targets in the 2030 Agenda.

**Reasons for the Government's assessment:** Education is a human right and a cornerstone of democracy, gender equality, equity and the capacity to attain sustainable development. Knowledge and education of good quality is essential for broad and inclusive societal engagement, critical thinking and political involvement. Education gives the individual the means to earn a living and knowledge for actively participating in and influencing the development of society. Consequently, education and learning also encompass strengthening values, attitudes, knowledge and skills that promote people's equal rights and opportunities to lead a healthy and full life.

The Government has a holistic approach to learning with a focus on national education systems, including teacher training of good quality. It covers all levels – from early childhood education, through primary and secondary education to technical and vocational education and training, higher education and research training. In addition, adult education and “folkbildning” (civic adult education) play an important role in the development of society and the individual, especially as the adult literacy rate continues to be very low. In this holistic approach, particular attention is to be paid to marginalised and vulnerable groups, including people with disabilities. Education for sustainable development is an important tool for increasing knowledge and skills on sustainability in its three dimensions, including climate issues, human rights, equality and work on values and democracy.

Despite great progress, it is still more common for girls not to gain access to education. Two thirds of all illiterate people in the world are women. The role of education in empowering girls and women and increasing their input on sustainable development is of the utmost importance. Sweden is to draw particular attention to the importance of education and functioning education systems for stability, normalisation and rebuilding in conflict or post-conflict situations and in humanitarian crises – situations in which women and girls are particularly vulnerable. Large cohorts of young people and high unemployment, especially in rural areas, increase demand for higher education and technical and vocational education and training (TVET). Despite major expansion of the education system in many countries, capacity and quality deficiencies remain. There is also a lack of TVET to meet the demands of the labour market.

University education is vital to meeting the needs of the knowledge society, especially on issues involving sustainable development. This makes major demands of capacity building and institution building which can be combined with grant programmes, digitalisation and other instruments.

Development cooperation is to support institution building and systems for primary education and higher education, vocational education and research that can safeguard quality, long-term financing and freedom from all forms of discrimination.

In the long run, a country's higher education system and capacity to conduct high-quality research is a reflection of the quality of primary and secondary education. At the same time, the quality of education depends on the conditions for teachers and the quality of syllabuses and teaching materials, which in turn are the result of investments in higher education and research. Higher education and research therefore play an important role in developing teacher capacity for different levels of education.

Access to national research competence is limited in many low-income countries. Higher education and research of good quality is fundamental to meeting a country's need for knowledge, skills, innovation and capacity to tackle complex challenges. This need concerns decision-makers, agencies, business, organisations and citizens. Domestic analysis and research capacity strengthens ownership of the country's development. Research capacity with female as well as male researchers improves conditions for democratic social development, critical analysis and social debate. National research capacity also improves opportunities for highly qualified involvement in international research collaborations, in utilising research results through innovation and in political dialogue on regional and global societal challenges. The involvement of international research cooperation, particularly with a focus on the SDGs and on low-income countries, is also of great value for Swedish research environments.

Today's challenges and those yet to come require new knowledge, including multidisciplinary and trans-disciplinary research on complex local, national, regional and global societal problems and solutions. There is also a need for new and broader interfaces between research institutions and other parts of society to identify research issues and utilise research results, including within the global agenda.

Skr. 2016/17:60 Swedish development cooperation has long experience in providing support to developing research training, research infrastructure, research communication and research systems primarily in low-income countries. Sweden has a strong resource base in research that is relevant to development. It is important to make the most of and develop this research base. Swedish development cooperation must continue to serve as a role model, mainly through a long-term approach and through the focus on capacity building for research and sustainable research systems.

## 6 Humanitarian assistance

### **The long-term direction of policy:**

Sweden will focus on five key priorities in the field of humanitarian assistance:

- Greater respect for humanitarian principles and international humanitarian law (IHL).
- A stronger, more efficient and coordinated humanitarian system, both locally and globally, in line with shared humanitarian standards and norms to better respond to greater humanitarian needs in the world.
- Greater cooperation with civil society, including affected and vulnerable populations.
- Greater cooperation and increased synergies between humanitarian initiatives and long-term development cooperation to reduce the risk of recurring humanitarian crises.
- New and innovative forms of financing.

**2030 Agenda SDGs relating to humanitarian assistance:** All the Sustainable Development Goals are important for humanitarian work through the link between long-term development cooperation and humanitarian interventions. It is clear that broad development initiatives can reduce the risk and the consequences of humanitarian crises. Both development actors and humanitarian actors must work on strengthening resilience and reducing disaster risk in line with the 2030 Agenda.

**Reasons for the Government's assessment:** Humanitarian assistance is founded on the humanitarian principles of humanity, impartiality, neutrality and independence. The distribution of humanitarian assistance is based on humanitarian needs in a global perspective. The policy is also guided by the principles of Good Humanitarian Donorship (GHD).

The UN plays a central normative role in Sweden's humanitarian work, and a large proportion of Sweden's funding is channelled through the UN's humanitarian organisations. The International Red Cross and Red Crescent Movement also holds a special position in humanitarian work, especially regarding the global networks that the national organisations represent. The Geneva Conventions from 1949 also give the International Committee of the Red Cross a unique mandate to uphold international

humanitarian law and protect civilians, the wounded and the sick and those deprived of freedom in armed conflict.

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#### *Difficult challenges but a renewed political will*

The humanitarian system faces a number of challenges. Humanitarian work is characterised by vastly increased needs, crises that are difficult to resolve and protracted and a worrying trend towards reduced access to crisis areas for humanitarian actors and a lack of respect for international humanitarian law. Sweden's strong position in the humanitarian sphere historically and normatively as well as financially gives us a central position in the ongoing international debate on how the world's growing humanitarian needs can best be met.

The first summit on humanitarian issues, the World Humanitarian Summit (WHS), was held in May 2016. The summit revitalised the humanitarian debate and re-energised important initiatives, especially regarding humanitarian funding. At the summit, major agreements prevailed on the importance of political leadership and global accountability in seeking to tackle humanitarian crises and conflicts. Before the WHS, a number of commitments were made about the measures Sweden intends to take regarding humanitarian and conflict-related initiatives.

#### *Complex crises demand cooperation across mandates*

Individuals and societies are affected differently depending on their vulnerability. In recent years the exposure of vulnerable populations has increased. This vulnerability is not the result of any single event such as a natural disaster or armed conflict, but is instead a combination of slow-acting negative underlying factors. These may comprise poverty, hunger, marginalisation and weak social institutions. Environmental degradation, climate change, competition for natural resources and higher food prices increase general vulnerability.

In a world in which humanitarian needs are growing, it is essential to work preventively on the underlying causes of humanitarian crises. By putting more effort into conflict resolution, disaster risk reduction, education, sustainable use of natural resources, environmental and climate work and long-term development, the Government will seek to ensure that crises do not arise, and are not protracted or recurrent. This demands improved synergies, coordination and cooperation with long-term development cooperation. The regional strategy for Syria from 2015 is a concrete example of this through the strategy's effort to focus on development aspects in the humanitarian crisis in Syria and its neighbouring countries.

Development actors must increase their presence in fragile states and humanitarian crises to relieve the humanitarian actors and to promote long-term solutions to protracted crises, including protracted refugee situations with individuals permanently in need. Humanitarian actors and development actors must improve their cooperation and use joint analysis, planning and goal formulation to a greater extent. This work must be guided by a clear distribution of labour based on the mandates of the respective actors. The impartial missions and unique nature of the humanitarian actors must be respected. Humanitarian actors also often

Skr. 2016/17:60 work in the same contexts as military actors, sometimes deployed by the UN. Humanitarian and military actors must cooperate in line with the UN's guidelines in the area.

*Women and girls are particularly vulnerable*

Women and girls are particularly vulnerable in humanitarian crises. Sweden's humanitarian assistance must help to strengthen the right of women and girls to protection in humanitarian crises and improve their opportunity to play an active role in response to humanitarian crises. In several disaster situations, for example, it has been possible to demonstrate a major increase in teenage pregnancies, child marriage and gender-based violence.

Women often play a central role in humanitarian crises and it is essential that humanitarian initiatives support the participation of women and girls in decision-making processes.

The special needs and conditions of women, men, girls and boys must be taken into account. Consideration must be paid to the special needs and conditions of children. It is vital that there is a special perspective on the situation of children and young people, and that conditions are created for children to quickly be able to return to lives that are as normalised possible, including by providing children and young people with educational opportunities. It is also important to recognise the special needs and the vulnerability that people with disabilities have in humanitarian crises.

*Sweden safeguards humanitarian access*

The fact that access to crisis areas for humanitarian actors is being radically reduced in several humanitarian crises emphasises the importance of humanitarian principles being highlighted and affirmed. Over the years, Sweden has been one of the foremost proponents of international humanitarian law and principle-based humanitarian assistance. The Government intends to continue working actively to promote humanitarian principles, access and protection as a condition for effective humanitarian assistance. Sweden is to continue to work to strengthen respect for and compliance with international humanitarian law. Sweden is to work for safe and unrestricted humanitarian access to people in need and for this to be respected by all parties involved.

Similarly, Sweden is to support measures to increase the safety of humanitarian personnel in the field. Humanitarian initiatives must be implemented on the basis of a conflict-sensitive approach ("Do no harm") and an understanding of how a humanitarian initiative influences the context in which it takes place. Humanitarian actors must systematically analyse the local situation and its risks to ensure that implementation is not seen as partial or causes other problems.

*Great need for increased and more effective humanitarian funding*

The costs of meeting the world's humanitarian needs have increased dramatically in the past decade. They are estimated to amount to more than USD 20 billion in 2016. Increasing humanitarian funding and broadening the donor base are necessary to meet the world's humanitarian needs. Funding and initiatives must be more innovative and

more flexible. The Government intends to work further on the Grand Bargain agreement entered into between the largest humanitarian donors and implementing actors at the World Humanitarian Summit which seeks to increase the transparency, efficiency and coordination of the humanitarian response system. Humanitarian support must also be provided on the basis of the priorities of populations affected by disasters to a greater extent and operate via local actors to ensure local ownership and greater resilience, and to make the most of and build local capacity.

It is important that available funds are used as effectively as possible. At the same time, more countries and actors must be encouraged to contribute towards humanitarian initiatives. It is important to support good dialogue and partnership between traditional and non-traditional donors to increase global understanding of humanitarian principles and broaden the donor base.

In line with the principles of Good Humanitarian Donorship, Sweden's financial support must be fast, flexible and predictable. Multi-annual funding must be used in cases where the needs are predictable. Flexible financing makes it possible for recipient organisations to adapt interventions to the development in the area in which it is being carried out and makes planning easier. Sweden's humanitarian assistance must additionally be based on the humanitarian principles, be needs-based, be proportionate to humanitarian needs and be based on needs assessments. The Government will therefore work for more flexible humanitarian needs-based funding, with the aim of ensuring that humanitarian assistance is as effective as possible and benefits the most vulnerable.

Sweden continues to place great emphasis on non-earmarked core funding to the humanitarian organisations. Non-earmarked funding helps to ensure that the humanitarian organisations are able to react to sudden or worsening crises. Core funding also involves supporting the entire organisation, not just the parts that donors select. This strengthens the democratic processes of the organisations and contributes towards non-political and needs-based humanitarian assistance. Furthermore, the flexibility of core funding brings advantages for the organisations in terms of procurement, thus improving efficiency. Sweden will continue to support joint funds both at the global level via the Central Emergency Response Fund, (CERF) and at regional and country levels through the UN's humanitarian country-based pooled funds.

#### *Coordination in the humanitarian ecosystem*

Sweden has played an important role in developing and strengthening the international humanitarian system. Sweden is also one of the initiators of and one of the largest donors to the United Nations Office for the Coordination of Humanitarian Affairs (OCHA). The Government will use this special position to ensure that the humanitarian system is better adapted to today's challenges. Transparency, greater cooperation and improved working methods are key in this work of reform. Sweden is to continue to play a leading role in promoting and developing the work of humanitarian reform.

The European Union is the largest humanitarian donor in the world through the Commission's Directorate-General for European Civil Protection and Humanitarian Aid Operations and the bilateral

Skr. 2016/17:60 humanitarian assistance of Member States. The combined efforts of the EU are key in work to develop and strengthen the humanitarian system. The combined resources of the EU are an important instrument in powerfully tackling humanitarian crises and the EU is an important actor in safeguarding principle-driven, needs-based humanitarian assistance. The Government is to help to ensure that the EU continues to conduct humanitarian operations based on humanitarian principles and that the EU develops its work by strengthening the bridge between humanitarian assistance and long-term development cooperation.

## 7 Collaboration and synergies

The Government recognises that global, regional, bilateral and multilateral development cooperation together with humanitarian assistance, and cooperation within the remit of the EU's development cooperation form a single entity. Different initiatives and working methods complement each other within and between different channels. Dialogue and advocacy are important tools throughout development cooperation and synergies and complementarity are sought.

### *Sweden's bilateral, regional and thematic development cooperation*

Sweden's bilateral development cooperation with individual countries and regions is governed by geographical strategies. In addition, Sweden has thematic strategies with an overarching strategic focus. The Swedish International Development Cooperation Agency, Sida, and in some cases the Folke Bernadotte Academy and the Swedish Research Council have been commissioned by the Government to implement the strategies. In bilateral and regional development cooperation, Sweden is developing broad-based relations with actors from different parts of society, with Sweden gaining an opportunity to conduct a bilateral dialogue on priority issues. Cooperation is an effective tool in countering opposition in individual countries, in different contexts and at different levels. Bilateral development cooperation means that Sweden has a presence in prioritised countries, thus enabling ongoing dialogue, and analysis and monitoring of operations. By starting out from the principles of effective development cooperation, such as ownership, adaptation and mutual accountability, Sweden is strengthening the foundations for effective bilateral development cooperation and lasting relationships built on trust and mutual interests. Development cooperation contributes towards and paves the way for broader relations between Sweden and partner countries and with regional and global partners, as well as for Sweden's cooperation through multilateral organisations and the EU. Operations at different levels can work together towards a shared goal.

### *The EU's development cooperation and humanitarian assistance*

The EU is Sweden's most important foreign policy arena. The EU's development cooperation is a central platform in which Sweden, together with various groupings of countries within the EU, works on active

advocacy to implement the Government's development policy, both in individual countries and in regional and multilateral forums. Joint EU processes and strategies at country level can be an important means of achieving this. Sweden's voice must be strong, active and coherent in the EU's development policy work, including humanitarian efforts. For optimal impact of the priorities of Swedish development policy, advocacy needs to be pursued actively in Brussels, in Stockholm and in partner countries. The EU's external policy, in which development policy is an integrated element, gives the EU considerable political weight in dialogues with third countries and in the multilateral system. The EU gives Sweden a greater opportunity to have a global impact on fundamental values and development policy priorities, where one important element is safeguarding the principles for aid effectiveness and humanitarian assistance. The Government considers that, as a strong global actor on development policy, the EU has good opportunities to drive political work for change, for example through dialogue on sensitive issues or in politically sensitive situations. Sweden must therefore help to strengthen the EU as a constructive actor in the field of development policy in a spirit of solidarity.

#### *Multilateral organisations*

Development cooperation through multilateral organisations gives Sweden an important platform to promote foreign policy priorities. Sweden's voice must be heard in the multilateral organisations through a combination of financial contributions and strategic advocacy. The Government sees the multilateral organisations, in particular the UN, as a central platform for normative influence on the global, regional and national stage. The UN and also the multilateral development banks act as forces for norm-building and international law, policy formulation and advice, crisis management, promoting peace and peacebuilding. The multilateral organisations have great operational capacity at country level and this enables effective use of Swedish funding to fight poverty and for humanitarian work. Multilateral development cooperation also helps to reduce the coordination burden for each partner country, which is in line with Sweden's international commitments on aid effectiveness and the need to reduce the number of development cooperation actors in partner countries. Sweden is to take an active role at country level to advocate for Swedish multilateral priorities in relation to the multilateral organisations and to encourage greater cooperation and coordination between different organisations.

The Government aims to strengthen and improve the effectiveness of the multilateral development system to achieve better results. New global challenges make great demands of the multilateral system and provide an opportunity to create a stronger and more coherent system. This is particularly relevant to the implementation of the 2030 Agenda, which calls for greater coordination and delivery on the part of the multilateral system. The UN's development system plays a central role in this respect. The UN's development system needs to be modernised and better adapted to new challenges in order to be able to meet the ambitious expectations. This includes reviewing the functions of the UN's development system, its financing, governance and capacity for effective

Skr. 2016/17:60 monitoring and review of the 2030 Agenda. Form must follow function. The different parts of the system must work in a more integrated way and deliver effective solutions to challenges that are relevant to all countries and groups. Here Sweden is to act proactively and use a broad, strategic register for lobbying and governance.

Financing of the multilateral system is vital if the reform process, with a holistic approach in which Sweden's voice is heard, is to be successful. The fundamental stability of the multilateral organisations must also be safeguarded in reform work. The proportion of core funding is particularly important as this form of funding creates a platform for strategic dialogue. However, the opportunities for exerting influence are about more than funding. It is equally important to have capacity and expertise to be able to conduct discussions and negotiate directly with the representatives of the institutions on an ongoing basis so that Swedish perspectives and priorities in development cooperation are taken into account. The Government places great emphasis on pursuing this work together with like-minded countries, working with civil society organisations and working for a united, cohesive and strong UN. A clear division of labour and roles between the multilateral organisations is important with the aim of avoiding overlaps and attaining the greatest synergies possible. In this context the perspectives of partner countries on synergies, coherence and complementarity are significant.

For continued legitimacy and relevance, governance of the multilateral development banks needs to change, including through growing influence from low and middle-income countries in line with their greater relative economic size. The multilateral development banks have good resource efficiency in that they have significant leverage of their funds. In certain cases, reforms of the multilateral development banks' financing and lending can increase this leverage and thereby increase their lending volume without or with limited input of resources from the member countries. The development banks also have an important role to play as catalysts for greater financial flows from the private sector. For the Government, it is essential that reforms that catalyse resources to low-income countries, take into account the debt sustainability of partner countries and maintain the financial stability of the development banks.

Multilateral cooperation must have an overall focus on tackling global challenges in an effective way. This requires that the multilateral organisations develop means of working with civil society, the private sector, the research community and philanthropists and adapt operations to a world in which financial flows other than development cooperation are playing an ever greater role. Sweden is to work for and, where necessary, build further on the system and organisations available today and not promote new vertical initiatives that risk fragmenting the multilateral system.

The emphasis on relevance and effectiveness in multilateral cooperation makes great demands of monitoring, evaluation and good reporting of results, as well as measures for effective use of resources in relation to the SDGs in the 2030 Agenda. There are systems for internal and external audits within the organisations and their observations must be followed up. The majority of multilateral bodies also have some form of independent evaluation function whose activities must be followed

and supported. Sweden is to be active in making demands, promoting improvements and ensuring that lessons learned are fed back into operations. The possibility of funding being withheld or reduced must be used when an organisation fails to live up to overarching objectives, demonstrates poor effectiveness or is incapable of making necessary changes.

*Cooperation between humanitarian assistance and long-term development cooperation*

The SDGs are particularly relevant to humanitarian assistance through the link between development cooperation and humanitarian assistance. Broad-based long-term development initiatives to strengthen the resilience of individuals and societies may reduce the risk and the consequences of humanitarian crises. The SDGs specifically address building resilience and disaster risk reduction. By placing greater emphasis on conflict resolution, reduced emissions, climate action, disaster risk reduction and development in fragile states and states affected by disasters, Sweden and others can help to prevent disasters occurring, ensure that they are not protracted and that they do not recur.

To assist people in the wake of a disaster in a sustainable way, Sweden is to help to ensure that humanitarian actors and development-focused actors work in parallel to a greater extent rather than in sequence, in countries suffering complex, protracted and recurrent crises. More development actors must work in humanitarian contexts to enable humanitarian assistance to focus on the objective of saving lives and alleviating suffering. This demands close cooperation and a clear mandate-based distribution of efforts. Joint analysis, planning and objectives should be pursued, while the non-political mission of the humanitarian actors should be safeguarded.

## 8 The geographical focus of development cooperation

Development cooperation must primarily be focused on the countries that face the greatest challenges and shortcomings in terms of their own resources, with the most extensive needs and where Swedish development cooperation has the greatest opportunity of contributing towards the aim of development cooperation. The starting point of the 2030 Agenda is clearly to “leave no one behind”.

There is a need to regularly review where the added value of Swedish development cooperation is highest. Countries must be chosen based on an overall assessment and a clear basis for assessment founded on where Sweden is particularly well-placed to carry out effective development cooperation.

The needs of individual countries and international principles on effective development cooperation provide important guidance in shaping Swedish development cooperation.

Skr. 2016/17:60 Sweden's bilateral development cooperation must be focused on the least developed and most vulnerable countries. Particular attention is paid to support to these countries in the Addis Ababa Action Agenda, where the previous commitment is reiterated that 0.15–0.20 per cent of GNI is to go to these countries.

The formerly strong link between low-income countries and people who live in poverty has been weakened. Rapid economic development in several formerly low-income countries has led to an increasing proportion of global poverty being found in middle-income countries. Development cooperation may therefore also play an important role in middle-income countries although it should be limited in financial terms since the fundamental problem is not a lack of resources but the way in which the resources are distributed within the country in question. Nevertheless, Sweden is able to play an important role in influencing or accelerating reform efforts and building capacity to support this through development cooperation, especially via multilateral organisations. Small, strategic initiatives that act as a catalyst may have a major impact, especially in terms of support for democracy and human rights, and institution building or initiatives that support the transition to more environmentally and climate-minded sustainable development. Tripartite cooperation, in which Sweden and another country carry out development cooperation with a third country (partner country) can also contribute new approaches and experiences for the participating countries.

In many cases, solutions need to be global or created through collaboration across national boundaries. Global and regional initiatives play an important role here. Global initiatives enable Sweden to influence overarching principles and values in key policy areas. Regional initiatives seek to strengthen regional collaboration and find joint solutions to transboundary problems where regional cooperation produces a better impact than initiatives in individual countries. Global and regional initiatives as well as support to multilateral organisations and the EU's development cooperation are all ways in which Sweden can reach people living in poverty and under oppression, also in countries in which Sweden has no or very limited bilateral cooperation. Global and regional funding can also be a good way of working with issues where there may be difficulties for actors to act and work effectively at national level.

Multilateral organisations are particularly important in fragile states and in conflict and post-conflict countries. Civil society organisations, as well as cooperation between agencies, universities and parliaments, can play an important role, also in countries in which Sweden does not have direct state-to-state cooperation.

## 9 Effective development cooperation

Swedish development cooperation rests on internationally agreed principles of effective development cooperation. The principles are

expressed in the Paris Declaration (2005), the Accra Agenda for Action (2008) and in the Busan Partnership for Effective Development Co-operation (2011). These principles remain relevant for the implementation of the 2030 Agenda. Work on development effectiveness covers all development actors – states as well as multilateral organisations, civil society, the research community and the private sector. Within the remit of the Busan Partnership, Sweden has also committed to comply with the New Deal for Engagement in Fragile States for the International Dialogue on Peacebuilding and Statebuilding. Sweden is to ensure that these principles are followed and developed further in Swedish development cooperation as an important prerequisite for planning, implementation and monitoring. This section outlines a selection of these principles that the Government wishes to highlight.

*Partner countries responsible for their own development*

Development cooperation must help to boost national responsibility and ownership, including by strengthening the building of necessary institutions, supporting the development of democratic processes, reinforcing capacity for research and innovation, and strengthening financial management and anti-corruption measures. This will gradually also create better conditions for countries' own resource mobilisation and for achieving results.

The principle of tailoring development cooperation to the development strategies and plans of the partner country itself and using the country's own systems is central. Transparency and broad-based support are important here. Sweden's bilateral development cooperation takes as its point of departure the countries' own strategies, plans and poverty reduction and development systems. The global consensus on the 2030 Agenda and the national climate plans drawn up within the remit of the United Nations Framework Convention on Climate Change constitute important building blocks for countries' own development strategies and plans.

One consequence of stronger ownership is that the partner country itself decides where development assistance-financed goods and services are to be procured from and how (untied aid). However, it is important to ensure, via dialogue, capacity development and other support, that procurement takes place correctly and that the principles of the 2030 Agenda on economic, social and environmental sustainability are applied. Partner country ownership thus brings higher cost-efficiency and an opportunity for the partner country to steer its own development. A guiding principle is that Swedish development cooperation is to be untied, and this applies to multilateral, regional and bilateral development cooperation.

The systems of the partner country must be used as far as possible throughout the process for public financial management. Risks of using these systems must be assessed, evaluated and, where these are unacceptable, tackled. It is important to conduct a dialogue with the partner country on what improvements are required so that the systems can be used. Using the countries' own systems may prove particularly difficult in fragile states with shortcomings in terms of institutional capacity and legitimacy. At the same time, it is especially urgent to

Skr. 2016/17:60 encourage ownership in these countries and to help to develop national institutions by making use of them.

Donor coordination is an important part of the work to encourage partner country ownership of its own development. Coordination between donors simplifies the partner country's dialogue with its donor base and makes it easier to manage the total development cooperation received. One major challenge to partner countries being in the driving seat of their own development is that development cooperation donors often have their own priorities and that coordination with the partner country and between donors is insufficient. This is especially true of many new development cooperation actors. Sweden is to work for active donor coordination and play an active role in the EU's joint programming.

Partner countries' ability to tackle current development challenges and attain the Sustainable Development Goals is dependent on boosting their own capacity. Greater capacity improves possibilities to operate through the countries' own systems and improves the preconditions for lasting results that extend beyond development cooperation. This is also important for civil society, which plays a vital role in development in many countries. Capacity building is also a way of combating corruption and managing risk. This can take place in many different ways, e.g. through technological cooperation, research cooperation and exchanges, such as researcher exchanges in areas where Sweden has relevant experience. Support for capacity building is a central element in implementing a coherent and broad development policy.

#### *Cooperation between actors*

The 2030 Agenda emphasises partnership for achieving sustainable development. Swedish development cooperation generally builds on broad engagement and inclusive partnerships between actors in Sweden, in partner countries and with regional, international and intergovernmental organisations. The capacity of different actors for cooperation must be strengthened. It is essential that we draw on the knowledge and the experience that development cooperation actors represent for effective implementation and learning. Development cooperation gives Sweden an opportunity to conduct a dialogue on prioritised issues in bilateral contexts, in EU circles, with other donors and in cooperation with other like-minded actors in partner countries and multilateral and regional organisations.

Local actors in partner countries have a crucial role to play in ensuring long-term local ownership and continuity beyond development cooperation.

Swedish agencies have an important role in implementing development cooperation and helping to implement the 2030 Agenda. They are often requested as partners in development cooperation due to their expertise on the subject and their experience of government administration and building strong institutions. Many agencies have a widespread network of contacts that must be utilized in Sweden's development cooperation. Swedish agencies, like Swedish civil society, are key actors in implementing development cooperation. Lessons learned from development cooperation helps to strengthen the work of agencies on

integrating a development perspective in their own operations in line with Sweden's Policy for Global Development. The contacts between institutions in Sweden and in partner countries that are created and developed further, including between parliaments, can also play an important role in lasting and mutual relationships that extend beyond development cooperation.

Support to and via civil society is an important aspect of Swedish development cooperation. In addition to civil society organisations that already have an established role in development cooperation, new actors also have the potential to play a greater role. Civil society organisations that have democratic structures and working methods can operate independently and act with legitimacy while being representative. The support assumes that these organisations act with legitimacy in relation to people who are discriminated against and individuals and groups living in poverty. Many organisations are powerful agents for change. The collected knowledge and experience of civil society strengthens development cooperation. As development actors, shapers of opinion and advocates, civil society organisations perform an important function by making proposals, and scrutinising and demanding accountability from states and public institutions. Their capacity to work at the local level enables people living in poverty and under oppression to influence their own living conditions themselves and exercise influence in political processes and decisions. Civil society organisations can thus contribute towards a democratic culture and are crucial to the rights perspective. Civil society organisations can also serve an important bridge-building function in relation to other actors, not least political parties and institutions whose participation is necessary to consolidate democratic change processes initiated by civil society.

Swedish universities, higher education institutions and research institutions possess knowledge and experience that is relevant to both bilateral development cooperation and multilateral and thematic development cooperation, within the EU and in implementing the 2030 Agenda. This includes research-based knowledge in specific thematic areas, and knowledge of complex contexts and links that partly explain the varying causes of poverty and the forms it takes. For decades, a number of Swedish universities and higher education institutions have played a key role in building up research capacity and sustainable research systems, primarily in low-income countries. Swedish universities and higher education institutions also have extensive expertise in organising good-quality higher education institutions under the rule of law. These partnerships contribute towards mutual learning that also improves Swedish research and skills regarding poverty and vulnerability in low-income countries and helps to implement Sweden's global commitments under the 2030 Agenda. In addition, Swedish universities and higher education institutions play an important role in knowledge and institution-building in developing countries within the remit of development assistance-funded grant programmes for foreign students studying at advanced level at Swedish centres of learning.

Cooperation with business actors in partner countries and internationally is essential to development. This cooperation helps to mobilise both private sector capacity for initiatives, creativity, experience

Skr. 2016/17:60 and expertise and its financial resources for sustainable development. Business has a central role to play in economic development and is essential for job creation. The innovative capacity of companies is central in work to create new, sustainable solutions to global challenges. The same goals and principles apply to cooperation with private actors as to all other development cooperation operations. Cooperation between labour market partners, which includes encouraging social dialogue, is also of the utmost importance.

Social partners are the organisations that, together with states, regulate the labour markets. Encouraging a social dialogue in which unions and employers can formulate, influence and, where appropriate, implement national policy on social, economic and other issues, makes the social partners significant actors in efforts to attain the goals of the 2030 Agenda.

The creation of global partnerships can play an important role in areas in which there has been no organisation with a clear mandate to lead the work or in areas that have been under-funded. Specific global partnerships such as the Global Fund to Fight AIDS, Tuberculosis and Malaria (GFATM), the Global Forum on Migration and Development (GFMD), the Global Partnership for Education (GPE) and partnerships to mitigate climate change, have proven to be successful in uniting a wide range of actors on a particular issue. Global partnerships are particularly well-suited to issues that go against the tide, such as women and girls' SRHR, which can be complicated to pursue at national or regional level.

#### *Increased dialogue for greater understanding and advocacy*

One important instrument in development cooperation is the dialogue that Sweden conducts with different development actors and the relationships established with and between these. This is the case within the multilateral system, with partner countries and with actors in prioritised thematic areas. The dialogue is to help further Swedish policy, to attain results within the remit of strategies and to improve development effectiveness. The five perspectives are crucial in this context. The dialogue must be mutual and is to help to ensure that the operations of Sweden and development actors are in line with the needs, priorities and systems of partner countries. Dialogue is essential to deeper relations, shared learning and development cooperation in line with the principles of aid effectiveness. Cooperation and dialogue with Swedish development actors, e.g. civil society, is essential in successfully pursuing Swedish development policy.

#### *Transparency and the need for information*

Transparency is important in development cooperation in terms of attaining civic support and greater engagement in Sweden and in Sweden's partner countries. Greater knowledge of development cooperation facilitates participation in its design and implementation. This creates better conditions for operations that build on people's own experienced problems and needs.

Contributing towards equitable and sustainable global development requires greater transparency, also regarding finance flows other than development assistance. Collecting and aggregating data from different

development streams – public and private, national and international – improves conditions for making strategic decisions, evaluating results and enabling accountability. In this context it is important to safeguard the international regulations on which financial flows are counted as development assistance (ODA or official development assistance). A lack of reliable data and statistics makes it difficult to follow up results in many countries. It is therefore important to support institution-building and the capacity to produce, analyse and provide relevant statistics by gender and age. As part of working towards openness and transparency in relation to the 2030 Agenda, Swedish development cooperation is to help to improve countries' own statistics systems.

#### *Risk awareness*

Sweden conducts development cooperation in high risk environments. This may involve political uncertainty, conflict situations, weak systems and institutions, and corruption. Risk-taking is often essential if development cooperation is to achieve results. Risk must be weighed against the results in terms of poverty reduction and sustainable development that can potentially be achieved. Supporting an initiative may therefore sometimes be justified, even if the risks are high. This requires good risk management and developing forms for distributing risk. Risk assessment must be carried out at initiative and strategy levels and be an integrated part of preparation, implementation and follow-up. Uncertainty factors that may have a negative impact on operations or cause harm must be identified and evaluated with regard to their likelihood and consequences. Control measures are to be put in place for unacceptable risks and risk assessments and measures must be followed up regularly. Dialogue and consultation between stakeholders must take place, particularly regarding risk assessment and risk tolerance, taking into account those affected by the outcome of the risks.

Countries affected by conflict or with major problems in terms of democracy and human rights are particularly high risk environments for development cooperation. In a large number of countries, opportunities for a strong and independent civil society are limited by restrictive legislation, among other things. Many civil society actors have also been subjected to threats and pressure. Such environments mean that support for various civil society organisations and human rights activists are characterised by a higher risk. At the same time, development cooperation can produce great results in these countries. There needs to be a readiness to take greater risks and for development cooperation to be carried out with a conflict-sensitive approach.

#### *Results, learning and incorporating lessons learned*

All development cooperation is to contribute towards results that benefit people living in poverty and under oppression. Sweden contributes towards a positive development of society together with national partners and other actors. The changes that take place are often the result of complex processes that may take time. The impacts of Swedish development cooperation must reflect the Government's priorities in this

Skr. 2016/17:60 framework and should therefore be seen in a broad and long-term perspective.

Effective development cooperation and well-founded decisions require knowledge of what contributes towards operational results and sustainable change for people living in poverty. Development cooperation must therefore be characterised by analysis, learning and incorporating lessons learned. Dialogue between development cooperation actors is essential. It forms the basis for the ongoing development of this cooperation.

Information on the effects of development cooperation is important for learning and accountability. This is contingent upon successfully functioning monitoring and evaluation systems in Sweden and in partner countries and international organisations. In line with the Paris Declaration on Aid Effectiveness and the 2030 Agenda, Sweden is to continue to help to improve the systems of partner countries for monitoring, evaluating and using results information. Data on quantitative and qualitative indicators complements the broader analysis. The indicators are to be derived based on the partner countries or be internationally agreed. Monitoring and reporting procedures must build on existing systems as far as possible and be harmonised with those of other donors to minimise the reporting burden on the partner countries. Where possible, data and statistics must be provided by gender and age and produce a holistic picture of development. OECD/DAC has a unique role in assuring quality in development cooperation and effectively defending the fundamental principles of development cooperation.

## 10 The road ahead

For the first time, poverty reduction efforts at the international level have been clearly linked to all three dimensions of sustainable development – economic, social and environmental. The new development agenda established in 2015 with the adoption of the 2030 Agenda, the Addis Ababa Action Agenda on Financing for Development and the Paris Agreement on climate change takes this approach. The adoption of the Sendai Framework for Disaster Risk Reduction was another important step. In the light of this, we have now been given a unique opportunity to take a horizontal approach to development. The policy framework for Swedish development cooperation and humanitarian assistance sets out the Government's direction for this work.

The overarching objective of Swedish international development cooperation, as stipulated by the Riksdag (bill 2013/14:1 UO 7, report 2013/14:UU2) *to create preconditions for better living conditions for people living in poverty and under oppression* is confirmed in this communication and remains in place. Whether development cooperation is bilateral, regional, thematic, in multilateral organisations or through the European Union's development cooperation, it should aim to meet this objective and be based on the direction presented in the policy framework. The point of departure is partner countries' own visions and

priorities, based on the principle of partner countries' ownership and responsibility for their own development. The other principles in the aid effectiveness agenda also continue to be important.

That said, Swedish development cooperation and humanitarian assistance must continue to develop. Today's global development challenges are not the same as those of yesterday, but Swedish policy is ahead of its time and our international credibility is large. The development agenda is broad and is linked to other policy areas, with increasing numbers of actors. The bridge between acting in humanitarian crises and long-term development cooperation must be strengthened. No country, no organisation, no one single issue is the key to successful poverty reduction. What is needed is policy coherence and mobilisation of other resources for development than merely development assistance. The links are many and complex, and, this being the case, the importance of knowledge-based approaches to development problems cannot be emphasised enough.

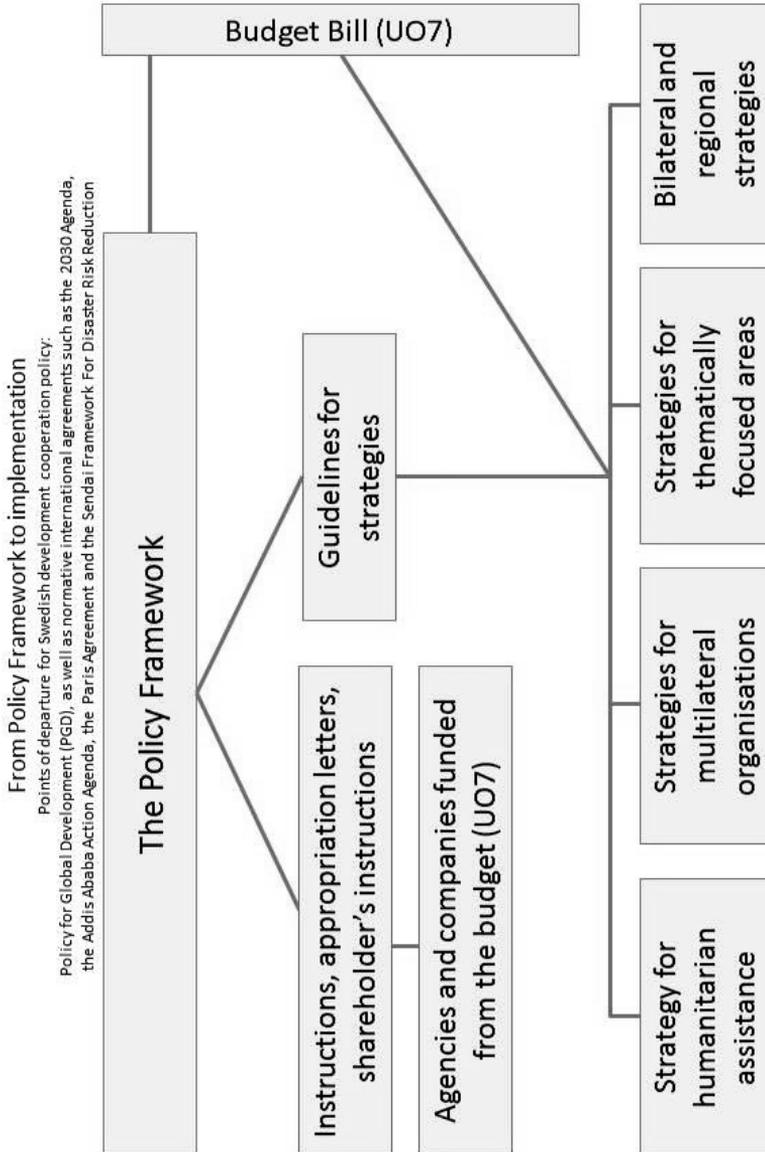
Sweden must continue to be a powerful voice on the global stage on development issues and for humanitarian operations. We seek to contribute to new thinking, to change and to making a difference for people living in poverty. Through this policy framework, in the form of a Communication to the Riksdag, the Government presents its policy for achieving this goal.

Statements in consultation on the Communication have been received from the following bodies: the Union for Professionals, the Swedish Public Employment Service, the Swedish Agency for Government Employers, the Swedish Work Environment Authority, the Children's Rights Network for development issues, Blekinge Institute of Technology, Chamber Trade Sweden, CONCORD Sweden, the Swedish National Courts Administration, the Swedish National Financial Management Authority (ESV), the Swedish Energy Agency, the Expert Group for Aid Studies (EBA), the National Export Credits Guarantee Board (EKN), Fair Action, FIAN Sweden, the Financial Supervisory Authority, the Swedish National Council of Adult Education, Folke Bernadotte Academy (FBA), the Public Health Agency of Sweden, the Swedish Foundation for Human Rights, the Swedish Research Council for Health, Working Life and Welfare (FORTE), the Swedish Research Council for Environment, Agricultural Sciences and Spatial Planning (Formas), Forum Syd, the Swedish Development Forum (FUF), the Swedish Armed Forces, the Swedish Social Security Agency, the Secretary-General Network, Global Health, Uppsala University, Global Utmaning, University of Gothenburg, the Swedish Agency for Marine and Water Management, the Hunger Project Sweden, University of Borås, International Aid Services, the Swedish section of the Women's International League for Peace & Freedom (IKFF), the Swedish International Centre for Local Democracy (ICLD), the Jarl Hjalmarson Foundation, the Swedish Board of Agriculture, the Legal, the Financial and Administrative Services Agency, Karolinska institutet, the Swedish Chemicals Agency (KEMI), YWCA-YMCA of Sweden (KFUM), the National Board of Trade of Sweden, the Swedish Arts Grants Committee, the Swedish Prison and Probation Service, the Christian Democratic International Center (KIC), the Swedish Enforcement Authority, the Royal Swedish Academy of Engineering Sciences (IVA), Cultural Heritage without Borders, the Royal Swedish Academy of Agriculture and Forestry (KSLA), the Royal Institute of Technology (KTH), the Swedish Coast Guard, the Swedish Trade Union Confederation (LO), the Federation of Swedish Farmers (LRF), the Swedish mapping, the Cadastral and Land Registration Authority, Linnaeus University, the Swedish National Food Agency, the National Council of Swedish Youth Organisations (LSU), the Swedish Civil Aviation Administration (LFV), Lund University, Doctors without Borders Sweden, the Medical Products Agency, the Swedish Teachers' Union, the Swedish National Mediation Office, the Fojo Media Institute, the Swedish Migration Agency, Mistra Urban Futures (Chalmers), the Swedish Agency for Participation, the Swedish Civil Contingencies Agency (MSB), the Swedish National Agency for Higher Vocational Education, MyRight, the Swedish Society for Nature Conservation, the Swedish Environmental Protection Agency, the Nordic Africa Institute (NAI), the International Council of Swedish Industry (NIR), the Olof Palme International Center, Operation 1325, the Parliamentary Forum on

SALW, the Swedish Patent and Registration Office (PRV), the Swedish Pensions Agency, Per Molander, the international development cooperation and humanitarian assistance section of the Swedish Pentecostal Alliance of Independent Churches (PMU), Plan International Sweden, the Swedish Police Authority, PRO Global, the Raoul Wallenberg Institute of Human Rights and Humanitarian Law, the Swedish National Heritage Board, the Swedish Federation for Lesbian, Gay, Bisexual, Transgender and Queer Rights (RFSL), the Swedish Association for Sexuality Education (RFSU), the Swedish National Debt Office, the Swedish National Audit Office, Save the Children Sweden, the Interest Organisation for Popular Movement Folk High Schools (RIO), School of Global Studies, the University of Gothenburg, Embassy of Sweden Section Office in Yangon, Selam, the Swedish Tax Agency, the Swedish Forest Agency, the Swedish Schools Inspectorate, the National Board of Health and Welfare, the Swedish Arts Council, the National Veterinary Institute (SVA), Statistics Sweden (SCB), the Swedish Agency for Public Management, the Swedish Broadcasting Aid Foundation, Stockholm Environment Institute (SEI), Stockholm International Peace Research Institute (SIPRI), Stockholm International Water Institute (SIWI), Stockholm Resilience Centre (SRC), Stockholm University, the Swedish Radiation Safety Authority (SSM), the Swedish Adult Education Association, Sweden's National Accreditation Body (SWEDAC), the Swedish International Development Cooperation Agency (Sida), the Swallows India Bangladesh, Swedfund International AB, Svensk Projektexport (SPE), United Nations Association Sweden, Consulate General of Sweden in Jerusalem, the Swedish Institute (SI), the Church of Sweden, the Swedish Mission Council (SMR), the Swedish Network for Disaster Risk Reduction and Resilience (SNKR), the Swedish network for transitional justice, the Swedish Red Cross, the Swedish National Commission for UNESCO, the Swedish International Liberal Centre (Silc), the Swedish Confederation of Professional Associations (Saco), Swedish Embassy in Addis Ababa, Swedish Embassy in Baghdad, Swedish Embassy in Bangkok, Swedish Embassy in Belgrade, Swedish Embassy in Chisinau, Swedish Embassy in Damascus, Swedish Embassy in Dar es Salaam, Swedish Embassy in Dhaka, Swedish Embassy in Guatemala, Swedish Embassy in Harare, Swedish Embassy in Yerevan, Swedish Embassy in Kabul, Swedish Embassy in Khartoum, Swedish Embassy in Kigali, Swedish Embassy in Kinshasa, Swedish Embassy in Lusaka, Swedish Embassy in Maputo, Swedish Embassy in Minsk, Swedish Embassy in Monrovia, Swedish Embassy in Nairobi, Swedish Embassy in Ouagadougou, Swedish Embassy in Phnom Penh, Swedish Embassy in Pristina, Swedish Embassy in Tbilisi, Architects Sweden, Delegation of Sweden to the OECD and UNESCO in Paris, the Swedish Association of Local Authorities and Regions (SALAR), the Christian Council of Sweden (SKR), the Swedish University of Agricultural Sciences (SLU), the Swedish Meteorological and Hydrological Institute (SMHI), Permanent Delegation of Sweden to the Organisation for Security and Co-operation in Europe in Vienna (OSSE Vienna), Permanent Mission of Sweden to the International Organisations in Geneva, Permanent Representation of Sweden to the Council of Europe (Strasbourg), Permanent

Skr. 2016/17:60 Representation of Sweden to the European Union in Brussels, the Association of Swedish Higher Education (SUHF), the Swedish Association of the Visually Impaired, the Swedish Confederation of Professional Employees (TCO), the Swedish Agency for Economic and Regional Growth, the Swedish Defence Research Agency (FOI), Transparency International Sweden, Swedish Customs, Umeå University (UmU), UNICEF Sweden, Union to Union, the Swedish Council for Higher Education (UHR), United Nations Human Settlements Programme Nairobi, Uppsala University, WaterAid, We Effect, Sweden's Innovation Agency (Vinnova), and the Swedish Research Council, the Swedish Prosecution Authority.

## Appendix 2: From policy framework to implementation



### **Appendix 3: The Sustainable Development Goals**

SDG 1. End poverty in all its forms everywhere

SDG 2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture

SDG 3. Ensure healthy lives and promote well-being for all at all ages

SDG 4. Ensure inclusive and quality education for all and promote lifelong learning

SDG 5. Achieve gender equality and empower all women and girls

SDG 6. Ensure availability and sustainable management of water and sanitation for all

SDG 7. Ensure access to affordable, reliable, sustainable and modern energy for all

SDG 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all

SDG 9. Build resilient infrastructure, promote inclusive and sustainable industrialisation and foster innovation

SDG 10. Reduce inequality within and among countries

SDG 11. Make cities and human settlements inclusive, safe, resilient and sustainable

SDG 12. Ensure sustainable consumption and production patterns

SDG 13. Take urgent action to combat climate change and its impacts

SDG 14. Conserve and sustainably use the oceans, seas and marine resources for sustainable development

SDG 15. Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss

SDG 16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels

SDG 17. Strengthen the means of implementation and revitalise the global partnership for sustainable development

Extract from the minutes of the Cabinet Meeting, 14 December 2016.

Present: Prime Minister Löfven, Chair, and ministers Lövin, Wallström, Y Johansson, M Johansson, Baylan, Bucht, Hultqvist, Andersson, Hellmark Knutsson, Ygeman, A Johansson, Bolund, Damberg, Bah Kuhnke, Strandhäll, Shekarabi, Fridolin, Eriksson, Linde, Skog, Ekström

Rapporteur: Minister Lövin

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The Government adopts Communication 2016/17:60 Policy framework for Swedish development cooperation and humanitarian assistance.

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